

文、圖 | 蘇證德

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# 採購作業現況說明與精進

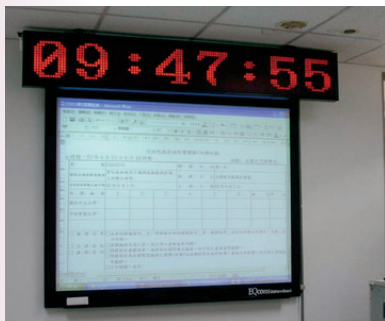
## Profiles of the current state and re-fined simplification of the Government Procurement Process

### 壹、前言

我國為申請加入「世界貿易組織」(World Trade Organization, 簡稱WTO), 並配合「政府採購協定」(Agreement on Government Procurement)之制度及作業需要, 乃於民國87年5月27日經總統明令公布「政府採購法」(以下簡稱採購法), 並於民國88年5月27日正式施行, 政府採購制度產生了重大變革, 目的即在於「建立一套符合國際要求的健全政府採購制度, 依公平、公開的採購程序, 提昇採購效率與功能, 確保採購品質」。本署於89年1月28日成立, 成立之初在組織及人員尚在調整適應時, 即立刻面臨新採購制度之挑戰, 在此情形下, 採購作業之執行難免有些不週延, 惟在相關同仁之努力之下, 已順利渡過新舊制度轉換期。

### Part I Foreword

In Taiwan's bid to join the World Trade Organization (WTO), and in support of drafting and implementing the Agreement on Government procurement, the "Government Procurement Law" has been issued by the order of president on May 27, 1998, which goes into effect on May 27, 1999. It brings major changes to the government procurement system, with a purpose of instilling a comprehensive government procurement system that meets international demands of an open fair procurement system that aim to excel procurement efficiency and function, and ensure the quality of procurement. At the administration's inauguration on Jan. 28, 2000, the administration soon confronts the challenge of the new system as its organizational and staffing structures still undergo changes. Under such circumstances, the implementation of the procurement process would at times be incomprehensive, yet the old system has gradually been converted into the new with the efforts of all associates.



● 大型液晶顯示器  
Large Liquid Crystal Monitor



● 日正企管顧問公司參訪情形  
Apex Consulting Company



## 貳、本署採購業務現況說明

### 一、採購作業程序

本署係以海巡任務執行為導向之機關，每年均編列相當預算採購優良之設備、器材等，如何以嚴密的採購程序與控管機制，來購得符合本署需求的裝備，使有限的預算發揮最大的效能，自然是一個重要的課題，以下為本署目前辦理採購之程序：

- (一) 需求規劃、立案作業：請購單位採購計劃經核准後，依「本署辦理採購作業要點」之規定，填列相關請購文件如規範書、投標廠商資格說明表及預估金額及分析表等送會後勤處採購科，此階段通常由請購單位承辦人與採購科承辦人就個案作詳細討論，從投標廠商資格的訂定、招標方式的採用（如公開招標、最低標或最有利標等）、履約條件的限制等，是否合理，有無實際上窒礙難行或違反政府採購相關法令之處作一探討，此部分完成後由採購科將請購文件轉換為符合政府採購法令之招標文件送會會計處、政風處及法規委員會等請其提供意見並作適度之修改。
- (二) 公告招標、開標及決標簽約：招標文件經核批後，由採購科將招標資訊於政府採購資訊公告系統辦理公告作業，俟等標期屆滿後，邀集請購單位、會計處及政風處等依政府採購法令辦理開標作業，決標之後製作契約並與廠商辦理簽約程序。
- (三) 履約及驗收付款：決標之後，廠商開始依契約規定進行履約，此部分因為所採購之財物或勞務等為請購單位

## Part II Profiling of the Administration's current procurement operations

### I. Procurement operating procedure

The administration, as a coast guard mission oriented agency, has had significant procurement budget allocated for purchasing the fine equipment, supplies and so forth. It brings forth an important topic of how best to utilize a stringent procurement procedure and monitoring mechanism that would poise to ensure the administration's purchase of equipment for maximum yield using limited budgets; below explains the administration's current procurement procedure,

#### (1) Requirement development and case instigation work:

Following the approval of a procurement case, the requisition unit is to fill out relevant procurement documents, such as the specification, description for bidder qualification, estimated amount and procurement analysis schedule in accordance with the "Administration's procurement operating guideline", which are forwarded to the rear-end logistics section. In this phase, the requisition unit's processor and the procurement sector's processor often need to conduct detailed case discussion reviewing whether the drafting of bidder qualification, the adaptation of a bidding method (such as open bidding, minimum bid or most favorable bid) have been rational, and whether any of which are in direct conflict for implementation or in violation of relevant government procurement law. Upon concluding this portion of the work, the procurement documents are then converted into tender documents that comply with the government procurement law and forwarded to the accounting division, ways and means division and legal compliance board requesting for opinions with fitting revisions completed.

#### (2) Tender posting, bid opening, bid award and contract signing:

Upon the approval of the solicitation to bid document, the procurement section posts the solicitation to bid information on the government procurement information system for public announcement. Upon concluding the bid queuing period, the requisition unit, accounting division, ways and means division are convened to process the bid opening as per the government procurement law, and a formal contract is then produced upon bid award ad a contract would then be entered wit the contractor.

#### (3) Contract fulfillment, acceptance inspection, payment releasing:

Following bid award, the contractor begins contract delivery as per contractual stipulation, and in light that this portion of the goods or labor rendered has been sought to satisfy the needs of a requisition unit, the requisition unit will be asked to oversee the contract fulfillment process by monitoring the contractor to conclude the delivery or project



之需求，故由請購單位進行履約管理之動作，負責督促廠商於履約期限前交貨或完工並確認廠商履約結果確符合契約相關之規定，廠商履約完畢後，由採購科依案件性質標的金額簽擬主驗人員會同監辦單位辦理驗收程序，驗收合格且無其他待解決事項後辦理付款作業。

此外，本署於今年分別成立了「艦艇建造及發展審查會」、「科技裝備採購審查會」及「廳舍建案審查會」3個審查會，分別邀請外界各個專業領域之專家學者及本署熟諳相關專門知識人員擔任委員，就有關艦艇之建造、科技裝備之採購及廳舍之興建等，提供設計、採購規範、履約品質查核及驗收等事項審查意見，至目前為止，「艦艇建造及發展審查會」已召開1次審查會議，「科技裝備採購審查會」已召開2次審查會議，「廳舍建案審查會」已召開2次審查會議，在會議中各審查會之委員針對所審查議題提出了相當多寶貴意見，也大為提升本署辦理採購之實質效能。

## 二、採購電子化作業：

行政院為加速政府採購電子化作業，自90年度設置「政府採購電子領投標系統」，以推動各機關辦理採購時可提供電子招標文件供廠商領取，且允許廠商以電子投標文件進行投標作業，並以「電子領標」及「電子投標」2項辦理情形作為推動成效之衡量指標。92年度主

completion prior to the deadline and to ascertain that he contract's contract delivery indeed meets relevant contractual stipulations. Upon concluding whose contract service, the procurement sector would sign off a key validation personnel to join the monitoring unit to conclude the acceptance inspection procedure by nature of the procurement cases, and the payment would then be released following a satisfactory acceptance inspection and without any pending measures to be settled.

In addition, the administration has in this year launched a "Vessel building and development review board", a "High-tech equipment procurement review board", and a "Building development review board", with board members filled by outside industry experts, scholars and reasoned administration professionals familiar with the field to opine on vessel building, tech equipment purchasing and building development with regard to the design, procurement specification, quality delivery on contract service, acceptance inspection and so forth. Up to the present time, the vessel building and development review board has since convened one review meeting; the tech equipment procurement review board has since convened two review meetings; the building development review board has since convened two review meetings. At the review meetings, the board members have contributed many invaluable opinions on review agenda, and greatly excel the tangible yield in procurement cases sought by the administration.

## II. Computerized procurement

In an effort to speed up the government electronic procurement process, the Executive Yuan has since 2001 launched a "Government procurement electric bid collection and bid entry system". It aims to promote bid solicitation by interested bidders in government procurement tenders sought by various agencies, and allow the bidders to enter their bids using electronic bid documents, with electric bid collection and electronic bid entry taken as the measurement indicator in the promotion process. In 2003, the competent government agency has set the yearly electronic bid collection to 50%, electronic bidding to 30%; the administration and its subordinate agencies have had its overall achievement of electronic bid collection reported at 98%, and electric bid entry achievement of 43%, which are awarded as extra outstanding and good. Fiscal 2004 finds the administration's electric bid collection goal set to 80%, and electronic bid entry 50%. For the current fiscal year, the administration and its subordinate agencies have reported an overall achievement rate of 90% in electronic bid collection, and the overall achievement of electronic bid entry of 100%, where its



管機關預訂目標「電子領標」為百50%，「電子投標」為30%；本署及所屬機關當年度「電子領標」整體達成率為98%，「電子投標」整體達成率為43%，執行情形分別被評為「特優」及「良好」。93年度預訂目標「電子領標」為80%，「電子投標」為50%，本署及所屬機關當年度「電子領標」整體達成率為99%，「電子投標」整體達成率為百分之百，執行情形皆榮獲主管機關給予「特優」之評價。另共同供應契約採購本署及所屬機關已全面使用電子下訂及電子支付之方式，整體績效於93年1月至8月間亦獲主管機關給予「優等」之評價。

有關開標作業，本署大門開標室配備有投影機，將開標紀錄現場投影至投影幕供主標人、監辦單位及投標廠商隨時查看，並有監控系統乙組藉以掌握開標室內外狀況，整個開標過程亦加以錄製儲存以供後續需要時調閱使用，另本署亦於今（94）年度試辦線上比減價作業；基於本署採購作業管理績效顯著，自93年起，主管機關「政府採購專業訓練」之代訓機構已多次安排參訓學員蒞臨本署參訪採購及開標程序，警察專科學校亦於今年初派員至署開標現場參觀見習。

### 三、採購稽核作業：

為健全採購制度，提升採購品質，主管機關依法成立採購稽核小組辦理全國採購之稽核，亦對部分轄屬機關較多之機關要求自行成立採購稽核小組，對其下屬機關進行採購稽核作業；本署自91年5月奉行政院核定成立採購稽核小組，在採購稽核業務的運作已上軌道，每月定期對所屬機關主動抽查不特定採購案，遇有廠商反應或檢舉時，則由採購稽核委員率稽核小組成員至招標機關進行專案稽核，採購稽核小

implementation has been recognized by the competent government agency as extra outstanding review. In addition, the joint procurement contracts sought by the administration and its subordinate agencies that have been fully inducted for electronic order placement and electronic payment have also had its overall performance rated as outstanding by the competent government agency for the period spanning from Jan. to Aug. 2004.

With regard to bid opening, the administration's main entrance bid opening room is equipped with projector, which records and projects the bid opening process to the projection screen for timely lookup by the bid host, audit unit and bidders, together with one monitoring system that facilitates bid monitoring. The entire bid opening process is also documented in film for future lookup when in need. In addition, the administration has also in 2005 inducted online trail price reduction. With the administration's outstanding procurement management yield, since 2004, the training agency appointed by the competent government agency to underwrite the professional government procurement training has in several occasions arrange trainees to call on the administration to witness the procurement and bid opening process, and the Police Academy has also dispatched personnel earlier in the year to witness the bid opening process on location.

### III. Procurement audit

To strengthen the procurement system, improve the quality of procurement, the competent government agency has since formed a procurement audit team as required by law to audit procurements nationwide, and has ordered agencies that cover a wider range of territories to form a procurement audit team of their own with which to carry out procurement audit on their subordinate agencies. The administration has since May 2002 formed a procurement audit team as per approved by the Executive Yuan, where its procurement audit work has been inducted in place to carry out random and routine audits on its subordinate agencies. In the wake of bidder report or tip off, the procurement audit commissioner would lead audit team members to call on an agency to conduct case audit, while the audit teams' operations are subject to the competent government agency's evaluation, which comprises of five indicators of audit volume, administrative efficiency, audit quality, service and propensity. Results announced by the competent government agency on the audit team's performance review for 2003 and 2004 find the administration, Department of Defense and Ministry of



● 本署招標室監控系統  
The Surveillance System of  
Coast Guard Administration



● 投影機及桌上顯示器  
Projector and desktop monitor

組業務並受主管機關考核，考核項目包括稽核案件數量、行政效率、稽核品質、服務及廣度等五大指標，主管機關公布 92、93 年度採購稽核小組績效考核結果，在受評的 12 個中央機關中，本署與國防部、經濟部成績最優，總評分在 90 分以上，並連續兩年各獲頒優等獎牌乙面。

### 參、精進作為

93 年 11 月 18 日召開「本署暨所屬各機關辦理採購案總體情形分析」研商會議，獲致若干決議事項，並據以訂定「海岸巡防機關採購作業改進方案」，採行若干改進措施及精進採購作業程序，除組織人員上將檢討專業人力配置及調整，規劃集中採購制外，亦完成相關配套措施，建立安全控管、專業人員培訓遴補、稽核監督與採購審查等機制：

- 一、研訂相關安全控管機制，並依「行政院海岸巡防署加強採購監督及輔導實施要點」規定確實辦理。
- 二、加強培訓採購專業人員，提昇採購

Economic Affairs scoring at over 90 points among the 12 central-ruled agencies, and the administration is twice given the outstanding plaque two years in a row.

### Part III Refined simplification move

An "An overall analysis on the administration and its subordinate agencies' implementing the procurement case" staged on Nov. 18, 2004 has derived several motions, which are then used to draft a "Coast Guard agency procurement improvement proposal", under which several procurement improvement measures and simplification processes are adopted that not only simplify the manpower allocation and adjustment with a centralized procurement system being plans, but relevant package measures have also been in-

stilled for developing systems governing security control, professionals' development and replacement, audit monitoring and procurement review,

1. To study and draft relevant security control and monitoring mechanism, and to implement it according to stipulations set forth under the "Executive Yuan Coast Guard Administration's stepped-up procurement monitoring and developing implementation guideline".
2. To step up culminating procurement professionals, and excel procurement specialists' professional proficiency and operating sophistication. In addition, the administration is currently staging training lectures, i.e. the "Procurement professional rudimentary training workshop", the "Procurement professional advance training workshop" with which to draw associates to partake the training program.
3. To enforce the principle of vacancies be filled by procurement professionals, with notifications given to the rear logistics, ways and means units for review and voluntary filing with the administration, and the nominees enlisted for monitoring.
4. To instigate collective supply contracts that would poise to reduce repetition in manpower and resources, and improve the consistency in procurement source and variety.
5. To instill a procurement performance evaluation standard and mechanism that would ensure that all subordinate agencies execute their procurements according to the Government Procurement Law.
6. To enforce audit monitoring and superior agency monitoring



人員專業能力及作業水準。另本署刻正規劃辦理「採購專業人員基礎訓練班」、「採購專業人員進階訓練班」等訓練講習，鼓勵所屬積極參與。

- 三、落實採購職缺由採購專業人員優先遴補之原則，並應先加會後勤、政風等單位審查及陳報本署備查並予管考。
- 四、成立共同供應契約，以減少採購人力及資源之重覆投入，提升採購標的來源及種類之一致性。
- 五、建立採購績效考核標準及機制，促使各機關確實依政府採購法令辦理採購事宜。
- 六、落實稽核監督及上級監辦功能，導正採購不當措施，發揮內控機制。
- 七、有關艦艇、科技裝備及廳舍之建案與採購，應依規定提報本署審查，建立採購審查機制，前瞻規劃整體需求，提昇建案品質及效能。

#### 肆、結論

採購法施行後，賦予機關更大裁量權辦理招標、審標、決標等採購作業，相對的內部監督機制，責任愈形重大，因此，機關在辦理採購時當更須謹慎小心，尤其對於政府採購法招標、審標、決標、履約及驗收之規定，當應嚴格遵守，否則一有違反，往往造成機關與廠商對立，或遭至外界質疑，而影響機關形象。

採購事務牽涉萬端，本署除了已建立一套標準採購作業流程，現更從人員、組織、採購作業、上級監督等方面提出精進措施，多管齊下，以提昇採購作業之合法性及完整性，期盼成就優質的採購文化。

#### 參考資料：

行政院公共工程委員會政府電子採購網

(本文作者任職於海巡署後勤處)

function that would help to revamp impropriety in procurement and excel the internal monitoring mechanism.

7. To enforce that all vessel, high-tech equipment and building development cases and procurements be submitted and filed with the administration for review purpose, and to instill a procurement review mechanism with innovative overall requirement planning to excel the quality and yield of case appendage.

#### Part IV Recapitulations

Following the induction of the government procurement law, government agencies are given more power in bid solicitation, bid review, bid award procurement operations, which in turn harbors greater responsibilities in terms of an internal monitoring system; in light of which, government agencies need to be more stringent when it come to soliciting procurement, particularly concerning stipulations governing government procurement bid solicitation, bid review, bid award, contract fulfillment, acceptance inspection. All of which would need to be strangely executed as per the contract, and avoid jeopardize a government agency's image for how a breach could lead to an impasse between an agency and the contractor, or even questions from the public.

As procurement affairs do involve many elements, the administration has more than instilled a set of standard procurement operating procedures focusing on simplifying the staffing, organizational structure, procurement operations, superior agency's monitoring processes in an encompassing approach to excel the procurement operation, ensure the legality and comprehensiveness of the process, anticipating to culminate a quality procurement culture.

#### Reference:

Executive Yuan Public Construction Committee's government electronic procurement network

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