

# Assessing the Effectiveness of Procurement Systems in Achieving Quality Service in Selected Public Sector Institutions of Ghana Using the Total Quality Management Model

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## Abstract

There has been significant concern about how corporate bodies' especially public institutions apply the effectiveness and efficiency of procurement systems in achieving their procurement and organisational objectives respectfully. (OECD, 2010). Increasing the effectiveness and efficient use of state funds necessitates the existence, implementation and operationalization of an adequate procurement system by all public entities to achieve expected goal. This research sought to know the extent of the effectiveness of procurement systems in an attempt to obtain quality service in the public sector. The objectives were to analyse factors that contribute to successful procurement systems and also identify challenges that hamper the achievement of effective procurement systems to achieve excellent quality service. The researcher randomly selected six (6) public institutions that served as the case study area. The target population included procurement practitioners and other internal procurement stakeholders. This research adopted the quantitative survey questionnaire as the primary data collection instrument to gather information from fifty-one (51) respondents. Even though results revealed that the application of procurement principles was satisfactory to some extent, it was picked that the entire procurement operation does not achieve value for money which should be a significant concern for the government, institutions, procurement practitioners, donors, and other stakeholders. Centralised procurement systems are most practised, preferred, and efficient to some extent. Lack of funds, conflict of interest, and poor teamwork were identified as the three most challenging factors facing procurement operations. It was finally established that there is a positive relationship between procurement and quality service since quality service is seen as dependent on procurement operation. Therefore, with proper procurement management, the average quality service by institutions will be, and where inefficient procurement management is exhibited, then the normal quality service is negatively affected.

**Keywords:** Procurement Systems, Achieving Quality Service, Procurement Acts, Procurement System, Development Economics, Total Quality Management Model

## 1.0 INTRODUCTION

Every organisation aim of procurement is to make use of resources by reducing the spending of the organisation's cash resources to maximise profit. Dobler et al. (1996) assert that 'organisations can employ proactive measures of procurement strategies and techniques to optimise benefit to contribute to the achievements of the organisation. Incorporate business; procurement professionals embark on plans to explore opportunities in the supply market to acquire the right goods and services in their quantity for the right price at the right time and place. These acquisitions are made through proactive planning, identification, sourcing, contracting and contract management that an organisation need or may need to meet its strategic and commercial objectives.

## 1.2 Background of the Study

A procurement system can never be effective without employing strategic supply chain management which consists of all parties involved, directly or indirectly through the constant flow of information, materials, and funds between different stages to fulfil a customer or employee request. The players in the supply chain management include both internal and external players to an organisation. They may consist of manufacturers, suppliers, employees, management, transporters, warehouses, and others. In the year 2010, the report of Organization for Economic Cooperation and Development (OECD) indicated that governments, as well as the international development community, are very much concern about how corporate bodies especially public entities apply the effectiveness and efficiency of procurement systems in achieving their procurement and

organisational objectives respectfully. Increasing the effectiveness and efficient use of state funds necessitates the existence, implementation and operation of an adequate procurement system by all public entities to achieve the expected goal. There are several areas of interest within the procurement function to study such as contract management, supply relationship, inventory control, tendering, sourcing, just to mention a few that contribute to the expected goal of procurement. This thesis is geared towards another significant area of acquisition "effectiveness of procurement systems in achieving quality service in the public sector of Ghana". Procurement systems can be described as prescribing procedures, measure, and methods which organisations use for their acquisition of goods, works and services to meet their operational needs.

### 1.3 Problem Statement

Nowadays there are various and practically endless goods, jobs and services procured by corporate entities. Some of these include cleaning services, IT systems and equipment, consultancy services, food supplies, real estates, and others. Most of these acquisition decisions are made at the strategic level because of procurement importance to corporate competitiveness and attractiveness trend. Due to this, Parikh and Joshi (2005) reveal that organisation decision makers are now restructuring their procurement function to achieve optimal operations.

Procurement is now a big business and that the government remains the most significant entity that does acquisition and disposal on a larger scale in most countries which attracts countless players and stakeholders (Ondiek & Deya, 2013). The government does purchase from the smallest consumables to multi-million projects to meet the needs of the citizenry. According to Knight et al. (2007), in many economies in the developed world, procurement expenditure from the private sector represents around 40% - 50% in the public sector. Due to its obligations to the citizenry through the acquisition of goods, works, and services, it has gained due attention from the media, civil society, donors, researchers, academicians, and other stakeholders. This is because the public constitutes the taxpayers and they are the ones who contribute money to the government for all those acquisitions and therefore need to be served better.

There are several benefits connected to the role of procurement activities, but there are also challenges that hamper its effectiveness to achieve the intended purpose. Serpytis et al. (2011) assert that a generation of monetary savings has been the primary purpose of public procurement which directly has a significant impact on the total costs of public institutions. Knight et al. (2007) assert that 'even though there is the substantial total value associated with public sector purchases, not much research has been undertaken to assess the public procurement systems across nations for improvement. In the report of Public Procurement Authority in 2009, it was stated that the government loses a significant percentage of its annual budget through inefficient procurement practices in most government organisations. To what extent does this assertion apply to the current procurement processes in the public sector? Therefore, it is significant for this research to be undertaken to investigate the effectiveness and issues related to public procurement and quality service in the public sector.

### 1.4 Summary

The government uses taxpayers' money to fund procurement activities to provide the needs of the citizens. Public procurement is a major factor for public accountability through which taxpayers' money can be used judiciously. The judicious use of taxpayers' money can only be achieved through procurement when effective and efficient systems are implemented and operationalised. The main essence of public procurement is to contribute to the national economic growth and poverty reduction towards the achievement of national development goals. This helps the government to attain its responsiveness and responsibility towards the needs of the citizens. It is therefore relevant for a study of this nature to be undertaken to highlight areas of success and challenges where government, organisations and partners can apply to evaluate the quality and effectiveness of procurement systems and operations to support a great course. This will offer greater efficiency in the use of funds in meeting their obligations. It will also help them formulate a capacity development plan and strategies to improve procurement systems.

Finally, the study is also intended to provide value addition by way of identifying gaps and make recommendations to shrink the gaps in procurement activities for customer satisfaction. Primary and secondary sources were used for the data collection. Structured questionnaires were developed and administered to respondents (procurement officers, stores, auditors, accounts officers

and other procurement stakeholders in the public sector. The source of secondary data used include newspapers, articles, journals, reports, and other documents relevant to the research area. Simple Random Sampling method was used in selecting the public entities for the study. Microsoft Excel and Statistical tools such as SPSS were used to analyse the data collected.

## 2.0 LITERATURE REVIEW

### 2.1 Foundation of Study

The role of procurement extends far beyond the belief that procurement's primary function is to obtain goods and services in response to internal needs. A world-class procurement process aims to optimize the whole process to create significant business value. Procurement optimization leads to a number of benefits and add remarkable value to your organization as a whole. It ensures efficiency in your procurement process which in turn has a domino effect of positive reactions within your entire organization. Since the procurement process touches every organizational department and impacts revenue directly, it is essential to keep the process running smoothly by regularly reviewing what's working well and what may need to be optimized for greater efficiency. All businesses aim at converting incoming resources into profits by turning those resources into sellable products and services. To reach this result, those resources must be procured in the most efficient and effective way otherwise it would lead to reduced profitability. Refining procurement in parallel with every other aspect of your company strategy, tactics and operations would lead to greater profitability.

The most important benefit of procurement optimization is reflected on the savings of an organization. By managing procurement effectively, it will allow an organization to make cost savings by procuring items, services and contracts at the best price possible. Moreover, through procurement optimization, a company will be able to properly take advantage of any warranties or discounts that are often forgotten. This ultimately leads to savings. A performing procurement function will also allow for better visibility into company spending and budgets which will allow organizations to negotiate better contracts with vendors, enabling a company to take full advantage of discounts that might have previously appeared unavailable to them. An optimized procurement process will help to develop an organization's bottom line and increase efficiency. To make such improvements, it is essential to provide an employee with the right procurement tools which will enable them to improve upon the current procurement process.

**Up-skill employees:** One of the key factors which lead to a successful business is a good training and development program. Research by Middlesex University's institute for work-based learning showed that from a 4300 workers sample, 74% felt that they were not achieving their full potential at work due to lack of development opportunities. The research showed the importance of training and development to ensure successful business continuity. A good training and development program will positively impact a company's productivity and profitability as a whole. The goodwill of the business will be reinforced which allows it to maintain the competitive edge and leads to higher customer satisfaction, lower costs and faster growth. Nowadays, through innovative training solutions, employees are more likely to be engaged in what they are learning. For example: Through eLearning solutions combined with simulations, employees can apply what they are learning in their day-to-day jobs. This leads to increased productivity and allow employees to make the best decisions for the company's advancement.

**Maintaining good supplier relationships:** Procurement professionals are increasingly recognizing that developing partnerships with main suppliers can indeed deliver significant benefits to both the buyer and supplier. Before this transition, businesses were somehow neglecting SRM since their main focus was more about nurturing customer relationships and reduce costs. Eventually, organizations have understood the considerable benefits of a good supplier relationship management. A research by PWC showed that there is a positive link between the good supplier relationship management with the following positive outcomes: an increase in market share, responsiveness to market changes, increased return on investment, shortening order fulfillment leads times.

**Improving negotiation and analytical skills:** Having good negotiators within an organization represents a major advantage. As organizations become aware of how essential it is, many companies are now opting for negotiation training to help their employees develop their negotiation competence and knowledge. With such training, an organization is likely to benefit in various ways: employees will improve their negotiation skills, which in turn ensure good deals for the company, leading to higher profitability. Therefore, employees become skilled enough to engage in negotiations with suppliers or clients by keeping in mind key objectives.

**Agile and consumer-driven procurement:** Having an agile procurement does not only consist of the operational side of a brand. Consumers are also a main factor to consider in procurement; their needs, wants and how they interact with your brand are essential elements to be taken into consideration. The customer must be the fundamental point of all key activities and functions within procurement. With this approach, services are designed based on users' wants and needs, rather than forcing them to change their behavior to accommodate procurement's internal processes.

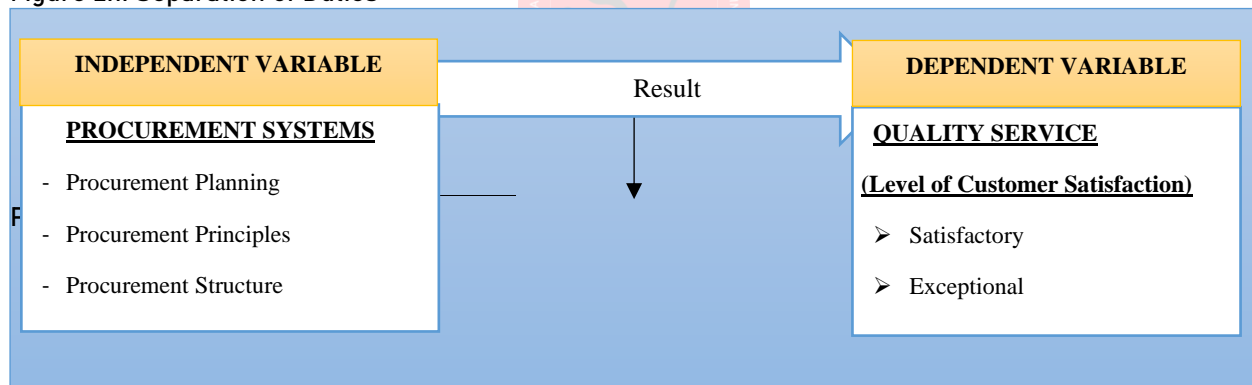
**Incorporating a contract management system:** With the emergence of technology, businesses are able to save lots of time and be more efficient. A good way of using technology to improve the procurement process is by incorporating a contract management system. Businesses usually work with hundreds of vendors every year and creating contracts is time consuming. With a use of a contract management system, the whole task of creating new contracts is alleviated when on-boarding a new supplier. This will allow you to understand which contract can be reused from one supplier to the next. Therefore, standard contract templates can be created which will require only minor updates when they are used.

## 2.2 Development of the Study

### 2.2.1 Dependent and Independent Variables

In this study quality service is the dependent variable which is the key concentration in which the variance is attempted to be described by the independent variable of procurement systems or management. Factors for dependent variables (quality service) is the level of customer satisfaction where a customer perceive a service delivered as being satisfactory, exceptional or failure. Factors for the independent variable (procurement systems) also include procurement principles, planning, structure, and monitoring and control. These factors of the independent variables were examined to establish the effectiveness of application or usage by institutions towards the achievement of quality service.

Figure 2.1: Separation of Duties



### 2.2.2 Concepts of Procurement

The term procurement is usually confused with purchasing. Appropriation is modern, sophisticated and has a broader term than purchasing. According to Lyson and Farrington (2006), procurement generally includes activities before the act of purchase, such as identification and definition of a business needs; surveying the market to identify potential suppliers and gather intelligence. They argued that traditional definitions of purchasing are outdated and insufficient when it comes to what organisational buyers actually do. They imply that purchasing is reactive, transactional, and tactical while procurement is proactive, relational, and strategic and has integrated role of the function in modern organisations. Hence its adoption in many organisation charts and job titles. In a nutshell, they defined procurement as 'a functional area of business or a player in the supply chain responsible for acquisition of inputs or supplies to support a corporate organisation strategy and competitive advantage.

It can be concluded from the explanation above that procurement is a business function that acquires inputs (goods and services) for the organisation about the right price, source, quantity, time, source to meet the needs of users and also contribute to the organisation financial and corporate objectives.

### 2.2.3 Importance of Procurement

Procurement function plays an essential role in the achievement of organisations objectives with regards to operation, planning and spend. Musanzikwa (2013) recommends that expenditure on procurement should be managed effectively by spending officers to realise its optimum value since it absolves a more significant portion of the total spending. Three essential elements or principles embraces procurement. These include transparency, accountability, and efficiency and effectiveness. The principle of efficiency and cost-effectiveness of procurement relate to ways and means of attaining the 'six rights' of appropriation which include price, time, quality, quantity, place and product. (Caldwell et al., 2009; Musanzikwa, 2013). It was further revealed by Benslimane et al. (2005) that procurement rights can be realised to achieve the following specific objectives and importance.

- a. To bargain and acquire quality organisational inputs (goods and services) economically from right sources;
- b. To select capable and efficient suppliers and ensure the timely delivery of supplies;
- c. To repetitively locate, assess and develop economical and dependable suppliers and guarantee a stable amount of supplies to avoid disruption of production or operation.

#### 2.2.4 Procurement Systems

Every organisation has a set of systems which serve as a source of its foundation, operation and existence. All business functions (marketing, sales, procurement, accounting, research and design, production, human resource, etc.) within an organisation have their own specific systems that regulate how they operate and contribute to the organisation success. One of this is the procurement function which has formulated policies that control the procurement activities. An effective procurement system can be a means of problem-solving and also provide a win-win situation to all stakeholders. It has become a nerve centre of performance in both the public and private sector, and therefore there is a need for a tight system to be adopted and followed. According to Wai-leong (2014), the procurement system would contain the authorisation of procurement, drafting tender documents, sending out tender documents, the selection criteria of contractors, getting approval from management and incorporated owners, and finally signing of the contract agreement.

##### 2.2.4.1 Various Systems of Procurement

Islam (2014) asserts that there are multiple systems of procurement implemented by numerous organisations. The conventional methods are centralised and decentralised systems or the hybrid systems. The Chartered Institute of Purchasing and Supply (CIPS) (2011) mentioned some key factors that influence the design of a procurement or supply function as follows:

- a. The size, nature and role of the procurement task in the organisation. As the size and specialisation grow, additional attention may need to be given to mechanism for control and communication. It may also be a dedicated function, reporting at the highest level of the organisation - or it may be a subsidiary function reporting through production, finance or commerce.
- b. The structure and environment within which procurement operates. The internal organization structure: what function procurement reports to (and at what level); what mechanisms are there to coordinate procurement activities with those of other functions; who the internal customers of procurement are; how procurement competence and contribution is perceived and measured in the organization; the impact of corporate policy on procurement roles and responsibilities; and so on.
- c. The external supply market and the organisation's supply base: its size, geographical spread, structure, a degree of specialisation, and critical success factors.
- d. The strategic objectives of the procurement function. For instance, if cost reduction is the priority, procurement may be centralised to enable economies of scale. If a customer is a priority, it may be decentralised or 'devolved' to allow responsive 'local' decision-making or organised by customer group. If supply performance is a priority, the function may be held by commodity (for specialisation) or supplier group for better relationship management)



Lyson and Farrington (2012) argued that the existence of diversified and geographically dispersed multi-divisional organisations raises the issue of whether to centralise or decentralise procurement functions. They further stated that an organisation that operates through some branches or divisions, perhaps separated by considerable distances, may consider a single procurement function at the head office (centralisation) or separated functions at each division (decentralisation).

- i. Centralised Procurement systems: Dimitri et al. (2006) described centralised procurement as a system whereby procurement function is controlled at one local location of a firm in which the central procurement unit undertakes the procurement needs of the organisation's groups, CIPS (2012) identified the critical advantages of centralised procurement:
  - a. The specialisation of procurement staff: It offers practitioners the opportunity to develop knowledge in specialised techniques, procedures or category of purchase.
  - b. The potential for the consolidation of requirement: Requests from the various units can be put together into single, larger orders or contracts for cost reduction (transaction and transportation) and also obtain economies of scale.
  - c. Better procurement activities coordination, and monitoring and control: Procurement activities are better coordinated, monitored and controlled to achieve better value for money.
  - d. Specifications are better standardised: It may facilitate the consolidation of orders; reduction of inventory and handling costs; focusing the supplier base and improve quality management.

Disadvantages of Centralized Procurement: Cousins et al. (2008) identified the following as disadvantages of centralised procurement systems.

- a. *The problem in controlling remote units and the Occurrence of Attitudinal Problem:* Even though it may run very excellently, officers at the other centres may criticise the system just because it is seen as imposed, while one that leads to errors will be grasped with enthusiasm as an opportunity to show dissent.
  - b. *Sabotage:* Divisional purchasing staff in other branches or other operating units which are, in effect, the 'customers' for purchasing services may often feel they have a right to autonomy since it is they who answer for the performance of their operation. This commonly leads to 'bucking the system'. Once this starts (and it is observed to be a widespread practice) the integrity of the centralised system can never be assured. Local knowledge at the divisional level may be very valuable, and a system that seeks to suppress this may lead to missed opportunities.
- ii. Decentralised Procurement: Many of the advantages of decentralised procurement come from removing the disadvantages of centralised procurement. (Cousins et al., 2008). Some of the benefits include:
    - a. *Autonomy:* Managers in the other divisions have absolute control over their own purchasing, and therefore critical resources must be made available by corporate planners.
    - b. *Cross-Deals:* It enhances communications and foster teamwork among staff. This will help operating departments to benefit from user expertise and minimising maverick buying by users.
    - c. *Customer focus:* It makes purchaser to be closer to internal and external customers which enables them to develop a better understanding of user needs and also react to environmental change more promptly.
    - d. *Reduce the cost and risk of procurement operations.* It offers reduced cost of transportation, transport risk and shorter delivery times due to the direct dealings with local suppliers.

### Disadvantages of Decentralized Procurement

Cousins et al. (2008) identified a lack of communication and coordination between units or divisions; and control difficulties as a result of maverick purchasing as some disadvantages of the decentralised procurement system.

- iii. Hybrid systems: This system uses both the centralised and decentralised systems which are common in practice in today's business can be referred to as the Matrix structure. (Lyson, 2012). According to CIPS (2012), some specific hybrid models and approaches have been developed. The most popular ones are as follows:
  - a. *Centre-Led Action Network (CLAN)*: This approach is the relatively decentralised model and has the following characteristics.
    - o Procurement staff are mainly located in different business units, and they primarily report to the local management of their business unit with a secondary responsibility to a small procurement centre (generally designated at corporate head office)
    - o The system leads and coordinates the link between local buyers, by formulating policy, setting standards and encouraging best practices.
    - o Strategically-controlled Action Network (SCAN): This approach is relatively a centralised model.
    - o Structurally, SCAN also operates like the CLAN, except that procurement staff at the other centres or branches report primarily to the central procurement unit of the head office.
    - o The central unit is responsible for strategy, policy, and training and performance management. It also includes centralised category managers, who are responsible for particular categories of goods or services procured across the organisation. SCAN has overtaken CLAN in many large organisations which want to leverage procurement expertise although it shares the similar disadvantages of centralised operations.
  - b. *Lead Buyer Approach*: Is one way in which responsibilities can be devolved in a CLAN. Defined procurement responsibilities are delegated to designated members of user departments, as 'lead buyers' for a particular category of procurement. The lead buyers are not procurement professionals and may require support from policies, procedures and guidance from a centralised procurement team. However, where it is implemented effectively, it can serve to improve communication and relationships between procurement and user departments and to spread procurement best practices more widely in the organisation.
  - c. *Business Partnering*: With this approach, a member of the procurement team works within a user department (typically, one in which there is large or complex spend. He/she represents the procurement function, liaises with the user department, and identifies situations where procurement or supply chain expertise can add value.

### 2.2.5 Private and Public Procurement

Public procurement has progressively be used in both the public and private sector due to its significance. The fundamental objectives that underpin procurement practices in private and public institutions often differ as a result of different business environment they operate. Though both may use similar techniques, their applications may vary because they each have different intent. Capgemini (2012) defined public procurement as the use of federal funds by government entities (ministries,

agencies, departments and other state-owned organisations) to acquire or secure goods and services to support operations of the organisation.

#### 2.2.6 Public Procurement Act, 2003 (Act 663), Ghana

The Government of Ghana enacted the Public Procurement Act, 2003 (663) in the year 2003 to regulate the procurement function in the Ghanaian public sector. It provides general standards and procedures that govern procurement.

#### 2.2.7 Procurement Structures

a. **Public Procurement Authority (PPA):** The Public Procurement Authority (PPA) was established as a constitutional advisory body to coordinate, direct and develop public procurement practices and procedures in Ghana. It ensures that all public institutions consistently comply rules and regulations as stipulated in the Act. The main objectives of the Act provide normal methods, transparency and accountability for all procurement operations to achieve value for money. It covers the standard procurement cycle from procurement planning to completion of contracts and general evaluation of procurement performance. Consistent application of the Act by public institutions is essential to realise and improve effectiveness, efficiency, transparency, uniformity of documents and decisions as expected.

b. **Procurement Entity (PE):** The Act describes Procurement Entity as any organisation or person that is mandated legally or administratively to do procurement.

c. **Head of Procurement Entity (HE):** The Head of Procurement Entity is any officer to whom power is given to ensure that the rules and regulations enshrined in the Act are abided. The HE is mandated by the Act to establish a Procurement Unit and recruit or staff the unit with experience and competent personnel with requisite qualifications to manage procurement operations on behalf of the organisation. The procurement responsibilities include assessing and approving contracts recommended or submitted by the Procurement Unit or the Tender Evaluation Panel; act's as Chairman for the Entity Tender Committee or sits as a member in the case of Tender Review Board.; sign contracts on the entity's behalf; and resolve or review complaints submitted by aggrieved tenderers (suppliers, contractors, or consultants) under Section 79 of the Act.

d. **Procurement Unit (PU):** A Procurement Unit is a functional area in the Procurement Entity responsible for all procurement acquisitions and management of procurement processes.

e. **Entity Tender Committee (ETC):** Section 1 of the Act stipulates that every Procurement Entity is required to establish a Tender Committee to review, update and approve procurement plans submitted by the Procurement Unit. The committee is also responsible for rejecting a submission with reasons for the award of contracts within its approving threshold presented or recommended by either the Tender Evaluation Board or the Procurement Unit.

f. **Tender Evaluation Panels:** Is an ad-hoc body of not more than five members appointed to assist the work of the Entity Tender Committee by evaluating tenders. The members are required to be skilled, knowledgeable and experience relevant to procurement requirements.

#### 2.2.8 Procurement Principles

Public, as well as private procurements, are subject to central principles which in effect achieve the intended purpose of all procurement activities. As stipulated in the Act 663, the public procurement principles include Professionalism, value for Money, Competition, Accountability, Fairness, Efficiency, Ethical Approach, and Separation of Duties.

a. **Professionalism:** It is required that procurement operations are to be managed by competent, knowledgeable, skilled and qualified personnel to make informed procurement decisions in every Procurement Entity.

b. **Transparency:** It is expected that public procurement is executed in fair and transparent procedures where same procedures and information are applied to all prospective tenderers that want to do business with the government.

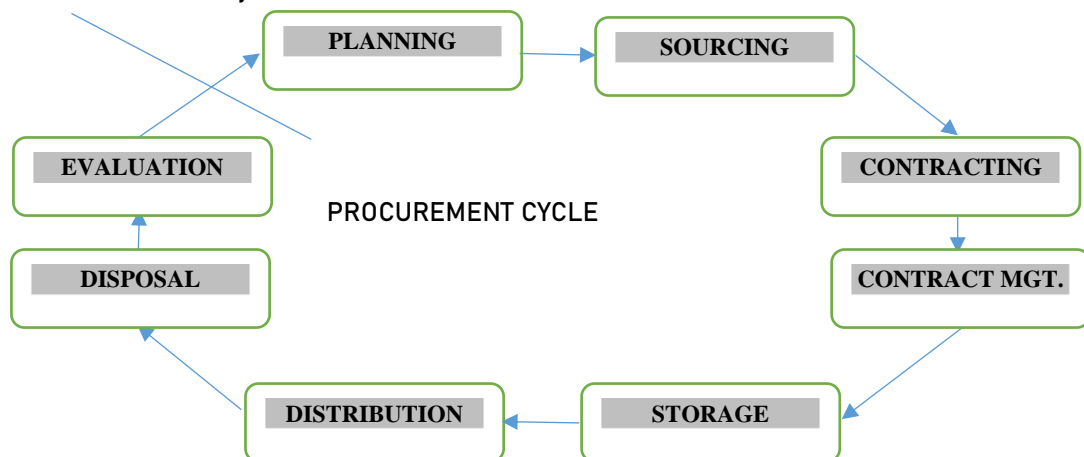


- c. **Value for Money (Economy):** This principle is vital in measuring the effectiveness of the procurement process (inputs and outcomes). It is the ideal way of assessing the whole life cost and quality to procurement that meets users' expectation or needs. Organisations are expected to achieve value for money for every item procured or in their procurement processes. Some time ago, organisations had the assumption that the value for money is made by just accepting the lowest tender price submitted by a prospective supplier. But currently, whole value for money in procurement is considered by the whole life cost of the item procured. This included price of the article, installation, maintenance, and other non-monetary factors.
- d. **Competitiveness:** The Act requires entities to encourage more extensive participation of suppliers in the tendering processes. Procurement practitioners are to use advertising, sourcing reviews, pre-qualifications, and transparent procedures to promote fair and open competition for suppliers to minimise costs and increase the potential supply base for their entities.
- e. **Ethical Approach:** This is connected with beliefs and principles about what is right and wrong. It governs actions and decisions.
- f. **Separation of Duties:** The Head of Entity in every public institution is required to ensure that the principle of separation of duties is maintained through the assistance of the procurement officer or project manager (in the case of projects). This prevents interference in public procurement processes. In situations where there are staff constraints, management should try as much as possible to ensure that someone with procurement background or knowledge controls the procurement processes.

2.2.9 Procurement Cycle

This is the cycle that establishes what is required or done at every stage of the procurement process. It begins with planning through sourcing, contracting and contract management, storage, distribution, disposal and evaluation as captured below.

Figure 2.2: Procurement Cycle



- a. **Planning:** The procurement cycle is initiated by planning whereby the needs of user departments are determined and specified. It is stipulated in Section 21 of the Act that by the end of each financial year, the Procurement Unit is required to prepare a procurement plan for the subsequent year. The plan is to be approved by the Entity Tender Committee before it is implemented. The plan consists of source of funding; aggregation of common items into single; estimate of each procurement package value; start and end date of each package; and others.
- b. **Sourcing:** At this stage, the Procurement Unit apply the necessary procedures to source for potential suppliers through advertising, pre-qualification using the appropriate procurement method. It also includes issuing prepared tenders' documents to suppliers, evaluation of tenders to select the most economical and advantageous tenderer.
- c. **Contracting:** After selecting the most qualified tenderer, effort is made by the procurement personnel by preparing the contract document where rights and obligations for both the buyer and supplier are spelled out and signed by the appropriate head. A Local Purchase Order may also be used for procurement that are of low value or with simpler requirements.
- d. **Contracts Management:** After contract has been awarded, the next stage is to manage the contract where parties are expected to perform their contractual obligations. The Procurement Unit is expected to expedite action to monitor, receive, and inspect deliveries. Other duties include freight forwarding, establishing letter of credits, confirming documents for payment. The inspection team which is normally headed by the Internal Auditor and assisted by procurement officers, stores, finance or accounts officers, project officers etc. are to ensure that deliveries are inspected before they are received by the stores and payment made.
- e. **Storing:** Store Officers are required to manage items procured from the time of receipt to the time of issue or disposal by ensuring that items are not loss or damaged. Appropriate storage facilities are required to be used for items that may require certain storage conditions. Entities are expected to ensure that measures are duly taken to protect goods from damage or loss even when they are not used immediately.
- f. **Distribution:** Store items are required to be issued or delivered in accordance to the requirements specified by the user. Where distribution is complex (e.g. in-country supply chains), entities are to ensure that the needed logistics or infrastructure are in place to ensure timely delivery.
- g. **Disposal:** Application of the appropriate disposal method must be used to dispose public goods that are obsolete, unserviceable, or surplus as stipulated by the Act. They may be disposed by transferring them to another public departments; public tender or auction; destroying or burying depending on their nature and conditions.
- h. **Evaluation:** The entire procurement operations is assessed through formal procurement audit to ascertain its effectiveness whether it achieved the intended purpose. This helps to detect areas of strength and weaknesses and make recommendations.

#### 2.2.10 Procurement Methods

The various procurement methods stipulated in the Act include the following:

- a. **International Competitive Tendering (ICT):** This method is mostly used when procurement are of high value or where the nature of procurement is not likely to attract domestic suppliers due to its nature or scope.
- b. **National Competitive Tendering (NCT):** NCT is type of competitive procurement method that is unfavorable or unattractive for foreign competition due to its nature or scope.
- c. **Restricted Tendering**

This type of procurement method is applied when it is not appropriate for open tender; the requirement is of specialized nature, public safety or for security reason; or inability to award a contract due to

failed open tender. Potential or pre-qualified suppliers are directly invited or written to or short-listed to participate in tendering processes subject to the approval by PPA.

- d. **Two-Stage Tendering:** This type of procurement involves two different stages. In the first stage, tenderers are invited by the Procurement Entity to contribute the detailed specification of the goods. Evaluation is done through review and consultation where incompetent or unfavorable suppliers are rejected. New detailed specifications are stated and issued to restricted tenders who were not rejected in the initial stage.
- e. **Single Source:** This method of procurement is without competition and is subject to PPA approval where there is a concern for national security; the physical, technical or for policy reasons the requirement can be gotten from; or requirement is urgently needed by the entity which an open tender is not favourable or inappropriate as a result of time.
- f. **Request for Quotation (RFQ):** RFQ is a procurement method conducted by comparing price quotations obtained from three to six suppliers. This is done to ensure competitive pricing. It is usually used when the estimated value of the goods which are of low value and readily available in the supply market.

## 2.3 Different Theories

### 2.3.1 Procurement Effectiveness, Efficiency and Performance

There is a connection in efficiency, effectiveness and performance in procurement processes as asserted by Van Weele (2006). The Oxford Advanced Dictionary define 'Effectiveness' as producing the outcome of what is expected, whereas 'Efficient' is describe as 'exceptionally doing, achieving or performing something well without wasting energy, money, and time. In other words, "effectiveness is about doing the right things, while being efficient is about doing the things in the right manner" (Islam, 2014). Performance also describes how well or badly someone does something; or how well or bad something works. Batenburg and Versendaal (2006) are of the view that a company may achieve a lower performance when management lack performances means in their processes, plans and procedures which finally affects the company overall strategic and financial performance. It serves as the basis where companies can monitor, control and evaluate the extent at which they are achieving their strategic and financial objectives and also detect weak areas for improvement.

### 2.3.2 Procurement Issues Across Africa

The study of Thai et al. conducted in 2005, (as cited in Musanzikwa, 2013) shows that every country has a peculiar challenge confronting their public procurement processes or operations. Public procurement practice in every country is required to follow a set of defined steps which are set forth in its laws and regulations. But there have been some challenges which confront its intended purposes. A few reported procurement cases in some countries in Africa have been selected to support this research.

- a. **Malawi:** In the work of Ameyaw et al., (2012), it was captured in the 2006/2007 Annual : Report of the Director of Public Procurement, Malawi, that lack of office space, over pricing by potential tenderers, poor procurement records, lack of funds and personnel, and non-compliance of the Act were some of the major challenges confronting the public procurement in Malawi.
- b. **Nigeria:** Ezekwesili (2005) revealed that during the tenure of office of President Obasanjo of Nigeria, Budget Monitoring and Price Intelligence Unit was established to crack down on the "Business as Usual Syndrome" on public procurement processes. Procurement processes were implemented strictly with government guidelines on Due Process Certification. Due Process mechanism made reasonable progress in Nigeria specifically in the elevation of free and fair in procurement and contract awards. This mechanism implementation has helped tackled corruption and increase transparency and accountability in Nigeria.
- c. **Zimbabwe:** Musanzikwa (2013) revealed that public procurement in Zimbabwe is froth with a myriad of challenges. Some of the major problems include delays in implementation of projects; corruption; political interference; indigenization policy. For instance, the need to comply with indigenization policy has resulted in tenders being awarded to incompetent companies.

### 2.2.3 How to Improve Procurement Function

To improve procurement in all sectors, the study of Lewis and Roehrich in 2009, (as cited in Musanzikwa, 2013) suggest that 'organizations should have clearly defined procurement policies for understanding. Shaw (2010) also recommends that before payments are made, organizations should always ensure that sufficient procedures including monitoring and evaluation are undertaken to ascertain that work has satisfactorily been performed and completed. These policies will help determine how procurement activities are carried out by organizational buyers and how they should conduct themselves.

Maurer (2004) asserts that, it is important for companies to partly compare their procurement operations with other comparable companies through benchmarking process to test whether value for money is being achieved or not. This will help companies to seek continuous improvement and identify good practice. It is therefore significant for organizations to benchmark their operations which serves as critical part for improvement process for all areas.

Again, procurement must be integrated seamlessly with the other functional areas (such as Finance, Distribution, Engineering, Production, Research and Development, HR and Warehousing) within the organization. This integrated approach will help contribute to efficient and cost-effective service delivery in a timely manner for maximum satisfaction. (Shaw, 2010; Musanzikwa, 2013).

Due to the significant impact of procurement in organizations, there is the need to develop public procurement. Accordingly, organizations can apply the Kaizen Continuous Improvement model which is the best Japanese thinking and management practices applied for improving efficiency, productivity, quality and, in general business excellence. Karkoszka and Honorowicz (2009) revealed that the system basically consists of defining areas and identification of cause for improvement; key problem selection through analysis; identification of the cause of improvement; measuring, analysing and comparing results; and standardization. They further stated that the process is closed to PDCA cycle, where:

P = Plan: This is where the aim for the improvement is established

D = Do: The stage where the plan for improvement is implemented.

C = Check: The stage where the implemented plan is evaluated by evaluating the implemented plan to establish whether the plan has achieved the intended purpose or not.

A = Act: Is the last stage of the cycle where measures are taken to standardize operations so as to prevent initial problems happening.

### 2.2.4 Quality Service and Service Delivery

Quality Service is the extent to which a rendered service level meets the expectation of the customer (Lewis & Booms, 1983). A service is considered exceptional when customers' expectations are exceeded with the service rendered. On the other hand, it is described as satisfactory when customers' expectations are met by the perceived service. It is also considered as unacceptable when the perceived service fails to meet customers' expectations. Customers use certain dimensions to evaluate what a quality service is. Parasuraman et al. (1988); Zeithaml et al. (1993) and Maass (2012) identified five of these dimensions used by customers. They include:

- a. Reliability: The ability to perform a service as promised.
- b. Responsiveness: This describe the attempt, preparedness or enthusiasm exhibited by service providers or employees especially front liners in serving or assisting customers without any reason.
- c. Assurance: This relates to information, politeness, trust and confidence possessed and exhibited by employees.
- d. Empathy: The ability of employees to understand customers' feelings and take the necessary steps to care for them.
- e. Tangibles: It relate to things that can clearly be seen to exist such as equipment, employees, buildings, communication materials, and others.

### 2.2.5 Relationship Between Procurement and Quality Service

Procurement operation is very essential to quality service which goes a long way to enhance the growth of every organization. In achieving an excellent quality service, the process of procurement

has a direct and significance effect on how service is delivered. This is due to the fact that properties of procurement acquisitions are generally and easily traced in the values of the main quality features of the service rendered. Therefore, in the efficient execution of the processes of procurement, Deac (2013) suggests that practitioners should have a clear definition and purpose of the process.

Since procurement and quality management are vastly expanding, it requires a mutual understanding between the people in each function. According to Cârstea et al. (2014), procurement play a vital role in quality management processes because procurement process has the tendency of affecting the quality of the service and in general the organizational performance. In other words, quality service can be considered as dependent on procurement operation and therefore with proper procurement management, the expected quality service by organizations can be affected. Where inefficient procurement management is exhibited, the expected quality service is also negatively affected.

## 2.4 Historical Thinking

Efficiency and effectiveness are commonly used terms in the procurement and supply management arenas. They may sound similar, but they have different meanings, both by definition and in practice. First, let's define both efficiency and effectiveness. According to Merriam-Webster, efficient is defined as: "capable of producing desired results without wasting materials, time, or energy." It defines effective as: "producing a result that is wanted." In layman's terms, effective results are the goal and the efficient way to get there is without wasting resources. As Peter F. Drucker, the author of *The Effective Executive: The Definitive Guide to Getting the Right Things Done* said, "Efficiency is doing the thing right. Effectiveness is doing the right thing." Efficiency is how the procurement process is handled, while effectiveness focuses on attaining the end result. Although historical accounts are spotty at best, procurement practices have existed for thousands of years. It's evolved from a function of subordinates to one that's been elevated to a management level. It's garnered such importance in the business world that major companies dedicate whole departments and executive positions to procurement (maybe even one you hold). Despite these changes, the types of challenges addressed by procurement from scarcity of supplies to competition—have mostly remained the same. Here's our breakdown of procurement form the early years to present day to give you more insight on this ever-evolving industry.

### 2.4.1 Early Years in the History of Procurement

The practice of procurement-related tasks dates back as early as 3,000 BC. In Egypt, scribes responsible for pyramid design also functioned as clerks, using papyrus to record the amount of labor and materials needed for construction. Ancient Romans also used scribes to create contracts when the empire was engaged in trade with private suppliers. In Great Britain, procurement's history dates back to William the Conqueror, who wanted a concise way to record tax collections. The practice evolved to incorporate goods and services with the rise of the British Empire and its colonial pursuits.

### 2.4.2 Industrial Revolution

Procurement received greater importance during the Industrial Revolution when the practice became more than part of a worker's skill set, but a job function all its own. When plants needed resources to help manufacture their products, many of them wound up hiring "materials" men to handle the acquisition and transportation of supplies. This often-meant strategic thinking in negotiating with suppliers for the best possible price to offset manufacturing costs. Sound familiar? Some things never change.

## 20th Century

Though headway had been made in terms of elevating procurement-focused jobs, even during the 20th century, these roles were still seen as a lowly function, especially during the two World Wars when the practice was reduced to clerical status. However, by the 1960s, with the economy finally on the upswing, the business world recognized procurement as a management function, especially with it came to competitive bidding for supplies. Education in pertinent areas in supply chain management created professionals who were able to engage in supplier competition. Their ability to gauge supply

variables like price, quality, durability and availability became even more critical to a company's well-being.

#### 2.4.3 The Information Technology Boom

With the creation of the Internet, procurement took on (and continues to take on) an even more dynamic role in the late 20th century, engaging in B2B e-commerce transactions. The pace of activity became even faster with improvements in software that have continued to the practice of procurement more thorough and accurate. The social status of those involved in procurement and the shape of the economy of the times have been inextricably linked. During periods when the economy was sluggish, the practice was a skill set among clerks. When the economy was more robust, procurement became a vital strategy. Given its increased importance of late, especially with the onset of more accessible technology, procurement may become even more important, especially when the practice can be part of a long-run solution to an economic downturn.

### 3.0 RESEARCH METHODOLOGY

#### 3.1 Aim of the Study

This chapter is aimed at describing the procedures used in collecting information and data to realize the aim of the research work. It includes the research design, population, sampling size, method and process, sources of data and data collection instruments used for the research work. Based on the objective or purpose of the research, a study may be described as exploratory, descriptive, explanatory and correlational (Boateng, 2014; Saunders, Lewis & Thornhill, 2009). Furthermore, Neuman (2007) explains that the descriptive research presents a picture of the specific details of a situation, social setting, or relationship focusing "how?" and "who?" question. Descriptive researchers use most data-gathering techniques including surveys, field research, content analysis, and historical-comparative research. Explanatory research seeks to understand and explain a phenomenon, situation or problem (Boateng, 2014). Additionally, Saunders et al. (2009) also explain that studies that establish causal relationships between variables may be termed explanatory research. Neuman (2007) points out that explanatory research identifies the sources of social behaviors, beliefs, conditions, and events: it documents causes, tests theories, and provides reasons. It builds on exploratory and descriptive research. Even though the types of research purposes are different, it will be beneficial to this research to combine different types of research purposes as advised by Saunders et al. (2009).

#### 3.2 Research Design

Oppenheim (1992) asserts that 'the basic plan or strategy, and logic behind any research is the Research Design. In the work of Trochim in 2006 (as cited in Nantege, 2011), it was discovered that design of a research structure's the work to show how various parts of the research are connected and to address the central aim of the study. The researcher used the quantitative research approach to establish a clear and objective orientation, a systematic, vigorous, discipline procedures and reality bound methodology.

#### 3.3 Ethical Considerations

Malhotra and Peterson (2001) maintain that researchers should seek the consent of participants prior to research, in both qualitative and quantitative research approaches. The researcher encouraged voluntary participation by urging them to sign a consent form. The researcher also ensured confidentiality of the participants by providing the participants with envelope so that the completed questionnaire is kept in and sealed. The participants were also informed about the objectives of the study which is purely academic. The researcher sought approval by submitting to the authorities of the various institutions, an introductory letter from the school stating into detail the intended use of the data and a copy of the questionnaire for the study. As a way of protecting their privacy, the researcher excluded participants' names, personal identification numbers and any other variable that can be used to identify or trace them either directly or indirectly.

Ethical standards prevent against the fabrication or falsifying of data and therefore, promote the pursuit of knowledge and truth which is the primary goal of research. Ethical behaviour is also critical for collaborative work because it encourages an environment of trust, accountability, and mutual respect among researchers. This is especially important when considering issues related to data sharing, co-authorship, copyright guidelines, confidentiality, and many other problems.

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Researchers must also adhere to ethical standards for the public to support and believe in the research. The public wants to be assured that researchers followed the appropriate guidelines for issues such as human rights, animal welfare, compliance with the law, conflicts of interest, safety, health standards and so on. The handling of these ethical issues significantly impacts the integrity of the research project and can affect whether or not the project receives funding.

Because ethical considerations are so important in research, many professional associations and agencies have adopted codes and policies that outline ethical behaviour and guide researchers. These codes address issues such as honesty, objectivity, respect for intellectual property, social responsibility, confidentiality, non-discrimination and many others. These codes and policies provide basic guidelines, but researchers will still be faced with additional issues that are not explicitly addressed, and this will require decision-making on the part of the researcher to avoid misconduct. The resources on this page address many of those issues and the case studies used in these resources provide excellent examples of these types of problems.

One of the most important ethical considerations in research is the use of human subjects. To address these considerations, most institutions and organisations have developed an Institutional Review Board (IRB). An IRB is a panel of people who help to ensure the safety of human subjects in research and who assist in making sure that human rights are not violated. They review the research methodology in grant proposals to assure that ethical practices are being utilised. The use of an IRB also helps to protect the institution and the researchers against potential legal implications from any behaviour that may be deemed unethical. Examples of some of these issues include voluntary participation and informed consent. These principles are followed to guarantee that all human subjects are choosing to participate of their own free will and that they have been fully informed regarding the procedures of the research project and any potential risks. Ethical standards also protect the confidentiality and anonymity of the subjects.

### 3.4 Research Methods

#### 3.4.1 Sampling Design and Procedure

Sekaran (2003) defined Sampling as the process of selecting the research units of the target population, which are to be included in the study. Sampling techniques were used to determine the sample size. In other words, a purposive sampling technique was adopted in conducting this study to gain insight into the phenomena. It is considered the most appropriate method for collecting members of a population that is near and readily available for research purposes. The exact sample size used for the study were 51 participants.

#### 3.4.2 Population of the Study

Cardwell (1999) described Research Population as a group of people around which the research is conducted, and the findings apply to. The population of this study were samples of officers (procurement stakeholders) from various departments of the selected institutions that play a significant role in procurement activities. Both sexes, thus male and female employees were all considered for the study because the findings are to be representative of the organisation's gender diversity. The reason for choosing these institutions was to help the researcher solicit views from public officers in different entities to ascertain the extent to which procurement activities are operationalised in achieving quality service in the public sector. The target population included procurement practitioners, officers from stores, finance, audit, administration, IT and others. The target population under study was sixty (60) employees in the selected institutions.

#### 3.4.3 Data Collection Instruments

Research becomes stronger, more credible and represents an accurate picture when more than one data instrument is used (Patton, 2002). The study used both primary and secondary data.

Primary Data: Questionnaire is described by Sarantakos (2005) as a type of data collection tool where information or data is collected either orally (interviews) or through a written questionnaire. The written survey is achieved by formulating and writing down the needed information in the form of questions and administered personally to respondents or via e-mail. Self-administered questionnaires were the primary research instrument used to gather information from respondents within the sample frame in the research population. The questions were both closed and open-ended (structured and unstructured). The open-ended questionnaire provided respondents room to formulate answers at their own convenience without feeling being coerced.

Secondary Data: The researcher also used journals, reports, manuals, and others to solicit information about the problem at stake.

#### 3.4.4 Administration of Questionnaire

To detect and eradicate potential vagueness and achieve a uniform response with the purpose of the study, the researcher prepared a preliminary questionnaire and pilot tested with five (5) respondents. Few questions were revised to improve the validity and reliability of the survey.

Data Analysis: Questionnaires which were fully completed by respondents were collected and edited and finally coded with the use of version 20 Statistical Package for Social Scientist (SPSS) software and Microsoft Excel 2013 programme. Respondents were required to give their responses by ticking or choosing the best answers that suited their views based on a respective point Likert Scale rating to a specific question. The data was interpreted and analysed using percentages, bar charts, pie charts, and other descriptive statistics methods.

Comparative rating of the responses was accomplished by matching individual mean score and the standard deviation for each criterion or question.

#### 3.5 Organizational Profile of Selected Institutions

- i. Ghana Irrigation Development Authority (GIDA): Ghana Irrigation Development is one of the agencies of Ministry of Food and Agriculture established under the SMC Decree 85 in 1977. It has the primary responsibility of identifying possible irrigation projects by exploring all water resources at suitable scales for all communities to produce crops and other agricultural purposes.
- ii. Ghana Statistical Service (GSS): The Ghana Statistical Service was established by the Provisional National Defense Council (PNDC) Law 135 as an autonomous body that reports to the presidency. It has the primary responsibility of advising the government by collecting, compiling, analysing, and publishing statistical information. It is also charged for conducting statistical survey and census in Ghana periodically.
- iii. National Disaster Management Organization (NADMO): NADMO is a department under Ministry of Interior established in 1966 to manage disasters and emergencies by ensuring that in times of crisis, proactive measures are undertaken to rehabilitate services for victims of accidents or safeguarding that the government is prepared to provide relief efforts. It is also required to coordinate both government and non-governmental programmes in the management of disasters in the country.
- iv. Ghana Broadcasting Corporation (GBC): Ghana Broadcasting Corporation was initially established in 1935 as a state broadcasting house and an independent Information Service Department of the government. It used to be known as Gold Coast Broadcasting System (GCBS) but was renamed as GBC after Ghana attained its independence in 1957. Subsequently, the legislation that established it was the National Liberation Council 226 of 1968. Currently, GBC operates six television stations and other regional radio stations. They are GTV, GBC 24, GTV Life, GTV Govern, Obonu TV, and GTV Sports via satellite, Uniiq FM, Obonu FM, and others.
- v. The Lands Commission: The 1992 Constitution, Article 258 established the Lands Commission Act, 2008 (Act 767) to primarily manage government lands and other lands vested in the presidency by the constitution. It formulates policies to advise the government, local authorities including traditional ones for land development by ensuring that the development of private lands is in line with relevant land development plan regarding suitability or capability. Other responsibilities include assisting the government on land acquisition; registering land deeds and instruments; and others. Departments under the commission include Survey and Mapping Division; Land Registration Division; Land Valuation Division; and the Public and vested land.
- vi. Management Development and Productivity Institute (MDPI): MDPI is government department established in 1967 operating under the Ministry of Employment and Labour Relations. It

replaced the National Productivity Centre (NPC) which was set in June 1964 by the Legislative Instrument (LI) 1077. It is charged to educate and enhance productivity in government institutions including private ones for sustainability and national development. It organises training and offer consultancy services to organisations to build capacity, and improve productivity.

#### 4.0 DATA ANALYSIS

This chapter discusses the results of the data collected based on the sequence of information gathered from the survey questionnaire to accomplish the purpose of the study. The primary goal was to assess the effectiveness of procurement systems in achieving quality service in the public sector.

##### 4.1 Data and Information Description

The questionnaire was divided into eight sections. Section 'A' concerns background information of the respondents which includes place of work, gender, position held by respondents, age, qualifications and length of service spent in respective institutions. Section 'B' also comprises the kind of procurement systems practiced by the selected institutions being it centralized, decentralized or hybrid (Matrix). Section 'C' focus on how institutions applies the procurement principles to achieve free and transparent operations to attain value for money. Section 'D' also concerns how institutions plan for their procurement activities or acquisitions and challenges confronting it.

Section 'E' and 'F' of the questionnaire relates to procurement monitoring and controls; and pertinent challenges affecting the overall procurement activities. Section 'G' concerns the procurement knowledge base of stakeholders and the overall effectiveness of the procurement processes towards quality service. The last section, which is 'H' also focused on procurement factors that helps to achieve quality service for maximum user/customer satisfaction and the link between procurement and quality service. Generally, a five-point and three-point Likert Scale were used for the coding where appropriate. For five-point Likert Scale rating, the coding is as follows: Strongly Disagree (1); Disagree (2); Neutral (3); Agree (3); Strongly Agree (5). Percentages, Mean Scores, and Standard Deviation were used in interpreting views of the respondents. A criterion is considered significant when it attains a mean of 3.5 or more based on the five-point Likert scale rating. Again, where two or more criteria have the same mean, the one with the lowest standard deviation is assigned the highest significance ranking. A standard deviation value of less than 1.0 depicts uniformity of responses and agreement in the responses of the stated level of results (Ahadzie, 2007). Standard deviations greater than 1 predicts the level of inconsistencies in the responses. A set of ten (10) of the survey questionnaires were administered to staff of the six distinct public institutions which were randomly selected. In all sixty (60) survey questionnaire were administered. Out of the 60, fifty-one (51) were retrieved and adjudged responsive representing 85.0% response rate as displayed in table 4.1 below.

Table 4.1: Institutions and Response Rate

Name of Institution	No. of Questionnaires Administered	Retrieved Questionnaire	Percent	Cumulative Percent	Response Rate
GBC	10	8	15.7	15.7	
GIDA	10	8	15.7	31.4	
GSS	10	9	17.6	49.0	
Lands Commission	10	9	17.6	66.7	85%
MDPI	10	10	19.6	86.3	
NADMO	10	7	13.7	100.0	
Total	60	51	100.0		

Source: Field Data, 2016

##### 4.2 Profile of Respondents

Background of respondents were meant to ascertain their credibility and the answers provided. The personal data of the respondents gathered includes their age, place of work, department, position, highest level of education, and length of service.

Table 4.2: Cross Tabulation of Characteristics of Respondents

GENDER			DEPT			AGE			HIGHEST EDUCATION			LENGTH OF SERVICE			
Sex	No.	%	Name	No.	%	Range	No.	%	Qualification	No.	%	Range	No.	%	
Male	33	64.7	Proc. Unit	19	37.3	20-30yrs	25	49.0	HND / DIP	6	11.8	1-5yrs	23	45.1	
			Finance Dept.	12	23.5	31-40yrs	11	21.6	Degree	34	66.7	6-10yrs	14	27.5	
			Stores	7	13.7	41-50yrs	10	19.6	Masters	11	21.6	11-20yrs	7	13.7	
Female	18	35.3	Audit Unit	6	11.8	51 and above	5	9.8	-	-	-	>20yrs	7	13.7	
			Admin.	4	7.8	-	-	-	-	-	-	-	-	-	-
			Tech. Unit	3	5.9	-	-	-	-	-	-	-	-	-	-
Total	51	100.0	Total	51	100.0	Total	51	100.0	Total	51	100.0	Total	51	100.0	

Source: Field Data, 2016

Table 4.2a: Workplace / Department Cross Tabulation

INSTITUTION	Department						TOTAL
	PROCUREMENT UNIT	STORES	FINANCE	AUDIT UNIT	TECHNICAL	ADMIN.	
GBC	3	0	3	1	1	0	8
GIDA	3	2	1	1	0	1	8
GSS	4	2	1	1	0	1	9
Lands Comm.	5	2	1	0	1	0	9
MDPI	2	1	3	1	1	2	10
NADMO	2	0	3	2	0	0	7
Total	19	7	12	6	3	4	51

Source: Field Data, 2016

From Table 4.2.a above, it was shown that majority of the respondents were males representing 64.7% whilst the females were 35.3%. Among the departments, most of the respondents were from the procurement units representing 37.3%. The finance department and the stores also had a response rate of 23.5% and 13.7% respectively. The audit unit had 11.8%, administration 7.8% and the technical unit which comprises staff from the general services and IT departments had the least response rate of 5.9%. The responses from these departments especially procurement units, finance, stores and the audit units were really relevant to the research work since they play a significant role in procurement operation through teamwork, monitoring and evaluation. Their background and knowledge made it easy to understand and respond simply to the information in the survey questionnaire to realize the aim of the research work.

Forty-nine percent (49%) of the respondents fell in the age brackets of 20-30 years, followed by 31-40 years which attained a percentage of 21.6%. Respondents between the age brackets of 41-50 years also attained 19.6% whilst those with age 51 years and above had the least percentage of 9.8%.

With regards to highest education attained by the respondents, it can be deduced from the table that majority of them were first degree holders which had 66.7%, followed by holders of masters' degree which also had 21.6%. It was surprising to realize that just 11.8 percent of the respondents were HND and other diploma holders. These findings affirm that respondents were personnel and matured with experience and good educational background to give the right responses expected of them.

It was shown that 45.1% of the respondents had spent not more than five years in their institutions. Those with 6-10 years' experience had 27.5% whilst those with 10-20 years and above 20 years all attained 13.7% each. These give a clue that respondents had adequate knowledge and experience in their profession and high level of experience that makes responses from them more reliable and realistic for the study.

#### 4.2 Procurement Systems Practiced / Procurement Structures

It was relevant to sought from respondents the kind of particular procurement system practiced in their respective institutions and their views on the effectiveness. They were also asked about the kind of the procurement system they would have preferred. A five-point Liker scale rating was used to rate their responses. The researcher anticipated that information of this nature would serve ground to realize how these variables affect the selection of a specific procurement system.

Table 4.3: Procurement Systems Practiced in Institutions

VARIABLE	FREQUENCY	PERCENT	CUMULATIVE %	MEAN	STD. DEVIATION	VARIANCE
Centralized	34	66.7	66.7	1.5490	0.83220	0.693
Decentralized	6	11.8	78.4			
Hybrid (both)	11	21.6	100.0			
Total	51	100.0	100.0			
Effectiveness and Efficiency of Procurement Systems Practiced						
	FREQUENCY	PERCENT	CUMULATIVE %	MEAN	STD. DEVIATION	VARIANCE
No	11	21.6	21.6	2.5294	0.83314	0.694
To some extent	2	3.9	25.5			
Yes	38	74.5	100			
Total	51	100.0				
Preferred Procurement Systems						
VARIABLE	FREQUENCY	PERCENT	CUMULATIVE %	MEAN	STD. DEVIATION	VARIANCE
Centralized	30	58.8	58.8	1.6275	0.82367	0.678
Decentralized	10	19.6	78.4			
Hybrid (both)	11	21.6	100.0			
Total	51	100.0				

Source: Field Data, 2016

From the table above, most of the respondents (66.7%) were of the view that their institutions practice centralized procurement system. Whilst 21.6% indicated that they use hybrid system, 11.8% of them said they use the decentralized system. It is assumed that since most of the institutions have other centres or branches across the country, there might be some kind of decentralized procurement system practiced in some of the institutions since the mean score was 1.5490. The local procurement staff might report primarily to the head-office central procurement unit which is responsible for the strategy, policy, and training and performance management.

On the effectiveness of the centralized system of procurement, the mean score of 2.5294 suggests that to some extent the system is effective. This is supported by the variables captured in the table 4.4 below.

Table 4.4: Perception of Preferred Procurement Systems (Centralized System)

	Ease of Use		Suitability		Optimum Cost		Time Saving / Speed		Dispute Avoidance		Mini. Risk		Enhance Quality	
	Freq.	%	Freq.	%	Freq.	%	Freq.	%	Freq.	%	Freq.	%	Freq.	%

Strongly Agree	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Disagree	-	-	3	5.9	3	5.9	1	2.0	1	2.0	1	2.0	3	5.9
Neutral	1	2.0	1	2.0	6	11.8	6	11.8	10	19.6	12	23.5	5	9.8
Agree	28	54.9	24	47.1	18	35.3	33	64.7	31	60.8	26	51.0	27	52.9
Strongly Agree	22	43.1	23	45.1	24	47.1	11	21.6	9	17.6	12	23.5	16	31.4
TOTAL	51	100	51	100	51	100	51	100	51	100	51	100	51	100
Mean	4.4118		4.3137		4.2353		4.0588		3.9412		3.9608		4.0980	
Std. Dev.	.53578		.78715		.88517		.64535		.67563		.74728		.80635	
Variance	.287		.620		.784		.416		.456		.558		.650	
Range	2		3		3		3		3		3.00		3.00	

Source: Field Data, 2016

From table 4.4 above, a five-point Likert Scale was used to establish the benefits of a preferred procurement system (Centralized system) over the others. Most of the respondents agreed with mean scores ranging from 3.9412 to 4.4118 that the centralized system of procurement is most preferred and easier to use, suitable, cost saving, speedy, avoid disputes, low risk and enhances quality operation. The variable with the highest mean was "Ease of Use" which scored 4.4118 and a Standard Deviation of 0.53578 whilst "Avoidance of Disputes" obtained the lowest mean score of 3.9412 with a standard deviation of 0.67563. With these responses, it can be conceded that there was consistency among the respondents as the standard deviation scores of the variables were all less than 1. This revelation is in line with CIPS (2012) advantages on centralized procurement system. It indicates that the centralized system is characterized with specialization of procurement staff; greater standardization of specifications; potential for consolidating requirements; and a high degree of coordination and effective control in procurement activities. For instance, request from the various units and centres or branches can be put into single order where uniform policies, specialized techniques, procedures, knowledgeable procurement staff can be employed to obtain cost reduction and also enjoy economies of scale. It also enables procurement activities to be easily controlled, monitored and compared with defined Key Performance Indicators (KPIs).

The least mean score of 3.9412 for "Dispute Avoidance" supports the disadvantages asserted by Cousins et al. (2008) that "even though the system may run very excellently and avoid disputes, officers at the other centres or branches may criticize the system simply because it is considered as imposed. Where there is an error, other divisional officers may grasp it with enthusiasm as an opportunity to show dissent. This is because divisional purchasing staff in other branches or other operating unit who are in effect the 'customers' for purchasing services may often feel they have a right to autonomy.

#### 4.3 Procurement Structures

The researcher sought to know whether there is an existence of internal structures of procurement such as Procurement Unit (PU), Entity Tender Committee, Evaluation Panel, and adequate, qualified and competent procurement personnel that manage procurement activities in institutions.

All of the respondents indicated that their institutions have in existence PU's and ETCs and an adhoc Evaluation Panels as supported with a mean score of 3.0 and a standard deviation of 0. It was also revealed that there were procurement personnel occupying procurement units and the mean score of 2.6471 suggests that they were enough and qualified to some extent. Training on the implementation of the procurement law by key stakeholders was very encouraging as they attained mean scores of 2.5686.

The above information is displayed in table 4.5 below.

Table 4.5: Procurement Structures



	Existence of Procurement Unit		Existence of Entity Tender Committee (ETC)		Existence of Evaluation Panel		Enough Qualified Procurement Officers and		Stakeholders Training on PPA	
	Freq.	%	Freq.	%	Freq.	%	Freq.	%	Freq.	%
No	-	-	-	-	-	-	6	11.8	10	19.6
To Some Extent	-	-	-	-	-	-	6	11.8	2	3.9
Yes	51	100	51	100	51	100	39	76.5	39	76.5
TOTAL	51	100	51	100	51	100	51	100	51	100
Mean	3.0000		3.0000		3.0000		2.6471		2.5686	
Std. Dev.	0		0		0		.68771		.80635	
Variance	0		0		0		.467		.650	

Source: Field Data, 2016

These findings are in line with the rules and regulations enshrined in the procurement law. The findings exhibit that Heads of Entities are strictly discharging their responsibilities with regards to the section under the law. They are to exercise sound ruling when making procurement decisions and also refer for approval to the appropriate committees specifically ETC and Tender Review Committee for thresholds beyond his/her approving authority. Schedule 1 of the Act states that entities are required to establish ETC's to make informed procurement decisions for approval; update and approve annual Procurement Plans and any recommended award of contract.

#### 4.4 Application of Procurement Principles

Procurement activities are expected to be guided by principles to achieve its intended purpose. Therefore, views of the respondents were sought to ascertain how far these applications are being implemented and complied. A five-point Likert scale rating was used. Responses gathered revealed that suppliers compete for tenders and that procurement processes are fair and transparent which was supported with a mean score of 3.9020 and a standard deviation of 1.02479 which showed some level of inconsistencies in the responses.

They indicated that competition among suppliers for public goods, works and services were very encouraging as it attained an agreed mean score of 4.0392 and a standard deviation of 0.84760. This revelation can be said to be good since it serves as a basis for increasing potential supplier base and creating confidence in the public sector. On the other hand, with a mean score of 3.3529 and a standard deviation of 1.07375, it shows that procurement activities are achieving low value for money as captured in table 4.6 below. Though the standard deviation shows some level of inconsistencies in the responses, the revelation is crucial in measuring the effectiveness of procurement process since value for money is the optimum combination of whole life cost of goods procured for quality service to be achieved.

Besides the above, respondents were of the view that there are separation of duties among officers but there were inconsistencies in their responses to the question whether only procurement officers do purchases. Even though the mean score was 3.7451 which meant "agree" the standard deviation value was of 1.23034 as displayed in the table below.

Table 4.6: Application of Procurement Principles

	Free and Transparent Procurement Processes		Achievement of Value for Money for All Procured Items		Enough Competition among Suppliers		Segregation of Duties among officers		Only Procurement Officers do purchases	
	Freq.	%	Freq.	%	Freq.	%	Freq.	%	Freq.	%

Strongly Disagree	1	2.0	2	3.9	-	-	-	-	1	2.0
Disagree	6	11.8	12	23.5	3	5.9	2	3.9	11	21.6
Neutral	5	9.8	8	15.7	8	15.7	9	17.6	7	13.7
Agree	24	47.1	24	47.1	24	47.1	29	56.9	13	25.5
Strongly Agree	15	29.4	5	9.8	16	31.4	11	21.6	19	37.3
TOTAL	51	100	51	100	51	100	51	100	51	100
Mean	3.9020		3.3529		4.0392		3.9608		3.7451	
Std. Dev.	1.02479		1.07375		.84760		.74728		1.23034	
Variance	1.050		1.153		.718		.558		1.514	
Range	4.00		4.00		3.00		3.00		4.00	

Source: Field Data, 2016

There is a great concern for procurement activities not achieving value for money because generation of monetary savings have been the main purpose of public procurement which directly has a great impact on the total costs of public institutions. Serpytis et al. (2011).

As captured in the report of Public Procurement Authority in 2009, the government loses a significant percent of annual budget through ineffective procurement practices in most government institutions. According to Knight (2007), expenditure on procurement consumes between 40-50% of the total spend of government in most countries in the developed world. This might be the result of most institutions basically awarding contracts to suppliers or tenderers that offers lowest bids without considering other non-monetary factors as Shaw (2010) suggested.

Again, institutions can ascertain value for money by partly comparing itself with other comparable organizations through the process of benchmarking. Benchmarking is critical to the process of continuous improvement for the purpose of refining the performance. This helps to test whether the procurement operation is attaining the intended purpose and the extent which procurement performance is improving.

It is a responsibility of institutional heads to ensure that there is strict separation of duties among officers. Where principle of separation of duties is maintained, there is assurance that procurement process is not controlled by one person to encourage and contribute to free, open and transparent operation. Heads of institutions also has the duty to ensure that procurement activities are undertaken by personnel with the requisite qualifications, skills and experiences to achieve the intended purpose of procurement and for improvement.

#### 4.5 Issues Concerning Procurement Planning

Table 4.7: Findings of Issues Concerning Procurement Planning

	Planning for Procurement Process Every Year		Definition of Needs by Responsible Personnel		All Purchased Items Captured in Annual Budget		Tender Committee Decides on What to Procure		Full Commitment by Top Mgt. on Procurement Planning		Most Items Bought on Schedule in a Fiscal Year	
	Freq.	%	Freq.	%	Freq.	%	Freq.	%	Freq.	%	Freq.	%
Strongly Disagree	1	2.0	-	-	1	2.0	7	13.7	-	-		

Disagree	1	2.0	-	-	4	7.8	4	7.8	1	2.0	21	41.2
Neutral	5	9.8	9	17.6	15	29.4	13	25.5	13	25.5	7	13.7
Agree	17	33.3	22	43.1	20	39.2	21	41.2	25	49.0	23	45.1
Strongly Agree	27	52.9	20	39.2	11	21.6	6	11.8	12	23.5	-	-
TOTAL	51	100.0	51	100.0	51	100.0	51	100.0	51	100.0	51	100.0
Mean	4.3333		4.2157		3.7059		3.2941		3.9412		3.0392	
Std. Dev.	.88694		.72976		.96528		1.20489		.75926		.93725	
Variance	.787		.533		.932		1.452		.576		.878	
Range	4.00		2.00		4.00		4		3.00		2.00	
Overall Mean Score =3.7549												

Source: Field Data, 2016

It is strictly stipulated in Section 21 of the Procurement Act that for each fiscal year, public entities prepare procurement plan for approval by the Entity Tender Committee. At every quarter, the plan is to be updated and approved before it is operationalized.

From the table above, the general weighted mean achieved for the planning variables was 3.7549 indicating that the institutions procurement planning processes are good.

However, critical analysis of variable to variable indicates that Entity Tender Committee (ETC) do not always decide on what to procure and that most of the items are not bought on schedule within a particular fiscal year. Decisions by ETC on purchases attained a mean score of 3.2941 and the question of whether most items bought on schedule scored a mean of 3.0392. In the Act, it is stipulated that all approval for award of contracts (i.e. goods, works, and services) are supposed to be captured or part of the procurement plan for the fiscal year and the ETC are to ensure that there are availability and adequate funds to support, initiate and complete the specific procurement work. The committee is required to work within the threshold limits specified in the Second Schedule and the method thresholds specified in the Fifth Schedule. Therefore, breaking of bulk of planned procurement items could prevent application of appropriate procurement method which subsequently affects the approving thresholds.

#### 4.6 Monitoring and Controls of Procurement Activities

Table 4.8: Monitoring & Controls of Procurement Activities

	Evaluation Team Different from Personnel Receiving Tenders		Received Goods always checked against LPO, Invoices & Waybills		Stores Personnel different from Procurement Officer(s)		Annual Audit by PPA influence Procurement Compliance by Procurement Officers	
	Freq.	%	Freq.	%	Freq.	%	Freq.	%
Strongly Disagree	-	-	1	2.0	1	2.0	-	-
Disagree	7	13.7	1	2.0	-	-	2	3.9
Neutral	11	21.6	4	7.8	11	21.6	6	11.8
Agree	14	27.5	22	43.1	20	39.2	16	31.4
Strongly Agree	19	37.3	23	45.1	19	37.3	27	52.9
TOTAL	51	100.0	51	100.0	51	100.0	51	100.0
Mean	3.8824		4.2745		4.0980		4.3333	
Std. Dev.	1.07046		.85037		.87761		.84063	
Range	3.00		4.00		4.00		3.00	

Source: Field Data, 2016

In establishing whether there is independent Evaluation Panel that evaluate tenders and are different from personnel receiving tenders, results from the survey disclosed that 37.3% strongly agreed, 27.5% agreed, 21.6% neutral whilst 13.7% disagreed. The mean score of 3.8824 with a standard deviation of 1.07046 supports the views that indeed there are independent Evaluation Panel that assesses tenders. Members are also different from personnel that receives tenders as depicted in table 4.8 above.

There was also positive and high response that Store Officers are different from Procurement Officers. They also check goods that are received against waybills, invoices and Local Purchase Orders (LPOs). This ensures segregation of duties among personnel to enhance free, open and transparent procurement activities.

Again, the researcher sought to know views from respondents whether the annual procurement audit (inspection) conducted by Public Procurement Authority have positively influenced the behavior of officers to comply with the rules and regulations. From the data, responses revealed that annual procurement audit by PPA is enhancing procurement processes in institutions through recommendations, monitoring practices, planning, and training for all procurement stakeholders.

#### 4.6 Procurement Challenges

Challenges confronting the achievement of successful procurement systems was one of the main objectives of the study. Therefore, the section 'E' of the survey questionnaire contained issues regarding procurement challenges where views from respondents were sought. Questions asked under this section included whether institutions were utilizing their assets well or not. Respondents were also asked to identify factors that hinders the achievement of an effective procurement system. With utilization of assets, most of the respondents were of the view that assets were highly utilized as displayed in table 4.9 below.

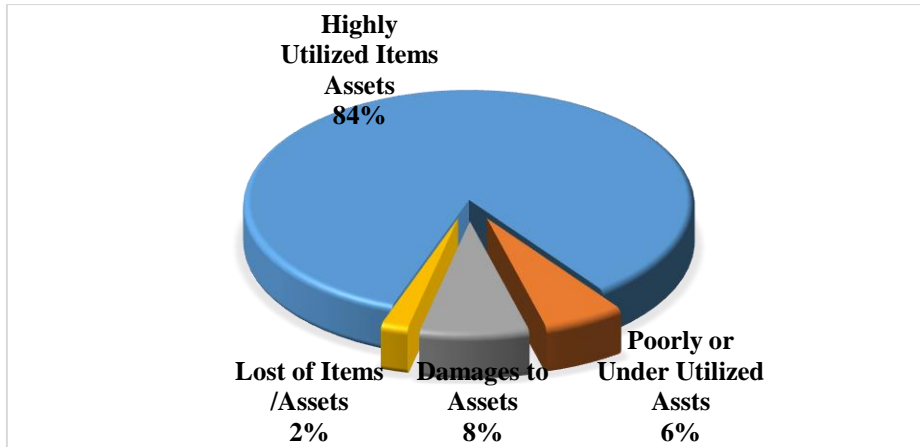
Table 4.9: Utilization of Procured Assets / Items

Nature of Use of Procured Items				
	Frequency	Percent	Valid Percent	Cumulative Percent
Highly Utilized of Assets	43	84.3	84.3	84.3
Poorly or Under Utilized of Assets	3	5.9	5.9	90.2
Damages of Assets	4	7.8	7.8	98.0
Lost of Items or Assets	1	2.0	2.0	100.0
TOTAL	51	100.0	100.0	
Mean	1.2745			
Std. Deviation	.69508			
Variance	.483			
Range	3.00			

Source: Field Data, 2016

The mean score of the data indicates that there had been highly utilization of public assets or items and the standard deviation of 0.69505 indicates uniformity in the responses. These responses are also displayed in Figure 4.1 below.

Figure 4.1: Utilization of Procured Assets / Items



Source: Field Data, 2016

As specified in the Act, every item procured with public funds by institutions (either fully or partly) it is expected to be managed effectively from date of acquisition, storage, usage and to disposal. Again, where goods or assets are not readily used, all effort are to be made to keep them and also prevent damages or losses. Appropriate storage facilities need to be used for goods that requires particular storage conditions or have limited shelf life since value for money in procurement is ascertain through total cost of ownership. Appropriate disposal option must be applied timely to dispose of unserviceable, obsolete or surplus stocks as stated in the Act.

Again, each respondent was asked to identify the three most challenging factors hindering the effectiveness of public procurement processes. Majority of the Respondents mentioned that lack of funds is the most prevalent factor of procurement challenges which had 25.5% followed by conflict of interest with 22.9%. Poor team work was adjudged as the third challenging factor with 19.6%.

Other challenges identified includes long procurement processes (11.8%); political interferences (8.5%); lack of procurement personnel training (4.6%); Lack of Personnel (4.6%), Short bidding processes (1.3%) and poor records management (1.3%) in that order as displayed in table 4.10 below.

Table 4.10: General Challenges Affecting Procurement Processes

Variable	Frequency	Percent	Valid Percent	Cumulative Percent	RANK
Conflict of Interest	35	22.9	22.9	22.9	2 <sup>nd</sup>
Lack of Funds	39	25.5	25.5	48.4	1 <sup>st</sup>
Poor Records Management	2	1.3	1.3	49.7	7 <sup>th</sup>
Political Interference	13	8.5	8.5	58.2	5 <sup>th</sup>
Short Bidding Periods	2	1.3	1.3	59.5	7 <sup>th</sup>
Lack of Procurement Personnel	7	4.6	4.6	64.1	6 <sup>th</sup>
Lack of Procurement Training	7	4.6	4.6	68.6	6 <sup>th</sup>
Long Procurement Processes	18	11.8	11.8	80.4	4 <sup>th</sup>
Poor Team Work	30	19.6	19.6	100.0	3 <sup>rd</sup>
<b>TOTAL</b>	<b>153</b>	<b>100.0</b>	<b>100.0</b>		

Source: Field Data, 2016

The three most procurement challenges in respective institutions are also displayed in table 4.11a and 4.1.b below.

Table 11a: Cross Tabulation of Procurement Challenges Facing Individual Institutions

Institution	Conflict of Interest	Lack of Funds	Poor records Mgt.	Political Interferences	Short Bidding Periods	Lack of Qualified Staff	Lack of Procurement Training	Long Procurement Processes	Poor Team Work	TOTAL
	GBC	6	6	0	2	0	1	2	4	
GIDA	0	7	2	0	0	2	1	7	5	24
GSS	5	8	0	5	1	0	0	3	5	27
Lands Commission	9	4	0	4	0	0	1	1	8	27
MDPI	10	8	0	1	0	3	1	2	5	30
NADMO	5	6	0	1	1	1	2	1	4	21
<b>TOTAL</b>	<b>35</b>	<b>39</b>	<b>2</b>	<b>13</b>	<b>2</b>	<b>7</b>	<b>7</b>	<b>18</b>	<b>30</b>	<b>153</b>

Source: Field Data, 2016



Table 4.11b: Cross Tabulation of Three Most Procurement Challenges facing respective Institutions

INSTITUTION	THREE MOST PROCUREMENT CHALLENGES IN INTSTITUTIONS		
	1 <sup>st</sup>	2 <sup>nd</sup>	3 <sup>rd</sup>
GBC	Conflict of Interest	Lack of Funds	Long Procurement Processes
GIDA	Lack of funds	Long Procurement Processes	Poor team Work
GSS	Lack of Funds	Conflict of Interest	Poor Team Work / Political Interference
Lands Commission	Conflict of Interest	Poor Team Work	Lack of funds /Political Interference
MDPI	Conflict of Interest	Lack of funds	Poor team Work
NADMO	Lack of Funds	Conflict of Interest	Poor Team Work

Source: Field Data, 2016

Cross tabulation of departments views on factors of procurement challenges are also displayed in table 4.11.c below.

Table 4.11.c: Cross Tabulation of Departmental Views of Factors of Procurement Challenges

DEPARTMENTS	Conflict of Interest	Lack of Funds	Poor records Mgt.	Political Interferences	Short Bidding Periods	Lack of Qualified Staff	Lack of Procurement Training	Long Procurement Processes	Poor Team Work	TOTAL
PROCUREMENT UNIT	12	16	1	8	0	3	3	2	12	57
STORES	3	7	0	2	1	2	2	0	4	21
FINANCE	10	8	1	2	1	1	1	5	7	36
AUDIT UNIT	5	2	0	1	0	1	1	5	3	18
TECHNICAL UNIT	3	4	0	0	0	0	0	0	2	9
ADMINISTRATION	2	2	0	0	0	0	0	6	2	12
TOTAL	35	39	2	13	2	7	7	18	30	153

Source: Field Data, 2016

From table 4.11a. and 4.11.b above, the respondents identified lack of funds as the major problem affecting procurement management in institutions. This could be the inability and delay on the part of the government to release budgetary allocation for procurement activities. Lack of funds which is a major concern has the tendency of affecting the entire procurement processes and could lead to long-term issues that can seriously affect organizations. These may include delay of projects execution; complete inability to undertake projects; shoddy works done by contractors or consultants or inferior goods supplied by suppliers; inadequate goods and others. Conflict of interest could be described as a situation where an individual(s) or organization is involved in an official activity which is outside their jurisdiction to gain a financial interest, multiple interest or otherwise. It could be interference from bosses, directors, and politicians who get themselves involve in procurement activities for selfish interest. It automatically affects the morale of procurement personnel and distort the procurement processes.

Achievement of procurement effectiveness or excellence can never be realized when there is poor team work among colleagues. Teamwork requires effective communication, cooperation and collaboration to achieve the overall goals of procurement and the organization as a whole. Achieving a procurement objective with regards to specification drawing, contracting and contract management, receipt and distribution and others requires the support from user departments, management, directors and other stakeholders. When there are differences among working colleagues, it will be difficult for the team to perform effectively. Effect of poor team work result in unwillingness of departments to communicate, cooperate and share important information timely.

This revelation of procurement challenges is no different from the study conducted by Musanzikwa (2013) that Zimbabwe public procurement is faced with numerous of challenges which includes delays in projects, corruption, political interference, indigenization Policy.

Possible solutions were also suggested by the respondents to curb or minimize these challenges of procurement processes. Their recommendations are captured in table 4.12 below.

Table 4.12: Respondents' Recommendations for Procurement Challenges

S/N	Respondents Proposed Solutions
1.	There should be proper appropriation of Funds by government and heads of entities
2.	Needs of various units should be factored into the planning
3.	There should be clear limitation on boarder lines between Accounts and Procurement Unit
4.	Procurement should be involved in organizational budget to help procurement planning to be very easy
5.	Internal stakeholders should be trained in the Public Procurement Law and educate them that procurement duties is undertaken by procurement staff only
6.	User department must be trained on specifications drawings
7.	Procurement Unit must timely liaise with users department for their necessary inputs
8.	Some funds should be set aside purposely for procurement of goods and services
9.	Quarterly budgetary releases should be timely
10.	All employee should participate in decision making and teamwork so that each department will know their needs
11.	Good teamwork, proper planning and liaising with donor partners for extra funding
12.	More funds must be available and more procurement personnel need to be recruited
13.	In order to prepare adequately, institutions need to buy in excess, so as to be able to provide and supply relief during disaster especially in the case of NADMO.
14.	There should be huge speculative buying to forestall days of shortage of relief items.
15.	Management must involve all directors when procurement planning is being done
16.	Huge speculative buying to forestall days of relief items shortage as in the case for NADMO operation

17.	Government should increase budget for goods and service since IGF is not sufficient.
18.	Segregation of duties and timely response to procurement processes

Source: Field Data, 2016

#### 4.7 Procurement Performance on Service Delivery

In achieving an excellence service delivery, an effective procurement performance can never be ignored to ascertain the level of excellence. Therefore, the researcher found it necessary to seek views from respondents about the extent of effectiveness of the entire procurement process in achieving quality service.

A Likert scale rating from 1 to 4 was used to rate respondents' responses where: Excellent =1; Very Good = 2; Satisfactory = 3; and Bad = 4

From the survey, it was revealed that the entire procurement process was very good. This was supported with a mean score of 2.2745 and standard deviation of 0.82652. From the scores, 19.6% of the respondents said the process is excellent, 37.3% also indicated that is very good whilst 39.2% were of the view that the process is satisfactory. Only 3.9 of the responses said it was bad as captured below.

Table 4.13: Overall Efficiency and Effectiveness of procurement process

	Frequency	Percent	Cumulative Percent
Excellent	10	19.6	19.6
very Good	19	37.3	56.9
Satisfactory	20	39.2	96.1
Bad	2	3.9	100.0
Total	51	100.0	
Mean			2.2745
Standard Deviation			.82652
Variance			.683
Range			3.00
Minimum			1.00
Maximum			4.00

Source: Field Data, 2016

Figure 4.2: Overall Efficiency and Effectiveness of procurement processes



Source: Field Data, 2016

Efficiency and effectiveness in procurement principle concerns the 'six rights' of supply chain (Caldwell et al, 2009; Musanzikwa, 2013). The responses suggest that procurement practitioners take proactive measures to bargain and acquire organizational inputs economically from right sources; selecting capable and efficient suppliers and ensuring delivery of supplies; buying according with organizational policies; and others.

A Likert scale rating from 1 to 3 was used to assess whether the overall procurement operation achieves quality service, where:

No = 1; To Some Extent = 2; and Yes = 3.

In table 4.14, data gathered indicates that the overall procurement system achieves a quality service to some extent as it scored a mean of 1.8431 as captured table 4.14 below.

Table 4.14: Overall Procurement Operation Achieving Quality Service

	Frequency	Percent	Cumulative Percent
No	5	9.8	62.7
To Some Extent	19	37.3	100.0
Yes	27	52.9	52.9
TOTAL	51	100.0	
Mean			1.8431
Standard Deviation			.94599
Variance			.895
Range			2.00
Minimum			1.00
Maximum			3.00

Source: Field Data, 2016

Organizations that lacks performance means in their procedures, plans, and processes, always fail to make their customers satisfied (Batenburg & Versendaal, 2006). Though it was gathered that procurement performance on service delivery was very good with a mean score of 2.2745, the achievement of excellent quality service was satisfactory to some extent with a mean score of 1.8431.

This revelation should empower corporate institutions the desire to continuously monitor, control and evaluate procurement operations to safeguard that the overall procurement performance is effective and efficient. The evaluation of the procurement processes or operation will enable organization to identify areas of strength and weakness that may need improvement.

#### 4.8 Procurement Pitfalls affecting Efficient Service Delivery

There was also the need for the researcher to seek from respondent's procurement pitfalls that affects efficient service delivery. As displayed in the table below, 41.2% of the respondents hinted that untimely delivery of goods create employee's dissatisfaction. This was followed by inadequate procurement of goods and services which had a response rate of 39.2%. Untimely distribution of procured items to user departments was also a concern to some respondents as it achieved 13.7%, whilst wrong specification of procured goods had the least rate of 5.9%.

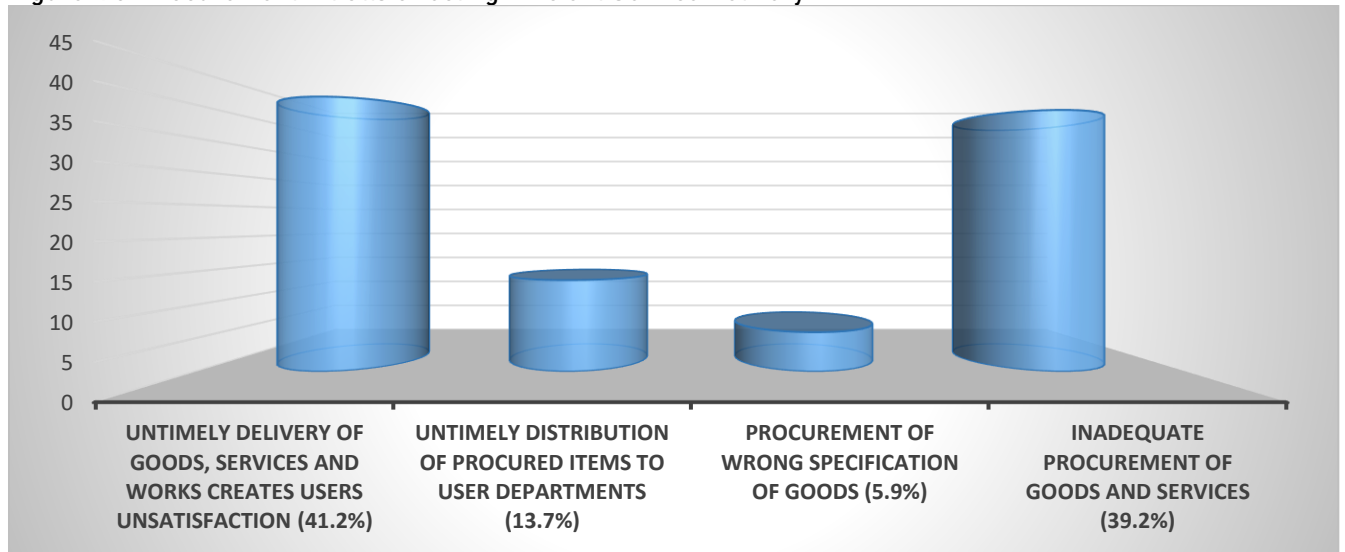
Table 4.15: General Procurement Pitfalls affecting Efficient Service Delivery

Variable	Frequency	Percent	Valid Percent	Cumulative Percent
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Untimely delivery of goods, works and services creates user dissatisfaction	21	41.2	41.2	41.2
Untimely distribution of procured items to user departments	7	13.7	13.7	54.9
Procurement of wrong specification of goods	3	5.9	5.9	60.8
Inadequate procurement of goods and services	20	39.2	39.2	100.0
Total	51	100.0	100.0	
MEAN				2.4314
STANDARD DEVIATION				1.37484
Variance				1.890
Range				3.00
Minimum				1.00
Maximum				4.00

Source: Field Data, 2016

Figure 4.3: Procurement Pitfalls affecting Efficient Service Delivery



Source: Field Data, 2016

Untimely delivery and inadequate procurement of goods, works and services which creates user dissatisfaction may be the result of lack of funds to initiate and implement procurement plans; conflict or poor team work among procurement professionals and other internal stakeholders (user departments) which result in failure to share or communicate goals and expectations affects delivery of supplies in the long run. Failure of procurement officers or project managers (in the case of projects) to manage contracts effectively could also affect delivery of supplies.

Poor coordination between units (procurement, projects, stores, accounts and audits) has the tendency to hinder goods to be timely supplied, inspected and distributed to user departments. The situation becomes worse when there are poor infrastructure and where distribution involve cross country supply chain.

Effective specifications can also support value for money procurement by specifying requirements clearly and in a non-technical language, allowing ease and speed of use, understanding and evaluation. Consequence of ineffective specification processes can be potentially costly to the organization which may create misunderstandings with suppliers over requirements and expectations (e.g. if the specification was vague, inaccurate or overly technical. This could lead to rejection of deliveries, loss of production

times, legal disputes and damage supplier relationships. In situations where items procured do not conform to users' needs, it may be leading to misunderstanding with other stakeholders over requirements and expectation, internal conflict, resistance to use the product and loss of credibility for purchasing. Poorly defined specifications may mean that, even if the procured materials or services conform to specification, they may fail to function as they should (or to meet the business need). The risk and cost of such a failure is borne by the buyer. Cross tabulation of institutions and departmental views on procurement pitfalls affecting service delivery is displaced in table 4.15b and 4.15c below.

Table 4.15a: Cross Tabulation of Procurement Pitfalls affecting Efficient Service Delivery in Institutions

INSTITUTIONS	Procurement Pitfalls affecting Efficient Service Delivery				TOTAL
	Untimely delivery of goods, works and services creates users dissatisfaction	Untimely distribution of procured items to user departments	Procurement of wrong specification of goods	Inadequate procurement of goods and services	
GBC	3	2	2	1	8
GIDA	4	1	0	3	8
GSS	6	3	0	0	9
Lands Comm.	6	0	0	3	9
MDPI	2	1	1	6	10
NADMO	0	0	0	7	7
Total	21	7	3	20	51

Source: Field Data, 2016

Table 4.15b: Cross tabulation of Departmental views on Procurement Pitfalls affecting Efficient Service Delivery

DEPARTMENT	Procurement Pitfalls affecting Efficient Service Delivery				TOTAL
	Untimely delivery of goods, works and services creates users dissatisfaction	Untimely distribution of procured items to user departments	Procurement of wrong specification of goods	Inadequate procurement of goods and services	
PROCUREMENT	10	3	1	5	19
STORES	4	1	0	2	7
FINANCE	2	2	0	8	12
AUDIT	3	1	0	2	6
TECHNICAL	0	0	1	2	3
ADMINISTRATION	2	0	1	1	4
Total	21	7	3	20	51

Source: Field Data, 2016

Again, a Likert scale rating from 1 to 3 where 1 represents 'No', 2 represents 'To Some Extent', and 3 represents 'Yes' was used to seek opinions from respondents to establish the link between procurement and quality service.

From table 4.16 and figure 4.5 below, respondents were of the view that to some extent there is a link between procurement and quality service which was supported with a mean score of 2.4314 and a standard deviation of 0.87761. From the general responses gathered, 68.6% were of the view that there is a strong link whilst 25.5% said otherwise. Only 5.9% of the respondents said the link is to some extent.



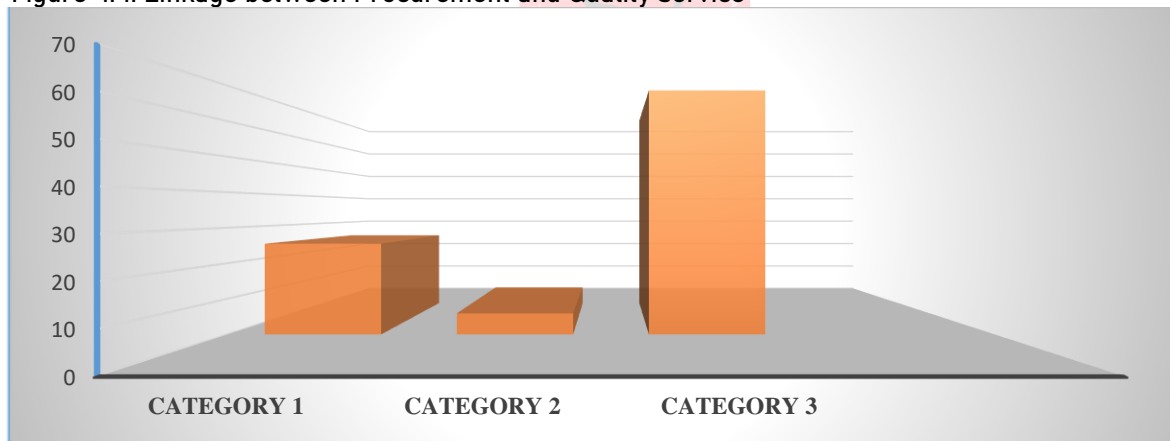
This revelation concedes to the fact that procurement operation is a contributing factor for quality service and therefore quality service is dependent on procurement management. Therefore, in the efficient execution of the procurement activities, practitioners must define a clear purpose of the process, determine how to achieve each activity within a specific sub-process (Deac, 2013). In other words, with proper procurement management the expected quality service in institutions will be realized or effected and where inefficient procurement management is exhibited, then the expected quality service is negatively affected.

Table 4.16: Linkage between Procurement Operation and Quality service

		Frequency	Percent	Cumulative Percent
Valid	No	13	25.5	25.5
	To Some Extent	3	5.9	31.4
	Yes	35	68.6	100.0
	Total	51	100.0	
Mean				2.4314
Standard Deviation				.87761
Range				2.00
Minimum				1.00
Maximum				3.00

Source: Field Data, 2016

Figure 4.4: Linkage between Procurement and Quality service



Source: Field Data, 2016

#### 4.9 Views on Procurement achieving Quality service for Employees Satisfaction

From Table 4.17a, it was further indicated with a mean score of 1.82535 and a standard deviation of 0.95301 that to some extent procurement achieves a quality service for employees' satisfaction.

Table 4.17a: General Views on Procurement achieving Quality service for Satisfaction by Employees

	Frequency	Percent	Cumulative Percent
No	28	54.9	54.9
To Some Extent	4	7.8	62.7
Yes	19	37.3	100.0
Total	51	100.0	

Mean	1.8235
Standard Deviation	.95301
Variance	.908
Range	2.00
Minimum	1.00
Maximum	3.00

Source: Field Data, 2016

Table 4.17b: Cross tabulation of Institutional Views on Procurement achieving Quality service for Employee Satisfaction

INSTITUTION	Views of Procurement Achieving Quality service for Satisfaction			Total
	No	To Some Extent	Yes	
GBC	3	0	5	8
GIDA	5	0	3	8
GSS	7	0	2	9
Lands Comm.	3	2	4	9
MDPI	5	0	5	10
NADMO	5	2	0	7
Total	28	4	19	51

Source: Field Data, 2016

Table 4.17c: Cross Tabulation of Departmental Views on Procurement achieving Quality service for Satisfaction

DEPARTMENTS	Views of Procurement Achieving Quality service for Satisfaction			Total
	No	To Some Extent	Yes	
PROCUREMENT	9	1	9	19
STORES	5	0	2	7
FINANCE	8	1	3	12
AUDIT	3	1	2	6
TECHNICAL	1	1	1	3
ADMINISTRATION	2	0	2	4
TOTAL	28	4	19	51

Source: Field Data, 2016

According to Lewis and Boom (1983) quality service is the extent to which the service level delivered equates to customer expectations. Achieving quality service for employee satisfaction through procurement has been a challenging factor. The mean score of 1.8235 indicates that the achievement has been satisfactory to some extent where users' expectation are somehow met. This is due to the challenges confronting procurement operations.

For instance, it was gathered that conflict of interest is a major factor affecting GBC, Lands Commission and MDPI procurement operations. Therefore, the extent at which they achieve quality service through procurement can be regarded as satisfactory. The achievement of quality service by GIDA, GSS and NADMO has been unsatisfactory due to lack of funds which is a major challenge affecting their procurement operations. Other major challenges that prevents excellent quality service to be achieved includes long procurement processes; poor team work; and political interferences. These challenges contribute to drawbacks of procurement identified. These include untimely delivery of goods, works and services; untimely distribution of procured items to user departments; procurement of wrong specification of goods; and inadequate procurement of goods and services to achieve the intended quality service

expected. These draw backs prevent the five dimensions of quality service identified by Parasuraman et al. (1988); Zeithaml et al. (1993) and Maass (2012) to be met successfully for customer satisfaction. The dimensions include responsiveness, empathy, assurance, reliability, and tangibles.

#### 4.10 Context of Research Sites

##### 4.10.1 Primary of Research objectives

A. Objective I: Description of the prevailing procurement systems and the factors that contribute to successful procurement systems:

A centralized procurement system is most preferred and practiced since its benefits outweighs both the hybrid and decentralized. It is a good choice since most strategic decisions are taken at the strategic level and always at the headquarters. As a result, procurement activities can easily be monitored and controlled by directors and divisional heads.

Establishment of procurement structures such PU (with qualified, knowledgeable and adequate staff) ETC, and Evaluation Panels in institutions serves as the fundamental requirement for procurement operation. These internal structures are there to ensure that procurement regulations, principles and requirements for procurement planning are duly adhered. Segregation of duties and responsibilities also ensures open, free and transparent procurement processes.

B. Objective II: Challenges (gaps) that hamper the achievement of effective procurement systems:

Lack of funds, conflicts of interest, and poor team work (communication, cooperation and coordination) are the three major challenges hindering procurement effectiveness. Others identified includes long procurement processes, political interferences, lack of training, and poor specifications which needs serious attention. These challenges especially lack of funds prevent institutions procurement management to be able to plan on time and adequately procure goods and services for users in the organization. It also causes delay for user departments to receive goods on time to contribute excellently quality service for satisfaction.

The entire procurement system can be described as effective but inefficient due to the problems or challenges identified. Van Weele (2006) described 'Effectiveness' as "producing the result that is wanted or anticipated or expected" and Efficiency as "doing something well and thoroughly with no waste of time, money, or energy.

The work of Lewis and Booms (1983) also suggested that customer satisfaction with a service can be evaluated by matching what is perceived of a service received with expectations of service preferred or desired. When expectations are exceeded, the service is perceived to be of exceptional quality and it is considered unacceptable when expectations are not met. But it is considered satisfactory when expectations are confirmed by perceived service. Therefore, in conclusion, the general procurement operation can be described as effective (satisfactory) and inefficient (not exceptional) due to the fact that expectations are met but not exceeded.

#### 5.0 EVALUATION OF THE RESEARCH

This chapter is the concluding part of the research work. It highlights major findings as well as providing recommendations to policy makers and implementers for further research. There has been significant concern about how corporate bodies' especially public institutions apply the effectiveness and efficiency of procurement systems in achieving their procurement and organizational objectives respectfully. (OECD, 2010). Increasing the effectiveness and efficient use of state funds necessitates the existence, implementation and operationalization of an adequate procurement system by all public entities to achieve expected goal. This research sought to know the extent of the effectiveness of procurement systems in an attempt to obtain quality service in the public sector. The objectives were to analyse factors that contribute to successful procurement systems and also identify challenges that hamper the achievement of effective procurement systems to achieve excellent quality service. The researcher randomly selected six (6) public institutions that served as the case study area. The target population

included procurement practitioners and other internal procurement stakeholders. This research adopted the quantitative survey questionnaire as the primary data collection instrument to gather information from fifty-one (51) respondents.

### 5.1 Findings and Discoveries

The centralised system of procurement is the type of procurement system which is mostly practised, preferred and efficient to some extent by most public organisations. Even though it is characterised with disputes from procurement officers and other personnel from other branches, the systems were considered as easy to use, suitable, cost saving, speedy, avoid conflicts, low risk and enhances quality operation. All the selected institutions under study have in place internal procurement structures. These include the Procurement Unit, Entity Tender Committee, and Evaluation Panel that manages procurement activities. This was in-line with Schedule 1 of the Act.

The number and calibre of personnel managing procurement activities in the various procurement units of the institutions were very encouraging. Most procurement staff and other stakeholders have also been trained in the implementation of the Act.

Even though results and analysis revealed that the application and achievement of procurement principles were satisfactory to some extent, findings showed that the entire procurement operation does not achieve value for money. This must be seen as an area of significant concern to the government, heads of entities, procurement practitioners, donors, employees and other key stakeholders to undertake proactive measures to address the issue.

The entire procurement planning processes of the institutions stand tall, but it was discovered that ETC does not always make decisions on purchases. Monitoring and evaluation policies on procurement activities were satisfactory as there is a strict separation of powers or responsibilities for officers. For instance, store officers are different from procurement personnel. There was a high utilisation of goods or assets by institutions.

Lack of funds, conflict of interest, and poor teamwork were identified as the three most challenging factors facing procurement operations. Others identified includes long procurement processes; political interferences; lack of procurement personnel training; and poor records management. Lack of funds was the highest and tends to affect proper budgetary and procurement planning to procure adequate goods, works and services on time within a particular fiscal year. This has a long way of changing the role of acquisition in achieving an excellent quality service.

The effectiveness and efficiency of procurement activities in the public sector were considered to be satisfactory but not excellent in achieving quality service. This was because the procurement operations were viewed as useful but not efficient due to drawbacks which create dissatisfaction for user departments or customers.

It was established that procurement and quality service are affirmative and directly related due to the fact quality service is dependent on procurement operation.

### 5.2 Limitation

Even though results revealed that the application of procurement principles was satisfactory to some extent, it was picked that the entire procurement operation does not achieve value for money which should be a significant concern for the government, institutions, procurement practitioners, donors, and other stakeholders. Centralised procurement systems are most practised, preferred, and efficient to some extent. Lack of funds, conflict of interest, and poor teamwork were identified as the three most challenging factors facing procurement operations. It was finally established that there is a positive relationship between procurement and quality service since quality service is seen as dependent on procurement operation. Therefore, with proper procurement management, the average quality service by institutions

will be, and where inefficient procurement management is exhibited, then the normal quality service is negatively affected.

### 5.3 Recommendations

The following suggested recommendations may go a long way to mitigate the challenges facing procurement operations to achieve the intended quality service when implemented.

Heads of Entities must ensure that their procurement units are adequately staff with qualified, skilled and knowledgeable officers who are committed to manage procurement activities to achieve value for money and to reduce procurement weaknesses.

In building a good spirit for team work, there should be effective communication, coordination and cooperation among the various units, divisions or departments in institutions. This will help achieve departmental or functional objectives including procurement and the organization in general. It will also enable the procurement processes to be faster and help contracts awarded to be executed in a timely manner.

The government must ensure that budgetary allocations or funds are readily and adequately available. They should be disbursed on time to respective institutions to implement their various procurement activities effectively and efficiently.

Heads of Entities must liaise with or solicit support from donor partners for funds to support government support projects since the monies disbursed from the government are insufficient.

Top management and directors must exhibit total commitment for procurement processes to ensure that principles and policies for procurement operations and the Procurement Act are strictly complied. This will help realize the essence of procurement performance on quality service in institutions.

Management can also apply the Kaizen Continuous Improvement model which is the best Japanese thinking and management system practices. This can help improve and make procurement operations more effective, efficient, quality and, in general achieve business excellence. Management can apply the PDCA cycle by establishing and planning for implementation areas for improvement.

Finally, there should be proactive planning, identification of need and, effective sourcing, contracting and contract management that an organization need or may need to meet its strategic and commercial objectives.

### 5.4 Further Study and Research

The study particularly focused on the level of effectiveness of procurement operations on quality service in the public sector of Ghana. Therefore, further research should be carried out in other institutions on other relevant areas such as contract management in achieving efficient service delivery in institutions; effectiveness of procurement team on quality service; level of procurement compliance towards excellent service delivery; and others.

### 5.5 Conclusion

It can be concluded from the above summary of findings that; procurement and quality service are positive and directly related. Therefore, with proper procurement management the expected quality service in institutions can be affected positively.

Variables with strong points, heads of institutions can highlight them to serve as springboard for achieving excellent service delivery. Proactive measures must be undertaken to arrest procurement challenges. The government, heads of institutions, management, and other stakeholders must ensure that procurement systems or operations are very effective and efficient to achieve excellent quality service in the public sector.

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