



No. PPRA/AP-18/2025
Government of Pakistan
Public Procurement Regulatory Authority
(Appeal & Review Petition Secretariat)
1st Floor, FBC Building, G-5/2, Islamabad
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ORDER

M/s Maryah Printers

...the "Appellant"

Vs.

National Database and Registration Authority, etc.

...the "Respondent(s)"

Dates of Hearing 22.07.2025 18.06.2025	Mr. Shah Javaid Cheema (Director Sales), Syed Nadeem Altaf (Manager Sales), Mr. M. Imran Haider (Manager Sales) Mr. Muhammad A. Javaid <p style="text-align: right;">(On behalf of Appellant)</p> Syed M. Raza (President GRC), Barrister Hassnat Gul (Member GRC), Mr. Saad Abdullah (Proc. Dept.), Mr. Zahid Abbas, Agha Ammar Ahsan (Proc. Dept.) <p style="text-align: right;">(On behalf of Respondent)</p>
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APPEAL UNDER RULE 48(7) OF THE PUBLIC PROCUREMENT RULES, 2004 [AGAINST THE DECISION OF THE GRIEVANCE REDRESSAL COMMITTEE (GRC) - TENDER NO.NADRA-HQ-RFB-20/2025]

The above mentioned learned counsel(s) and representative(s) of the parties tendered appearance before the Appellate Committee and furnished their arguments at length.

2. At the very outset, the learned counsel of the appellant i.e., M/s Maryah Printers submitted that the appellant submitted its bid in response to Tender No.NADRA-

HQ-RFB-20/2025 issued by the Respondent i.e., NADRA), and the same was subsequently rejected through a decision rendered by the Grievance Redressal Committee (GRC) of NADRA. Through the instant Appeal, the said decision of GRC is being assailed on grounds of misinterpretation of bid documents, procedural irregularities, and breach of statutory procurement rules, all adversely affecting the Appellant's rights as a qualified bidder.

3. The representative of the appellant also submitted that they were rightly complied with the technical evaluation criteria for printing which states that *"Printing of minimum 810,000 pages per day on A4 size 80 Gsm Imported white paper with Duplex black and white Printing as mentioned at (b)(1)"*. Moreover, a page refers to one side of a sheet and two pages combine make a "leaf" or "folio". The Appellant further highlighted that due to a typographical oversight, the printer model "RICOH Pro 8120s" was erroneously mentioned as "8120e" in part of the documentation. All accompanying brochures and technical documents clearly referred to the correct model. The evaluation team, without seeking clarification under Rule 30 of the Public Procurement Rules, 2004 ("PP Rules, 2004") misidentified the model an omission amounting to procedural impropriety.

4. The representative of the appellant further submitted that, while NADRA sought clarification on packaging

machines via email dated 12.03.2025, no such opportunity was afforded regarding the printer model. A timely clarification would have rectified the minor typographical issue without altering the substance of the bid, as provided under Rule 30 of PP Rules, 2004. Further submitted that, the clarification sought by the Appellant through letter dated 04.03.2025, raising concerns over a sudden and significant increase in daily printing volume, was disregarded. This change was made without formal notification to all bidders, contravenes Rule 32, which mandates fairness and transparency.

5. The representative of the appellant also submitted that the minutes of the pre-bid meeting held on 14.02.2025, were released only on 26.02.2025, just one day before the bid deadline. These minutes contained material changes in tender requirements, creating unfair disadvantages and confusion among bidders. The Appellant submitted that during the GRC hearing held on 18.04.2025, a member of the committee made an unwarranted and intimidating threat of 'blacklisting' the Appellant, an act that undermines the neutrality and objectivity of the grievance process. The GRC's assertion in its letter dated 21.04.2025, suggesting misrepresentation by the Appellant, is entirely unfounded. The error in model identification was minor and inadvertent, not fraudulent in nature.

6. The representative of the appellant further added that, a discernible pattern of disqualification of competing

bidders without valid grounds raises serious concerns of bias and favoritism. The Appellant submitted that a third-party forensic audit of this and other recent tenders is warranted. The Appellant's absence from the pre-bid meeting was wrongly used to question its eligibility to seek clarifications. The attendance was not mandatory, and delayed release of meeting minutes further prejudiced the Appellant. The inconsistent evaluation criteria across NADRA's past procurement processes, especially in relation to similar equipment, violates the principle of equal treatment among bidders, hence filed this appeal.

7. On the other side, learned counsel of the respondent i.e., NADRA, raised preliminary objections and submitted that the instant appeal is not maintainable under the law due to absence of a cause of action. The present case is frivolous, based on mala fide intent, the appeal lacks merit and is liable to be dismissed with costs. Moreover, the instant appeal is an attempt by the appellant to halt the tender proceedings of the Respondent. The present proceedings have been initiated in bad faith, with intent to delay the ongoing process of the tender, such delay will eventually cause irreparable loss to the Respondent. Therefore, such vexatious litigation should not be entertained.

8. The counsel of the respondent also submitted that the tender no. NADRA-HQ-RFB-20/2025 for procurement of



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Printing, Binding and Packing of Electoral Rolls was published on 01.02.2025. The estimated amount of the aforesaid tender is PKR 250 million. The Pre-bid meeting was held on 14.02.2025. However, the appellant failed to attend the pre-bid meeting. Further submitted that, the Technical Evaluation Report was shared with all respective bidders on 08.04.2025. Four bidders participated out of which two bidders were qualified. Thereafter, the GRC received the complaint from M/s Maryah Printers through letter dated 09.04.2025 on 11.04.2025. After that, following course of action was taken by the respondent side:-

i) On 15.04.2025, the GRC issued suspension orders for tender NADRA-HQ-RFB-20/2025.

ii) The opportunity of personal hearing was provided to M/s Maryah Printers by GRC on 18.04.2025.

iii) After personal hearing the GRC received another letter dated 18.04.2025 from M/s Maryah Printers on 21.04.2025.

9. The counsel of the respondent further submitted that the Technical Evaluation Committee disqualified M/s Maryah Printers for not meeting the following Technical Evaluation Criteria mentioned at serial # 02 on page 58 of the bidding documents which was a mandatory criterion:-

S. No.	Specification	Criteria	Annex
2.	Printing	Printing of minimum 810,000 pages per day on A4 size, 80-gram imported white paper with duplex	T2

		black and white printing as mentioned at (b)(i)	
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Moreover, the GRC issued decision on 21.04.2025 wherein, the GRC rejected the complaint of M/s Maryah Printers.

10. The counsel of the respondent also submitted that the Technical Evaluation Committee disqualified Appellant for not meeting the said Technical Evaluation Criteria. The Printers quoted by the Appellant in their technical document has the capacity to print 135 impressions per minute (single side of the page) which means it can print 67.5 duplex pages in one minute from one printer, in totality it can print 472.5 pages/ 945 impressions per minute from seven printers. The required criteria as per the bidding document was printing of 750 pages / 1500 impressions per minute from maximum of seven printers. The Technical Evaluation Committee did not reject Appellant on the basis of discrepancy pertaining to quoted printer Models. This matter was pointed out during the GRC proceedings and the GRC highlighted it in their decision.

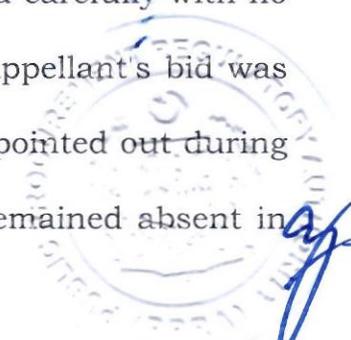
11. The counsel of the respondent further added that the appellant through letter dated 28.02.2025 which was received on 03.03.2025 sought clarification with regards to daily printing capacity. The Respondent through e-mail dated 04.03.2025 gave reply to the Appellant and stated that "a single page printed on both sides counts as two impressions, therefore, bidders must assure printing of 810,000 pages per day, equivalent to 1,620,000 impressions". Additionally, there



was no change in the eligibility or technical evaluation criteria. After the pre-bid meeting held on 14.02.2025, the bid submission time which was extended to 06.03.2025, which was initially 27.02.2025 through corrigendum published dated 26.02.2025. Further submitted that, it is a settled principle of law that submitting / filling a fake document or alleging a fact which is untrue amounts to misrepresentation which can give an undue advantage to a bidder. Once it has been found or observed by the procuring agency that any bidder has submitted a fake document or quoted something which is not true, it has every right to initiate blacklisting-debarment proceeding against that bidder as per Rule 19 of the Public Procurement Rules, 2004 to protect the integrity of the procuring agency and to promote fair and transparent procurement process which is the key requirement of the Rule 4 of the PP Rules, 2004.

12. The counsel of the respondent also submitted that the appellant quoted RICOH Pro 8120e capable of printing A-4 size paper at the rate of 135 impression per minute (as per bid). Whereas, attached the brochure of RICOH Pro 8100EX/8100s/8110s/8120s. It is the primary responsibility of the bidder to prepare and submit his bid carefully with no errors, minor or major. Additionally, the appellant's bid was not rejected on this ground, this fact was pointed out during the GRC hearing. The appellant wilfully remained absent in

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pre-bid meeting. The extension in timeline of bid submission was advertised through corrigendum dated 26.02.2025.

13. At the last, the counsel of the respondent also submitted that, there was no change in the evaluation criteria, it remained same since the publication of the tender. The appellant failed to understand the key requirement of the tender even after getting clarification from the Respondent, hence requested for dismissal of the instant appeal.

14. After perusal of all relevant record and arguments made by both the parties, the Appellate Committee observed that, as per the Appellant contention, they fully complied with the mandatory technical evaluation criteria requiring the printing of **minimum 810,000 A4 pages/day (80 gsm imported white paper, duplex black and white printing)**. They claimed that a minor typographical error in the printer model number ("RICOH Pro 8120s" written as "8120e") was incorrectly treated as significant, and that the respondent (NADRA) failed to seek clarification under Rule 30 of PP Rules, 2004. The Appellant also alleged inconsistent treatment in clarifications, late release of pre-bid meeting minutes, changes in requirements without proper notification, procedural irregularities in the GRC hearing (including alleged threats of blacklisting), and a pattern of arbitrary disqualifications indicating bias.



15. The Appellate Committee also observed that the appellant's rejection was solely due to failure to meet the **mandatory printing capacity requirement** based on the specifications provided in the bid, the offered printers could produce 472.5 duplex pages / 945 impressions per minute from seven units, short of the required 750 pages/minute (1500 impressions/minute). The Respondent admitted that there was no change in criteria, pre-bid attendance was optional, clarifications were provided on 04.03.2025, and the typographical error in the model number was not the basis of rejection.

16. The Appellate Committee further observed that after perusal of the tender documents, the technical evaluation report, and the GRC decision, it comes to the conclusion that the technical requirement for daily printing capacity is explicitly stated in the bidding documents. The Appellant's offered configuration did not meet the stated minimum capacity. While the typographical model error was minor, the capacity shortfall was substantive and not correctable through post-bid clarification without altering the bid's substance which is not tenable as per the Public Procurement Rules, 2004.

17. At the last, the Committee further observed that the bid submission deadline was 06.03.2025. On 28.02.2025, the Appellant sought clarification from the Respondent regarding

the daily printing capacity requirement, which was received on 03.03.2025. In response, the Respondent, via e-mail dated 04.03.2025, clarified that “a single page printed on both sides counts as two impressions; therefore, bidders must ensure a capacity of 810,000 pages per day, equivalent to 1,620,000 impressions.” This clarification was provided prior to the bid submission date, making the Appellant fully aware of the meaning of the clause and the actual requirement. Consequently, the Appellant’s stance regarding the acceptance of its bid is untenable, and the GRC’s decision dated 21.04.2025 stands duly justified.

18. For what the reasons and observations mentioned above, the Committee upheld the decision of GRC, therefore, the appeal in hand is hereby **dismissed** and disposed of accordingly.


(Dr. Muhammad Aslam Waseem)
Director General (Legal)
(Member)


(Sheikh Afzaal Raza)
Director (M&E)
(Member)


(Hasnat Ahmed Qureshi)
Managing Director (PPRA)
(Chairman of the Committee)

Each page of the order has been signed by all members of the Appellate Committee. The order comprises of ten (10) pages.

