



September 16, 2025

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TL2025/0916/1A

Mr. Ali Amin Khan Gandapur,  
Chief Minister Khyber Pakhtunkhwa,  
CM House,  
Peshawar.

**Subject: Complaint Against Allegations of Violations of International Development Association (IDA) Rules in Request for Proposals: Procurement of Consultancy Services "Construction Supervision Firm", RFP NO. PK-EDUPMU-477081-CS-QCBS**

Dear Sir,

Transparency International Pakistan has received a complaint against allegations of violations of International Development Association (IDA) Rules in Request for Proposals: Procurement of Consultancy Services "Construction Supervision Firm", RFP NO. PK-EDUPMU-477081-CS-QCBS (**Annex-A**).

The complainant has made the following allegations that;

1. The Khyber Pakhtunkhwa Human Capital Investment Project, Elementary and Secondary Education Government of Khyber Pakhtunkhwa, invited Request for Proposals for Procurement of Consultancy Services "Construction Supervision Firm", dated 25 June 2025.
2. The complainant, Umar Munshi Associates, is one of the participating bidders in the said RFP.
3. The department failed to disclose technical scores at the financial bid opening on 05-09-2025, which violates the RFP Clauses 22, 23, which require that all consultants be notified of their technical scores and that these scores be publicly disclosed at the time of financial opening.

**Transparency International Pakistan Comments and Recommendations:**

Transparency International Pakistan has reviewed the allegations of the complaint, prima facie, the allegations seem correct. Following are TI Pakistan comments:

Following are TI Pakistan's comments:

1. According to Clause 22 of RFQ document, the Client must notify all Consultants in writing of their overall technical scores and detailed breakdowns. The highest-ranked Consultant is informed, while others are advised that their financial proposals will remain unopened (**Annex-B**).

*22. Notification of Results of Technical Evaluation, Opening of /Invitation to Submit Financial Proposals for QBS. --- 22.2 The Client shall simultaneously notify in writing the other Consultants: (i) on their overall technical score, as well as scores obtained for each criterion and sub-criterion, and that their technical proposals have not been evaluated as the highest ranked; and (ii) that their Financial Proposals will be returned unopened after completing the selection process and Contract signing.*

2. Transparency International Pakistan requests the Chief Minister Khyber Pakhtunkhwa to look into the allegations of the complaint, and if found correct, direct the procurement process be conducted afresh in strict compliance with applicable rules to ensure transparency, fair competition, and compliance with procurement rules.



Transparency International Pakistan is striving for across-the-board application of the Rule of Law, which is the only way to stop illegal practices and achieve Zero tolerance against corruption.

Regards,

  
Advocate Daniyal Muzaffar,  
Trustee/Legal Advisor  
Transparency International Pakistan

Copies forwarded for the information with request to take action under their mandate to:

1. Chief Secretary, Government of Khyber Pakhtunkhwa, Peshawar.
2. Minister, Elementary & Secondary Education Department, Khyber Pakhtunkhwa, Peshawar.
3. The Project Director, KP-Human Capital Investment Project (KP-HCIP), Peshawar.

**Note:**

This is to clarify that Transparency International Pakistan is not a complainant, it acts as a whistleblower and operate under Article 19-A, of the Constitution of Pakistan which gives the right to public to know how government is being run by public officers. Article 19-A makes the right to access of information pertaining to a public authority a fundamental right, and a three member bench in case of Mukhtar Ahmad Ali vs the Registrar, Supreme Court of Pakistan, Islamabad, headed by Chief Justice Qazi Faez Isa in the landmark judgment on 16 October 2023, in CP No. 3532/2023, has declared that

“What previously may have been on a need-to-know basis Article 19A of the Constitution has transformed it to a right-to-know, and the Access to information is no longer a discretion granted through occasional benevolence, but is now a fundamental right available with every Pakistani which right may be invoked under Article 19A of the Constitution”

Ref: S114/58936

September 9, 2025

**The Project Director**

Project Management Unit (PMU)  
 KP-Human Capital Investment Project (KP-HCIP)  
 Elementary & Secondary Education Department  
 Government of Khyber Pakhtunkhwa  
 House No. 1/2 A Opposite Jans Arcade,  
 Park Avenue University Town,  
Peshawar.

**Subject: PROCEDURAL IRREGULARITIES AND VIOLATION OF RFP, PPRA RULES, PEC AND IDA PROCUREMENT REGULATIONS IN EVALUATION PROCESS**

**Project: Procurement of Consultancy Services “Construction Supervision Firm”  
 RFP NO. PK-EDUPMU-477081-CS-QCBS**

Dear Sir,

We wish to respectfully record our concern regarding the recent technical and financial evaluation process of the consultancy services for \*Construction Supervision under KP-HCIP\*, financed by the International Development Association (IDA). The process, as carried out, does not align with the provisions of the RFP, the Public Procurement Rules (PPRA), or the IDA Procurement Regulations. Our concerns are as follows:

- Non-Disclosure of Technical Scores at Financial Opening:** As per the RFP's Instructions to Consultants ITC Clause 22, ITC Clause 23 and Data Sheet Clause 23.5, as well as the prevailing PEC, PPRA rules and IDA Procurement Regulations, the technical scores were not announced at the financial opening held on 05-09-2025. This constitutes a direct violation of the referenced provisions.
- Irregular Notification of Technical Score Announcement:** The financial bids were opened on 05-09-2025. However, on the preceding holiday (Sunday), our authorized representative received a call from an unverified number, instructing attendance at your office on Monday for the announcement of technical scores. No official written communication (letter/email) was issued to notify firms of this important event, which undermines the transparency of the process.
- Improper Timing of Technical Score Disclosure:** The technical scores were announced two days after the financial opening, contrary to the RFP, PPRA Rule 36 & 35, PEC Guidelines, and IDA Procurement Regulations (Clauses 5.20 & 5.21, Annex XII, Clause 7.2(h)), which clearly stipulate that technical results must be disclosed before financial proposals are opened.
- Unusual Discrepancy in Scores:** The difference of 15 marks between the first- and second-ranked firms is unusually large and raises serious questions regarding the evaluation procedure, especially considering that all competing firms are internationally reputed with comparable credentials. Such disparities are rarely observed in evaluations conducted by other departments.
- Potential Post-Financial Alteration of Scores:** The unusually large variation, coupled with the delayed announcement of technical scores, strongly suggests that the evaluation may have been

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altered after the financial opening. This is inconsistent with both the spirit and letter of transparent procurement practices.

6. **Concerns Over Evaluation Quality:** The awarded technical scores suggest that the evaluation may not have been conducted by qualified procurement experts or reviewed by experienced professionals, further casting doubt on the credibility of the process.
7. **Financial Impact on the Government of Pakistan:** Due to this irregular evaluation, the Government of Pakistan has incurred an estimated loss of PKR 74.45 million, resulting from the significant score difference between the first- and second-ranked firms.
8. **Violation of Governing Frameworks:**
  - i. **RFP:** ITC Clause 22, ITC Clause 23, and Data Sheet Clause 23.5.
  - ii. **IDA Procurement Regulations:**
    1. Clause 5.20 – requiring confidentiality of evaluation until formal notification.
    2. Clause 5.21– requiring all communications during procurement to be in writing with proof of receipt.
    3. Annex XII, Clause 7.2(h) – requiring the Borrower to inform all firms of their technical score and qualification status upon completion of evaluation, and simultaneously notify the qualified firms of the date/time of financial opening.
  - iii. **PPRA Rules:** Rule 36 & 35 – mandating disclosure of technical results prior to financial opening.
  - iv. **PEC Guidelines for Procurement of Engineering Consultancy Services:** requiring announcement of technical results before financial opening, and public disclosure of technical scores at the financial bid opening.

In light of the above, it is respectfully requested to halt further processing of this procurement and initiate an independent review of the evaluation process by a third party, preferably from the World Bank, and share the complete evaluation details with all participating consultants for transparency and satisfaction. Should the review confirm irregularities, we further request that the current evaluation be annulled and the procurement re-tendered in strict compliance with RFP, PPRA, PEC, and IDA regulations.

This will preserve the transparency, fairness, and integrity of the procurement process, and safeguard public resources from avoidable financial losses.

We look forward to your urgent attention to this matter.

Yours faithfully,



**MUHAMMAD HARRIS MUNSHI**  
Managing Director  
For and on behalf of UMA/CASCADE

c.c.

- Ms. Bolormaa Amgaabazar, Country Director – The World Bank (IDA), Islamabad
- Secretary, Elementary & Secondary Education Department, Government of Khyber Pakhtunkhwa
- Managing Director / Head, Khyber Pakhtunkhwa Public Procurement Regulatory Authority (KPPRA)
- Registrar / Secretary, Pakistan Engineering Council (PEC)
- Transparency International Pakistan, Karachi,

information deemed appropriate or as indicated in the **Data Sheet**.

## **20. Proposals Evaluation**

- 20.1 Subject to provision of ITC 15.1, the evaluators of the Technical Proposals shall have no access to the Financial Proposals until the Financial Proposals are opened.
- 20.2 The Consultant is not permitted to alter or modify its Proposal in any way after the proposal submission deadline except as permitted under ITC 12.7. While evaluating the Proposals, the Client will conduct the evaluation solely on the basis of the submitted Technical and Financial Proposals.

## **21. Evaluation of Technical Proposals**

- 21.1 The Client's evaluation committee shall evaluate the Technical Proposals on the basis of their responsiveness to the Terms of Reference and the RFP, applying the evaluation criteria, sub-criteria, and point system specified in the **Data Sheet**. Each responsive Proposal will be given a technical score. A Proposal shall be rejected at this stage if it does not respond to important aspects of the RFP or if it fails to achieve the minimum technical score indicated in the **Data Sheet**.

## **22. Notification of Results of Technical Evaluation, Opening of /Invitation to Submit Financial Proposals for QBS**

- 22.1 Following ranking of the Technical Proposals and determination of the proposal that has achieved the highest technical score, the Client shall notify in writing the highest ranking Consultant of its technical score and that its Technical Proposal has been evaluated as the highest ranking.
- 22.2 The Client shall simultaneously notify in writing the other Consultants: (i) on their overall technical score, as well as scores obtained for each criterion and sub-criterion, and that their technical proposals have not been evaluated as the highest ranked; and (ii) that their Financial Proposals will be returned unopened after completing the selection process and Contract signing.
- 22.3 If Financial Proposals were invited together with the Technical Proposals, the Client shall notify all of the Consultants that submitted proposals of the date, time and location of the public opening of the Financial Proposals of the highest ranking Consultant. If Financial Proposals were not invited to be submitted along with the Technical Proposals, opening of Financial Proposals does not apply,

and the highest ranking Consultant shall be invited to submit its Financial Proposals for negotiations.

- 22.4 The opening date of the Financial Proposal or invitation of the highest ranking Consultant to submit its Financial Proposal, as applicable, shall not be earlier than ten (10) Business Days from the date of notification of the results of the technical evaluation, described in ITC 22.1 and 22.2. However, if the Client receives a complaint on the results of the technical evaluation within the ten (10) Business Days, the opening date or the date to invite submission of Financial Proposal, as applicable, shall be subject to ITC 35.1.

**23. Public Opening  
of Financial  
Proposals (for  
QCBS, FBS, and  
LCS methods)**

- 23.1 After the technical evaluation is completed, the Client shall notify in writing those Consultants whose Proposals were considered non-responsive to the RFP and TOR or did not meet the minimum qualifying technical score, advising them the following:
- (i) their Proposal was not responsive to the RFP and TOR or did not meet the minimum qualifying technical score;
  - (ii) provide information relating to the Consultant's overall technical score, as well as scores obtained for each criterion and sub-criterion;
  - (iii) their Financial Proposals will be returned unopened after completing the selection process and Contract signing; and
  - (iv) notify them of the date, time and location of the public opening of the Financial Proposals.
- 23.2 The Client shall simultaneously notify in writing those Consultants whose Proposals were considered responsive to the RFP and TOR, and that have achieved the minimum qualifying technical score, advising them the following:
- (i) their Proposal was responsive to the RFP and TOR and met the minimum qualifying technical score;
  - (ii) provide information relating to the Consultant's overall technical score, as well as scores obtained for each criterion and sub-criterion;