A Compilation of CSO Initiated
Procurement Monitoring Programs and Tools
Draft

Affiliated Network for Social Accountability in East Asia and the Pacific
(ANSA-EAP)[1]
www.ansa-eap.net

[1] This compilation was prepared with the support of researchers Anthony S. Septimo and John Estanley Z. Penalosa

LIST OF ABBREVIATIONS

ABC	Approved Budget for the Contract
ANSA-EAP	Affiliated Network for Social Accountability in East Asia and the Pacific
APP	Annual Procurement Plan
ASOG	Ateneo School of Government
AusAID	Australian Agency for International Development
BAC	Bids and Awards Committee
BE	Bantay Eskuwela
BL	Bantay Lansangan
BSP	Boy Scouts of the Philippines
BAY-ESK	Bayanihang Eskwela
CAC	Coalition Against Corruption
CCAGG	Concerned Citizens of Abra for Good Government
COA	Commission on Audit
CODE-NGO	Caucus of Development NGO Networks
CSO	Civil Society Organization
GOP	Government of the Philippines
G-Watch	Government Watch
HOPE	Head of Procuring Entity
IAR	Inspection and Acceptance Report
ICT	Information and Communications Technology
IRR	Implementing Rules and Regulations
DBM	Department of Budget and Management
DEEM Tool	Differential Expenditure Efficiency Measurement Tool
DO	Department Order
DOH	Department of Health
DO	Direct Order
GPRA	Government Procurement Reform Act

IRA	Internal Revenue Allotment
MOA	Memorandum of Agreement
NAMFREL	National Citizen's Movement for Free Elections
NEDA	National Economic Development Authority
NGO	Non Government Organization
NRIMP1	National Roads Improvement Management Program Phase 1
NRIMP2	National Roads Improvement Management Program Phase 2
ODR	Observer’s Diagnostic Report
OM	Operations Manual
PBC	Pre-bidding Checklist
PDAF	Priority Development Assistance Fund
PE	Procuring Entity
Phil-GEPS	Philippine Government Electronic Procurement System
PNDF	Philippine National Drug Formulary
POW	Program of Works
PWI	Procurement Watch Incorporated
SONA	State of the Nation Address

OUTLINE OF CONTENTS

OBJECTIVES

This document aims to enumerate various procurement monitoring activities of Civil Society Organizations (CSOs) including tools such as scorecards, checklists, and sector-specific programs.

In order to achieve its objective, this report focuses on data that can be derived from the tools as well as the processes involved in obtaining them.

The following information are presented for each tool:

- Evolution (proponents, context of emergence, initial developments, current form and use)
- Methodologies (metrics, scope, concepts and variables used, analytical framework, interface with the Philippine Government Procurement Reform Act (GPRA) or RA 9184, and efforts to institutionalize the use of the tool).

BACKGROUND

CSO Monitoring and the GPRA

On 26 January 2003, the Government Procurement Reform Act (GPRA) was signed into law by the Philippine Government. One of the main reforms of the law is that it enabled CSOs to be involved in all stages of public procurement activities as observers. However, debate exists on the extent of CSO participation in procurement monitoring. While the law allows CSO monitoring, much focus has been given to monitoring the public bidding part of the procurement process.

The current GPRA is committed towards promoting transparency, accountability, efficiency and effectiveness in the procurement process. This effort is embedded in the sections of the GPRA as well as in its Implementing Rules and Regulations (IRR). Because of this, it serves as the backbone of procurement monitoring initiatives and tools which aim to assess compliance of various government agencies with its IRR.

The GPRA institutionalizes the presence of CSO observers in the procurement process. Departments are mandated to invite at least two (2) observers to sit in its proceedings in all stages of the procurement process, in addition to the representative of the Commission of Audit,. Furthermore, Article II Section 23 of the Philippine Constitution states that “The State shall encourage non-governmental, community-based, or sectoral organizations that promote the welfare of the nation,” making CSO participation a constitutional right.

In addition to the GPRA, there are other laws that promote transparency and enable monitoring in the procurement process. Republic Act No. 6713, otherwise known as the Code of Conduct for Public Officers, provides that in the performance of duties, all public officials and employees have an obligation to make government documents accessible to the public. Section 5.e. provides that “All public documents must be made accessible to, and readily available for inspection by the public within reasonable working hours".

It is important to note that many of the existing procurement monitoring tools (PMTs) are aligned with the provisions of the GPRA which serves as the legal framework for all procurement activities in the Philippines, furthermore, the administration and application of these tools are in the context of procedures within the Philippine bureaucracy. As such, replicating any of the existing procurement monitoring tools without an existing legal platform such as in the case of the Philippines would pose a great challenge. It is also important to mention that each tool is developed in context of the existing environment of the government agency monitored. This can be found in the variety of monitoring procedures as well as in ways of institutionalizing each PMT. For example, relationship between the CSO and a local office of a national government agency may involve discussion of findings to find solutions before final reports are released to the central office. This is in contrast to procurement monitoring procedures wherein data gathered from the field (i.e. local office of a government agency) are processed at the central office of the CSO.

CSO-Initiated Procurement Monitoring Tools

Procurement Watch, Incorporated (PWI) pushed forth the institutionalization of monitoring in procurement by being the first CSO to support and advocate for the passage of the GPRA and contribute to the development of its IRR. PWI also laid out standardized monitoring tools and conducted trainings and workshops to other CSOs and stakeholders who incorporated these tools in their own procurement monitoring initiatives. One of these tools, the Diagnostic Report (discussed in detail in the next section), for instance, has been duly recognized by the Office of the Ombudsman. Another tool initiated by PWI, the Public Bidding Checklist (PBC) was endorsed by the Department of Budget and Management (DBM). The use of these tools has further solidified the role of CSOs in monitoring procurement activities making them tools for tracking corruption (for the Office of the Ombudsman) and for auditing and checking (for DBM). However, while remaining close to the original format, modifications of the PBC and DR tools have been introduced by these organizations due to varying contexts such as variations between agencies, differences between the goods procured and the technical capacity of volunteers and observers.

The movement towards monitoring by CSOs does not necessarily mean that government agencies lack their own mechanisms for self-evaluation. However, there is much skepticism towards self-evaluation because conflicts of interest might arise. there has to be a check and balance mechanism that is independent of the agency being assessed. Prior to 2003, procurement programs and procedures were not unified and was different from one organization to another. As such, evaluation and monitoring initiatives during those times were in varying forms and largely on a case-to-case basis. With procurement procedures now unified under GPRA, monitoring initiatives now have a common framework. Noticeable divergences can be explained by the aim and approach of the organization, the government agency, as well as the object being procured. This report tries to enumerate points of convergence and divergence of each tool in terms of data processing (centralized or decentralized), reporting (local procuring entities or to the head office of the agency), as well as nature of objects being procured (whether goods like armchairs, textbooks, or infrastructure like roads etc.).

REPORT CONTENTS

This report is a combination of programs and forms that serve as tools in monitoring various stages of the procurement cycle. Some procurement monitoring tools (PMTs) could be as simple as a checklist that a volunteer needs to fill out or an elaborate set of procedures and forms. To facilitate the discussion, PMTs are categorized into four different non-mutually exclusive categories:

1) Entire PROGRAMS, which consist of several FORM tools and/or PROCEDURES.
2) A FORM that can be used as a stand-alone tool or in the context of a monitoring program—this can be akin to a standard survey, a questionnaire, a scorecard, or a content-analysis form which have a standard set of questions that need to be answered.
3) A set of PROCEDURES AND GUIDELINES—which may not necessarily be in a form tool format but serve as operational guidelines on what to look out for in monitoring—this is akin to a report outline which provides the skeleton of the final report.
4) A SCORECARD which provides a set of indicators and scores agreed upon by a group of people. The scores are taken as a qualitative rating of the process, similar to report cards in school. However, unlike report cards the dynamics of scoring also play a significant part in the tool.

Some tools in this compendium may be sufficient enough to monitor a particular stage and thus merit a separate discussion. These may be incorporated in conjunction with other tools as part of a bigger program. The Bantay Eskuwela Program for instance, employs a variety of form tools in monitoring the acquisition of armchairs by the Department of Education (DepEd). The program consists of a set of procedures and form tools that enable monitors to analyze whether the procurement goods is done correctly. One of the tools used in the program is the DEEM Tool (see discussion on DEEM Tool) which could be a separate form to monitor the entire procurement process. DEEM can be used in other monitoring efforts not necessarily exclusive to the acquisition of armchairs by DepEd. Forms like Public Bidding Checklist (PBC) and the Diagnostic Report (DR), which are sufficient to provide an assessment of the pre-bidding and bidding parts of the procurement process respectively, are also used as part of other procurement programs.

DISCUSSION OF TOOLS

This compendium is designed to provide brief descriptions of each CSO-initiated PMT in the Philippines. The ultimate aim for each discussion is to highlight the types of procurement monitoring data that can be generated from each PMT. This is achieved by dividing the discussion into the following parts:

Tool Summary. Each discussion starts with a summary of the tool which describes the types of data can be obtained from the tool. It also enumerates prominent characteristics of the tool as well as details on how data are used.

Background. The background discusses the context of emergence of the tool or program including the impetus for its establishment as well as its main proponents. This section discusses the precursors of the tool as well as changes and adjustments from its original to present form.

Conceptual Framework and Outputs. Each write-up tries to enumerate the type of information that can be derived from the tool that is helpful in monitoring the procurement process. In addition, trajectory of the data obtained from the tool are also discussed—whether data are used to provide reports, to facilitate dialogues, to serve as input in the next procurement cycle etc.

Methodology and Overall Structure. This section shortly discusses how the tool or program is carried out in terms of administration, verification as well as data use. This will enable readers to understand who gathers the data, how the data is processed and analyzed as well as how it is used. Concepts and variables found in each tool are also enumerated to provide an understanding on how each tool tries to provide an evaluation of the procurement process. Efforts to institutionalize the tool are also discussed.

Because PMTs mentioned in this compendium may actually stand for processes consisting of several form tools, the methodology section also includes a discussion of the contents of each PMT in the form of a TOOL FACT BOX which contains the following information:

NAME OF THE TOOL *Brief summary of the tool.*	
Part of the procurement process	Answers what part of the procurement process the tool is used/applied.
Type of tool	Identifies whether the tool is a: - GUIDE—a set of procedures and guidelines - FORM—a form where data is written/encoded - QUESTIONNAIRE—a form answered by respondents - SCORECARD—a set of indicators with scores
Administered by	The person who is responsible for accomplishing/ administering the tool.
Components, Concepts and Variables	This section answers the question: "What types of procurement monitoring data can be obtained from the tool?" In this section, important variables or concepts for each tool are outlined and classified according to the type of data that they provide. The following are examples of data that can be found in PMTs: - Nominal String-A string of characters which could be a name, an address, or a set of numerals without value such as phone numbers of room numbers. - Number-an integer or a counting number - Yes/No-Pertains to statements having "yes" or "no" as the only parameters. - Open Ended-These are long character strings usually for qualitative remarks, long narratives and descriptions. - Multiple Choice-These are tool contents asking for multiple choices. - Scale-These are ordinal measures wherein the parameters are in order. An example is the "Strongly Agree to Strongly Disagree" spectrum. - Visual Content-Contents which require visual representations such as sketch or a photograph - Date/Time-a point in time - Signature-A person's signature.
Data Analysis Procedures	This briefly discusses how data is analyzed and interpreted to become useful in procurement monitoring.
Checking reliability and validity	This enumerates how reliability and validity of data in the tool are maintained.
Usage of the Report	This describes the trajectory of a particular tool (i.e. whether it is used to accomplish another form or to be submitted for analysis etc.)

Mechanisms for checking the reliability and validity of data are also shortly discussed in this section. Reliability is defined as the possibility of the tool to be replicated in the same project and still garner similar results. Meanwhile, validity refers to whether the data of the tool actually reflects what it purports to measure. Many tools provide Operations Manuals where the definitions are laid out. This enhances the reliability and validity of the data obtained by providing common working definitions and procedures to volunteers.

SUMMARY MATRIX OF PMTs

The matrix below provides a summary of procurement monitoring tools (PMTs) included in this compendium. It is important to emphasize that some PMTs represent entire processes and may consist of several forms and even include other PMTs as well.

Year	Tool and Objectives	Partner Agency	Characteristics	Focus and Purpose	Part of the Procurement Process	Administration and Processing	Usage
1986	Infrastructure Monitoring, CCAGG	DPWH, COA, NEDA	A program that provides detailed monitoring of the implementation procedures of infrastructure projects. Primarily guided by an Operations Manual which contains pointers for assessment.	Primary focus is in observing actual construction of infrastructure. The scope is mostly on projects within the region.	Contract implementation	**Decentralized.** Volunteers conduct monitoring and data gathering which are then processed and compiled to a report.	Reports are presented to the implementing agency (DPWH) and the contractors for dialogue to address issues. Findings are also published in local media.
2000	Textbook Count, G-Watch	DepEd, G-Watch	Simple and non-confrontational way of monitoring. Makes use of several forms.	Primary focus is on monitoring the procurement of textbooks in terms of physical quality and quantity. Does not focus on content.	Bidding and Contract Implementation	**Centrally Processed.** Volunteers conduct monitoring and data gathering which are submitted to G-Watch and DepEd for analysis.	Reports are processed by G-Watch to be presented to the public. Findings are also submitted to DepEd to develop specific action points and to serve as their benchmark for improving their procurement processes.
2004	Public Bidding Checklist, PWI	Various Agencies	A checklist that details the Implementing Rules and Regulations (IRRs) of the GPRA. Commonly used as part of other PMTs in checking the bidding process.	Checks for compliance of the procuring entity with the IRRs of the GPRA.	Bidding	**Volunteer-processed.** Volunteers are the ones to process the the details in the checklist.	This is used to make the Observer's Diagnostic Report (ODR).
2004	Medicine Monitoring Project, NAMFREL	DOH	Also applies a set of tools and forms aimed at monitoring the procurement of medicines and other goods to hospitals. This extends from bidding to inventory checking.	Focuses primarily on monitoring medicines on public hospitals and centers of health. Reports are done annually. Although monitoring is done per-project, data are aggregated to cover the	Bidding to Implementation	**Centrally processed.** Volunteers who gather data are from NAMFREL.	Reported by NAMFREL to the DOH Central office. Published by in NAMFREL's website.

Year	Tool and Objectives	Partner Agency	Characteristics	Focus and Purpose	Part of the Procurement Process	Administration and Processing	Usage
				span of a year.			
2004	IRA Watch, CBCP	local officials at the grassroots level (barangay)	Makes use of a set of forms and a questionnaire to assess whether Internal Revenue Allotment is used as planned.	Focuses on IRA at the barangay level (smallest unit of political organization). Takes advantage of the grassroots reach of the Catholic Church.	Contract implementation	**Decentralized.** Volunteers answer the forms and the questionnaires and provide analyses and pass them for compilation.	Volunteer reports are compiled for reporting.
2005	PDAF Watch, Code NGO	Various agencies	A series of tools that tries to find out variations between the plan and actual implementation of the PDAF.	Focuses on procurement activities of the PDAF. Because PDAF are released annually, the reports are per year cycle but monitoring is per project. There is a sampling scheme to cover projects that are high-cost that are accessible to the volunteers.	Contract implementation	**Centrally processed.** Volunteers submit findings to code NGO.	There is a publication towards the end of the monitoring cycle.
2006	Observer's Diagnostic Report, PWI	Various Agencies including OO and DBM	A narrative report that uses information from the Public Bidding Checklist. This tools is also used by other PMTs.	Enumerates whether the procuring entity is compliant with the IRR of the GPRA. Could also highlight a number of red flags that may be indicative of corruption or lack of transparency within an agency.	Bidding	**Volunteer-processed and distributed to other agencies for analysis.** After volunteers have processed the information using the PBC, the ODRs are forwarded to other agencies for processing.	Submission is not mandatory. Non-submission assumes that there were no faults in the process. Accomplished forms are submitted to the BAC, the GPPB-TSO, and the Office of the Ombudsman.
2007	Road Monitoring Tool, Bantay Lansangan	Various agencies DPWH	Adopted from the CCAGG. It makes use of an Operations Manual, forms, as well as questionnaires.	Primary focus is on monitoring infrastructure projects that may be ongoing or that are already existing. Selection of project is dependent on	Contract implementation	**Some parts decentralized.** There is dialogue at the local level—engagement between CSO and implementing agency. Revised reports with addressed issues are then relayed to the Central Office	Data is discussed at the local level for validation between CSO monitors and the procuring entity before relaying information to the central office of

Year	Tool and Objectives	Partner Agency	Characteristics	Focus and Purpose	Part of the Procurement Process	Administration and Processing	Usage
				accessibility.		of the DPWH.	DPWH.
2008	Bantay Eskuwela, PWI	DepEd	Consists of a set of forms which check the quality and quantity of delivered armchairs in public schools. Also applies the DEEM Tool.	Focus is on procurement of armchairs (BE Furniture) or textbooks (BE Infrastructure) Applied per procurement activity.	Planning to Implementation	**Some parts decentralized.** Data are monitored and analyzed by the volunteers. However, DEEM component is passed to PWI for processing.	Used by the volunteers in their monitoring efforts locally. PWI also processes data submitted by the volunteers for reporting at the central level.
2008	DEEM Tool, PWI	Office of Ombudsman	A set of forms primarily aimed to check the integrity and content of procurement documents.	Focus is to check the time and cost efficiency of the implementing agency. Applied per procurement activity.	Planning to Implementation	**Data is centrally processed.** Data gathering and preliminary analysis by the volunteers DEEM Forms and data are passed to PWI for processing.	The DEEM Tool is used by the PWI for its evaluation and monitoring initiatives. Data is presented to network CSOs as well as to the implementing agency to be used in the next procurement cycle.
2009	SK Watch, Ecolink	SK	A set of forms to help prevent corruption in the SK by constant monitoring.	Two tools particularly focus in procurement monitoring: the Procurement Scorecard and the Independent Quotation form. Applied per procurement activity.	Bidding to implementation.	**Not centrally processed.** Administered by the volunteer.	The tools are used to document issues which are then discussed with SK officials for constructive engagement and problem solving.
2011	Bayanihang Eskwela, GWatch	BSP, DPWH, DepEd	The primary tool is the monitoring profile which is a user-friendly checklist designed and fitted for the use of ordinary and non-technical volunteer.	Focus is to observe and trace whether actual procedures are followed. The tool also tries to see whether the projects are responsive to the needs of beneficiaries and whether beneficiaries are involved in the planning process.	Planning to Implementation but focus is on contract implementation.	**Data is centrally processed.** Monitors submit their findings to CODE-NGO for processing and analysis.	Reports are used for dialogue and are published in reports released by CODE-NGO.

Year	Tool and Objectives	Partner Agency	Characteristics	Focus and Purpose	Part of the Procurement Process	Administration and Processing	Usage
2011	ANSA-EAP Scorecard	ANSA-EAP and Various Agencies	Gauges agencies efforts in transparency, accountability, participation, efficiency and effectiveness through a set of indicators. These indicators are developed by both CSO monitors and government officials involved in the procurement process.	Focus is to provide a tool that is made and owned by the community involved in procurement and procurement monitoring.	Planning to implementation.	**Data is processed by the community.** While the Scorecard produces actual scores, more important data is obtained from the interactions between CSO monitors and procurement officials.	The creation of the scorecard facilitates interaction between CSO monitors and procurement officials. Both scores and sentiments of both parties are thus discussed in the process.

FINDINGS

Specific divergences enhance the applicability of each tool in various contexts. Tools are adapted to suit limitations and needs such as resource constraints (i.e. lack of manpower, reach of CSOs), the nature of goods delivered, and purpose (for dialogue or for reporting to the head office).

Despite divergences, the GPRA still provides the overarching point of convergence among Procurement Monitoring Initiatives. In addition to the GPRA which provides the general framework by which procurement processes are assessed, the use of similar tools across different programs such as the PBC, DEEM Tool and the ODR indicates that "standards"

Many existing tools focus on the Contract Implementation Stage. This indicates that mechanisms on ensuring the delivery of the right quantity and quality of goods are in place. There are also programs that go beyond ensuring correct contract implementation and ensure whether projects are responsive to actual needs of the end-users. This is due to the fact that some procurement projects may correctly be implemented but do not necessarily correspond to the needs of its target users.

There is a considerable number of tools that deal or at least mention the bidding stage—This is perhaps due to the institutionalization of monitors and observers in the GPRA. However the GPRAs provisions primarily focus on the bidding process up to the notice of award. And, as a result:

Only a few tools address the monitoring of the planning stage—many of these tools are post-assessment and thus feed on to the next cycle. It is possible that faults and flaws may be minimized if the institutionalization of the participation and monitoring of CSOs in this process is strengthened. This will ensure that projects and allocations are responsive to the actual needs of beneficiaries who become involved in the planning process.

However, it is clear that these tools do not utilize ICT and standardized databases. Although procurement monitoring initiatives have mechanisms to address reliability and validity, many of these systems produce reports and analysis on a per-need basis. Processing methods are mostly done manually and do not take advantage of computer technologies that could maximize the use of these data such as databases that could enable more complicated analytics. Furthermore, **t**he use of ICT and standardized forms and databases in procurement monitoring could turn the fragmented monitoring initiatives of CSOs into one big monitoring initiative.

There is a fair mix of centralized and decentralized processing of data which both have advantages and disadvantages. Data processed at the local level provides immediate findings and responses and could be highly adapted to a particular local context. There is also ownership of the findings among CSO monitors at the local level. Meanwhile, centrally processed data has bigger scope and can be processed and compared long-term. Although context is lost, data processed in this manner could provide the bigger picture.

Tool Summary

Initiated even prior to the enactment of the GPRA, the Infrastructure Monitoring Program by the Concerned Citizens of Abra for Good Government (CCAGG) focuses on assessing the impact of the audited government project in meeting its desired result. The said program is meant to enforce government accountability and transparency in the DPWH. Although the program involves an examination of implementation documents, bulk of the program is concerned on monitoring and observing the steps undertaken by contractors and the implementing agency in infrastructure building. It is primarily guided by an Operations Manual which volunteers use as their guide to monitoring processes and procedures and comparing them to documents such as Specifications and Plans of Work (POW) that are prepared prior to implementation.

Background

A pump-priming infrastructure project in the 1980s, the Community Employment and Development Program (CEDP) introduced the participation of Non-Government Organizations (NGOs) in ensuring implementation. One of the organizations invited by the National Economic Development Authority (NEDA) was the Concerned Citizens of Abra for Good Government (CCAGG). Using the technology taught by NEDA, the CCAGG provided one of the earliest frameworks and procedures for infrastructure monitoring. Over the years, the CCAGG through its monitoring activities have unearthed irregularities in infrastructure projects, proving the effectiveness of its monitoring tools.

CCAGG has entered Memorandums of Agreement (MOA) with both the Commission on Audit (COA) and the Department of Budget Management (DBM) for Participatory Audit and Infrastructure Monitoring programs respectively.

The CCAGG monitoring framework has become the backbone of another infrastructure monitoring initiative, the Bantay Lansangan Road Monitoring Program, which is also discussed in a separate section of this compendium.

Overall Structure and Methodology

As indicated in the operations manual CCAGG Monitoring program starts with the bidding process all the way to impact assessment of the project. Although it provides some instructions about monitoring other parts of the bidding process, bulk of the CCAGG framework is addressed towards the implementation phase, including the post-evaluation or impact assessment of the infrastructure project.

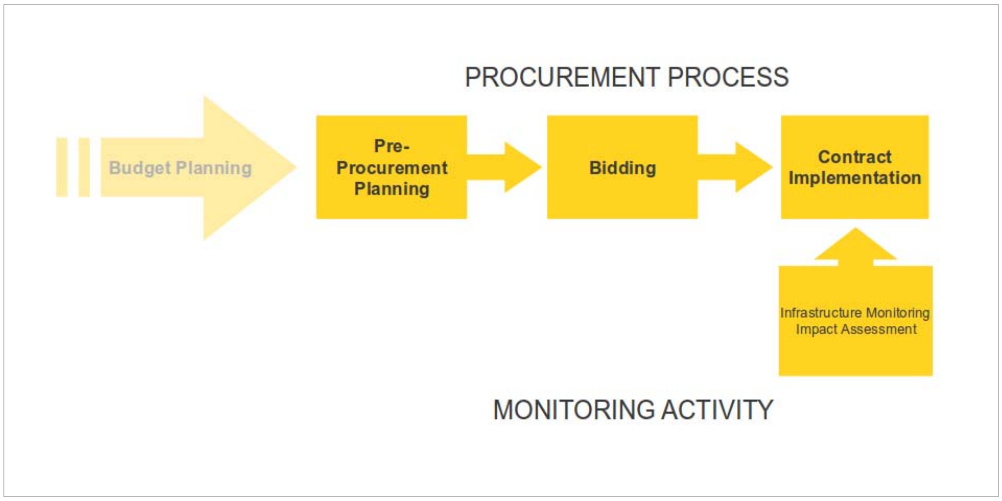

Figure 1. The CCAGG mostly monitors contract implementation.

The program involves document gathering, review and field inspections. It makes use of steel tapes to measure actual work, a record book to write findings, observations and engineering analysis. Cameras and voice tapes are also used to provide visual data as well as document interviews with project stakeholders. The primary tools from which analyses are derived, however, are from the monitoring guides that contain detailed information about the standard procedures in construction. This contains requirements, measurement formulas, proportion of materials, and the detailed steps.

To address issues of validity and reliability, interviews with workers and residents about the project execution are also conducted. There is also a feedback mechanism to ensure that field performance and the reports are consistent.

Findings of the study are communicated to the contractor and to the government engineer. Sometimes dialogues are made to address contentious issues in order to explore acceptable solutions.

Tool Fact Box 1. The Road Monitoring Guide

Road Monitoring Guide *Although the CCAGG covers a wide range of infrastructure projects, this road monitoring guide details the important elements that are included in CCAGG's monitoring activities. A similar format is followed by other infrastructure projects.*	
Part of the procurement process	Contract implementation
Type of tool	Guide
Administered by	The volunteer should be able to familiarize himself or herself with the guide to be able to assess whether actual processes are followed by the contractor and the implementing agency. These are written in an observation notebook and are supplemented with photos and interviews to validate the information obtained from observation.
Components, Concepts and Variables	I. Classification of Road II. Earthwork Procedures 1. Assessing Clearing and Grubbing

	2. Assessing Removal of Structures 3. Assessing Roadway Excavation 4. Assessing Embankment 5. Assessing Subgrade Preparation III. Sub-base and Course 1. Assessing Aggregate Sub-base Course and Aggregate Base Course IV. Surface Courses
Data Analysis Procedures	Because the Road Monitoring Guide is more of an instructional guide rather than a form tool, it is divided into sections that help the volunteer assess different parts of the infrastructure project. Each section contains detailed points of analysis and assessment such as: - Enumerating construction requirements that need to be met - Comparing actual procedures versus the Plan of Works - Computing and checking for correct costs and timeframes - Characteristics of finished products
Checking reliability and validity	Trainings and detailed manuals ensure that there is a common working definition for volunteers. Interviews with contractors validate observations made by the volunteers. In addition, photographs provide visual evidence. Dialogues after monitoring are also made to be able to take explanations of the implementing agency into account.
Usage of the Report	The reports are presented to the contractor and the implementing agency to address contentious issues and propose solutions that are agreed upon by both the implementing agency and the greater community.

Textbook Count Program

Tool Summary

The Textbook Count Program aims to monitor the procurement of textbooks for elementary and secondary education and its distribution and delivery to schools. It helps ensure that the timely and the correct quantity and quality (physical quality) of textbooks are distributed to public schools. Through simple monitoring methods that could be completed by any community member (including youth), the Textbook Count Program heavily relies on volunteer/community checking of the quality and quantity of goods delivered. In addition to simplicity, the program also employs a non-confrontational method of monitoring. It also implements a quick reporting feedback system in case of any findings that fosters dialogue between volunteers and the government. Findings make their way to dialogues between G-Watch and the Department of Education (DepEd). These findings are then presented to the general public.

Background

The Textbook Count initiative is a formal partnership between the Department of Education and the Ateneo School of Government (ASoG) through its Government Watch (G-Watch) program. The program was conceived to help ensure the efficiency and reliability that government's procurement and distribution of textbooks for elementary and secondary schools.

Addressing allegations of corruption in the DepEd during that time, G-Watch saw the need for the stakeholders to watch the procurement and contract implementation process. Investigations have shown poor physical quality of books, the presence of delivery errors, late and ghost deliveries which indicate a faulty procurement process within the department. The Textbook Count began by deploying several tertiary students in select schools as monitors in 2000. After generating positive results, it was followed by another round of monitoring of 32 school districts to polish the monitoring tools. Finally, in 2003, the Textbook Count was finally born and launched in response to DepEd's challenge to monitor 5,500 high schools and districts nationwide.

At present, the Textbook Count is on its 5th run and is implemented by G-Watch through volunteers from different CSOs nationwide. The program has greatly improved the efficiency and transparency of DepEd's procurement and distribution of textbooks as well as exacting accountability from its suppliers. The program also paved way for establishment of networks of monitors nationwide. In addition, sub-components to complement the initiative were developed such as the "Textbook Walk" and the "Protect Procurement Project", support initiatives which are designed to expand the Textbook Count nationally and prepare local communities to lead its implementation.

The Textbook Count Program provides a non-confrontational and simple way of monitoring the procurement of textbooks. Monitoring involves physical count and physical quality (printing, book-binding, material, etc.) and not the content of the textbooks.

In addition to fighting corruption, the Textbook Count Program provides a monitoring mechanism to establish a benchmark for DepEd performance. It seeks to systematize deliveries nationwide as well as make suppliers more responsive to clients' needs.

Overall Structure and Methodology

A formal Memorandum of Agreement (MOA) between DepEd, ASoG, and G-Watch makes the implementation of this program possible.

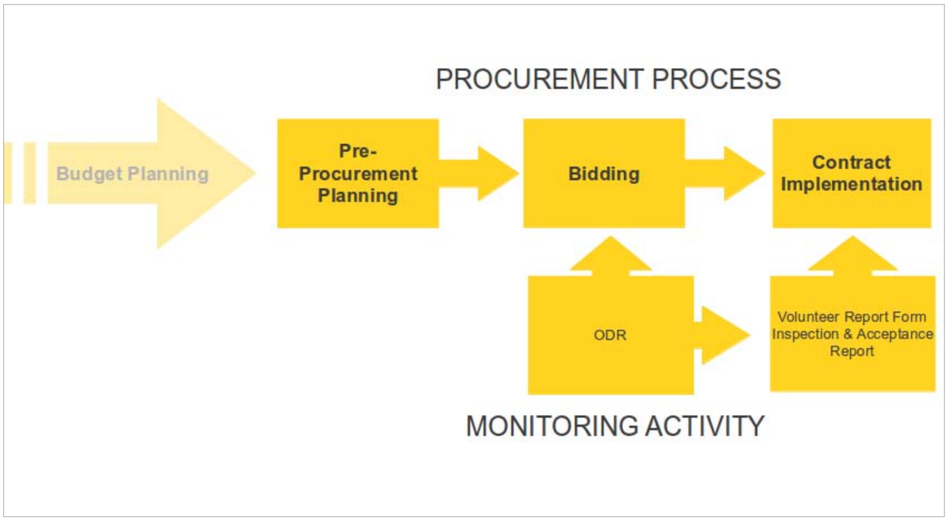

Figure 2. Textbook Count covers both the bidding and contract implementation stages of procurement.

The Textbook Count program is divided into two stages, observing the procurement (tendering process) and the contract implementation (distribution and delivery). The guiding principle of the program is to provide a non-confrontational way of monitoring.

Reports or feedback generated during each stage is submitted by the volunteers to G-Watch and DepEd for assessment and to formulate specific plans of action.

I. The Procurement Stage

The Textbook Count Program makes use of the Observer's Diagnostic Report (ODR) (see p.38) for observing the bidding process. The ODR is a form wherein observed inconsistencies with the Implementing Rules and Regulations (IRRs) of the GPRA are stated and submitted.

II. Contract Implementation Stage

For the Contract Implementation Stage, the Textbook Count Program makes use of two forms tools: The Volunteer Monitoring Report Form and the Inspection and Acceptance Report Forms.

Tool Fact Box 2. The Volunteer Monitoring Report

Volunteer Monitoring Report Form *The Volunteer Monitoring Report Form is provided to the volunteers to indicate pertinent information regarding the delivery. Problems with delivery can be encoded in the tool. The tool thus could show whether the supplier complies with the delivery requirements and timelines including the variance.*	
Part of the procurement process	Contract Implementation
Type of tool	Matrix Form
Administered by	Volunteers
Components, Concepts and Variables	I. Project Components 1. Time 2. Cost 3. Quantity 4. Quality 5. Process II. Variables (for each Project Component) 1. Planned/ Normative 2. Actual 3. Variance 4. Cause of Variance 5. G-Watch Assessment 6. Agency Assessment
Data Analysis Procedures	Each project component (time, cost, quantity, quality, and process) is assessed for variance between the Planned /Normative and the Actual. Reasons for variance are investigated and are assessed centrally by G-Watch as well as the agency.
Checking reliability and validity	Trainings and guidelines for volunteers as well as central processing of data are provided to volunteers to address issues of reliability and validity.
Usage of the Report	The report is then passed on by volunteers to G-Watch and to the agency for assessment.

Tool Fact Box 3. The Inspection and Acceptance Report

The Inspection and Acceptance Report *The Inspection and Acceptance Report is a form that provides evidence that books delivered are consistent with allocation plans and are in good condition.*	
Part of the procurement process	Contract Implementation
Type of tool	Form
Administered by	By the Volunteers. Signed by volunteers representing the third-party monitors sign together with representatives of the barangay and the local Parents-Teachers Association (PTA).
Components, Concepts	I. Supplier Information

and Variables	1. Contract No 2. Date of Contract 3. Purchasing Offie/Dept/ Unit II. End-user/ Recipient Information 1. Recipient School 2. Recipient Information 3. Division Office 4. Division Office Address/Telefax No. 5. Region No. and Address 6. Variable/ Indicator [Data Input Type/ Parameters] 7. Variable/ Indicator [Data Input Type/ Parameters] III. Book Details 1. Title 2. Subject/ Grade/ Year 3. Quantity 1. Contracted 2. Delivered 1. In Good Condition 2. Rejected IV. Delivery Details 1. Delivery Receipt No 2. Delivery Receipt Date V. Inspection 1. Date Inspected 2. Signature of District Property Custodian 3. Supply Officer 4. Signature of Authorized Official VI. Acceptance 1. Date Received 2. Complete or Partial 3. Signature of District Supervisor or High School Principal 4. Signature of Authorized Official VII. Inspection Remarks by Inspection Officer 1. Whether QTY is in accordance with allocation 2. Whether books are in good order and condition VIII. Acceptance Remarks by Accepting Officer 1. Whether QTY is in accordance with allocation 2. Whether books are in good order and condition IX. Third Party Remarks 1. Whether QTY is in accordance with allocation 2. Whether books are in good order and condition X. Signatories 1. Civil Society 2. PTCA Officer 3. Barangay Official
Data Analysis Procedures	Based on the observed quantity and quality of the books, remarks by the Inspection Officer, Inspecting Officer or third party monitors will show whether the correct quality and quantity of textbooks are delivered.
Checking reliability and validity	Reliability and validity is addressed by including multiple signatories in the document. Having multiple signatories entails several observers are required and several people are accountable. Differences in observed quantities and qualities can be screened and discussed before the report if finalized.
Usage of the Report	The form itself can be readily used to spot problems in the deliveries. Absence of signatures from monitors could be seen as signs of a faulty procurement process.

Tool Summary

The Public Bidding Checklist (PBC) is a tool developed by PWI as an instrument to assess the transparency and compliance of the conduct of the public bidding process pursuant with the provisions of the Implementing Rules and Regulations (IRRs) of the GPRA. As a whole, it provides data on the procuring entity's compliance or non-compliance and aims to provide a practical guide whether there are violations or deviations committed during the procurement activity.

The PBC contains a series of questions pertaining to respective stages of the procurement (ie. pre-bid, Bid opening, Bid evaluation etc) that is answerable by Yes or No questions. The information generated can be a basis for a dialogue between the observer and the Bids and Awards Committee (BAC) of the procuring entity or simply be used to complement the accomplishment and submission of the observer's Diagnostic Report (DR). Furthermore, the recommendations arising from the information generated through the use of the PBC can be used by the procuring entity to improve the next procurement cycle.

Background

Seeing the need to provide a reliable as well as user-friendly tool to check compliance with the GPRA, the PBC was crafted by Procurement Watch, Incorporated (PWI) in 2004. Because the procurement law and its IRR were very technical in nature, PWI saw the need to simplify the task of observers to note non compliance to the GPRA. Another reason for this is the various stages and different variables to observe which could often lead to confusion on the part of the volunteer. This could have impact in the reliability and validity of monitoring obtained. As such, the first publication of the PBC bore the approval of the Department of Budget and Management for efforts to monitor public procurement

There are separate PBCs for different types of procurement (Goods, Infrastructure & Consulting Services). These are consistently updated based on the latest amendments to the IRR. To date, only the PBC for goods and infrastructure have undergone extensive updating based on the latest 2009 revision of the IRR of the GPRA.

Overall Structure and Methodology

The PBC is useful for all stages of the procurement (pre-procurement conference, pre-bid, bid-opening, bid evaluation, post-qualification and awarding of contract). It is intended to be carried by the observer whenever observing a procurement activity. The observer simply refers to the particular stage he/she is observing and note whether standard processes indicated in the PBC for that stage were done or complied with—assessing the level of compliance of the Bids and Awards Committee of the procuring entity vis-à-vis the provisions of the law and its IRR. At the end of the procurement activity, the observer is equipped with information based on empirical data which he could use as a basis for citations he/she will include in the diagnostic report.

Tool Fact Box 4. The Public Bidding Checklist

Public Bidding Checklist *The PBC obtains information on the standard provisions of the law for each procurement stage indicating compliance to the Implementing Rules and Regulations (IRR) in the GPRA for the entire bidding process. As such, the tool can be seen as the GPRA in checklist form.*	
Part of the procurement process	Bidding
Type of tool	Checklist format
Administered by	Administered by the volunteer.
Components, Concepts and Variables	I. Compliance with Pre-Procurement Conference (IRR Section 2) II. Compliance with Advertising and Contents Invitation to bid/ Requests for Expressions of Interests (IRR Section 21) III. Compliance with Pre-bid Conference (IRR Section 22) IV. Compliance with Eligibility Requirements for the Procurement of Goods (IRR, Section 23) V. Submission and Receipt of Bid (IRR Section 25) VI. Modification and Withdrawal of Bids (IRR Section 26) VII. Bid Opening (IRR Section 29) VIII. Bid Evaluation for the Procurement of Goods (IRR Section 32) IX. Post-qualification (IRR Section 34) X. Notice and Execution of Award (IRR Section 37) XI. Protest on Decisions of the Bids and Awards Committee (IRR Section 55) XII. Notice and Execution of Award (IRR Section 37) XIII. Failure of Bidding (IRR Section 35)
Data Analysis Procedures	The "Yes" and "No" answers correspond to compliance and non-compliance with the IRRs stated in the GPRA. Incidences of inconsistencies can therefore be counted using the checklist.
Checking reliability and validity	Usually, the volunteers involved in the procurement process are familiar with the GPRA and its IRRs through training and workshops. This facilitates easy answering as well as ensuring common definitions among volunteers. Furthermore, the guide outlines the different elements of the GPRA and thus addresses issues of reliability and validity.
Usage of the Report	This report will be used to provide information for the use of the observer to write the Diagnostic Report.

Medicine Monitoring In Public Hospitals

Tool Summary

The Medicine Monitoring Project by the National Citizen's Movement for Free Elections (NAMFREL) seeks to monitor the procurement, delivery, and inventory of priority drugs and medicines in 71 public hospitals by the Department of Health (DOH) and 16 regional health offices nationwide. The main purpose of this project is to increase transparency, counter corruption practices within the agency, and ensure timely dispatch of medicines. This is aligned with the organization's objectives to extend beyond monitoring the election process and tackle issues of good governance especially in between elections. Furthermore, it seeks to "increase efficiency in the delivery of health services by ensuring transparent public bidding, preventing fictitious delivery and to ensure that the distributions of medicines reach the recipient hospital on time." Through this initiative, NAMFREL and DOH are able to trace fake deliveries, overpricing, and improper dispatch of medicines to ensure proper and timely dispatch of priority drugs and health supplies.

Background

Seeing the need to expand its functions from just dealing with transparency in the election process, the National Citizens' Movement for Free Elections (NAMFREL) established a program to monitor the procurement of medicines after the success of Textbook Count Program conducted by GWatch. In a signed cooperative agreement with the Department of Health (DOH) in 2004, NAMFREL began to tap its nationwide volunteers to monitor the implementation of the GPRA in government hospitals and regional health offices. The project is also aligned with DOH's commitment to increase transparency by increasing involvement of Civil Society Organizations (CSOs) in its procurement processes.

Initially seen as a measure to ensure citizen participation only in the public bidding of drugs and medicines, the project expanded in 2006 to include procurement of hospital supplies, equipment, services as well as the bidding of infrastructure projects. At present it has become an administrative mechanism for the DOH Central Office to monitor the compliance of public hospitals and regional health offices with directives and the GPRA.

The existing framework for the Medicines Monitoring Tool is derived from the tools provided by Procurement Watch, Incorporated (PWI) such as the Public Bidding Checklist (PBC) and the Diagnostic Report (DR). Although remaining faithful to the format of the original tools, some elements were added to be specifically more applicable in the context of medicine monitoring.

The overall output of the tool is a narrative which primarily traces inconsistencies of the process of procurement with the GPRA for a period of one year. The tool can also be used to spot corruption practices as well as determine the level of efficiency of the hospital procurement officials in acquiring medicines and equipment.

Findings of the annual report are then presented to the Department of Health and to the funding agency. These are also published in NAMFREL's official website at the end of the one-year monitoring cycle. NAMFREL also disseminates information through presentations and reports to other CSOs. Although the output is primarily an annual report, narratives for each hospital were also made available in the past when a deeper discussion became necessary (i.e. grave cases of corruption).

Overall Structure and Methodology

Like many other procurement monitoring initiatives, a Commitment of Support and Cooperation was signed between the DOH and the NAMFREL to institutionalize procurement monitoring. This commitment to partnership was renewed last 2010 by both parties. All department agencies and personnel of the DOH are directed to include NAMFREL as one of the two observers from the non-government sector to monitor the agencies procurement activities.

Using a set of forms and procedures as guide, the Medicines Monitoring Project covers contract implementation and delivery of goods stages of the procurement cycle as well as checking the inventory of medicines upon receipt by the recipient hospital. It is also important to take note, however, that the scope of the project starts from the supplier and stops upon delivery of goods to the end-user hospital. Furthermore, the Medicine Monitoring Program is limited to checking that the correct quantity is delivered to the right recipients. Because of resource constraints, there is currently no mechanism of checking that parallels DOHs internal process of checking the good condition and usability of medicines.

The process volunteers primarily do the data gathering and pass their findings to the NAMFREL head office for processing.

Each procurement stage is monitored using the tools and procedures indicated in the Operations Manual (OM). The OM provides descriptions of the procurement process stated in the GPRA and becomes useful in tracing inconsistencies between the law and actual practice. In addition to the operation manual, the Medicine Monitoring Project also makes use of the following reports and forms.

- Diagnostic Report
- Public Bidding Checklist
- Abstract of Bids and Post-Qualification Summary Report
- Delivery Monitoring Report Form

Instead of using forms, the operations manual serves as the primary framework from which volunteers will assess whether the procurement process is followed correctly. It outlines the prescribed procedures and timelines followed by the DOH. A list of red flags are also included in the report to assist volunteers in making their reports.

Issues of validity and reliability is addressed by requiring volunteers to undergo a 3-day training about the GPRA. This acquaints the volunteers with the legal framework from which the procurement activity is based. Familiarity with the GPRA ensures that volunteers have a common understanding about the prescribed process of procurement. However, this workshop does not address Contract Implementation.

As mentioned in the previous section, the scope of Medicines Monitoring Project is within one year, with data gathering done per procurement activity. The reports and evaluation are compiled by NAMFREL to produce an annual report which becomes the primary output of the project.

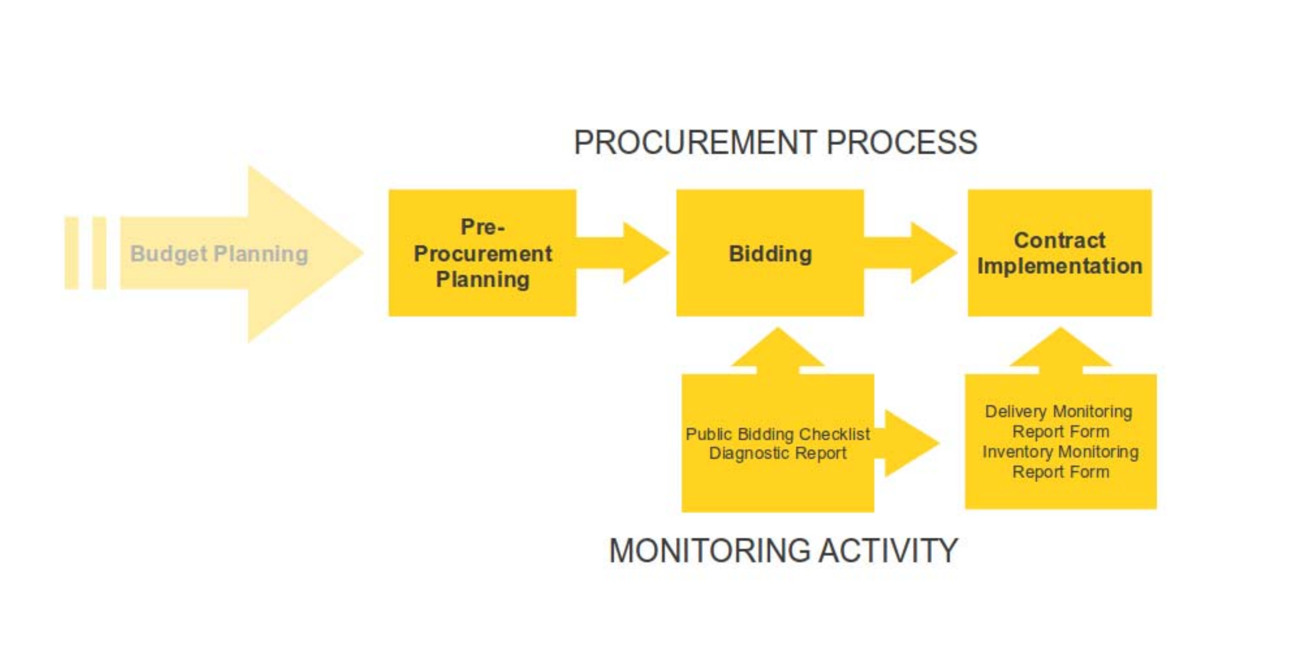

Figure 3. The Medicine Monitoring Tool covers both the bidding and the contract implementation stages of procurement.

I. Monitoring the Bidding Process

The method makes use of slightly modified versions of the Public Bidding Checklist (PBC) and the Diagnostic Report (DR). The information in the PBC is used to accomplish the DR which is passed to the Integrity Development Committee of the DOH and the Project Secretariat.

Volunteers are also required to check the Annual Procurement Plan (APP) if all drugs and medicines that will be procured are prescribed by Philippine National Drug Formulary (PNDF). The PNDF is the basis for the procurement of medicines. In case there are deviations from those listed in the PNDF, supporting documents are obtained such as the approval of the Head of the National Drug Policy Staff as well as a supplemental APP that states the procurement of additional medicines.

II. Monitoring Delivery

Delivery monitoring involves the following:

- Checking whether there is a Notice to Proceed
- Reviewing Notices of Award for the list of drugs and total quantities involved
- Checking and review of Purchase Orders requested for delivery
- Accomplishing the *Inspection and Acceptance Report Form* (see Bantay Eskuwela)—which includes the actual drugs delivered and the batch/lot number and expiry dates of the medicines.

After delivery, volunteers should also do inventory monitoring through the:

- *Inventory Monitoring Report Form* (see Bantay Eskuwela).

Internal Revenue Allotment Watch

Tool Summary

The IRA Watch is a program initiated by the Catholic Bishops Conference of the Philippines (CBCP) that seeks to monitor a portion of the Internal Revenue Allotment (IRA) of Local Government Units (LGUs) in the country. It focuses on monitoring procurement at the smallest level of political organization in the Philippines, the barangay by taking advantage of the grassroots network of the Catholic Church.

Background

In 2004, the Catholic Bishops Conference of the Philippines and National Secretariat for Social Action-Justice and Peace (NASSA) launched the Internal Revenue Allotment (IRA) Watch which was aimed to curb corruption at the barangay level.

Rather than focusing on the "big fish", IRA Watch intends to address corruption that occurs at the smallest constitutionally-defined political unit in the Philippines—the barangay. The IRA watch was established in response to the data provided by the a Commission on Audit (COA) official which states that barangay development funds (which consist of 20% of the entire IRA) were used in defraying food and restaurant bills which were reported as trainings.

The Philippine Local Government Code mandates Local Government Units (LGUs) to appropriate not less than 20% of its annual IRA for development projects. Proponents of IRA Watch have chosen to limit its focus to monitoring only these development projects. This is because of the difficulty in monitoring the entire IRA due to expected resistance of barangay officials to open all records for monitoring purposes.

The presence of the Catholic Church, IRA Watch main implementing organization, at the grassroots level as well as its presence throughout the country makes them well-suited for the task.

The IRA Watch Handbook provides information that familiarizes volunteers to the broader aspect of barangay planning and budgeting. This enables them to have a firmer grasp about the process of local revenue allocation.

Overall Structure and Methodology

The IRA Watch is also made possible by a Memorandum of Understanding (MOU) between NASSA, DBM, and the Department of Interior and Local Government (DILG).

An overall prerequisite for IRA Watch volunteers is to be affiliated with any group organized by Social Action Centers in the archdiocese. The IRA Watch also needs the support and cooperation of local officials prior to implementation. A cooperative relationship has to be established between two parties to be able to start the monitoring process.

The IRA Watch makes use of several monitoring templates and a questionnaire which are filled up by the volunteer during the actual monitoring activity.

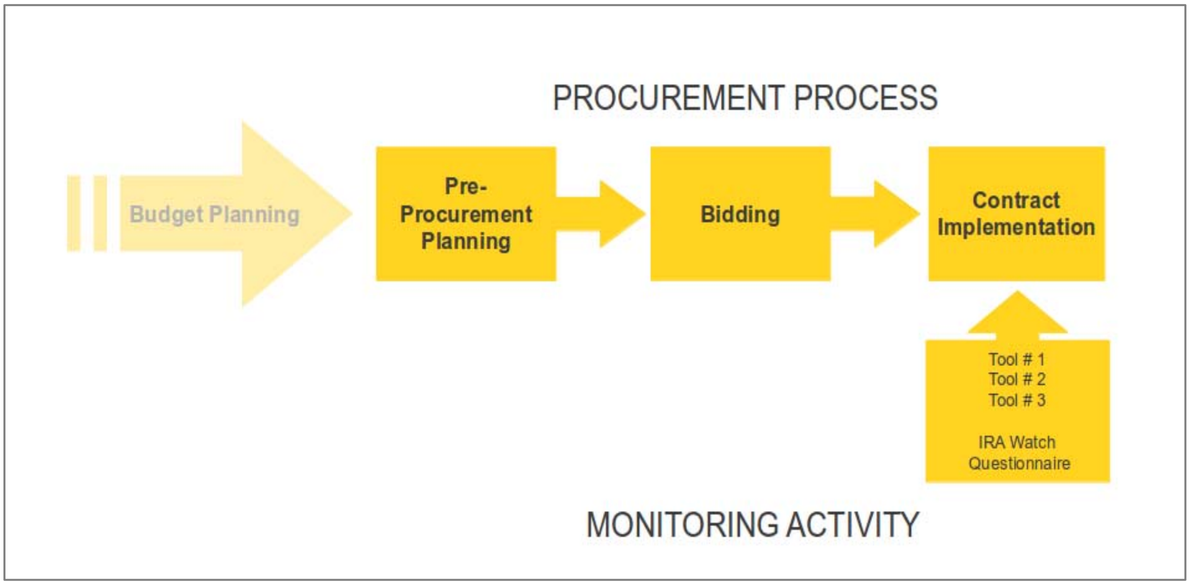

Figure 4. IRA Watch focuses on contract implementation monitoring

Tool Fact Box 5. IRA Watch Tool # 1

TOOL #1 *The objective of this tool is to determine that IRA was actually received by the barangay on a timely basis.*	
Part of the procurement process	Implementation
Type of tool	Form
Administered by	Accomplished by the volunteer.
Components, Concepts and Variables	I. Name of Barangay II. Amount of IRA 1. Indicated by the Department of Budget (DBM) 2. Indicated in the actual receipt 3. Variance 4. Reasons for the difference in amount 5. Remarks [open-ended] III. Timing or IRA Issuance 1. Data of Receipt [Date] 1. Required by DBM 2. Actual date 2. Variance 3. Reasons of delay 4. Remarks [open-ended]
Data Analysis Procedures	Variance is computed by the volunteers. Reasons for variance should be sought and are written in the templates.
Checking reliability and validity	The IRA Watch Handbook familiarizes volunteers with concepts and processes concerning budget.
Usage of the Report	Data in this monitoring tool is used in filling up the IRA Watch Questionnaire.

Tool Fact Box 6. IRA Watch Tool # 2

TOOL #2 *The objective of this tool is to determine whether funds were used to accomplish intended projects.*	
Part of the procurement process	Implementation
Type of tool	Form
Administration	Accomplished by the volunteer.
Components, Concepts and Variables	I. Name Of Barangay II. Amount of IRA 1. Indicated by the Department of Budget (DBM) 2. Indicated in the actual receipt III. Project 1. Indicated in the Investment Plan 2. Actual Implementation 3. Remarks [open-ended]
Data Analysis Procedures	Variance is computed and/or qualitatively described by the volunteers. Any deviations from original plan should be explained in the remarks section.
Checking reliability and validity	The IRA Watch Handbook familiarizes volunteers with concepts and processes concerning IRA.
Usage of the Report	Data in this monitoring tool is used in filling up the IRA Watch Questionnaire (see below).

Tool Fact Box 7. IRA Watch Tool # 3

TOOL #3 *The objective of this tool is to determine the percentage of completion of the project and whether its purposes are properly served.*	
Part of the procurement process	Implementation
Type of tool	Form
Administration	Accomplished by the volunteer.
Components, Concepts and Variables	I. Name of Barangay II. Project 1. Indicated in the Annual Investment Plan 2. Actual implementation 3. Percentage of completion 4. Current use 5. Remarks
Data Analysis Procedures	Usage of the project indicated in the Annual Investment Plan should be aligned with both the actual implementation and current use. Furthermore incomplete projects should be flagged. Reasons for variance in intended and actual use as well as incomplete projects should be indicated.
Checking reliability and validity	The IRA Watch Handbook familiarizes volunteers with concepts and processes concerning IRA.
Usage of the Report	Data in this monitoring tool is used in filling up the IRA Watch Questionnaire (see below).

Tool Fact Box 8. IRA Watch Questionnaire

<table>
<tr><td colspan="2">IRA Watch Questionnaire

The IRA Watch Questionnaire makes use of data in the monitoring tools (tools 1 to 3) to assess proper allocation of IRA.</td></tr>
<tr><td>Part of the procurement process</td><td>Implementation</td></tr>
<tr><td>Type of tool</td><td>Questionnaire</td></tr>
<tr><td>Administered by</td><td>Answered by the volunteer</td></tr>
<tr><td>Components, Concepts and Variables</td><td>I. What follow-up mechanisms does the barangay employ for the timely release of its IRA?
1. If not timely received, what are the hindering factors?
II. Describe the process on how development projects are implemented based on the barangay's annual investment plan.
1. In case there are projects that are not included and/or outside the annual investment plan, cite the reasons of existence of such projects.
III. Describe the status and completion process of projects.
1. Does the barangay use a project monitoring and evaluation system?
2. If not, cite the reason for the absence of such system
IV. Recorded irregularities
1. Cite observed irregularities (if any) and provide documents as poor.
2. Describe how these irregularities are addressed.
V. General observations
1. Describe the whole situation in the community such as:
1. Community's participation in planning and monitoring
2. Barangay's overall performance in delivering development projects</td></tr>
<tr><td>Data Analysis Procedures</td><td>The questionnaire provides guidelines in analyzing and in providing descriptions that are helpful in assessing proper allocation of the IRA.</td></tr>
<tr><td>Checking reliability and validity</td><td>The IRA Watch Handbook familiarizes volunteers with concepts and processes concerning IRA.</td></tr>
<tr><td>Usage of the Report</td><td>This is used to make a final report. This is compiled by the CBCP.</td></tr>
</table>

PDAF Watch: A Civil Society Monitoring System

Tool Summary

The PDAF Watch aims to monitor the "Priority Development Assistance Fund (PDAF) and Congressional Allocation (CA) in "pork barrel" allocations of the Senate and House of Representatives. Its tools provide data about: signs of corruption; deviations from the plan and actual implementation, including defects; participation of the community in the planning process and responsiveness of the project to actual needs of beneficiaries. Data gathered by monitors are then passed on to the CODE-NGO's Head Office for processing and analysis. Findings are published and are shared to stakeholders to guide in policy recommendations concerning the PDAF/ CA.

Background

Pork barrel funds are "public funds assigned to local and national politicians to be spent, at their discretion, on projects and programs in their respective districts or areas of responsibilities."[2]. In 1998, it was estimated that up to 20% to 50% of "pork barrel" funds went unaccounted for, making them symbols of corruption in the country[3]. As a response to this, the Coalition Against Corruption (CAC) was established in 2004 to implement and support anti-corruption initiatives in public service delivery and procurement. As a member of the CAC, the Caucus of Development NGO Networks (CODE-NGO) has committed itself to focusing on the PDAF and CA projects starting after a signed agreement with the Department of Public Works and Highways (DPWH) and the Department of Budget and Management (DBM) in 2005.

On its initial year, PDAF dedicated itself to the development of monitoring tools and templates for its first run. It is involved in training and support fo volunteer monitors in different congressional districts in the country, offering assistance in the analysis and dissemination of their monitoring reports.

The results of the PDAF Watch Project are then published and are used for policy making especially in promoting transparency and accountability in the utilization of PDAF and CA funds.

Overall Structure and Methodology

The scope of the tool involves from budget appropriation to project implementation. In addition to providing guidelines on monitoring the bidding process, more special importance is given to the contract implementation as evidenced by the form tools provided in PDAF Watch Operations Manual.

2 CODE-NGO PDAF Watch Manual
3 Ibid.

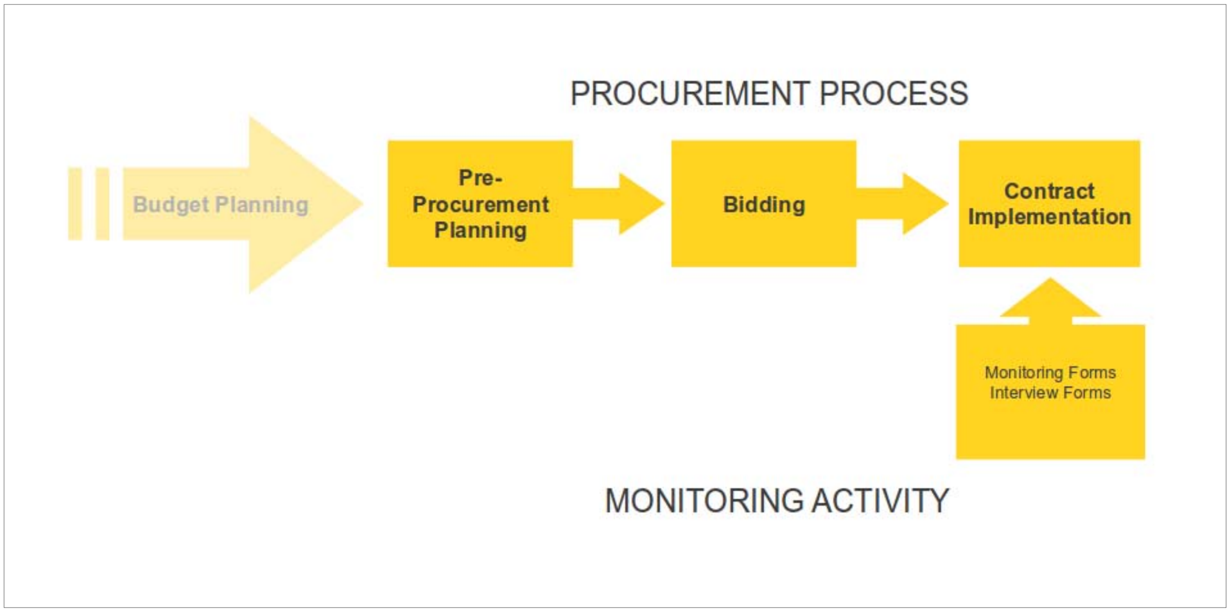

Figure . PDAF Watch is mainly focused on monitoring the contract implementation stage of the procurement process.

Volunteers are responsible for securing the necessary documents and personally be present in the monitoring using the tools provided by the PDAF Watch.

The data from the tools are used to make monitoring reports which are then submitted to CODE-NGO for analysis. The PDAF Watch Project is then in charge of consolidation and analysis. Findings are published and presented to GAs, Media, CSOs and the General Public. Reports are used for policy making especially in promoting transparency and accountability in the utilization of PDAF and CA funds.

The PDAF Watch Project framework consists of the following components, with corresponding tools and guidelines to facilitate in report writing:

- Documents Review
  - Taking note of signatures and signatories
  - Dates
  - Amounts
  - Measurements
  - Specifications
- Project Inspection
  - Comparing Project Plans to Actual State of the Project
- Interviews
  - With Government Official Involved
  - With Participant Observer or NGO Leader
  - With Congressperson or District Staff

Due to resource constraints, the PDAF Watch Program cannot monitor all projects in every district. In order to address this, careful sampling has to be done by network and partner organizations in selection of projects to be monitored. Sampling scheme of the program involves the following steps that address resource limitations of monitors as well as the need to select high-cost subjects and maintain bias-free selection:

- Reviewing the list of projects
- Identifying those with peace/ security problems
- Identifying those that are away from the PDAF Watch monitor in terms of proximity
- Identifying those with higher costs
- Random Selection of each project (labelling the list and then drawing lots for top 3)
    - IT
    - Roads and Highways
    - LGU Priority Projects
- First projects are for monitoring
- For two types of projects, there should be six.
- The first two shall be targets for monitoring.

I. Monitoring Form

PDAF Watch starts with monitoring forms which provides data on the differences between plans and implementation. Although producing similar data, monitoring forms slightly differ depending on the type of project being monitor. A different form is used for monitoring roads, IT infrastructure, and infrastructure as well as with other projects.

Tool Fact Box 9. Monitoring Form for Roads

Roads Monitoring Form *The Roads Monitoring Form contains data about observed defects in road projects.*	
Part of the procurement process	Contract Implementation
Type of tool	Form
Administered by	Volunteer fills-up the form.
Components, Concepts and Variables	I. Project Information 1. Region 2. Province 3. District 4. Municipality/City 5. Barangay 6. Name of Project 7. Project Number 8. Location 9. Contractor 10. Contract Amount 11. Source of Funds 12. Total Amount Paid 13. Date Started (Plan) 14. Date Started (Actual) 15. Date Completed (Plan) 16. Date Completed (Actual) II. Mode of Procurement [multiple choice] III. Presence of the project [Yes/No]

	IV. Observed defects [Yes/No] 1. Location of Volunteer [string] 2. Landmark/ Marker [string] 3. Type of Defects Observed 4. Description of Defects Observed 5. Remarks [open-ended] V. Findings and Observations 1. Planned 2. Actual 3. Variance 4. Remarks [open-ended] VI. What is seen on the project location? [open-ended] VII. Other recommendations or regarding the project [open-ended]
Data Analysis Procedures	The form itself contains data that readily enable monitors and analys to spot signs of corruption. This is triangulated against other data sources such as documents and interviews. Cases with signs of corruption are validated and verified by CODE-NGO for analysis.
Checking reliability and validity	Trainings and a detailed operations manual are provided.
Usage of the Report	Submitted to CODE-NGO head office for analysis. Compared with other documents and data from other tools.

Tool Fact Box 10. Monitoring Form for IT Infrastucture

IT Monitoring Form *The IT Monitoring Form contains data about observed defects in computer sets.*	
Part of the procurement process	Contract Implementation
Type of tool	Form
Administered by	Volunteer fills-up the form.
Components, Concepts and Variables	I. Project Information 1. Region 2. Province 3. District 4. Municipality/ City 5. Barangay 6. Name of Project 7. Location 8. Supplier 9. No of Computer Sets (Plan) 10. No of Computer Sets (Actual) 11. Set cost 12. Software/s installed 13. Contract Amount 14. Total Amount Paid

	15. Date Paid 16. Date Delivered II. Mode of Procurement III. Presence of Project [Yes/No] IV. Findings and observations [table form] V. Reasons for absence of computers [open-ended] VI. Other observations or recommendations regarding the project [open-ended]
Data Analysis Procedures	The form itself contains data that readily enable monitors and analys to spot signs of corruption. This is triangulated against other data sources such as documents and interviews. Cases with signs of corruption are validated and verified by CODE-NGO for analysis.
Checking reliability and validity	Trainings and a detailed operations manual are provided.
Usage of the Report	Submitted to CODE-NGO head office for analysis. Compared with other documents and data from other tools.

Tool Fact Box 11. Infrastructure Monitoring Form

Buildings Monitoring Form *The Buildings Monitoring Form contains data about observed defects in buildings.*	
Part of the procurement process	Contract Implementation
Type of tool	Form
Administered by	Volunteer fills up the form.
Components, Concepts and Variables	I. Project Information 1. Region 2. Province 3. District 4. Municipality/ City 5. Barangay 6. Name of Project 7. Location 8. Contractor 9. Contract Amount 10. Total Amount Paid 11. Date Started (Plan) 12. Date Started (Actual) 13. Date Completed (Plan) 14. Date Completed (Actual) II. Mode of Procurement III. Presence of Project [Yes/No]

	IV. Observed defects [Yes/ No] 1. Landmark/Marker 2. Type of Defect/s observed 3. Description of defects observed [open-ended] 4. Remarks [open-ended] V. Findings and observations [table form] VI. What is seen on the project location? [open-ended] VII. Other recommendations or regarding the project [open-ended]
Data Analysis Procedures	The form itself contains data that readily enable monitors and analys to spot signs of corruption. This is triangulated against other data sources such as documents and interviews. Cases with signs of corruption are validated and verified by CODE-NGO for analysis.
Checking reliability and validity	Trainings and a detailed operations manual are provided.
Usage of the Report	Submitted to CODE-NGO head office for analysis. Compared with other documents and data from other tools.

Fact Box 12. Monitoring Form for other projects

Other Projects Monitoring Form *The Other Projects Monitoring Form contains data about observed defects in other projects.*	
Part of the procurement process	Contract Implementation
Type of tool	Form
Administered by	Volunteer fills up the form.
Components, Concepts and Variables	I. Project Information 1. Region 2. Province 3. District 4. Municipality/ City 5. Barangay 6. Name of Project 7. Location 8. Contractor 9. Contract Amount 10. Total Amount Paid 11. Date Started 12. Date Completed II. Mode of Procurement [multiple choice] III. Presence of Project [Yes/No] IV. Observed defects [Yes/ No] 1. Landmark/Marker 2. Type of Defect/s observed 3. Description of defects observed [open-ended]

	4. Remarks [open-ended] V. Findings and observations [table form] VI. What is seen on the project location? [open-ended] VII. Other recommendations or regarding the project [open-ended]
Data Analysis Procedures	The form itself contains data that readily enable monitors and analys to spot signs of corruption. This is triangulated against other data sources such as documents and interviews. Cases with signs of corruption are validated and verified by CODE-NGO for analysis.
Checking reliability and validity	Trainings and a detailed operations manual are provided.
Usage of the Report	Submitted to CODE-NGO head office for analysis. Compared with other documents and data from other tools.

II. Interview Form

In addition to monitoring forms, interviews are also conducted to supplement data obtained from observations. This allows officials to explain variations from the original plan if there are any.

Fact Box 13. Interview Form used in PDAF Watch

Interview Form *The Interview Form provides in-depth data about 1) the reasons for deviations from plan to implementation; 2) responsiveness of the project to the needs of beneficiaries; 3) participation of beneficiaries in the planning process and; 4) presence of corruption in the project.*	
Part of the procurement process	Contract implementation.
Type of tool	Interview questionnaire
Administered by	Interviews with Government Officials and/or PO or NGO officers are conducted by volunteers.
Components, Concepts and Variables	The interview is an open-ended interview. I. Reasons for differences observed between plans/ specifications and actual project (including defects, if any) II. Actual users (beneficiaries) of the project III. Appropriateness/ responsiveness of the project to the needs of the beneficiaries IV. How the project was identified V. Development of specifications for the project VI. Involvement of the beneficiaries in planning VII. Opinion on the presence of corruption in the project and reasons
Data Analysis Procedures	These interviews are compared against data from the plan and actual implementation.
Usage of the Report	Submitted to CODE-NGO head office for analysis.

Tool Summary

The observer's Diagnostic Report (ODR) provides simple yet salient information to monitor the bidding process. Using information from the Public Bidding Checklist (PBC), the ODR provides important details of the procurement at hand and a narration of the extent of the BAC's compliance with the provisions of the IRR and areas of improvement in the BAC's proceedings. The report may also point out red flags that may be indicative of corrupt practices or negligence with the provisions and IRRs of the GPRA such as the lack of access to bidding documents. As part of efforts to curb corruption by the Office of the Ombudsman and Procurement Watch, Incorporated (PWI), its current form has become the standard report form in monitoring activities from the pre-bid conference up to the awarding of contract. Findings of the ODR are used by BAC members for evaluation, the GPPB-TSO for monitoring, CSOs and the Office of the Ombudsman for evaluation and filling of a case (if applicable).

Background

Section 13.4 of the Implementing Rules and Regulations (IRR) of the GPRA mandates that observers submit reports assessing the conduct of procurement by the Procuring Entity. These reports are to be submitted to the Head of the Procuring Entity (HOPE) and copy furnished to the Bids and Awards Committee (BAC) Chairman, the Government Procurement Policy Board (GPPB) and the Office of the Ombudsman/ Resident Ombudsman.

Initially the ODR had no standard templates which made it difficult if not challenging for the observer to develop and submit a report as well as the receivers to readily process and analyze data. At the onset, the templates submitted by Procurement Watch, Incorporated (PWI), its main proponent, were very long, detailed and very technical.

In 2006, a MOA was signed between PWI and the Office of the Ombudsman to signify continuous efforts in anti-corruption, particularly to develop a Feedback and Complaints Handling Mechanism (FCHM) that will process submitted ODRs by observers. PWI witnessed the signing of the Office Order institutionalizing the FCHM for BAC observers. After the collaboration of the two offices, the current template was developed after continuous consultations and round table discussions. The template provided a uniform and easily understandable form to see inconsistencies between practices and the IRRs indicated in the GPRA. CSOs that were trained by PWI have then adapted the format. However, ODRs have been customized by some organizations based on their monitoring arrangements with respective government agencies. At present, it has become incorporated in other procurement monitoring programs alongside other tools to cover the bidding process.

The primary output of the data is an enumeration and description of the inconsistencies with the GPRA in a bidding activity. The findings can be used to evaluate compliance and performance of the procuring entity. Data can also be aggregated to determine how many times a particular violation was committed by an agency, the number of times bidders have withdrawn from the bidding process etc. A non passing of report assumes that procedures were done in accordance to IRR of the GPRA.

Overall Structure and Methodology

The ODRs scope in the entire procurement cycle is limited to the bidding stage which consists of the following activities:

- Pre-bid conferences
- Opening of Bids
- Bid Evaluation
- Post-qualification
- Award of contracts

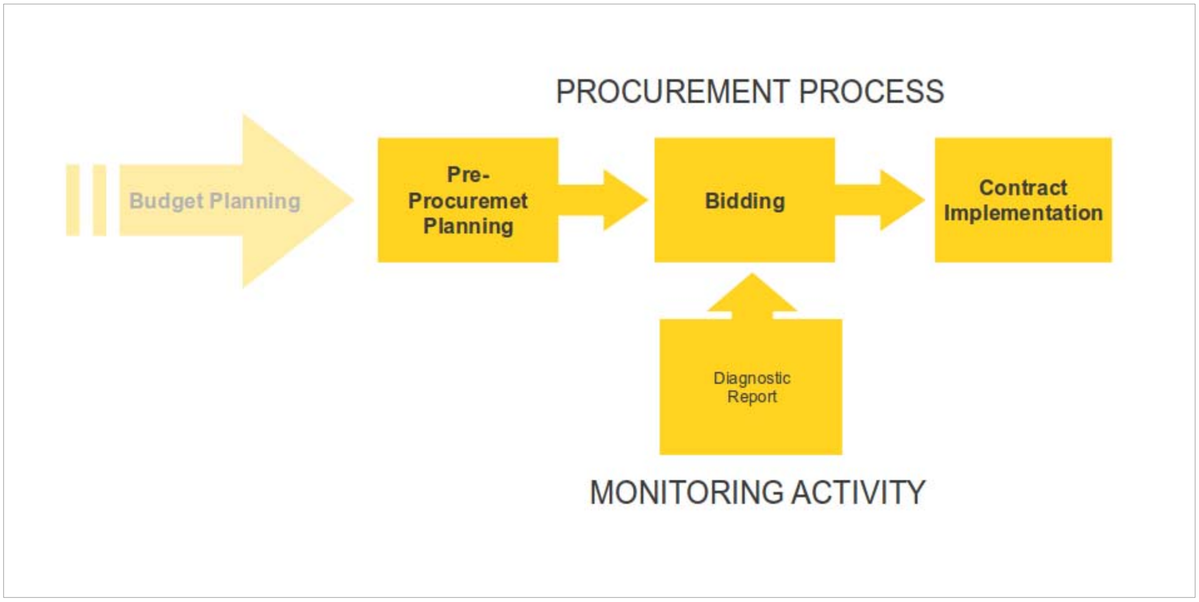

Figure 6. The ODR is used during the bidding process

Tool Fact Box 14. The Observer's Diagnostic Report

Observer's Diagnostic Report (ODR) *The Observer's Diagnostic Report (ODR) provides a description of BAC's compliance with the provisions of the law and provides areas of improvement in the BAC proceedings.*	
Part of the procurement process	After every procurement activity
Type of tool	Open-ended questionnaire.
Administered by	Submission is not mandatory. Accomplished by the volunteer—a ODR report is accomplished by a volunteer per bidding activity. It could also be done jointly by 2 observers. Should include the necessary attachments: - Abstract of Bids - Attendance sheet - Advertisement - Phil-GEPS Transmittal Report

	⅄ Instructions to bidders ⅄ List of Bidders who secured bidding documents ⅄ List of bidders who submitted bids ⅄ Checklists used for checking completeness of Eligibility Documents, Technical Proposals, and Financial Proposals ⅄ Copies of opened proposals (if applicable) ⅄ Minutes of the meeting ⅄ Post-qualification summary report
Components, Concepts and Variables	**I. Information about the project** 1. Name of the project **II. Information about the bidding procedures** 1. Procurement Type [multiple choice] 2. Procurement Stage [multiple choice] 3. Type of bidding [nominal string] 4. Violation/Deviations from the GPRA IRRs [checklist] 5. Qualitative narrative of the deviations [open-ended] 6. Identifying documents requested but not granted [Enumeration]
Data Analysis Procedures	Data from the Public Bidding Checklist (PBC) that show deviations from the IRRs of the GPRA are to be enumerated and explained in the form. The data provided by the ODR can be used to assess the level of compliance of the agency with the bidding process in accordance to the IRR provided by the GPRA. It can also be a tool to detect red flags which could help in tracing discrepancies, gray areas caused by mismanagement, corruption, etc. Requested documents that were not granted (as indicated in the form) should also be examined since they indicate lack of transparency on the part of the procuring entity/agency. The findings can be fed into the next procurement cycle and to other procurements as well.
Checking reliability and validity	The ODR can be validated through the use of the Public Bidding Checklist (PBC) which enumerates
Usage of the report	If inconsistencies with the IRR of GPRA were spotted, the ODR should be submitted to the Integrity Development Committee of the DOH and to the Project Secretariat. Non-submission of the ODR is assumed to signify that the bidding procedure complies with the provisions of the GPRA. The BAC may also process the data once it has been delivered to them.

Bantay Lansangan Road Monitoring Program

Tool Summary

The Bantay Lansangan Road Monitoring Program is a set of tools that seeks to evaluate whether infrastructures comply with the prepared specifications and follow the Program of Works (POW). It seeks to ensure that roads are engineered and build according to conceptual design and quality benchmarks. Data from the tools contain the assessment of the infrastructure including actual photos and measurements. In addition to existing infrastructure, the Road Monitoring Program also gathers data about on-going construction projects which provide data about work accomplishment, project costs, personnel and issues of concern. The BL Program also contains survey tools that provide measures for transparency and compliance of DPWH officials as well as a road user's satisfaction survey.

Background

Established in 2007, the Bantay Lansangan (Road Watch) is partnership among government, private, and non-government organization stakeholders and official development assistance partners in the national road sector. In response to the negative issues surrounding National Roads Improvement Management Program Phase 1 (NRIMP1), the objective of this partnership is "to help ensure delivery of quality road services responsive to users' needs, through the efficient and transparent use of public resources, thus ensuring value for money and corporate integrity."[4] In addition, there was a need to increase transparency in procurement and implementation in projects of the DPWH prior to the implementation of NRIMP2.

Bantay Lansangan has been brought together through the Transparency and Accountability Network which serves as BL secretariat. The entire project was funded by AusAid which also assisted in capacity building and providing the technical know-how of BL volunteers. It is agreed partnership of various stakeholder organizations which make implementation of the program :

- Road Users
- DPWH
- Road Service Providers (Philippine Contractors Association, Filipino Consulting Organizations of the Philippines, etc.)
- News media
- Government anti-graft Agencies
- CSOs, citizen groups and NGOs

It's primary tool, the Bantay Lansangan Road Montoring Tool, took advantage of the key components of the Road Monitoring Tool authored by the Concerned Citizens of Abra for Good Governance. (CCAGG). The CCAGG, however, maintains a throughout and technical analysis while the BL Monitoring Tool has been modified to increase user-friendliness while maintaining important aspects of monitoring and evaluating infrastructure projects.

The BL Road Monitoring Tool which assists in tracing the use of substandard materials by examining the structural integrity of roads through visual monitoring as well as by providing measurements of damages. Gathered information about present road conditions may then be analyzed from other data sources (date of last repair, date of construction) to see the possible causes of structural integrity loss: result of natural causes, the use of substandard materials, or skipping standard procedures, or graft and corruption practices. Moreover, the tools also

4 Bantay Lansangan

provide information about the performance of DPWH and its compliance in providing a more transparent contract implementation.

Overall Structure and Methodology

The Bantay Lansangan Program provides an assessment of existing infrastructures or on-going repairs and construction work. It focuses on the contract implementation side of the procurement process by examining whether DPWH has ensured the integrity of infrastructures and that suppliers have complied with the Program of Works.

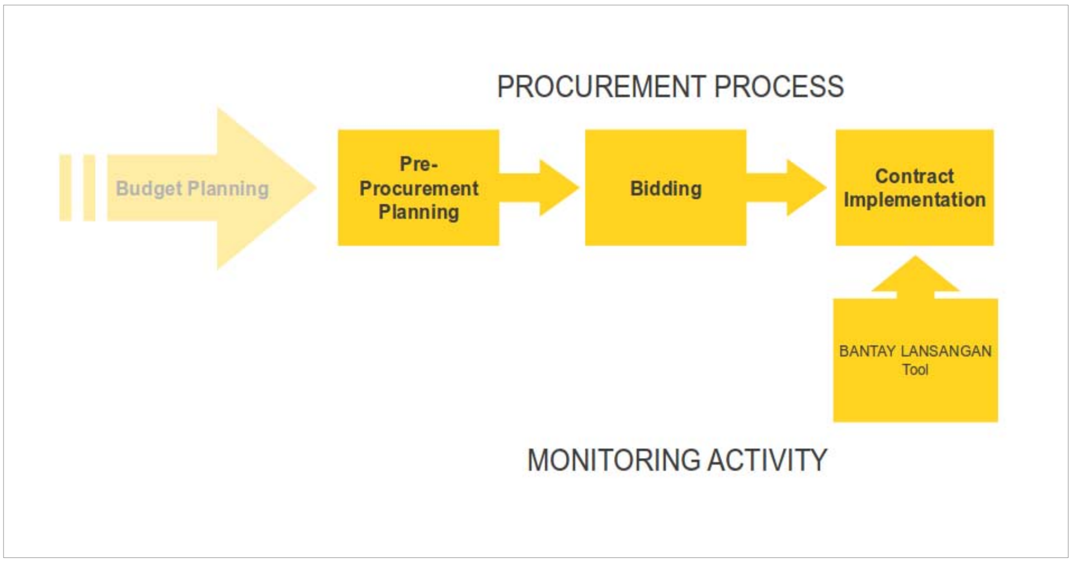

Figure 7. The Bantay Lansangan Program is primarily focused in monitoring contract implementation.

Project selection is based on accessibility of the project to volunteers and may also vary depending on the priorities of the network volunteers. There are groups that only monitor projects worth more than 20 million while there are others who have decided to monitor those that have been mentioned as priority projects in the President's State of the Nation Address (SONA). A project may be subjected to the monitoring at any stage of the construction and repair process.

Trained volunteers are responsible in ensuring that the conduct of roads will be accurate and appropriately facilitated. A detailed Bantay Lansangan Operations Manual is provided to provide working definitions and as a guide for implementation. It provides a complete set of information provide standard definitions and methods that help ensure the reliability and validity of data:

- Mandate of the Department of Public Works and Highways (DPWH), the agency in-charge of roads construction and repair in the country.
- The Philippine National Road Network
- Basic Mathematical Concepts and Computations
- Roads and Bridges Terminologies
- Road Construction and maintenance monitoring
- Bridge Failures

- Slope Protection
- Survey and Survey Formats

The Bantay Lansangan Operations Manual consists of different tools that provide various types of monitoring and evaluation data. These tools can be broadly classified into infrastructure monitoring, on-going construction projects and survey questionnaires. For infrastructure monitoring of finished projects, volunteers should base the information from the definitions and measurements provided in the Bantay Lansangan operations manual which consists of two forms (Forms 1 & 2). On-going projects have a separate form where volunteers are also guided by the contents in the Operations Manula. Meanwhile survey questionnaires are based from perceptions and observations of either the volunteers or end-users.

- Infrastructure Monitoring Forms
    - Road (Forms 1 & 2)
    - Bridge (Forms 1 & 2)
    - Drainage (Forms 1 & 2)
    - Slope (Forms 1 & 2)

- Monitoring Form for On-Going Construction Projects

- Survey Questionnaires
    - DPWH Performance and Degree of Transparency and Advocacy Perception Questionnaire
    - Road Users' Satisfaction Survey

Findings of the Bantay Lansangan are then submitted to the respective implementing agencies which may not necessarily be the DPWH central office. This enables local executives to internally address issues and provide validation and checking of the findings of indicated in the Road Monitoring Tool. This form of processing and engagement is intended to create a cooperative environment between monitors in contrast to a more adversarial role of civil society monitors. Initial findings are discussed to resolve disputes and provide solutions to issues before coming up with a report that will be passed to the Central Office.

I. Infrastructure Monitoring

Infrastructure monitoring involves filling out two forms (Forms 1 & 2) which provide data about the road and its current conditions.

Tool Fact Box 15. Infrastructure Monitoring Form 1

GENERAL FORMAT OF INFRASTRUCTURE MONITORING FORM 1 *Each Infrastructure Form 1 is named depending on the infrastructure being monitored (examples are Road Monitoring Form 1, Bridge Monitoring Form 1, Drainage Monitoring Form 1 etc.). This form is where general information about the road and photos are encoded and placed respectively. The form also contains a notes section where the volunteer can jot down highlights of the monitoring activity.*	
Part of the procurement process	Contract Implementation

Type of tool	Form
Administered by	Administered by a volunteer/ volunteers.
Components, Concepts and Variables	I. General Information (Volunteer, Contractor and Road) 1. Road Number 2. Section Number 3. Road Name 4. Section Name 5. Surface Type 6. Environment 7. Date Completed 8. Date of Last Surfacing 9. Length 10. No of Lanes 11. Date Inspected 12. Location 13. Name of Contractor [name] 14. Name of Volunteer [name] II. Visual representation of the Infrastructure 1. View of the Road looking from above 2. Road Photos [with information about orientation to North] III. Road Information 1. Locations where each end of the road is headed 2. City Municipality of each end of the road 3. Type of Terrain IV. Notes of the Monitoring Volunteer
Data Analysis Procedures	The Bantay Lansangan Operations Manual serves as a visual means of assessing the integrity of the infrastructure. The volunteer can easily assess the condition of the road by using the operational definitions of Good, Fair, and Bad and visual aids provided in the Operations Manual. In addition, red flags for each infrastructure are also specified in the Operations Manual which enables the volunteer to identify them in the infrastructure being assessed.
Checking reliability and validity	The specific instructions and definitions in the BL Operations Manual provide a standardized means of measuring infrastructure. This is further enhanced by the inclusion of visual representations and photos in the manual. In addition, monitoring sometimes involves more than just volunteer which increases validity by allowing volunteers to build consensus in assessing infrastructure.
Usage of the Report	This is used in conjunction with Infrastructure Form 2 and serves as basis for the BL overall report.

Tool Fact Box 16. Infrastructure Monitoring Form 2

GENERAL FORMAT OF INFRASTRUCTURE MONITORING FORM 2 *Similar to Infrastructure Monitoring Form 1, each infrastructure may have a slightly different format from one another. It primary contains data about the damages and faults found on infrastructure as well as information that will assist in diagnosing the possible causes of damage such as extend of use, load, and vehicle traffic.*

Part of the procurement process	Contract Implementation.
Type of tool	Form
Administered by	Administered by a volunteer/ volunteers.
Components, Concepts and Variables	I. General Information (Volunteer, Contractor and Road) 1. Road Number 2. Section Number 3. Road Name 4. Section Name 5. Surface Type 6. Environment 7. Date Completed 8. Date of Last Surfacing 9. Length 10. No of Lanes 11. Date Inspected 12. Location 13. Name of Contractor [name] II. Infrastructure Subtype, Failure Identification & Measurement 1. Infrastructure subtype 2. Type of Infrastructure failure 3. Part of the infrastructure where failure was observed 4. Size of Failure 5. Possible Cause of Failure 6. Action needed [open-ended] III. Monitoring 1. First time to be monitored by BL [Yes/ No] 2. Severity of Failure [Low/ Moderate / High] 3. Year failure was first observed [years ago/ this year/ this month] 4. Is this a recurring failure [Yes/ No/ Don't Know] 5. Estimated vehicle traffic per day [categories] 6. Percentage of heavy vehicles (Buses & Trucks) [categories] IV. Visual representation of the Infrastructure 1. Photo/ Sketch 2. Orientation with North
Data Analysis Procedures	The Bantay Lansangan Operations Manual serves as a visual means of assessing the integrity of the infrastructure. The volunteer can easily assess the condition of the road by using the operational definitions of Good, Fair, and Bad and visual aids provided in the Operations Manual. In addition, red flags for each infrastructure are also specified in the Operations Manual which enables the volunteer to identify them in the infrastructure being assessed.
Checking reliability and validity	The specific instructions and definitions in the BL Operations Manual provide a standardized means of measuring infrastructure. This is further enhanced by the inclusion of visual representations and photos in the manual. . In addition, monitoring sometimes involves more than just volunteer which increases validity by allowing volunteers to build consensus in assessing

	infrastructure.
Usage of the Report	This is used in conjunction with Infrastructure Form 2 and serves as basis for the BL overall report. Consistent with the BL procedures, the data will be sent to the local counterpart of DPWH for internal problem solving.

II. Monitoring for Ongoing Projects

Monitoring Forms 1 and 2 are only used for roads that are already finished. Meanwhile, a different form is used for ongoing construction projects.

Tool Fact Box 17. Monitoring Form for Ongoing Construction Projects

Monitoring Form For Ongoing Construction Projects *The Monitoring Form for Ongoing Construction Projects provides data about the contract costs and details. In addition, it provides a highly visual data of the progress of the construction process as well as issues of concern.*	
Part of the procurement process	Contract implementation
Type of tool	Form
Administered by	Filled-up by the volunteer.
Components, Concepts and Variables	I. Monitoring Information 1. Volunteer Name 2. Date II. General Information 1. Project Name 2. Location 3. Source of Fund 4. Classification 5. Limits 6. Length 7. Appropriation 8. Roadbed width 9. Pavement width 10. Bridge width 11. Type of Structure 12. Number of Span 13. Starting Date 14. Completion Date III. Contract Data 1. Contractor 2. Project Engineer 3. Original Project Cost 4. Revised Project Cost 5. Effectivity of Contract 6. Actual Start 7. Original Contract Duration

	8. Original Completion Date
	
	IV. Work Accomplishment [visual]
	1. Project Length
	2. Location/ Landmark
	3. Side ditch
	4. Shoulder
	5. Surfacing
	6. Shoulder
	7. Side Ditch
	8. Base
	9. Subbase
	10. Earthworks
	11. Project Name
	12. Proposed Surface Type
	13. Proposed Number of Lanes
	14. Superstructure
	    1. Railing
	    2. Superstructure
	15. Girder
	16. Substructure
	    1. Abutment
	    2. Pier
	    3. Earthworks
	
	V. Issues and Concern (Photos)
	1. Photo/ Sketch
	2. Orientation of North
	3. Remarks [open-ended]

Data Analysis Procedures	The Bantay Lansangan Operations Manual serves as a visual means of assessing the integrity of the infrastructure. The volunteer can easily assess the condition of the road by using the operational definitions of Good, Fair, and Bad and photos provided in the Operations Manual. In addition, red flags for each infrastructure are also specified in the Operations Manual which enables the volunteer to identify them in the infrastructure being assessed.
Checking reliability and validity	The specific instructions and definitions in the BL Operations Manual provide a standardized means of measuring infrastructure. This is further enhanced by the inclusion of visual representations and photos . In addition, monitoring sometimes involves more than just volunteer which increases validity by allowing volunteers to build consensus in assessing infrastructure.
Usage of the Report	Consistent with the BL procedures, the data will be sent to the local counterpart of DPWH for internal problem solving.

III. Survey Questionnaires

In addition to actual monitoring, two survey questionnaires are also used to be able to obtain data on perceptions about the implementing agency, DPWH as well as on the usability of the infrastructure.

Tool Fact Box 18. Performance Questionnaire

DPWH Performance and Degree of Transparency and Advocacy Perception Questionnaire *The DPWH Performance and Degree of Transparency and Advocacy Perception Questionnaire provides data on the overall assessment of the volunteer monitor with regard to the agency's efforts in promoting transparency and accountability in its infrastructure projects.*	
Part of the procurement process	Contract Implementation
Type of tool	Survey Questionnaire
Administered by	Answered by the volunteer after conducting monitoring of the roads. The necessary infrastructure monitoring forms should be mentioned in ths report under the Monitoring Sheets Used section of the questionnaire.
Components, Concepts and Variables	I. General Information 1. Name of Project 2. Section 3. Location 4. Fund Source II. Monitoring Sheets Used [multiple choice; attached monitoring sheets] III. Perception of the Project Implementation [Strongly Agree-Strongly Disagree] 1. Project meet concerns and interest of the community in terms of functionality of the project. 2. DPWH consults the community regarding environment and social issues during project planning. 3. The project is implemented according to design. 4. Procurement process is within the prescribed period. 5. Whether the project is overpriced. 6. Seriousness of DPWH in its anti-corruption drive within its ranks. 7. Whether DPWH practices transparency. 8. Placement of sanction mechanisms. 9. Whether contractors and consultants have high regard for DPWH. IV. Monitoring 1. Name of Monitor 2. Organization 3. Name of Encoder 4. Date of Encoding
Data Analysis Procedures	The volunteer should be able to assess infrastructure prior to filling up this form. This particular tool shows an assessment of the volunteer monitor after conducting the entire
Checking reliability and validity	Survey questionnaires dealing with are assumed to be valid.
Usage of the Report	Consistent with the BL procedures, the data will be sent to the local counterpart of DPWH for internal problem solving.

Tool Fact Box 19. Road Users Satisfaction Survey

<table>
<tr><td colspan="2">Road Users Satisfaction Survey

The Road Users Satisfaction Survey obtains information among road users themselves and serves to address link between the infrastructure project or repair and the actual needs of the users. It seeks to answer whether projects address actual needs of the people as well as obtain some insight about their perceptions about the implementing agency, the DPWH.</td></tr>
<tr><td>Part of the procurement process</td><td>Contract Implementation</td></tr>
<tr><td>Type of tool</td><td>Survey Questionnaire</td></tr>
<tr><td>Administered by</td><td>Answered by road users</td></tr>
<tr><td>Components, Concepts and Variables</td><td>I. General Information Volunteer, Contractor and Road)
1. Name [name; optional]
2. Region
3. Province
4. Town

II. Perception and Project Implementation
1. Whether the functionality of the project meets the needs of the community
2. Whether there was consultations between DPWH with the community about environment and social issues during planning
3. Whether the designs are appropriate
4. Seriousness of DPWH in its anti-corruption drive within its ranks.
5. Whether DPWH practices transparency.
6. Placement of sanction mechanisms.
7. Whether contractors and consultants have high regard for DPWH
8. Whether DPWH is a corrupt agency
9. Whether DPWH is influenced by politicians
10. Whether DPWH has a poor public image</td></tr>
<tr><td>Data Analysis Procedures</td><td>The first three questions deal with the responsiveness of DPWH to the actual needs of the beneficiaries.

Meanwhile, the succeeding questions can be used to evaluate the overall public image of DPWH.</td></tr>
<tr><td>Checking reliability and validity</td><td>Survey questionnaires have the assumption of validity. The option for confidentiality may also encourage honesty among respondents.</td></tr>
<tr><td>Usage of the Report</td><td>Consistent with the BL procedures, the data will be sent to the local counterpart of DPWH for internal problem solving.</td></tr>
</table>

BANTAY ESKUWELA SCHOOL FURNITURE PROCUREMENT WATCH

Tool Summary

Bantay Eskuwela (BE) Furniture is a multi-phase program that covers planning up to contract implementation stage of the procurement cycle. It consists of tools and forms that provide monitoring and evaluation data for each stage: The first three phases of the BE Furniture program are volunteer driven and focus on the conduct of the implementing organization and the suppliers, as well as checking of the quality and quantity of goods delivered. Meanwhile, the last phase focuses on the time and cost efficiency of the implementing agency using the DEEM Tool. In all stages, evaluation and monitoring are done by volunteers from Civil Society Organizations (CSOs) in cooperation with the implementing agency, the Department of Education (DepEd).

Background

The Bantay Eskuwela Furniture initiative is a partnership between PWI, the Department of Education (DepEd) Central Office and its various division offices and local CSOs. Seeking to ensure the procurement and delivery of quality arm chairs, Bantay Eskuwela ran its pilot efforts in 2009 in the following areas: Bulacan, Davao, Ilocos Norte, NCR, Rizal and Tagbilaran.

The BE Furniture program was a response to the 2008 findings of the Commission on Audit (COA) that at least P33.8 million worth of “inferior, defective, and substandard quality school tables, chairs, and armchairs were delivered to the different public schools” which was in part caused by the “end-user's failure to inspect before the items delivery.” (COA, cited in PWI 2010). The organizers saw the need to put up a community-led mechanism to ensure that the right quantity and quality of arm chairs are procured and distributed by the DepEd to public schools.

At present, the BE Furniture program is independently implemented by volunteer groups involved in the pilot implementation while data and findings are forwarded to PWI. The entire program has increased transparency and accountability as well as created a network to monitor the purchase of school furniture in key pilot areas.

In addition to the GPRA, the basis for implementation of the BE Furniture program is also strengthened by Direct Order 59 (DO 59) issued by the DepEd in 2007. DO 59 institutionalized the participation of NGO and private sectors in the DepEds procurement process, recognizing their role in ensuring transparency and accountability in agency's procurement activities.

Overall Structure and Methodology

The BE Furniture program is divided into four phases: 1) The Pre-Implementation; 2) Monitoring of the Bidding Process; 3) Monitoring of the Contract Implementation and; 4) Application of the DEEM Tool.

Data generated is also designed to be forwarded to the procuring entity particularly its BAC for consideration for the next procurement cycle.

The following diagram shows the stages the procurement process and the particular tools the Bantay Eskwela Program employers for each stage.

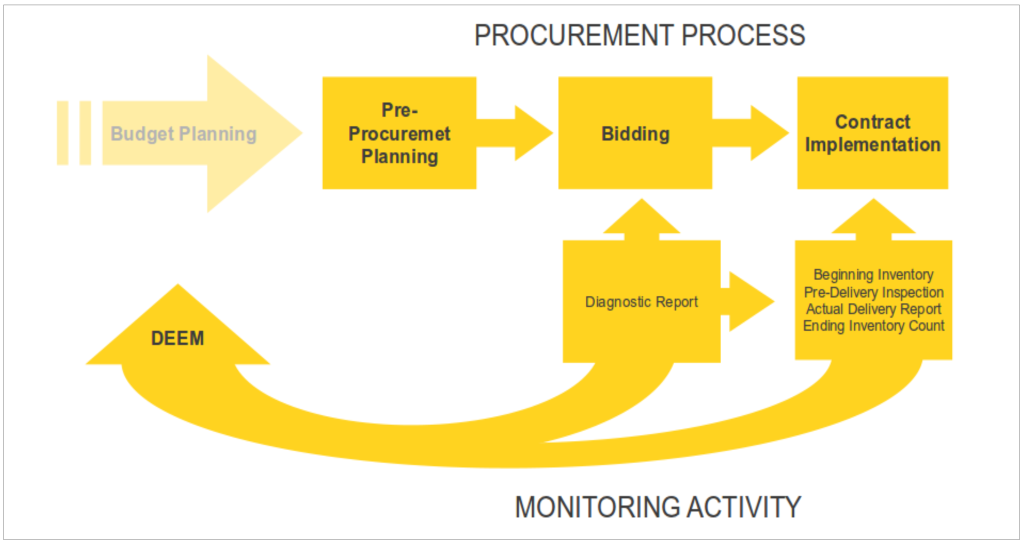

Figure 8. The Bantay Eskuwela primarily monitors the bidding and contract implementation stages of the procurement process. Findings are then used for the succeeding procurement cycle.

Phase I. Pre-Implementation Phase

The BE program currently does not have any tool that measures the pre-implementation phase. However findings from the DEEM Tool from the previous procurement cycle (provided the DEEM Tool was applied after contract implementation stage of the last cycle) are fed and incorporated into the pre-implementation phase.

Phase II. Monitoring of the Bidding Process

Tool Fact Box 20. Diagnostic Report

Diagnostic Report (DR) *The Diagnostic Report assesses compliance of the BAC with the provisions of the law and provides areas of improvement in the BAC proceedings. In the context of the BE Furniture program, it tries to see whether the process of bidding school armchairs are consistent with existing laws and regulations.*	
Part of the procurement process	After every procurement activity

Type of tool	Open-ended questionnaire.
Administered by	Not mandatory for submission. *Accomplished by the volunteer*. One DR report is accomplished by a volunteer per bidding activity. It could also be done jointly by 2 observers. Should include the necessary attachments: - Abstract of Bids - Attendance sheet - Advertisement - Phil-GEPS Transmittal Report - Instructions to bidders - List of Bidders who secured bidding documents - List of bidders who submitted bids - Checklists used for checking completeness of Eligibility Documents, Technical Proposals, and Financial Proposals - Copies of opened proposals (if applicable) - Minutes of the meeting - Post-qualification summary report
Components, Concepts and Variables	**I. Information about the project** 1. Name of the project **II. Information about the bidding procedures** 1. Procurement Type [Goods, Infrastructure, Consulting Services] 2. Procurement Stage [pre-bid, bid opening] 3. Type of bidding [Competitive bidding or alternative mode] 4. Violation/Deviations from the GPRA provisions 5. Qualitative narrative of the deviations 6. Identifying documents requested but not granted [Enumeration]
Data Analysis Procedures	The data provided by the DR can be used to assess the level of compliance of the agency with the bidding process in accordance to the IRR provided by the GPRA. It can also be a tool to detect red flags which could help in tracing discrepancies, gray areas caused by mismanagement, corruption, etc. The findings can be fed into the next procurement cycle and to other procurements as well.
Checking reliability and validity	There are operational definitions provided in the guide provided by PWI.
Usage of the report	The DR is submitted to HOPE and copy-furnished to the Chairman of the BAC. A copy of the DR should also be submitted to the Resident Ombudsman of the Procuring Entity. The Diagnostic Report serves as the immediate response to trach whether there were anomalies and inconsistencies with the bidding process in reference to the existing procurement law, the GPRA.

Phase III. Monitoring of Contract Implementation

BE tools in this stage measure the quality and quantity of goods and their compliance with the technical specifications in the awarded contract. Through the accomplishment of several forms, red flags can be obtained concerning the conduct of the implementing agency and the capacity of the supplier to deliver quality goods. The forms will also assist in finding out whether the procurement has satisfied the need of the school in terms of number of armchairs.

Tool Fact Box 21. The Beginning Inventory Form

<table>
<tr><td colspan="2">Beginning Inventory Form
The Beginning Inventory Form provides data on the current state of classroom furniture, most commonly armchairs prior to delivery of new procured armchairs. Data will then be used to assess the needs of the school. Moreover, it is compared with the Ending Inventory Count Form to assess whether the contract implementation addresses actual need of schools.</td></tr>
<tr><td>Part of the procurement process</td><td>Right before or at the start of contract implementation</td></tr>
<tr><td>Type of tool</td><td>An inventory form that tallies the current number and situation of armchairs.</td></tr>
<tr><td>Administered by</td><td>Accomplished by the volunteer. There should be one form for each classroom and the number of receiving classrooms should correspond to the total number of forms accomplished.</td></tr>
<tr><td>Components, Concepts and Variables</td><td>I. Volunteer and Project Details
1. Name of Volunteer [String]
2. Inventory Site [String containing name of school]
3. Inventory Site Address
4. Total Number of Classrooms [Numeric]
5. School/ Room Number or Name [String]
6. Number of Class Shifts [Numeric]
7. Total Number of Students Currently Enrolled [Numeric]
8. Ratio of Useable Armchair to Students [Derived]

II. Inventory Counts
1. Usability [good, needs minor repair, non-usable]
2. Material [all wood, wood and steel, non-wood (PVC & steel), and others]
3. Remarks [String; Qualitative descriptions]</td></tr>
<tr><td>Data Analysis Procedures</td><td>Figures can readily show the shortage or overage of existing furniture vis-a-vis the current number of enrolled students

It is expected that the number of usable chairs and the ratio between usable chairs and number of users will improve once the contract has been implemented.</td></tr>
<tr><td>Checking reliability and validity</td><td>There are operational definitions provided in the guide provided by PWI. The CVC or the project head should check the data in the forms to verify the information encoded on the form.</td></tr>
<tr><td>Usage of the Report</td><td>The report will serve as benchmark and baseline data to be compared with the Ending Inventory Count after delivery.

It also provides data on the quantity of armchairs needed by the school to achieve a 1:1 ratio of students and armchairs and the 1:45 armchairs per classroom. The data can also be used as a basis to identify the need to build more classrooms.</td></tr>
</table>

Tool Fact Box 22. Pre-Delivery Inspection Form

<table>
<tr><td colspan="2">Pre-Delivery Inspection Form

The Pre-Delivery inspection form provides information that will help in assessing the capacity of the suppliers in producing the goods. The forms also identify</td></tr>
<tr><td>Part of the procurement process</td><td>Contract implementation</td></tr>
<tr><td>Type of tool</td><td>Checklist format</td></tr>
<tr><td>Administered by</td><td>Accomplished by the volunteer. One form per person per activity.
This should be accomplished while the DepEd Inspectorate Team are also doing their own inspection.</td></tr>
<tr><td>Components, Concepts and Variables</td><td>I. Project Information
1. Name of Volunteer
2. Date
3. Name of Supplier
4. Contact Person
5. Supplier's Address
6. Manufacturer's Plant Site
7. Quantity of school armchairs to be delivered?
8. Total Amount of the Contract

II. Supplier and Manufacturing Information [Yes/ No checklist with remarks]
1. Whether manufacturer follow own standards in fabrication/production
2. Enough number of manpower versus total production
3. Matching of armchair measurements with specifications in the contract

III. DepEd Inspectorate team evaluation [Yes/ No checklist with remarks]
1. Whether the inspection procedure done by the inspectorate team ensures that technical specifications are met
2. Selected model armchairs are of good quality and conform to technical specifications
3. Whether there are enough model chairs selected vis-à-vis the number of recipient schools
4. Number of selected model chairs
5. Number of schools will receive the delivery
6. Whether the supplier was advised to proceed with delivery

IV. Comments [String]</td></tr>
<tr><td>Data Analysis Procedures</td><td>The form could also substantiate the capacity of suppliers in delivering quality goods.

The form itself could check for inconsistencies in implementation. For instance, number of model chairs should match the number of schools where the armchairs will be delivered. There should be one model chair for every target school. In addition, the form also assesses the quality goods produced by checking the capacity of the supplier as well as checking selected goods.</td></tr>
</table>

Checking reliability and validity	The volunteer in cooperation with the DepEd Inspectorate Team uses the standard school furniture technical specifications as basis in checking the quality of armchairs produced in the production site of the supplier/contractor.
Usage of the Report	Data is useful in detecting whether the supplier will be able to produce the chairs in compliance with the production and delivery schedule. Data can also identify underlying factors that may affect the quality of the chairs to be produced (ie. Production site is not protected to elements like rain and other wood parasite/insect infestations) Data can also identify if there are materials substitution made by the supplier etc. In addition, the model chairs identified during this stage will be used in the Actual Delivery Report (see next section).

Tool Fact Box 23. Actual Delivery Report Form

Actual Delivery Report Form *The Actual Delivery Report Form is where differences between the model chairs and the rest of the delivered goods are recorded and identified. It consists of two parts: the delivery details and the technical specification of the chairs.*	
Part of the procurement process	Contract implementation
Type of tool	First part is a questionnaire while the second part is a tally.
Administered by	Accomplished by the volunteer. Consolidated and collected by the CVC. Some documents need to be obtained from the school's property custodian: ⅄ Contract ⅄ Delivery Invoice ⅄ Inspection and Acceptance Report

Components, Concepts and Variables	**PART I**
	I. Delivery Details
	1. Date of Delivery
	2. Time of Delivery
	3. Type of Armchairs Delivered
	4. Quantity Delivered [per tranche, if applicable]
	5. Mode of Delivery [Partial or Complete]
	6. Delivery tranche Dates, if applicable
	7. Invoice and Purchase Order Details
	    1. Purchase Order Number
	    2. AR Number
	    3. Date
	    4. Invoice Number
	    5. Invoice Amount
	    6. IAR Number
	II. Recipient Data
	1. Name of Receiving School
	2. Address of Delivery

	3. Division 4. Name of School Principal 5. Student Population 6. Class shift [with or without] 7. Quantity of Requisitioned Item indicated in the contract **III. Supplier Information** 1. Name of Supplier 2. Address of Supplier 3. Contact Number of Supplier **PART II** **I. Dimensions** 1. Seat Height 2. Seat Depth 3. Seat Width 4. Backrest Height 5. Writing Board Height 6. Writing Board Width 7. Writing Board Depth **II. Technical Specifications** 1. Seat Slot 2. Writing Board 3. Back Rest 4. Wood Finish
Data Analysis Procedures	The volunteer measures the actual units and compares these measurements with the measurements of the model chairs and/or ideal measurements There is only a +-2mm threshold for thickness and +-10mm threshold for other dimensions. Different standards are used for chairs delivered to Secondary Schools and Elementary Schools.
Checking reliability and validity	The standard/ ideal measurements are already incorporated in the form. Data is validated by the DepEd Inspectorate team.
Usage of the Report	The report is checked and compared with data in other forms to check whether it is consistent with specifications stated in the contract (by comparing it with details of the pre-delivery inspection form or the DEEM Tools).

Tool Fact Box 24. Ending Inventory Count Form

Ending Inventory Count Form *The Ending Inventory Count Form provides the final count of armchairs after delivery.*	
Part of the procurement process	After the delivery.
Type of tool	An inventory form that tallies the current number and situation of armchairs.
Administered by	Accomplished by the volunteer. There should be one form for each classroom and the number of receiving classrooms should correspond to the total number of forms accomplished.
Components, Concepts and Variables	**I. Volunteer and Project Details** 1. Name of Volunteer [String] 2. Inventory Site [String containing name of school] 3. Inventory Site Address

	4. Total Number of Classrooms [Numeric] 5. School/ Room Number [String] 6. Number of Class Shifts [Numeric] 7. Total Number of Students Currently Enrolled [Numeric] 8. Ratio of Useable Armchair to Students [Derived] **II. Inventory Counts** 1. Usability [good, needs minor repair, non-usable] 2. Material [all wood, wood and steel, non-wood (PVC & steel), and others] 3. Remarks [String; Qualitative descriptions]
Data Analysis Procedures	It is expected that the number of usable chairs and the ratio between usable chairs and number of users will increase once the contract has been implemented.
Checking reliability and validity	There are operational definitions provided in the guide provided by PWI. The CVC or the project head should check the data in the forms to verify the information encoded on the form.
Usage of the Report	This report is compared with data in the Beginning Inventory Form.

Phase IV. Application of the DEEM Tool

After payment, the PWI uses the Differential Expenditure and Efficiency Measurement (DEEM) Tool to assess the conduct of procurement. The DEEM Tool seeks to measure the cost and time efficiency, or inefficiency of an agency through verifiable data. The tool will then be used as inputs to the succeeding budget plan which in turn would become the basis of the next procurement cycle. Because the tool can exist as a stand-alone tool in monitoring the procurement process, it is discussed in detail in another section of this compendium.

DIFFERENTIAL EXPENDITURE EFFICIENTCY MEASUREMENT (DEEM) TOOL

Tool Summary

Authored by Procurement Watch, Incorporated (PWI), the DEEM Tool addresses the need to develop empirical data in tracking corruption by document content analysis. This is in light of "perception-based" measures that are subject to varying interpretations among different stakeholder groups. The DEEM Tool is intended to minimize these different interpretations and biases and focus on "hard evidence". Relying heavily on the inspection of documents, the tool provides assessment on the efficiency of the organization in terms of time and cost. It also provides indications whether the procuring agency is compliant with the provisions stated in the Procurement Law, the GPRA. Data are then submitted by volunteers to be processed and compiled by PWI which are presented to members of the agency to feed into the next procurement cycle. In addition to checking efficiency, the DEEM Tool can be used to trace rooms for improvement and indicators of corruption in the procurement process.

Background

The development of the DEEM stool started with former PWI President and Chief Executive Officer Josefina Esguerra in the mid-2000s. The increasing need to prevent corruption and provide programs with more impact has led her to examine experiences of various Non-Government Organizations (NGOs) and come up with a measure of corruption by comparing market prices and the cost of items in procurement activities of Government Agencies (GAs).

This need started with a procurement audit tool that had a pilot run in the health sector in 2005. The tool was named DEEM Tool to stand for Differential Expenditure Efficiency Measurement and aims to quantify procurement efficiency in terms of cost and time. In 2009, the DEEM Tool was fine-tuned to adapt to the education sector with its use in Bantay Eskwuwela Programs also initiated by the PWI (see Bantay Eskuwela). In addition to the BE program, it is also run to monitor the procurement activities of a public hospital by the Department of Health, the Jose Reyes Memorial Medical Center (JRMMC).

Overall Structure and Methodology

The DEEM Tool is a three-phase intervention that offers a holistic approach to procurement monitoring. Each phase corresponds a stage in the procurement process: 1) Monitoring the procurement bidding phase; 2) Monitoring the delivery or contract implementation phase; 3) Conducting a procurement audit to validate procurement outcomes. The entire process relies heavily on procurement documents and vouchers which are acquired in collaboration with the COA resident of the procuring entity.

Data gathering is primarily done by volunteers of the PWI who collect the pertinent documents and provide an assessment using the various DEEM Forms. The tool has two major components: Time Efficiency Measures and Cost Efficiency Measures. Aiding in the analysis for each component are the different DEEM forms which are filled up after an examination of procurement documents:

- Disbursement Voucher DEEM Form
- Purchase Request DEEM Form
- Contract DEEM Form

- Purchase Order DEEM Form
- Invoice DEEM Form
- Inspection and Acceptance Report DEEM Form
- Abstract of Bids DEEM Form

Each form allows the volunteer to check for details that have been missed out (i.e. missing signatories, missing dates etc.). Furthermore, these forms enable examiners to spot consistencies and inconsistencies in procurement documents—vouchers, contracts, purchase orders etc. (i.e. payment and delivery dates differ in the contract and in the vouchers; supplier names are consistent in all documents, etc.).

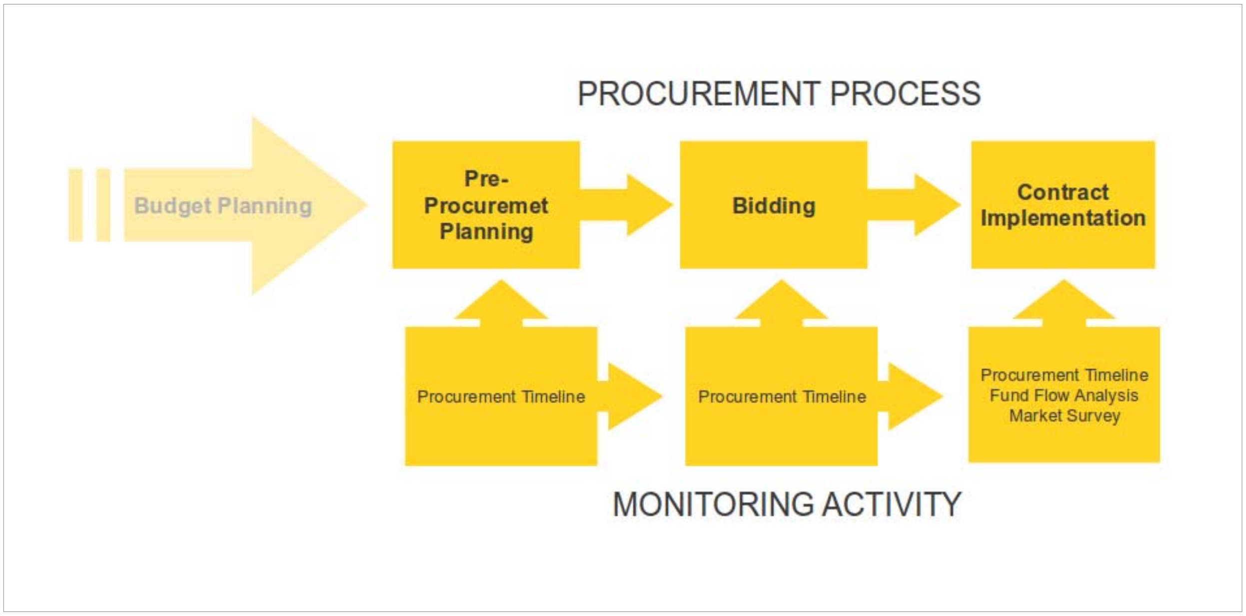

Figure 9. The DEEM Tool covers pre-procurement planning up to contract implementation stages of procurement

I.Measuring Time Efficiency

Tool Fact Box 25. Procurement and Contract Implementation Timelines

Procurement and Contact Implementation Timelines *This tool basically involves a comparison of normative days (i.e. those prescribed in the GPRA and the procuring entity's bid documents) vis-à-vis the actual timelines.*	
Part of the procurement process/Contact Implementation	From pre-bid to inspection and acceptance.
Format	Table
Administered by	Processed by the PWI through data from various DEEM forms and procurement documents provided by volunteers and observers.
Components, Concepts and Variables	1. Procurement Activity [preset; from pre-bid planning to inspection and acceptance] 2. Normative Days [date] 3. Actual Days [date]

	4. Time Difference [no. of days; computed difference between 2 and 3]
Data Analysis Procedures	Larger time differences between the normative and the actual duration of an activity entail deadlines are not met. The form allows examiners to see how many activities were done within the prescribed timeframes and how many exceeded the time allotment.
Checking reliability and validity	The Annex C of the GPRA Handbook (5th edition) provides the standard timelines for each procurement activity. For contract implementation timelines, the bidding documents serves as the basis where production and delivery schedule are all included as part and parcel of the contract. Volunteers are also given a training on the procurement law and on the DEEM tool for proper assessment and evaluation
Usage of the Report	Output of the said assessment provides the procuring entity their level of compliance to timelines prescribed by the GPRA. Moreover, for contract implementation, data generated can be used by the procuring entity for computing the liquidated damages to be imposed to the contractor/supplier in case of late deliveries.

II. Measuring Cost Efficiency

In addition to time efficiency, another major component of the DEEM Tool is to determine the cost efficiency which consists of two components: The Fund Flow Analysis and the Market Survey Analysis.

A. Fund Flow

The fund flow analysis tries to assess the procuring entity's efficiency and cost effectiveness by tracing the flow of delivered goods and money and checking whether they are comply with proper procedures. Data are based on procurement documents and vouchers that were acquired by the volunteers. These procurement documents are examined and pertinent information are encoded in various forms to facilitate tracking and analysis. Even without starting with the forms, the mere absence of these documents and vouchers could indicate non-compliance of the procuring entity with the procedures set by the GPRA and/or COA guidelines.

The details encoded in each DEEM form are then compared with other forms to check for coherence. For instance, the name of the supplier and the cost should be the same in all documents. Any deviations and inconsistencies could indicate that certain processes were not followed. In addition, the DEEM forms also check whether the documents have been signed by the appropriate signatories and whether certain stamps are present.

Tool Fact Box 26. Disbursement Voucher DEEM Form

Disbursement Voucher DEEM Form *This form is used to track inconsistencies in the Disbursement Vouchers.*

Part of the procurement process	Contract Implementation
Format	Form
Administered by	To be filled up by the volunteer and be submitted to PWI with a copy of the Disbursement Voucher.
Components, Concepts and Variables	1. Check Identification Information 1. Check Number [number] 2. Check Date [date] 2. Check Data 1. Payment Date [date] 2. Gross Amounts [amount] 3. Tax [amount] 4. Penalty [amount] 5. Price Differential [amount] 6. Liquidated damages [amount] 7. Check amount [amount] 8. Payee information [amount] 3. Voucher Identification 1. Disbursement Voucher Number [number] 2. Disbursement voucher Date [amount] 4. Other Voucher Data 1. Particulars [open-ended] 2. Type of Procurement [open-ended] 3. Completed signatures [Yes or No] 4. Missing signatories [list] 5. Count of Forms [Present/ Absent] 1. Purchase requests 2. Purchase order 3. Invoices 4. Inspection report 5. Inspection and acceptance report 6. Abstracts of canvass 7. Abstract of bids 8. Other forms [specify] 6. Remarks [open-ended]
Data Analysis Procedures	Volunteers should fill up the form using the details indicated in the Disbursement Voucher being examined. Red flags such as the absence of cheque details (number and date) as well as the lack of payment dates can be traced using this form. Because the Disbursement Voucher DEEM Form involves going through the actual disbursement vouchers discrepancies in the amounts in the form as well as indicators of tampering can be traced and be written in the remarks section of the form.
Checking reliability and validity	Forms and vouchers from the COA serves as the basis for counter-checking pertinent information.
Usage of the Report	To be compared with the Contract DEEM Form for consistency. The Supplier's name indicated in this form should be consistent with the one

	indicated in the Contract DEEM Form.

Tool Fact Box 27. Contract DEEM Form

Contract DEEM Form *This form is used to track inconsistencies in the Contract.*	
Part of the procurement process	Contract Implementation
Format	Form
Administered by	To be filled up by the volunteer and be submitted to PWI with a copy of the Procurement Contract.
Components, Concepts and Variables	1. Contract Details 1. Contract Number [number] 2. Contract Date [date] 3. Project Name [string] 4. Name of Supplier [string] 5. Consistency with the Supplier Indicated in the Disbursement DEEM Form [Yes or No] 6. Complete Signatures [Yes or No] 7. List of missing signatures/ signatories 2. Details of the ordered item 1. Quantity [number] 2. Unit [string] 3. Unit Cost [amount] 4. Amount [amount] 3. Remarks [open-ended]
Data Analysis Procedures	Volunteers should fill up the form using the details indicated in the Procurement Contract being examined. Consistencies within the Awarded Bid Contract can be traced through the help of the form or by cross checking with other DEEM forms for consistency.
Checking reliability and validity	The provisions stated in the bidding documents including all addendums (if applicable) shall be the basis in evaluating the contract.
Usage of the Report	Details in this form can readily be compared with details in other DEEM forms to check for consistency.

Tool Fact Box 28. Invoice DEEM Form

Invoice DEEM Form *This form is used to track inconsistencies in the Invoice documents.*	
Part of the procurement process	Contract Implementation
Format	Form
Administered by	To be filled up by the volunteer and be submitted to PWI with a copy of the Invoice document.

Components, Concepts and Variables	1. Invoice Identification 1. Invoice Number [number] 2. Invoice Date [date] 2. Other Invoice Data 1. Payment Terms [open-ended] 2. Same Supplier as Disbursement Voucher [Yes/ No] 3. With Customer's Signature [Yes/ No] 4. Signatory [name] 5. Date Signed [date] 6. With Stamp of Property Section [Yes/ No] 7. Date of Stamp[[date] 3. Details on Invoiced Item 1. Same Item Description as Contract [Yes/ No] 2. Deviations [open-ended] 3. Quantity [number] 4. Unit [string] 5. Unit Cost [amount] 6. Amount [amount] 4. Remarks [open-ended]
Data Analysis Procedures	Volunteers should fill up the form using the details indicated in the Invoice being examined. Consistencies within the Invoice document can be traced through the help of the form or by cross checking with other DEEM forms for consistency.
Checking reliability and validity	The Contract provisions and/or the Purchase Order shall be the basis checking
Usage of the Report	Details in this form can readily be compared with details in other DEEM forms to check for consistency.

Tool Fact Box 29. Inspection and Acceptance DEEM Form

Inspection and Acceptance DEEM Form *This form is used to track inconsistencies in the Inspection and Acceptance Report accomplished by the agency.*	
Part of the procurement process	Contract Implementation
Format	Form
Administered by	To be filled up by the volunteer and be submitted to PWI with a copy of the Agency Inspection and Acceptance Report.
Components, Concepts and Variables	1. General Acceptance Data 1. Same Supplier as in Disbursement Voucher [Yes/ No] 2. Same Contract Number and Date [Yes/ No] 3. Same Invoice Number and Date in Contract [Yes/ No] 4. Name of Recipient [string] 5. Date of receipt in property section [date] 6. With Signature of property office [Yes/ No] 7. Nature of Acceptance [Complete/ Partial] 8. With Stamp of Inspection and Acceptance [Yes/ No]

	2. Details on Accepted Items 1. Same Item Description as in Contract [Yes/ No] 2. Unit 3. Same Quantity as in Contract [Yes/ No] 4. Amount 3. Remarks [open-ended]
Data Analysis Procedures	Volunteers should fill up the form using the details indicated in the Inspection and Acceptance Report being examined. Consistencies within the Inspection and Acceptance Report document can be traced through the help of the form or by cross checking with other DEEM forms for consistency.
Checking reliability and validity	The Contract provisions and/or the Purchase Order shall be the basis checking
Usage of the Report	Details in this form can readily be compared with details in other DEEM forms to check for consistency.

Tool Fact Box 30. Abstract of Bids DEEM Form

Abstract of Bids DEEM Form *This form is used to check details Abstract of Bids and aid in assessing its compliance with the Implementing Rules and Regulations (IRR) of the GPRA.*	
Part of the procurement process	Bidding Process
Format	Form
Administered by	To be filled up by the volunteer and be submitted to PWI with a copy of the Abstract of Bids.
Components, Concepts and Variables	1. General Bidding Data 1. Abstract of Bids Date [date] 2. Date of Bidding [date] 3. Mode of Procurement [open-ended] 4. No of invitations [number] 5. No of participants [number] 6. Presence of invited observers [Yes/ No] 7. Number of BAC Member Signatories [number] 8. Presence of Missing Signatories [Yes] 2. Details of Bids 1. Line Item Number 2. Item Description 3. Quantity 4. Supplier/ Dealer 5. Unit Price 6. Awarded To
Data Analysis Procedures	The details in the form can be checked with the Implementing Rules and Regulations (IRR) of the GPRA regarding the bidding process.
Checking reliability and validity	Invitation to Bid, Bidding documents, attendance sheet, list of those who bought and those that submitted bids, Invitation for Observers, Copies of Opened Proposals

Usage of the Report	The report can readily be used to check inconsistencies with the IRR of GPRA as well as check in tandem with other DEEM Tools for consistency of details in the procurement process.

B. Market Survey

Tool Fact Box 31. Market Survey

Market Survey *Market Survey allows a comparison between costs indicated in the procurement documents and the current market prices.*	
Part of the procurement process	Contract Implementation
Format	Table
Administered by	Volunteers should obtain market prices from suppliers within the region where the delivery was made.
Components, Concepts and Variables	1. Manufacturer 2. Quantity of Purchased Units 3. Unit of Purchase 4. Unit Cost of Purchase 5. Assessed Unit Cost 6. Total Cost of Purchase 7. Assessed Total Cost 8. Unit Differential 9. Unit Cost Differential 10. Percent of Cost Differential [Unit Cost Differential divided by Unit Cost in Purchased Order] 11. Total Differential
Data Analysis Procedures	Cost differential is the difference between the actual cost and the market cost per unit. If the unit cost purchased by the agency is higher than the obtained market price, then the cost differential is positive. Meanwhile, if the unit cost as purchased by the agency is lower than market prices then the cost differential is negative. Cost efficiency depends on the value of the cost differential (or Percent of Cost Differential) . A negative cost differential (or percentage) translates to savings on the part of the procuring agency while a positive value means that procurement could have been accomplished with lower prices.
Checking reliability and validity	Prices of at least three suppliers should be obtained to account for variations in prices.
Usage of the Report	The result of the market survey can be considered and used by the procuring entity for the next procurement cycle of the same product/good in coming up with a responsive Approved Budget for the Contract (ABC).

SK Watch Tools

Tool Summary

The SK Watch aims to curb corruption at the level of youth governing body within each local government unit, the Sangguniang Kabataan (SK) by monitoring its activities. It consists of several monitoring documents which are accomplished in varying frequencies. Among these documents is the procurement scorecard which checks whether procurement procedures at the SK level are consistent with those prescribed by the current law.

Background

In 2009, the Philippine Center for Sustainability and Development and Environment Conservation Linkages (ECOLINK) ventured on a social accountability project that aims to curb corruption in the Sangguniang Kabataan (SK), a youth governing body within each barangay (smallest unit of political organization in the Philippines).

The SK was established to encourage young people to participate in governance. Allegations of corruption at the SK level has given it a reputation as a breeding ground for future traditional local politicians. Seeing the need to monitor the SK to prevent corruption, ECOLINK established the SK Watch Program. SK Watch seeks to prevent the misuse of SK funds as well as closely work with the SK in fulfilling their mandate. The program emphasizes constructive engagement and allows conflicts to be resolved and addressed by the SK before escalating to media.

The SK Watch employs a set of monitoring documents, each of which is accomplished by volunteers in varying frequencies. Two of these documents are particularly useful in monitoring procurement at the SK level: the procurement scorecard and the independent quotation form.

Overall Structure and Methodology

A cooperation agreement maybe signed between the monitoring group and the SK Federation President if possible. Aligned with SK Watch's framework of constructive engagement, this agreement has a provision that "*no information will be disclosed to media without prior notice unless no action will be taken 15 days after a complaint has been filed concerning an anomaly/corruption issue.*"

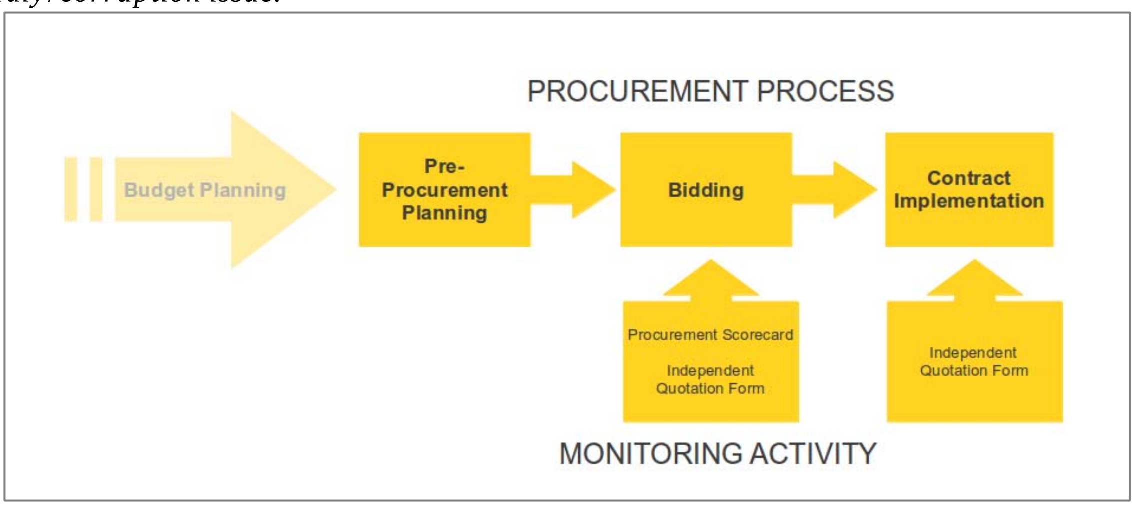

Figure 10. Two monitoring documents of SK Watch cover both bidding and contract

implementation parts of the procurement process.

Most procurement using SK funds to no require public bidding due to the small amount of money involved. However, it still needs to follow the procurement process stated in the law and follows prescribed conduct for either bid or non-bid transactions.

Tool Fact Box 32. SK Watch Procurement Scorecard

SK Watch Procurement Scorecard *The SK Watch Procurement Scorecard contains a set of compliance indicators which assess whether bid or non-bid transactions are aligned with IRR set in the GPRA.*	
Part of the procurement process	Bidding
Type of tool	Checklist
Administered by	Form accomplished by volunteers.
Components, Concepts and Variables	I. Access to bid documents and invitations sent (for bid procurements only) II. Generic specifications (for bid procurements only) III. Presence of three or more bidders (for bid procurements only) IV. There is advertisement (for bid procurements only) V. Timeline since publication (for bid procurements only) VI. Open public bidding (for bid procurements only) VII. Consistent with Annual SK Budget/ APP VIII. ABC Lower or same as market price IX. On-time delivery of services or goods X. Goods or services according to prescribed specifications
Data Analysis Procedures	The greater the number of yes marks indicate compliance with prescribed procurement procedures. Red flags are also listed on the manual to guide the volunteer in analysis.
Usage of the Report	The report is kept and used by the volunteer along with other documents to serve as basis for the detection of corruption, fraud and anomalies within the SK.

Tool Fact Box 33. Independent Quotation Form

Independent Quotation Form *The SK Watch Independent Quotation form is a template used to inquire prices of procured items from one or several sources that are not part of the procurement transaction.*	
Part of the procurement process	Contract implementation.
Type of tool	Form
Administered by	Form accomplished by volunteers.
Components, Concepts and Variables	I. Item name/ Description II. Quantity III. Unit Price IV. Total Amount

Usage of the Report	Prices obtained through this form are compared with actual procurement prices to check whether it is consistent with actual market prices.

Bayanihang Eskwela

Tool Summary

The Bayanihang Eskwela Monitoring Project is a program developed by the Ateneo School of Government that is anchored mainly on stakeholders and community participation at every stage o f the construction of school buildings thereby exacting transparency and accountability from both government and the contractors. Its primary tool is the Monitoring Profile which is a user-friendly checklist designed and fitted for the use of ordinary and non-technical volunteers which. The tool aims to help the monitors in inspecting the pre-construction stage and actual construction of school buildings as identified in the project. Data generated through analysis of the checklist per stage are then synthesized and consolidated for public presentation to all the stakeholders involved (the particular government agency, immediate stakeholders and the general public) to generate dialogue and problem solving.

Background

The Bayanihang Eskwela Monitoring Project was conceived and implemented by the Ateneo School of Government through its Government Watch (G-Watch) program in partnership with the Department of Education (DepEd), Office of the Ombudsman (OMB), Boy Scouts of the Philippines (BSP), and the Department of Public Works and Highways (DPWH). This program was conceived as a response to observations and documentation conducted by G-Watch which showed cases of poor school building projects caused by corruption and weak monitoring mechanism. These classroom construction monitoring programs served as Bayanihang Eskwela's precursor.

The Bayanihang Eskwela Program makes use of simple, non-technical tools and methods to engage ordinary citizens in procurement monitoring by taking note of date, cost, and some procedural, quantifiable, and readily observable quality aspects. Presently, CSOs and community volunteers are the prime movers of this initiative in partnership with DepEd and its regional/division/district offices. The initiative has increased transparency and accountability resulting to better quality school infrastructure in key areas nationwide.

Aside for the procurement law that mandates the inclusion of CSOs in the procurement and contract implementation of government projects, the DepEd has formally institutionalized the nationwide conduct of the Bay-Esk through DepEd Order No. 21 in 2011. This order also formally adopts Bayanihang Eskwela as a community-based monitoring of school building projects.

As part of the Bay-Esk checklist, a school profiling component is done whereby an inventory of the school’s profile is recorded to identify other needs (ie. ration of students to classrooms vs DepEd standard of 1:46, ratio of students to teachers, ratio of textbooks per subject to students and ratio of blackboards to classrooms).

Overall Structure and Methodology

The Bayanihang Eskwela Program makes use of a single tool, the Monitoring Profile Form which is divided into 6 stages covering the planning, bidding and implementation stages of the procurement process: 1) School profile; 2) Pre-construction; 3) Construction; 4) Post-construction; 5) Conduciveness to learning; 6) Responsiveness to school need. These sections provide information that will enable volunteers and monitors to:

- Relate the project being monitored to actual needs of the school
- Provide a description and compliance of construction with regard to specific ideal guidelines
- Check the end product

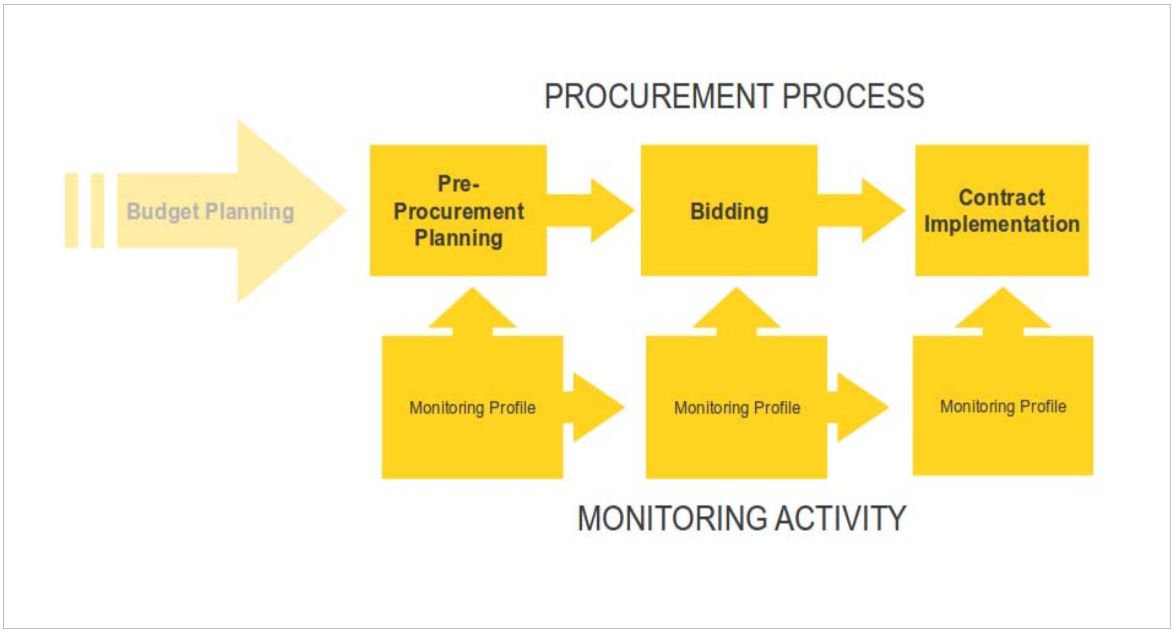

Figure 11. The Bayanihang Eskwela Program covers all stages of the procurement process.

The Bayanihang Eskwela Program's Manual provides the ideal ratios, numbers, and standards to assist in the analysis of the school's condition. It contains the standard procedures and benchmarks that enable observers to trace whether actual procedures are followed. Another crucial element to monitoring is the Program of Works which serves as an important document in analysis. Aside from analyzing whether the entire POW is responsive to actual needs (addressed by Stage 4 and 5), other stages check whether construction (Stage 3) are consistent with the POW.

Stage I. School Profiling

At this stage, Bay-Esk takes into consideration the school condition based on pertinent data. The school profile gives you an idea of the condition of the school. It also identifies other important needs of the school through a general set of indicators. Thus Bay-Esk also considers not just the construction of classrooms but also provides a holistic picture of the other educational needs and concerns of the school where possible interventions could also be made.

Tool Fact Box 34. School Profiling

Monitoring Profile: School Profiling *This profile enables one to have a bird's eye view of the condition and the needs of the school.*	
Part of the procurement process	Implementation

Type of tool	Part of the Monitoring Profile Form.
Administered by	Answered by volunteers.
Components, Concepts and Variables	I. School Details 1. Name of School 2. Location 3. District 4. Division II. Project Information 1. Project Name 2. Contractor 3. Planned Duration 4. Planned Cost III. Volunteer Information 1. Name of Monitor 2. Organization 3. Sex 4. Age IV. General School Needs 1. Student Population 2. Teacher-student ratio 3. Textbook-student ratio 1. Math 2. Science 3. English 4. Filipino 4. Classroom-student ratio 5. Seat-student ratio 6. Classroom-blackboard ratio V. Educational Development Indicators 1. National Secondary Achievement Test Scores 2. Completion Rate 3. Dropout Rate

Stage II. Pre-Construction Stage

The pre-construction stage is the stage where activities concerning preparation and planning for the construction of the school building is threshed-out. Each of the phases is subject to a pre-set of checklist to ensure that all important steps and consideration were met.

Tool Fact Box 35. Pre-Construction Stage

Monitoring Profile: Pre-Construction Stage *This profile enables one to have a bird's eyeview of the condition and the needs of the school.*	
Part of the procurement process	Implementation
Type of tool	Part of the Monitoring Profile Form.
Administered by	Answered by volunteers.
Components, Concepts and Variables	VI. Site Identification 1. Presence of property ownership

	2. Suitability of the site 3. Meeting for discussion of concerns VII. Project Meeting 1. Presence of a Meeting to Finalize the Site 2. Formation of Project Management Meeting 3. Whether property documentation was in order VIII. Pre-Engineering Survey 1. Presence of Pre-Engineering Survey 2. Whether building is fit for the land IX. Preparation of Program of Works 1. Whether volunteer was given a copy of the POW 2. Difficulty of obtaining the POW 3. Program of works compliant with DepEd Standards X. Site Inspection 1. Whether a site inspection was conducted 2. Whether DPWH gave orientation on project plans during site construction 3. Whether information given in the orientation was consistent with POW XI. Bidding 1. Presence of bidding 2. Concerns and issues raised in bidding 3. Whether post-qualification was conducted 4. Checking of contractor's capacity 5. Sending of Notice of Award to the bidder 6. Whether the winning bidder sent a Letter of Acceptance 7. Issuance of Notice to Proceed

Stage III. Construction Stage

The construction stage will take some time as reflected in the construction schedule submitted and approved by the agency. The contractor should follow the said schedule whereby little by little, the monitor would see formation of the classroom or building. The construction phase follows the following process:

- Earthworks and Excavation
- Concrete Works
- Masonry
- Carpentry
- Painting

Tool Fact Box 36. Construction Stage

Monitoring Profile: Construction Stage *This profile enables one to have a bird's eyeview of the condition and the needs of the school.*

Part of the procurement process	Implementation
Type of tool	Part of the Monitoring Profile Form but unlike other sections, this is mostly in Checklist format.
Administered by	Answered by volunteers.
Components, Concepts and Variables	I. Earthworks and Excavation 1. Proper disposal of waste 2. Unnecessary damage of other objects 3. Excavation area within the POW 4. Excavation area disturb any slope 5. Excavated surface smooth and uniform 6. Proper disposal of excavated materials 7. Excess materials used as backfill II. Concrete Works 1. Use of Type A Portland Cement 2. Proper Storage of Cement 3. Use of caked and solidified cement in construction 4. Use of cement from discarded and salvaged cement bags 5. Mix cement with clean water 6. Use of quality coarse aggregates 7. Use of quality fine aggregates 8. Use of correct proportion of water, cement, and aggregates 9. Materials used are in good shape 10. Type and size of materials consistent with POW 11. Proper storage of Materials III. Masonry 1. Size of Hollow Blocks consistent with POW 2. Size of Steel Bars consistent with POW 3. Size of Wires consistent with POW IV. Carpentry 1. Contractor bought and delivered needed materials 2. Contractor brought the right number, size and shape of materials indicated in the POW 3. Timber materials in good condition 4. Proper storage of materials V. Painting 1. Paint is of good quality 2. Paint brushes easily

Stage IV. Post Construction

Tool Fact Box 37. Post-Construction Stage

Monitoring Profile: Post-Construction Stage-Process
This section of the form provides indicators to determine that due process is followed by the implementing agency especially in providing mechanisms for input from end-recipients. This part checks whether there was sufficient engagement and dialogue among various stakeholders.

Part of the procurement process	Implementation
Type of tool	Part of the Monitoring Profile Form but unlike other sections, this is mostly in Checklist format. There are also blanks and spaces provided to include additional details.
Administered by	Answered by volunteers.
Components, Concepts and Variables	I. Consultation of the Principal with the POW II. DPWH provide copies of the POW prior to constrution III. Announcement of schedule prior to construction IV. Construction completed within schedule V. Whether there was a Joint Final Inspection VI. Rectification of defective works within 15 days VII. Completion of construction according to specifications

Tool Fact Box 38. Post Construction Stage

Monitoring Profile: Post-Construction Stage-Structure *This section lists down the standard parts of a complete classroom or school building. Monitors have to check whether the item is present or absent.*	
Part of the procurement process	Implementation
Type of tool	Part of the Monitoring Profile Form.
Administered by	Answered by volunteers.
Components, Concepts and Variables	I. Concreting 1. Wall and Column Footings 2. Tie Beams/ Slabs 3. Floor Slab 4. Columns II. Roofing and Accessories 1. Trusses/ Rafters 2. Purlins 3. Corrugated GI Sheet 4. Teckscrew III. Doors and Windows 1. Panel Doors 2. Flush Doors 3. Steel Doors 4. Steel Casement Windows 5. Jalousie Windows IV. Plumbing Works 1. Pipes 2. Fittings 3. Fixtures V. Carpentry 1. Roofings

	2. Interior and Exterior Walls 3. Ceiling 4. Doors and Windows VI. Electrical Fixtures 1. Rough-ins 2. Wires 3. Fixtures 4. Bulbs 5. Fluorescents

Stage V. Conduciveness to Learning

Tool Fact Box 39. Conduciveness to Learning

Monitoring Profile: Conduciveness to Learning *This section provides information that the structure built is conducive for learning focusing on the following aspects: lighting, ventilation, space, sanitation and safety features.*	
Part of the procurement process	Implementation
Type of tool	Part of the Monitoring Profile Form.
Administered by	Answered by volunteers.
Components, Concepts and Variables	I. Ventilation II. Lighting III. Space IV. Sanitation V. Safety VI. Others [open-ended

Stage VI. Responsiveness to School Need

Tool Fact Box 40. Responsiveness to School Need

Monitoring Profile: Responsiveness to School Need *This section of the Monitoring Profile aims to assess whether the classroom or the building meets the specific need of the school.*	
Part of the procurement process	Implementation
Type of tool	Part of the Monitoring Profile Form but in checklist format with spaces for comments and observations.
Administered by	Answered by volunteers.
Components, Concepts and Variables	I. Whether the school is under the Red and Black Category (see Stage I. School Profiling). II. Whether design of the classroom is appropriate for the school environment III. Whether design of the classroom is appropriate for the community's culture

Stage VII. Immediate Concerns of the School

This section is where immediate concerns of the school are encoded. This will enable the monitors to quickly read and view concerns which need to be stressed and highlighted. The information written in this section may or may not be reflected in the previous sections.

ANSA-EAP Procurement Scorecard

Tool Summary

The ANSA-EAP Procurement Scorecard aims to give rise to a set of indicators that aims to gauge the transparency, accountability, participation, efficiency, effectiveness and competitiveness in the procurement process in the Philippines. This tool is originally based from the Comprehensive Community Scorecard (CSC) Approach wherein a set of indicators given by the end-user community are laid out against the indicators and scores provided by the service providers. In this workshop, interests of the end-users are represented by the CSOs which is considered as one community while the service providers are representatives of Government Agencies (GAs) involved in the procurement process. The dialogue enables identification of points of convergence and divergence between CSOs and GA officials.

Background

Running its pilot in 2011, the ANSA-EAP Procurement Scorecard applies its formula for social accountability by combining both citizen monitoring and constructive engagement in its procurement monitoring initiative. It organized two Procurement Scorecard Workshops which aimed to generate a set of indicators that can be used in procurement monitoring while creating constructive engagement between CSO monitors and representatives of GAs.

ANSA-EAP Scorecard Workshop adapts a modified version of the Community Scorecard (CSC) Approach which stresses the importance of the process as equally important as the scores. Like its predecessor, the ANSA Scorecard seeks to provide an interaction between the community of individuals involved in procurement: recipients (represented by CSO-monitors) and the service providers (GA officials).

Overall Structure and Methodology

The ANSA-EAP Procurement Scorecard consists of indicators for transparency, accountability, participation, efficiency, effectiveness and competition for each part of the procurement process (Planning, Bidding, Implementation). These indicators are collected through small-group discussions and interfacing between Service Providers (GAs) and Community (CSOs). Rather than focusing on the scores, the emphasis is of the scorecard is immediate feedback and accountability through interfacing.

The workshop consists of three parts: indicator-setting, scoring, and interfacing. First, participants from GAs and CSOs come up with their own indicators in assessing procurement processes by government agencies based from their own experiences. Then these indicators are discussed to come up with a scorecard which they will answer. Finally, another interface discussion between these two groups is held to discuss the scores and raise action points for both parties. While the scores readily provide a gauge of the procurement process, the documented interactions between these two parties, the issues raised in various parts of the workshop, as well as the final action points also prove useful in analyzing procurement activities of government agencies that participated in the workshop.

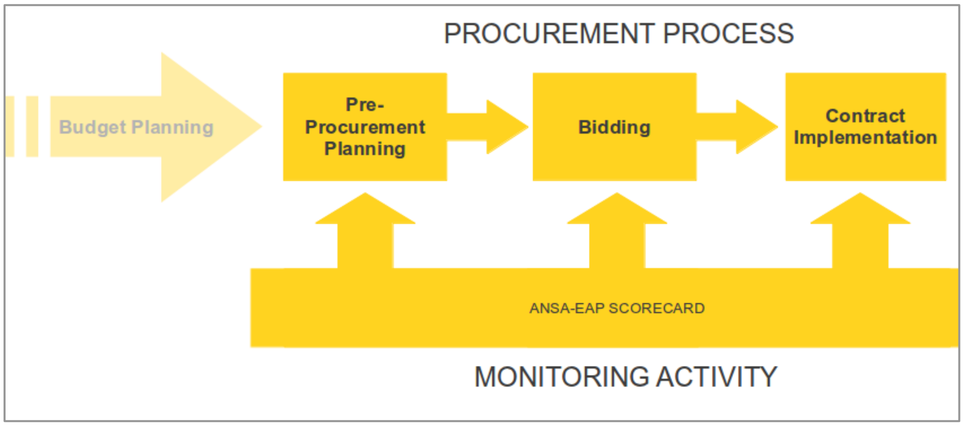

Figure 12. The ANSA-EAP Scorecard covers all pre-procurement planning

Tool Fact Box 41. The ANSA-EAP Procurement Scorecard

ANSA-EAP Procurement Scorecard *The ANSA-EAP Procurement Scorecard consists of indicators and scores as well as the processes and interactions involved in their creation.*	
Part of the procurement process	Procurement Planning to Contract Implementation
Type of tool	Community Scorecard
Administered by	This is a workshop facilitated by ANSA-EAP. Indicators and scores are to be generated in the workshop which are then scored by the participants.
Components, Concepts and Variables	Indicators are generated for Procurement Planning, Bidding, and Contract Implementations for each concept: I. Transparency II. Accountability III. Participation IV. Efficiency and Effectiveness V. Competition (for the bidding process)
Data Analysis Procedures	Indicators and scores given by workshop participants from the government and CSOs are documented, compared, and analyzed. Interactions and discussions are also documented to generate additional data that will help assess procurement procedures of government agencies.
Usage of the Report	Both the scores and interactions between two groups are used assess the transparency, accountability, participation, efficiency and effectiveness of procurement procedures in government agencies.