

**INTEGRITY CHECK ON PROCUREMENT CORRUPTION IN PRE-TENDERING  
CONSTRUCTION STAGE: THE MALAYSIAN PUBLIC SECTOR PERSPECTIVE**

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***ABSTRACT***

This paper intends to look at the scenario of public tendering for government construction projects in Malaysia. Due to the increment of current fraud and corruption cases that revolves around the construction industry, the study also focuses on the identification of red flags and ethical issues that might lead to the misconduct. A set of questionnaires were distributed to government officials, where a number of 55 responses were received from Ministries of Education, Defense, Health, and Home Affairs. From the analysis of data, it was found that there were 399 procurement corruption occurrences in the pre-tendering stage in construction projects base on 23 identified red flags. Apart from that, the elements of transparency, accountability, conflict of interest and political intervention do have an effect to the selection of contractors in the public sector. Further, this study contributes to the literature on several suggestions that could be implemented as an effort to combat corruption.

***Keywords:*** *Public Sector Corruption Procurement, Construction's Pre-Tendering Stage, Procurement Redflags and Ethical Issues.*

## 1.0 INTRODUCTION

From 1992 till today, construction industry is predominant in Malaysia, where they still rely on traditional procurement system to satisfy the requirements needed in initial stages of a construction project (Masterman, 1992). According to Rwelamila and Meyer (1999) issues would generally occur when a contractor who is not responsible for the design or documentation work, does not provide a clear division between design and construction process responsibilities. According to Khor (2006), problems that are caused by contractors could further lead to unethical actions because most of the expenditures on these government projects would usually involve cash from the government, which are obtained from the public, who pay their taxes annually. According to the United Kingdom's Department of International Development (DFID, 2010), the public procurement amounts to a substantial part of the global economy which contributed 10% to 15% of gross domestic product (GDP) in developed countries and about 20% in developing countries. In Malaysia, the GDP is approximately 7.2% in the year of 2010, 4.0% in 2011 and about 5% for the year 2012 (German Chamber Network, 2012).

Greenhalgh (1997) had defined “professionalism” to be the possession and autonomous control of a body of specialized knowledge, which when combined with honorific status, confers power upon its holders. Usually, this group of professionals, that includes engineers, quantity surveyors, and architects, has always been linked with the notion of “service”. Appelbaum supports this argument and Lawton (1990), who had synthesized that misuse of public funding, had made these professionals intrigued to lean towards unethical practices, which they knew could lead to punishment if they were caught.

Even though they are professionals and have the authority to influence others, they are human beings, just like the rest of us. To maintain their positions, they could go by all means, including opt for unethical practices. Pearl et al. (2007) had mentioned that, many countries such as United Kingdom, Canada and Pakistan had come out with code of conducts for their engineer that acts as a guideline for them. These conducts would basically have and share many similarities.

At a different side of the coin, corruption may also involve non-technical experts such as the politician. For example in Malaysia, the case of Port Klang Free Zone (PKFZ) and National Feedlots Center (NFC) was highlighted in the Auditor General's Report in the year 2009 and 2010 respectively and became a national issue. Both cases involve millions of Ringgit which was funded from the taxpayer money. PKFZ project involves a total of RM122.267 million while NFC, RM250 million. Both cases closely related to high profile Cabinets Ministers that whom perceived to have abuse their power during their political tenure. The cases currently are being prosecuted in court and if found guilty, they may face a hefty punishment via penalties and imprisonments.

According to Transparency International (2005), the most vulnerable industry for a perfect environment to ethical dilemmas is construction. It is because this industry involved with substantial capital investments, hence providing large scale opportunities for rent extraction as well as

investments that usually cannot be diverted after implementation. A research by the Chartered Industry of Building in United Kingdom (2006) had concluded that the construction industry in recent years has been tarnished with the increasing cases of corruption, bribery, collusion between bidders for market sharing purpose, also production fraudulent invoices. Besides that, they found that corruption or received bribery is most practiced in this industry. These findings are supported by an article from American Society of Civil Engineers (ASCE, 2005), entitled “Report of Details Guidelines to Reduce Corruption in Engineering and Construction Industry” which had argued that it is indeed the elements of bribery and political corruption that are being addressed very directly by several professional societies and business group around the world. To add to that, a recent report on the enforcement of anti-bribery regulation, published by TRACE Global Enforcement (2011), had stated that out of 315 industries being surveyed, construction industry was ranked to be the fifth most susceptible industry to potential bribery misconducts.

All these unethical actions are possibly due to both external and internal factors. Internal factors include lack of system control, insufficient rules and standard of procedures, unskilled or inexperience staff and lack of integrity, while external factors include involvement with political interventions and also contractors’ unethical conducts. Nevertheless, much had been reported about the performance of the construction industry in terms of quality, productivity and safety. The issues are closely related to the construction industry, mainly affecting to the poor quality of the project output. According to Turk (2006), the construction project must be completed according to the standardized requirement and standard. This is to avoid any problems from occurring in the future, especially in term of quality of the project. However, there is a perception that majority of quality related issues are caused by human factor. The effects of unethical practices have lasting impact which is detrimental to construction and engineering companies such as wasted tender expenses, tendering uncertainty, increased project costs, economic damage, blackmail, criminal prosecutions, fines, blacklisting and reputational risk. These arguments were also supported by Abdul Rahman et al. (2007), who had mentioned that the impact of the unethical practices in construction can be related to the quality of the project, where in the occurrence of these unethical practices, the completed projects might bring problems in the future. For instance, the collapse of Stadium Sultan Mizan’s roof in Terengganu had brought to severe loss in government loss and also the disruption in sports activities being scheduled there. Luckily, there was nobody inside the building.

Therefore, the issue of professional ethics plays an important role in reducing quality problems and preventing inconvenience to all parties concerned. It sparks further enthusiastic concern and pragmatic discussion among the general public. Hence, this provides for a growing demand to the current literature for examinations of good ethical practices and professional behavior in the construction industry. In the face of its size and universality, the construction industry is often cited as plagued with graft and malpractices. Common issues highlighted are tendering practice, substandard

quality of construction work, safety culture, payment woes, corruption and most importantly, public accountability for money spent on public buildings and infrastructure.

Therefore, it is the purpose of the study to identify the possible red flags and the ethical root cause in the destruction of integrity attributes; that may lead to corruption in the Public Sector.

## **2.0 CONSTRUCTION PROCUREMENT PRE-TENDERING STAGE: CORRUPTION ISSUES, THEORIES AND FINDINGS**

Construction project usually has several phases, namely planning and design, pre-qualification and tender, project execution and operations and maintenance. Unethical practices can take place at every phase and that will cause the construction project such as overpriced, delayed, and overlay complex components (Hamzah et al., 2008). The focus of this study is on the open tender projects, which generally consists of 3 main procurement cycle, the pre-tendering, tendering and post award cycles as illustrated in *Figure 1*.

In Malaysia, the process of selecting contractors in the construction projects may involve generally the open tender procurement method or direct negotiation upon approval from Ministry of Finance. Procedures in the selection of contractor for a construction project differ from one country to another. There is no uniformity in selection procedures between public, semi public and private sectors. In addition, they may also differ according to the types of project and the budgetary amount that have been approved.

[insert **Figure 1** here]

Prior to the selection of contractors, assessment of the needs to procure shall be made first as to justify government purchases or payments of goods and services. The amount of procurement must be within the budgetary range approved; then follow by the preparation of tender documents by stating specifically the needs requirements. Apart from that, advertisement notice will be published, bidding documents will be issued and specific proposals will be requested from the contractors. Upon submission of bidding, all contractors are evaluated accordingly prior to the awarding of contract.

### **A. The Corruption Issues**

According to Morias (2008), government procurement issues are widely debated due to its complexity, since the players are tempted to manipulate the procurement process for their own interest. Furthermore he explained most debated issues involved lack of accountability, efficiency or transparency in awarding of contracts, inefficient public delivery system and poor post performance of the contracts awarded. DFID (2010) had identified four phases in pre-tendering stage that may influence opportunities for procurement corruption, namely the needs statement; planning and budgeting, definition of requirement, and finally choice of procedure. The construction industry has been a “favorite” choice of fraudulent offender to commit corruption practice especially during procurement pre-tendering stage. This would be practiced in many forms, such as bribery, extortion,

embezzlement, nepotism, patronage system, fraud and bid rigging. Norwegian business survey, studied on different motivations for firms to offer bribes. It showed that "the risk of having competitors who offer bribes" is the highest motivator in committing bribery (Soreide, 2004). The researcher had also stated that "Corruption in public procurement takes the officials or politician charge purchase goods or service from the best briber, instead of choosing the best price-quality combination". Corruption may lower business profitability an offer incentives for more corrupt activities (Andvig & Moene, 1990). Public spending decisions are also seen to be influenced by corruptions where most funds are allocated to sectors that opportunities to generate bribes are high (Tanzi & Davoodi, 1997).

### **B. Corruption Theories**

There are three theories of corruption in public procurement as was suggested by Jain (1998) and Ackerman (1999). They are demand theories, supply theories and ethics theories. Demand theories are related to the agency theory, which describes the relationships of principal and agent. For this theory, the first concern is on the misuse of power by a ruling government and second concern is on bureaucratic corruption. In this second concern, the agent disregards his principal's interest due to information asymmetry and inability of principal to monitor agent's behavior. Supply theories places concern on combating corruption on supplier's firms where firm pay bribes to counterbalance poor quality and high pricing or to stay in competition. Meanwhile, ethics theories advocate self-regulation by agencies involved in procurement process.

### **C. The Red Flags: Corruption Findings**

In order to protect stakeholders against procurement misconduct, practitioners need to be exposed and aware against its potential risk and red flags that can be useful to detect and prevent corruption practices in the Public Sector. This study adopts the *U4's Anti-Corruption Resource Centre Red Flag Tool* (Heggstad et al., 2010) as indicators of procurement corruption in the pre-tendering stage. There are 23 corruption indicators in the initial stage of procurement process and a survey on 55 procurement staffs had been conducted using this tools. The result shows that 319 cases (25.21%) of corruption were experienced by these Public Servant and the top ten cases on corruption occurrence in pre-procurement stage is summarized in *Table 1*. The procurement corruption red flags checklist used for the purpose of this study is attached in the Appendix.

The result in items 1 and 2 are supported by previous studies namely, Abrantes-Metz (2006) and Harrington (2006). They agreed that higher bid price indicates the existence of collusion in the market, as there was an increase in the mean price and decrease of variance. Such presence of **collusion** also occurs at lower bid price, as the variance of the collusive data set is lower than the competitive data set. The survey also confirms that the public servant perceives collusion between contractors and insiders, i.e. government staff and top management is the most unethical practice during the procurement

process in the construction industry, scoring 50.9%. On the other hand, they seem to view that poor documentation is not the source of corruption, which resulted only 3.6% out of the 55 respondents.

[insert **Table 1** here]

### **3.0 INTEGRITY: ETHICAL BEHAVIOR**

The society in recent days are concerned on ethical issues that surrounds the public sector, as many perceive power to be an essential element in order to divert from the rigid bureaucracy public sector servants have to endure in processing applications from the public (Adnan et al., 2012). As the construction industry is wide and universal, it is often regarded as being tarnished with graft and malpractices (Fraud Survey, 2009). This is no different with the Malaysian scenario, where malpractices are being linked to common industry players of the country. This is especially in the procurement process, as business-oriented professionals are eyeing to get the most out of the construction tender that the government has to offer them (Raymond, 2008). This provides for the intense competition that contractors would have to endure in submitting application to bid for the tender, where the application would then be put into tedious bureaucratic processes, before eventually being awarded with the tender. In this process, a benchmarking approach would be applied by the selection committee to measure the best contractor that could perform the construction project better than the rest. This gives for a competitive tendering nature to the contractors who bid for the government tenders.

According to Erridge et al. (1999), the nature of competitive tendering would have an advantage in avoiding the public perceptions of favoritism and fraud in awarding construction projects on behalf of the government. They had also synthesized that the openness of this system would push more suppliers to participate in the tendering process, where this increment of competition would help in price reduction and quality improvement at the same time. This is indeed a good effort for the party offering the project, which is the government, where with a better quality of information being provided, the better chances for them to choose the best to avoid unsatisfactory purchases. But, as the old saying goes, where there's will, there's a way. With the objective to increase its shareholder's wealth, construction companies are determined to use whatever measures that they would get their hands on, even is the decision they make makes their hands dirty. This includes being involved in corruption or construction fraud. But, by all means necessary, if the unethical conduct would bring benefit to them, they would go on with it. This comes with an overwhelming confidence that they would not get caught in the act.

A statistical study by Transparency International (2005) had shown that corruption could provide for up to 25 per cent to the cost of public contracting, waste generation of public resources, lost development opportunities, and unstable surrounding for businesses. The findings had further indicated that the occurrence of corruption is statistically higher in the construction industry than other sectors of the economy. In the case of Malaysia construction industry, it was reported that 17.3 per cent out of

417 government projects were considered to be ‘sick’ projects (Malaysia Ministry of Works, 2005). Some of these sick projects were highlighted to be caused by unethical practices done by project participants, specifically the public servant engaging to selection and also the contractors themselves. This malpractice would subsequently affect to the quality of the projects being made (Rahman, et al, 2007).

In an opening speech by Y.B. Dato’ Shaziman Abu Mansor for the 2009 Construction Industry Integrity Seminar 2009, he had expressed his concerns that ethical issues would normally occur especially during economic downturns. Recent researchers had also stressed this moral concern in public administration, whereby many actions are made from moral choices of public service servants (Schlosser, 2003. This should be where morality comes in. Morality is closely linked to ethical issue (Hassim et al., 2010); therefore public sector servants should not abuse the power that they have at the first place. They should honor the position given to them by applying the highest ethical standards that they could acquire to help provide the best service to the society. Based on several literatures reviewed, integrity issues on corruption in Public Sector have been a major debated ethical behavior among researchers. The current study, focus on four major ethical attributes namely transparency, accountability, conflict of interest and political interventions.

#### **A. *Transparency***

Transparency, especially in the public sector, is highly important to ensure that the public puts their trust into the effectiveness of their service. According to Smith-Deighton (2004), the element of transparency in the public service’s operation would promote trust by enabling the public, as stakeholders to see and judge for themselves the quality that the government provides through their actions and decisions. As transparency refers to the openness of procedure, it is highly important to give assurance to all parties involved in investment, domestic and foreign included, that any tendering projects being offered by the public service will be awarded to eligible tenderer based through a fair and equitable manner (Raymond, 2008).

However, Rege (2001) had argued that with the need to have healthy competition by inviting more tenders for a construction project, the transparency of procedures that are currently being implemented in awarding contracts and the right for other tenderers to challenge the selection committee’s decision would give for a challenge for both domestic and foreign suppliers. This is because the urge and pressure would be put on public sector servants by the tendering contractors to make and receive under-the-table payments. Hence, it was supported by Hassim et al. (2010) that in planning procurement process in the public sector, the selection committee of contractors needs to be highly transparent. By that, in performing their course of duty, they should be able to answer questions arising that would relate ethical issues.

In connection to this study, such view by these researchers commensurate with our own findings, **80%** of the respondents agrees that the current selection contractor’ procedures meets the transparent

criteria in their decision making process. Thus, according to Mukhopaddhyay (2011), a good procurement establishes and then sustains rule and procedure that are accessible and unambiguous. He continues by saying that it was not only fair but also “should” be seen to be fair.

However, Heggstad et al. (2010) argued that there are a few phases that require the need for a selection committee to be sternly transparent towards all applicants bidding for a government contract. They include activities being carried out prior to initiating the contracting process, tender advertising, selection criteria, evaluation process, award decision and justification, terms and conditions of contract, contract implementation, intermediaries and agents, dispute and also settlement of contract. The selection committee would have to be particular especially in the evaluation process whereby they have to provide justification of coming to the eventual selection of the awarding contractor.

Base on the findings, there are 6 main contractor’ selection criteria that may influence public servant decision making process namely the background of the contractors; past financial performance; their attainable skills and competencies; contractor’ networking in the business world that may benefit government; its experience managing projects/activities and finally the “baseless” criteria that is political connectivity. The study also had required all respondents to rank the most influential to the least influential factors that may affect in the selection process and the result is shown in *Table 2*. The result shows that highly skilled contractors, company’ financial stability and their vast experience in the construction industry would be the major determination in the selection process. It promotes high transparency level in the selection process in the pre-tendering stage.

### **B. Accountability**

According to Beh (2007), accountability has been stressed as being an important agenda especially to the public sectors. This is especially with the emergence of the New Public Management in recent years, as this mechanism of accountability is highly necessary in efforts to promote high standards of ethical conduct.

[insert **Table 2** here]

However, negative matters that revolve accountability would arise when governments do put away the elements of ethics as well as constitutional and legal provisions in handling public money and affairs. When this does happens, it opens the door of possibility for unethical conduct to occur. This would then influence the ethical decision making in construction procurement. Failing to control the bidding exercise in the pre-tendering phase of construction procurement is also causing unethical behavior. At the end, contractors will exercise under bidding, hence affecting the project implementation and subsequently, project delivery to end users (Abd Rahman et al., 2007).

Base on the result of the findings, a total 83.6% of the respondents agrees that accountability plays a major role during the selection process of contractors in the pre-tendering stage.

In connection to that, in ensuring such attributes remain intact, the Organisation for Economic Co-operation and Development (OECD, 2007) had come up with several strategies to be included to

the current code of practice of construction procurement. They are independent internal control, external audit and oversight, record keeping, and standardization of code of conduct. Independent internal control, also external audit are significantly crucial to allow openness of the current process and to ensure that the parties involved would be accountable for their actions throughout the selection process. Record keeping would allow inspections post-selection to see the rationale behind the ultimate selection made by the selection committee, while standardization, in terms of having a documented archive, would enable staffs to make comparisons of information provided from the same contractors from different processes to judge the reliability of the contractor's information.

### **C. Conflict of Interest**

In the public service, position or status resembles power. They also affect the ethical decision making of other staffs due to the amount of responsibility and power held by an individual in the government sector (Hassim et al., 2010). This would bring for a conflict of interest to the person in charge, whether to make a decision on his own judgment or let his surroundings affect that decision. According to Guth (2009), a conflict of interest arises when a personal, business or other activities engaged by a decision maker would present a conflict with lawful interests to the decision making process. It exists when an individual with power has an opportunity to take action on a decision that he made, which would in turn advances his or her own interest rather than that of the organization (Walker et al., 2008).

According to findings of this study, 71% respondents agreed that conflict of interest would occur in the Public Sector during pre-tendering stage. They felt that there were possible elements of “violation” of public interest in the construction industry. However, based on the results the public servant had ranked public as the most party that need to be safeguarded of its interest during the process of selecting contractors as compared to others. This is clearly shown in *Figure 2*.

Such unethical attributes was also mentioned by Vee and Skitmore's (2003), where they had suggested that high incidences of conflict of interest may occur in Australian construction industry as well. It involves a personal interpretation on whether certain behavior amount to acceptable conduct or it is rather illegal. The person himself should declare possibilities that may have a negative impact ethically to the situation, prior engaging with projects Adnan et al. (2012).

[insert **Figure 2** here]

### **D. Political Interventions**

It is not argued that as public services are concerned, government involves politics. This is a matter of concern to the public, especially when the governments are making decisions. The government would always say that it is for the growth of the country, but who really knows? For all we know, it could be for political interest of the governing party. That is why the public nowadays are highly demanding for greater accountability and better service Gunasekaran (2005). They are the ones

who pay for tax for the country, and hence they should have the right to know how their money is being used for the betterment of the country.

This concern widens as suggested by Elliot (2007), that due to the increment of political intervention over the recent years, the operation of public services has since compromised and their ethical positions were weakened. In terms of selections of contracts and promotions of staffs, the process may follow a normal and legal channel, but that could be trespassed by political intervention. This is because the increment of size and influence of the staffs of ministers' offices being nominated by political figures, have further weakened the ethical process of public service operations. Thus, whether they like it or not, public servants will have to give in to the influence of politics into consideration in the implementation of their duties (Steward, 1999).

The result of possible political intervention occurs during the pre-tendering stage according in this study is quietly low, whereby 39% of the respondents had taken a neutral approach when they were asked of such question. However, it could also be seen from the analysis that 11% of the respondent had strongly agreed that there could be presence of political intervention, as reflected in *Figure 3*. The fact that such practice exists in the first place is shocking. This is clearly shown in the pie chart below. The issues of political influence would arise with behaviors or actions by political figures that may provide for a negative influence or appearance of influence, which would jeopardize a procurement decisions that would otherwise be a transparent one. This could be done through the providence of seller gifts, entertainment, outright bribes, or notes that are addressed directly from a minister's office (Guth, 2009).

[insert **Figure 3** here]

#### **4.0 RECOMMENDATIONS AND CONCLUSION**

The study has identified 5 main preventive measures in combating procurement corruption in pre-tendering stage and had ranked it according to its perceived importance as illustrated in *Table 3*. Ethical training is found to be the most preferred choice of these respondents in mitigating corruption issues in the construction environment as compared to others approaches.

The recommendations result seemed to be in favor with previous researches as conducted by Adnan et al. (2012). They generally have outlined 3 main countermeasures into short, medium and long-term measures. Among others are, the short term measures involves in an establishment of complaint systems in all government departments and impose punitive action against the culprit, create ethical atmosphere in the organization by way of exemplary leadership role and finally the introduction of the “integrity pact” pledge by suppliers/companies as a tool for clean bidding. As for medium term measures, establishment of knowledgeable “indigenous group” in ensuring quality and ethical practice and the involvement of media in promoting ethical society as a whole. Finally they suggested the long-term measures are reviewing of the current specific law pertaining unethical practices, empowering education of ethics among professionals by creating a corporate code of conducts and the industry wide

code of ethics to foster ethical surroundings but need commitment from legislative body to enforce it. A study by Rothery (2003), suggested that at an international level, transparency is best achieved through practices of clear and consistent regulations, as well as the introduction of public tendering. Hence, the Transparency International had also provided a best practice standard to be referenced at all levels of public contracting (Heggstad et al., 2010). Codes of conduct, integrity pacts and rules of disqualification of tenders would also make it simpler for public officials to enhance transparency and thus, mitigate corruption.

[insert **Table 3** here]

As for the conclusion, this study has significantly determined the possible indicators of procurement corruption red flags at pre-tendering stage. This early signs enable practitioners and the public to identify its presence and make necessary preventive and corrective actions against it. However, such move would be hampered if unethical issues such as lack of accountability, transparency, existence of conflict of interest and political intervention linger in the society. This is vital as construction industry serves to be one of the fastest growing economic contributions in Malaysia and the high integrity level attributes would play a major role in combating corruption in the Public Sector successfully.

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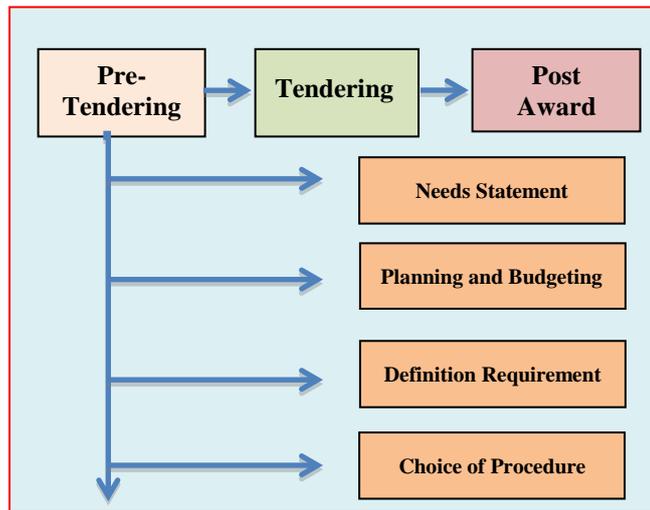
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**APPENDIX****Procurement Corruption Red Flags Checklist**

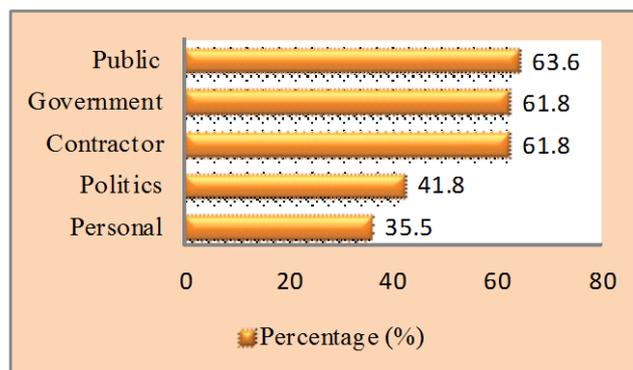
<b>ITEM</b>	<b>RED FLAGS</b>	<b>TICK (✓)</b>
A	Purchase of unnecessary or inappropriate items	
B	Manipulation of procurement thresholds to avoid prior review	
C	Inadequate evaluation criteria or procedures	
D	Unreasonable prequalification requirements	
E	Ambiguous, incomplete or misleading contract specifications	
F	Contract specifications are too narrow or too broad	
G	Failure to make bidding documents available	
H	Short or inadequate notice to bidders	
I	Unusual bidding patterns	
J	Apparent connections between bidders	
K	Bidder not listed in business or telephone directories	
L	Multiple contract awards to the same company	
M	Qualified companies fail to bid	
N	Rotation of winning bidders	
O	Unreasonably high bids	
P	Unreasonably low bids	
Q	Non-transparent bid opening procedures	
R	Award to other than the lowest qualified bidder	
S	Disqualifications that are poorly supported	
T	Pressure to select a certain contractor subcontractor or agent	
U	Winning bid is very close to budget or estimate	
V	Long unexplained delays in contract award or negotiations	
W	A group of bidders collude in taking turns for each tender offered	

Source: <http://www.u4.no/themes/corruption-aid/red-flag-tool/AAA%20Star>

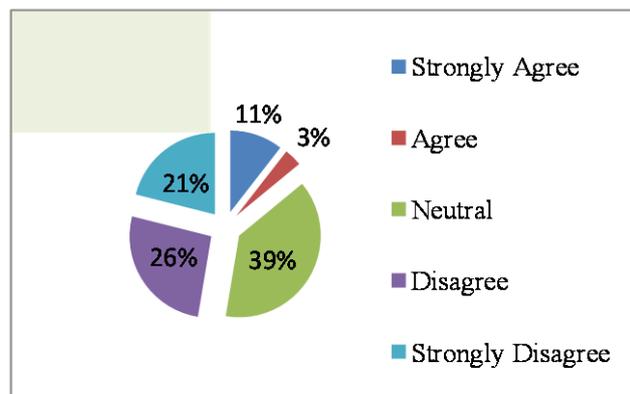
**FIGURES AND TABLES**



**Figure 1:** Procurement Cycle (DFID, 2009)



**Figure 2:** Safeguard of Interest during Contractors' Selection



**Figure 3:** Is Contractors' Selections Influenced By External Parties Other Than The Existing Tendering Selection Committee Members?

**Table 1:** Top 10 Cases of Pre-Procurement Corruption

NO.	RED FLAG	CASES	%
1.	Unreasonably high bids	30	54.5
2.	Unreasonably low bids	29	52.7
3.	Multiple contract awards to the same company	24	43.6
4.	Winning bid is very close to budget or estimate	24	43.6
5.	Inadequate evaluation criteria or procedures	20	36.4
6.	Ambiguous, incomplete or misleading contract specifications	20	36.4
7.	Qualified companies fail to bid	19	34.5
8.	Purchase of unnecessary or inappropriate items	18	32.7
9.	Pressure to select a certain contractor subcontractor or agent	17	30.3
10.	Apparent connections between bidders	16	29.1

**Table 2:** Ranking of Major Determining Factors of Selection

RANK	ATTRIBUTES
1	Skill
2	Financial
3	Experience
4	Background
5	Networking
6	Politics

**Table 3:** Ranking of Preferred Measures in Combating Corruption

RANK	MEASURE
1	Ethical Training
2	Standard Operating Procedure
3	Punitive Action
4	Selection Panel
5	Staff Segregation