

Public Financial Management Strengthening (PFMS) Project Terms of Reference (TOR) for conducting Baseline Survey

1. Introduction:

Ministry of Finance, Economic Stabilization and National Policies (MOF) established the Electronic Government Procurement (e-GP) Secretariat in 2018 to develop an electronic government procurement system for the country. Since then, it has been functioning under the Department of Public Finance under the financial support from the consolidated fund of the GOSL. A Government e-GP system called the 'The Procurement Management Information System (PROMISE)' is currently under development by a vendor and a high-level project plan for phased roll out of various modules/ functionalities across various procuring entities has been approved by the Project Steering Committee. In the year 2023, the Democratic Socialist Republic of Sri Lanka received a grant from for a Public Financial Management Strengthening Project funded by the European Union and AFD and administered by the International Bank for Reconstruction and Development (IBRD) and part of the proceeds of the grant will be applied for improving the operational efficiency and transparency in public expenditure through the development and roll out of the PROMISE system. The project is currently, scheduled to close in November 2026. The overarching goal of the e-GP project is to modernize and improve government procurement processes, fostering transparency, efficiency, and accountability.

2. Objective of the Baseline Survey

The objective of the consultancy services is to establish baseline indicators to determine the existing level of efficiency of the procurement process in selected line ministries/ agencies (i.e the average time taken to complete a procurement activity and the average time for each stage of the procurement activity). While doing so the consultant may also identify (i) bottleneck and inefficiencies attributable to procurement procedures and regulations; (ii) lack of knowledge/ capacity; and (iii) delays in approval at various stages.

3. Scope of Work

To establish a baseline indicator(s), the consultant is expected to collect and analyze data on procurement to goods and works in the following ministries. Covering the period of three years from 2019, to 2022 and 2023 on a sample basis:

- Ministry of Health
- Ministry of Education
- Ministry of Irrigation
- Ministry of Urban Development & Housing

The detailed key Activities that need to be carried out for completion of the survey shall include the following:

- Designing of the baseline survey methodology and framework for sampling and data collection for goods and works (i.e entities to be covered, the sample size and financial years for which sample is to be collected considering the intervening COVID period, data collection formats and questionnaire as may be required) and its approval by the project and submit an inception report.
- Conduct the data collection across selected ministries and agencies, including stakeholder discussions.
- Present draft findings for each ministry after initial data collection exercise to address data gaps/ data quality and other challenges, if any.
- Submission of "Draft Baseline Report" and discussions with the project/ stakeholders identifying areas of inefficiency.
- Submission of "Final Baseline Survey Report" incorporating comments of the Client/stakeholder staff.

4. Duration of the Services:

The duration of the services is twelve (16) weeks from the date of signing of the contract agreement with the PFMS Project.

5. Deliverables and Timeline:

The consultant shall submit following deliverables in line the timelines during the period of contract agreement.

S.No	Deliverables	Timeline [from the date of signing of the contract agreement]
1	Submission of an "Inception Report" summarizing the survey plan and methodologies.	Within 2 weeks
2	Submission of Draft (preliminary) findings	10weeks
3	Submission of "Draft Baseline Survey Report" in English including Cleaned data set analysis of the data	13 weeks
4	Submission of "Final Baseline Survey Report" in English	16 weeks

6. Data, Services and facilities to be provided by the client

The Client will make necessary arrangements with the targeted entities to get necessary approvals/permissions for a consultant to access sites, data, and information in various modes such as Procurement Plans, Bidding Documents, Bid Evaluation Reports, Contract Awarding letters, etc., which essential for completion of the survey. As and when required, the Client will provide necessary in-house office facilities during the period of the contract agreement except for transport and support staff, etc.

7. Client's Input and Counterpart Personnel

The Client will provide necessary guidance for data collection, finalization of the survey questionnaire, and preparation of reports under the services in an appropriate manner. More specifically, the Client will nominate an official as the focal point for the facilitation of the work of the consultant, to provide necessary assistance, and for coordination with the relevant procurement entities. All communication between the consultant and the Client related to the services shall be gone through the focal point. The consultant should work in close coordination with the staff of the relevant procurement entities. If necessary, the Consultant may deploy supporting staff for data collection and associated services on the prior concurrence of the Client.

8. Qualification and Experience of the Consultant

The consultant should possess sufficient knowledge and experience in public procurement management in Sri Lanka with awareness of the procurement regulations. Experience of having conducted surveys/ data collection would be an added advantage.

The following qualifications will be considered for the evaluation of the consultant:

Educational Qualification

- Basic degree obtained from a recognized university in a related field as minimum.
- Professional Qualifications/Master's Degree in a related field will be considered as an added qualification.

9. Method of Selection

The procurement method is "Individual consultant selection method" in line with the World Bank Procurement regulations.

10. Mode of Payment

This is a lump-sum based contract agreement and accordingly, payment will be made in three (03) installments on acceptance of deliverables as follows:

- First Payment - 15% of the contract amount will be paid on acceptance of the Inception Report
- Second Payment - 40 % of the contract amount will be paid upon acceptance of the Draft Baseline Survey Report including the raw data set.
- Third Payment - 45 % of the contract amount will be paid upon acceptance of the Final Baseline Survey Report including the cleaned data set.

11. Ownership of the assignment and Confidentiality of the baseline survey data or the information

This assignment is funded by the Ministry of Finance, Economic Stabilization and National Policies via the PFMS Project and it therefore shall be the owner of the assignment and will reserves the Intellectual Property Rights for all deliverables of the assignment.

The Consultant will have no rights to use, share or publish any Data and Information gathered through the assignment for other purposes without written permission from the Secretary of the Ministry of Finance, Economic Stabilization and National Policies. Any Reports/ Data/ Information produced as a part of this assignment in hard copies and soft copies shall be handed over to the Client and it shall be the property of the said Ministry.

12. A Non-Disclosure Agreement (NDA)

NDA will be signed between the PFMS Project and the consultant as a part of the contract agreement.

13. Final Accountability of the Baseline Survey

The lead consultant hired for the assignment is accountable for conducting the baseline survey and delivering the inception and final report. The methodology and the baseline framework were agreed upon with the stakeholders. It will be reviewed by the DPF authorities, the Project team, and the donor agency.

14. Contact

The contact for further information or any clarifications

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