1. There are two loops, the first loop iterates n-1 times and the second loop is iterates  n times so n\*(n-1) so the complexity is O(n^2).
2. You can split bags into 4 groups of 5 and then you can weigh each group and if one of the group has a weigh with a decimal then you can eliminate the other 3 groups and then you can weigh each of the 5 bags in that group and then you can compare it and see which one is heavier.