



Republic of the Philippines
DEPARTMENT OF PUBLIC WORKS AND HIGHWAYS
CENTRAL OFFICE
Manila

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DEPARTMENT ORDER)

**SUBJECT: Revised Guidelines for Shortlisting and
Technical Evaluation of Bids for the
Procurement of Consulting Services for
Locally-Funded Infrastructure Projects**

No. 05)

Series of 2021 *01/18/2021*

In line with the continuing efforts of this Department to provide efficient, competitive and transparent process in the procurement of consulting services for locally-funded infrastructure, the Bids and Awards Committee (BAC), Technical Working Group (TWG), BAC Secretariat and all other concerned offices of this Department shall observe the following revised guidelines in the shortlisting and technical evaluation of bids in accordance with the provisions of Section 24.5.3 and Section 33.2.2 of the 2016 Revised Implementing Rules and Regulations (IRR) of Republic Act (R.A.) 9184 respectively.

This Order shall supersede Department Order No. 7 series of 2015 and portions of Department Order No. 30 series of 2018 and shall take effect immediately.

MARK A. VILLAR
Secretary

Encl: **Annex A**- Detailed Criteria and Rating System for the Shortlisting of Eligible Bidders
Annex B- Detailed Criteria and Rating System for the Technical Evaluation of Bids of Shortlisted Bidders

Department of Public Works and Highways
Office of the Secretary



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Revised Guidelines for Shortlisting and Technical Evaluation of Bids for the Procurement of Consulting Services for Locally-Funded Infrastructure Projects

I. Shortlisting of Eligible Bidders

1. The Implementing Unit (IU) shall prepare the **Criteria for Shortlisting of Eligible Bidders (Annex A- Detailed Criteria and Rating System for the Shortlisting of Eligible Bidders)** along with the other documents required during the Pre-Procurement Conference (PPC) or before the advertisement of the consulting services project. This must be submitted to the BAC Secretariat or Procurement Engineer for review.
2. Prior to the opening of eligibility documents submitted by the prospective bidders, the BAC shall deliberate the Criteria for Shortlisting (Annex A) to be signed/approved by the BAC Chairperson. The BAC and/or its TWG shall only commence their shortlisting evaluation once the Criteria has been deliberated and approved by the BAC Chairperson.
3. The following criteria and corresponding maximum points shall be used in the shortlisting of eligible bidders:

Shortlisting Criteria		Maximum Points
I	Experience of the Firm	50
II	Availability of Required Personnel of the Firm	20
III	Workload	30
	TOTAL	100

4. Eligible Bidders must obtain the passing score of **eighty (80) points** to qualify in the shortlist.

II. Technical Evaluation of Bids of Shortlisted Bidders and/or Pre-Selected Bidders

1. The IU shall prepare the **Criteria for the Technical Evaluation of Bids of Shortlisted Bidders (Annex B- Detailed Criteria and Rating System for the Technical Evaluation of Bids of Shortlisted Bidders)** along with Annex A and all other documents required during the Pre-Procurement Conference (PPC) or before the advertisement of the consulting services project. This must be submitted to the BAC Secretariat or Procurement Engineer for review.
2. Prior to the opening of technical bids and/or eligibility documents in case of Alternative Mode of Procurement i.e. Two Failed Bidding, Small Value Procurement etc., submitted by the shortlisted and/or pre-selected bidders, the BAC shall deliberate the Criteria for Technical Evaluation of Bids (Annex B) to be signed/approved by the BAC

Chairperson. The BAC and/or its TWG shall only commence their technical evaluation of bids once the Criteria has been deliberated and approved by the BAC Chairperson.

3. The following criteria and corresponding maximum points shall be used in the technical evaluation of bids of shortlisted and/or pre-selected bidders:

Criteria for the Technical Evaluation of Bids		Maximum Points
I	Experience of the Firm	10
II	Qualifications of Key Personnel of the Firm	80
<i>II.A</i>	<i>Education, Training and Publications</i>	<i>30</i>
<i>II.B</i>	<i>Experience of Key Personnel of the Firm</i>	<i>50</i>
III	Methodology	10
<i>III.A</i>	<i>Approach and Method</i>	<i>4</i>
<i>III.B</i>	<i>Work Plan</i>	<i>3</i>
<i>III.C</i>	<i>Organization and Staffing</i>	<i>3</i>
	TOTAL	100

4. The Passing Technical score varies as to the Mode of Procurement and the Type of Consulting Services being procured.

4.1 Competitive Mode of Procurement (Public Bidding)

4.1.a Quality Cost Based Evaluation (QCBE)

Type of Consulting Services	Passing Technical Score	Weights		Total
		Quality (Technical Proposal)	Cost (Financial Proposal)	
Feasibility Study (FS)	80 points	70%	30%	100%
Detailed Engineering Design (DED)	80 points	65%	35%	100%
Construction Supervision (CS)	80 points	60%	40%	100%
Soil/Geotechnical Investigation	80 points	65%	35%	100%
Parcellary Survey	80 points	65%	35%	100%
Topographic/Hydrographic Survey	80 points	65%	35%	100%
Other Consulting Services	80 points	65%	35%	100%

4.1.b Quality Based Evaluation (QBE)

The passing score under QBE is **eighty (80) points**

4.2 Alternative Mode of Procurement

Under Alternative Mode of Procurement, the passing technical score depends on the type of the selection process. The BAC shall determine as to what type of selection process, either QCBE or QBE and shall utilize the passing technical score shown in the table above.

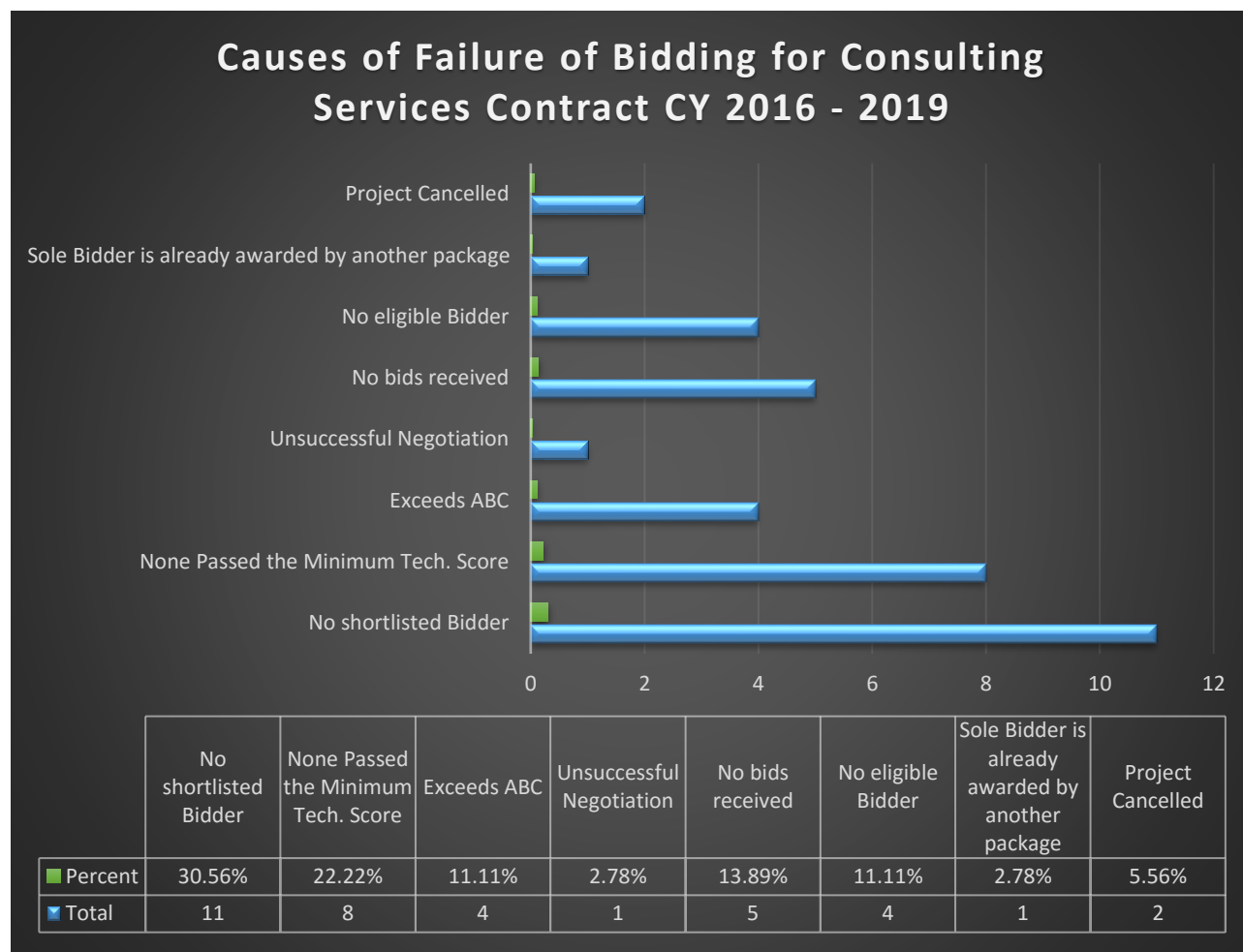
RATIONALE

Consulting Services are services for infrastructure projects and other types of projects or activities of the government requiring adequate external technical and professional expertise that are beyond the capability and/or capacity of the Government to undertake such as, but not limited to: (i) advisory and review services; (ii) pre-investment or feasibility studies; (iii) design; (iv) construction supervision; (v) management and related services; and (vi) other technical services or special studies (IRR-A Section 5 [i]).

Due to the “Build Build Build” Program of the current administration, the demand for Consulting Services locally - funded or foreign – assisted has boom exponentially. However, challenges are still faced especially in delivering the services in a timely and efficiently manner. Delays in the procurement process is one of the most common reasons.

In line with the continuing efforts of the Department to expedite the procurement process, the Procurement Service has conducted a study to determine the common causes of Failure of Bidding for Consulting Services Contract. As shown in Table 1: *Causes of Failure of Bidding for Consulting Services Contract CY 2016-2019*, the leading causes of Failure of bidding is “No Shortlisted Bidder” and “None Passed the Minimum Technical Score”.

Table 1: Causes of Failure of Bidding for Consulting Services Contract CY 2016-2019



The frequency of “No Shortlisted Bidder” is 11 which is 30.56% of the total failure of bidding for Consulting Services Contract for CY 2016-2019. No shortlisted bidder means that no bidder passed the shortlisting process. Another is the “None passed the minimum Technical Score” which has a frequency of 6 and 22.22% of the total failure of bidding for Consulting Services. None passed the minimum Technical Score means that no bidder met the required passing score for technical proposal.

Based on the result of the study it can be infer that the main reason for the failure of the bidding in Consulting Services is their non – compliance to criteria set forth during Shortlisting and Technical Evaluation. The said criteria was established through Department Order 7 Series of 2015 and revised in Department Order 30 Series of 2018.

Thus, the Procurement Service proposed to amend the Criteria for Shortlisting and Technical Evaluation in Department Order 30 Series of 2018 and Department Order 7 Series of 2015 in order to adopt to bigger and more complex Consulting Services.



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ANNEX A

DETAILED CRITERIA AND RATING SYSTEM FOR SHORTLISTING OF ELIGIBLE BIDDERS

I. EXPERIENCE OF THE FIRM (50 Points)

The score for this criterion shall be based on the Single Largest Completed Similar Consulting Services Contract (SLCSCSC) of the bidder or SLCSCSC of any permanent technical personnel of the bidder, local or overseas, similar (Services and Infrastructure) to the services to be procured:

$$\text{Score } I = [(0.80CF_1 + 0.20CF_2)]50$$

where:

- CF₁** - Cost Factor 1 is the ratio of the bidder's SLCSCSC (undertaken only by the bidder) relative to the Approved/Estimated Budget for the Contract (A/EBC)
- $\frac{Cost_{slcscsc}}{Cost_{a/ebc}}$
- CF₂** - Cost Factor 2 is the ratio of the bidder's SLCSCSC (undertaken only by the bidder) relative to the Highest Contract Cost of Similar Services undertaken by the Implementing Unit
- $\frac{Cost_{slcscsc}}{Cost_{iu}}$
- Cost_{slcscsc}** - Single Largest Completed Similar Consulting Services Contract (SLCSCSC) of the bidder or SLCCSC of any permanent technical personnel of the bidder similar (Services and Infrastructure) to the services to be procured.
- Cost_{iu}** - Largest Contract Cost of similar consulting services including awarded but not yet started, procured by the Implementing Unit (IU). Also known as the experience of IU.
- Cost_{a/ebc}** - Approved/Estimated Budget for the Contract of the Consulting Service being procured.

Note:

- 1. If the bidder or its permanent technical personnel has not completed any similar contract, it shall be disqualified.*
- 2. The value of Cost Factors shall not exceed 1.00.*
- 3. In case of association, whether in the form of Joint Venture (JV) or Sub-consulting, the percent share of each bidders will only be considered in the computation of Cost_{slcscsc}.*
- 4. If the IU has no similar consulting services contract the value of Cost Factor 2 shall be equal to one (CF₂ = 1.00).*

5. *In the evaluation of the applicable experience of the bidders, the procuring entity shall observe the additional guidelines attached in Appendix 1 - Completed Similar Services to be considered and Appendix 2 - Completed Similar Infrastructure Projects to be considered.*

II. AVAILABILITY OF REQUIRED PERSONNEL OF THE FIRM (20 Points)

The score in this criterion shall be equivalent to the number of **Permanent Technical Personnel** of the bidders in comparison to the required Technical Personnel of the Terms of Reference (TOR), using the following criterion:

$$\text{Score II} = [0.60 + PF * 0.40]20$$

Where:

- PF** - Personnel Factor, Ratio of Number of Permanent Technical Personnel to the Number of Required personnel of the TOR
- $\frac{N_p}{N_T}$
- N_P** - Number of Permanent Technical Personnel of the bidders
- N_T** - Number of required Technical Personnel as indicated in the TOR

Note:

1. *Permanent Technical personnel refers to the regular employees of the bidders and do not have a predetermined end date of employment.*
2. *The value of the ratio (N_p/N_t) shall not exceed one (1). The maximum allowable points for this criterion shall not exceed twenty (20) points.*
3. *In case of JV, the total number of permanent technical personnel shall be the sum of the permanent technical personnel of each firm comprising the JV.*

III. WORKLOAD (30 Points)

The score in this criterion shall be based on the present workload of the bidder. In case of associate, whether in the form of Joint Venture (JV) or Sub-consulting, the total workload shall be the sum of the present workload of each firm comprising the associate:

No. of On-Going Contracts, Government and Private	Rating
None	100%
1-5	90%
6-10	80%
>10	70%

$$\text{Score III} = (\% \text{Rating}) 30$$

Note:

Non-disclosure of on-going contracts shall be sanctioned in accordance to Section 69 of the Revised Implementing Rules and Regulations of Republic Act 9184.

$$\text{TOTAL SCORE} = \text{Score I} + \text{Score II} + \text{Score III}$$

Passing Score = 80 points



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ANNEX B

DETAILED CRITERIA AND RATING SYSTEM FOR THE TECHNICAL EVALUATION OF BIDS

I. EXPERIENCE OF THE FIRM (10 Points)

The score for this criterion shall be based on the Single Largest Completed Similar Consulting Services Contract (SLCSCSC) of the bidder or SLCSCSC of any permanent technical personnel of the bidder, local or overseas, similar (Services and Infrastructure) to the services to be procured:

$$Score I = [(0.80CF_1 + 0.20CF_2)]10$$

where

- CF₁** - Cost Factor 1 is the ratio of the bidder's SLCSCSC (undertaken only by the bidder) relative to the Approved/Estimated Budget for the Contract (A/EBC)
- $\frac{Cost_{slcscsc}}{Cost_{a/ebc}}$
- CF₂** - Cost Factor 2 is the ratio of the bidder's SLCSCSC (undertaken only by the bidder) relative to the Highest Contract Cost of Similar Services undertaken by the Implementing Unit
- $\frac{Cost_{slcscsc}}{Cost_{iu}}$
- Cost_{slcscsc}** - Single Largest Completed Similar Consulting Services Contract (SLCSCSC) of the bidder or SLCCSC of any permanent technical personnel of the bidder similar (Services and Infrastructure) to the services to be procured.
- Cost_{iu}** - Largest Contract Cost of similar consulting services including awarded but not yet started, procured by the Implementing Unit (IU). Also known as the experience of IU.
- Cost_{a/ebc}** - Approved/Estimated Budget for the Contract of the Consulting Service being procured.

Note:

1. The value of Cost Factors shall not exceed 1.00.
 2. In case of association, whether in the form of Joint Venture (JV) or Sub-consulting, the percent share of each bidder will only be considered in the computation of Cost_{slcscsc}.
 3. If the IU has no similar consulting services contract the value of Cost Factor 2 shall be equal to one (CF₂ = 1.00).
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4. In evaluating the applicable experience of the bidders, the procuring entity shall observe the additional guidelines attached in Appendix 1 - Completed Similar Services to be considered and Appendix 2 - Completed Similar Infrastructure Projects to be considered.

II. QUALIFICATION OF PROPOSED KEY PERSONNEL (80 Points)

The IU shall assign weights (%) to all required key personnel that will reflect the relative importance of their responsibilities and inputs in the consulting services contract to be procured. The assigned weights shall be the same on the weights indicated on the Bid Data Sheet (BDS).

The respective weight percentage of the personnel are the following:

	Position	No. of Personnel	Maximum Points per Personnel	Weight (%) per Personnel	Weight TOTAL
1	Key Personnel No. 1 (Team Leader)				
2	Key Personnel No. 2				
3	Key Personnel No. 3				
4	Key Personnel No. 4				
5	Key Personnel No. n				
	TOTAL	ΣN			100%

ΣN= Total Number of Key Personnel

The score for this criteria shall be computed as follows:

A. Education, Training and Publication (30 Points)

The educational qualification of the personnel shall be rated as follows:

- Allow 80% rating if the personnel has the **relevant** bachelor's degree
- Allow additional 10% rating for **relevant** Master's degree
- Allow additional 5% rating for **Doctoral** degree
- Allow additional 1% rating for every 40 aggregate hours of **relevant technical** trainings within the last ten (10) years (maximum of 200 training hours) or every **Academic Technical** publication (maximum of 5 publications) or every three (3) units of post – graduate studies.

The key personnel must have the following minimum educational attainment;

KEY STAFF	PROFESSIONAL QUALIFICATION
Key Personnel No. 1 (Team Leader)	The same requirements indicated in the Terms of Reference (TOR) and in the Bidding Documents (BD)
Key Personnel No. 2	
Key Personnel No. 3	
Key Personnel No. 4	
Key Personnel No. n	

Individual Score II.A = Rating x 30 x (Assigned Weight per Personnel)

Score II. A = Σ Individual Score II.A

B. Similar Experience of Key Personnel (50 Points)

The experience for this criteria shall be based on similar consulting services (**similar services** and **similar infrastructure**), contracts local or overseas, occupying the **same position** as proposed or higher as shown below:

Table 1. Similar Position, Similar Consulting Services, and Similar Infrastructure Projects to be considered in the Evaluation of the Experience of Key Personnel

Position		Years of Experience, Y_{max}, Y_{min}	Similar Experience
P1	Key Personnel No. 1 (Team Leader)	Max of XX; Min of XX	Similar Consulting Services As Indicated in the Terms of Reference (TOR) and the Bidding Documents (BDs) Similar Infrastructures As Indicated in the Terms of Reference (TOR) and the Bidding Documents (BDs)
P2	Key Personnel No. 2 (Deputy Team Leader or equivalent)	Max of XX; Min of XX	Similar Consulting Services As Indicated in the Terms of Reference (TOR) and the Bidding Documents (BDs) Similar Infrastructures As Indicated in the Terms of Reference (TOR) and the Bidding Documents (BDs)
P2	Key Personnel No. 3	Max of XX; Min of XX	Similar Consulting Services As Indicated in the Terms of Reference (TOR) and the Bidding Documents (BDs) Similar Infrastructures As Indicated in the Terms of Reference (TOR) and the Bidding Documents (BDs)
		Max of XX; Min of XX	Similar Consulting Services As Indicated in the Terms of Reference (TOR) and the Bidding Documents (BDs)

P2	Key Personnel No. 4		Similar Infrastructure As Indicated in the Terms of Reference (TOR) and the Bidding Documents (BDs)
P2	Key Personnel No. n	Max of XX; Min of XX	Similar Consulting Services As Indicated in the Terms of Reference (TOR) and the Bidding Documents (BDs) Similar Infrastructure As Indicated in the Terms of Reference (TOR) and the Bidding Documents (BDs)

Individual Score B =

$$\left[0.80 + \left(\frac{Y - Y_{min}}{Y_{max} - Y_{min}} \right) (0.20) \right] (50) (Wt. per Personnel)$$

Where:

- Y** - Similar Years of Experience. The Total Number of Years of Experience satisfying the three (3) condition: Similar Position, Similar Consulting Services and Similar Infrastructure Projects.
- Y_{max}** - Maximum required years as indicated in Table 1.
- Y_{min}** - Minimum required years as indicated in Table 1.

Note:

1. Proposed personnel who did not meet the minimum experience shall be equal to zero.
2. The value of the ratio $\left(\frac{Y - Y_{min}}{Y_{max} - Y_{min}} \right)$ shall not exceed one (1).
3. The **Y_{max}**, and **Y_{min}** shall be determined during the Pre-Procurement Conference of the contract.
4. The bidder shall be disqualified if any of the proposed personnel was found non-complying to the requirements of the TOR and BD (Education, Professional Licensure and/or Accreditations).

Score II. B = Σ Individual Score II.B

SCORE (II) = II.A + II.B

III. METHODOLOGY (10 Points)

The methodology shall be rated using the following checklist and corresponding points:

III. A – Approach and Method

- ☐ 1. The approach to carry out the activities in the TOR was discussed by the consultant and how the said approach will benefit the government and the project. (2points)
- ☐ 2. The approach addressed important issues as indicated in the Terms of Reference. (1point)
- ☐ 3. The consultant proposed an innovative or modern approach to carry out the assignment. (1point)

III. B – Work Plan

- ☐ 1. All important activities are indicated in the Activity Schedule, and their timings are appropriate and consistent with the assignment outputs. (1point)
- ☐ 2. The interrelation between various activities are consistent with the requirements of the TOR. (1point)
- ☐ 3. The consultant has broken down the work schedule to ensure the most efficient and effective way in the attainment of the objectives of the TOR. (1point)

III. C – Organization and Staffing

- ☐ 1. The Organizational Chart is complete and there is a detailed definition of the Duties and Responsibilities. (1point)
- ☐ 2. The Organizational Chart clearly shows lines of responsibility and links between DPWH, Consultant and other Stakeholders. (1point)
- ☐ 3. The timing and deployment of the personnel is consistent with the staffing schedule. (1point)

Score (III) = Score III.A + Score III.B + Score III.C

TOTAL SCORE = Score I + Score II + Score III

Passing Score = 80 points

APPENDIX 1 - COMPLETED SIMILAR SERVICES TO BE CONSIDERED

Services to be Procured	Completed SIMILAR SERVICES to be Considered
Soil Boring Explorations	<ol style="list-style-type: none"> 1. Geotechnical Investigation/Surveys 2. Soil Exploration/Investigation (Including Sub-surface Soil Exploration) 3. Preliminary Engineering Design (PED) if Soil Investigations are included therein 4. Feasibility Study (FS) if Soil Investigations are included therein 5. Detailed Engineering Design (DED) if Soil Investigations are included therein
Parcellary Surveys	<ol style="list-style-type: none"> 1. Detailed Engineering Design (DED) if Parcellary Surveys are included therein 2. Preparation of Parcellary Plans 3. Geodetic Engineering Surveys if Parcellary Surveys are included therein
Topographic Surveys	<ol style="list-style-type: none"> 1. Feasibility Study (FS) if Topographic Surveys are included therein 2. Detailed Engineering Design (DED) if Topographic Surveys are included therein 3. Preparation of Topographic Maps
Master Plan Preparation	<ol style="list-style-type: none"> 1. Feasibility Studies 2. Urban Planning 3. Comprehensive Land Use
Business Case Study	<ol style="list-style-type: none"> 1. Pre-Investment Studies 2. Feasibility Studies
Preliminary Engineering Design (PED)	<ol style="list-style-type: none"> 1. Feasibility Studies with PED 2. Pre-Design Services which include but are not limited to reconnaissance, topographical and other engineering and land surveys, soil investigations, preparation of preliminary architectural/engineering designs, layouts, outline specifications, preliminary cost estimates and specific recommendations prior to actual design [Annex B of 2016 IRR of RA 9184] 3. Detailed Engineering Design (DED)
Structural Investigation, Analysis and/or Design	<ol style="list-style-type: none"> 1. Detailed Engineering Design with Structural Investigation, Analysis and/or Design 2. Special Studies/Technical Assistance and/or Advisory Services involving Structural Investigation, Analysis and/or Design
Detailed Architectural and Engineering Design (DAED)	<ol style="list-style-type: none"> 1. Detailed Engineering Design

	2. Special Studies/Technical Assistance and/or Advisory Services involving Structural and/or Architectural Investigation, Analysis and/or Design
Retrofitting	1. Structural and/or Architectural Rehabilitation Works involving Investigation and Analysis 2. Special Studies/Technical Assistance and/or Advisory Services involving Investigation, Analysis, Preservation, Restoration and/or Rehabilitation of Structural and/or Architectural Works
Quality Assurance	1. Construction Supervision

For other consulting services not indicated on the first column of the table above (**Services to be Procured**) the Implementing Unit (IU) shall adopt a list of similar consulting services to be considered on shortlisting, deemed as appropriate/necessary upon the approval of the Bids and Awards Committee (BAC).

APPENDIX 2 - COMPLETED SIMILAR INFRASTRUCTURE PROJECTS TO BE CONSIDERED

Infrastructure Projects in Consulting Services to be Procured	Completed SIMILAR INFRASTRUCTURE PROJECTS to be Considered
Roads	<ol style="list-style-type: none"> 1. Highway 2. Expressways 3. Tollways 4. Airport Runway/Taxiway/Apron 5. Underpass
Bridge	<ol style="list-style-type: none"> 1. Flyover 2. Viaduct 3. Interchange 4. Wharf/Pier 5. Elevated Railway
Tunnel	<ol style="list-style-type: none"> 1. Subway 2. Mining Tunnel 3. Subsurface aqueducts
River works	<ol style="list-style-type: none"> 1. Revetment/River Walls 2. Dike, Spur Dike 3. Ground Sill 4. Floodway 5. Dams 6. Dredging
Urban Drainage	<ol style="list-style-type: none"> 1. Pumping Stations 2. Floodgates 3. Sluiceways 4. Drainage System (Canals, Culverts, Pipes) 5. Irrigation Canals and Drainage
Coastal Protection	<ol style="list-style-type: none"> 1. Seawall 2. Groins 3. Coastal Dikes
Dams	<ol style="list-style-type: none"> 1. Dike, 2. Water Impounding 3. Sediment Control 4. Retarding Basin 5. Irrigation Dams 6. Hydroelectric Power Dams
Buildings	<ol style="list-style-type: none"> 1. School 2. Hospital 3. Housing Projects 4. Commercial Buildings 5. Industrial Buildings

	6. Warehouse
Sewerage and Septage	<ol style="list-style-type: none"> 1. Water Supply and/or Sanitation Projects 2. Urban Drainage and Drainage System 3. Water Treatment Plants 4. Wastewater Facilities 5. Irrigation Projects
Towers	<ol style="list-style-type: none"> 1. Transmission Towers 2. Telecommunication Towers (Cell Sites)

For other infrastructure projects not indicated on the first column of the table above **(Infrastructure Projects in Consulting Services to be Procured)** the Implementing Unit (IU) shall adopt a list of similar infrastructure projects to be considered on shortlisting, deemed as appropriate/necessary upon the approval of the Bids and Awards Committee (BAC).