

KOFORIDUA TECHNICAL UNIVERSITY

FACULTY OF BUSINESS AND MANAGEMENT STUDIES

DEPARTMENT OF PROCUREMENT AND SUPPLY SCIENCE



**PROCUREMENT MANAGEMENT AS A STRATEGIC TOOL FOR
ACHIEVING ORGANIZATIONAL GOALS.
(A CASE STUDY OF NEW JUABEN SOUTH MUNICIPAL ASSEMBLY)**

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**A PROJECT WORK PRESENTED TO THE DEPARTMENT OF
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MANAGEMENT STUDIES, IN PARTIAL FULFILLMENT OF THE AWARD OF
BACHELOR OF TECHNOLOGY IN PROCUREMENT AND SUPPLY CHAIN
MANAGEMENT**

AUGUST 2023

DECLARATION

We hereby declare that this research is the result of our own research and that no part of it has been presented for another certificate in this institution or elsewhere.

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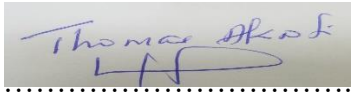
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SUPERVISORS CERTIFICATION

I hereby certify that this project work was supervised in accordance with the University guidelines for supervision of project work.

A rectangular box containing a handwritten signature in blue ink that reads "Thomas Akrofi". Below the signature is a horizontal dotted line.

29TH NOVEMBER, 2023

MR THOMAS AKROFI

DATE

(SUPERVISOR)

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Our unqualified gratitude goes to the Almighty God, most Glorious, and the most Merciful, who lavishly gave us the endurance, resilience, foresight and thoughtfulness to undertake this report and to complete it to the satisfaction of Koforidua Technical University. We are greatly indebted to our supervisor Mr. Thomas Akrofi whose encouragement and guidance led to the successful end of this project. We are also grateful to him for his constructive criticisms and useful suggestions.

DEDICATION

This research report is dedicated to our beloved parents for their tolerance and encouraging us throughout the period of this course.

ABSTRACT

The study set out to find out the strategic procurement practices being used by New Juaben South Municipal Assembly to achieve its organizational goals, investigate the effectiveness of the supplier base of New Juaben South Municipal Assembly which enables it to achieve its organizational goals as well as identify the constraints to the procurement function of New Juaben South Municipal Assembly that militate against meeting organizational goals. Quantitative research design and both primary and secondary data were also employed in achieving the objectives of the study. Given the fact that information on procurement activities of New Juaben South Municipal Assembly cannot be obtained from any other official of the organisation but only privileged few, the researcher deemed it appropriate to adopt the simple random sampling technique to solicit the requisite information from the officials and management members whose core functions entail executing various shades of procurement activities. The questionnaire technique constituted the main research instrument for the study in that the New Juaben South Municipal Assembly officials are all well educated people who had no problems honouring the dictates of the questionnaire. Findings of the study include: strategic procurement management (SPM) at New Juaben South Municipal Assembly aims at adding value to each stage of procurement process. It was established that the challenges confronting procurement management practices at New Juaben South Municipal Assembly include fraudulent and corrupt practices leading to compromises on the principle of value for money.

The study recommended that procurement officers and other staffs concerned with procurement should embark upon effective and regular monitoring of projects so as to pick up relevant information in good time to facilitate payment of work done.

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CHAPTER ONE

INTRODUCTION

1.0 Introduction

This chapter introduces the reader to the research report. It discusses the background of the study, the research problem and objectives, the research questions, significance and scope of the study, among others.

1.1 Background of the Study

The study examined the effectiveness of procurement management practices of New Juaben South Municipal Assembly (NJSMA) towards meeting the corporate goals of this decentralized administrative unit within the framework of Ghana's local governance. This chapter presents the background to the study, statement of the problem, objectives of the study, research questions, significance of the study, brief research methodology, scope of the study, chapter disposition as well as the milestones of the study.

It has long become abundantly clear to central government that perhaps an effective means of running the country is through decentralizing the ministries, departments and agencies within 244 District its administrative framework. Consequently, Ghana has been partitioned into Assemblies with plans under way to create more districts. Resourcing these grass-root structures has not been easy in terms of logistical support, human capital and the requisite infrastructure. Given the scarce revenue base of the country which is worsened by the dwindling tax input as a result of SME businesses folding up, it stands to reason that the personnel tasked to oversee and administer local governance, develop strategic procurement management practices which will ensure that value for money is always achieved in all procurement endeavors.

Rowlinson et. al. (2009), defines procurement as the “process of obtaining services, supplies and equipment in conformity with applicable law and regulations. Wyld (2011) also notes that procurement “covers all purchasing activities whose purpose is to give the buyer the best value for money. In the views of Hawkins et. al. (2009), procurement provides “an opportunity for firms and organizations to contribute to a position of competitive advantage by reducing the price and the transaction costs associated with purchasing goods and services”.

In contemporary organizational setting, Pakkala (2002) argues that the strategic nature of procurement cannot be overemphasized. Indeed, across the world Hunja (2003) notes that in both corporate and governmental procurement, the practice of purchasing has moved from a localized, operational activity to one that is more consolidated and strategic both in nature and practice. Azeem, (2007) explains further that “a principal driver in this shift has been the need to produce per unit cost savings through better acquisition practices”. Tassabehji (2010), is also of the opinion that organizations which perceive procurement as a purely administrative function, might not be taking advantage of the benefits of new procurement technologies with the ability of improving efficiency, costs saving as well as building healthy relationships with supply chain partners.

Callender and Matthews (2002) see procurement management as a knowledge area that has to do with selecting vendors, negotiating their terms as well as working towards managing the ongoing relationships with them. In most cases, especially with the decentralized political structures in Ghana, procurement activities are conducted by project managers who are managing various developmental projects. In other instances, the purchasing department or high-level manager takes charge of procurement activities.

A few years ago, Ghana Government realized the enormous amounts of money that went down the drain as a result of uncoordinated and unregulated procurement activities of ministries departments and agencies. Consequently, Public Procurement Act (Act 663) was promulgated in 2003 to introduce some sanity into the procurement functions of public institutions. One of the objectives of the Public Procurement Act, Act 663 was to ensure that the country receives value for every „pesewa“ spent on procurement. This law has been in operation for some time now and it is appropriate that a study is done to investigate how the public sector is using it to achieve its organizational goals.

The New Juaben South Municipal Assembly (NJSMA) is one of the 260 Metropolitan, Municipal, District Assemblies in Ghana and forms part of the thirty three Municipalities and districts in the Eastern Region and was established in 1988 by the legislative Instrument (LI) 1426. The Municipality lies between longitudes 1030' West and 0030 East and latitudes 60 and 70 North with Koforidua as its capital.

The Municipality shares common boundaries with East-Akim Municipal to the northeast, Akwapim North Municipal to the east and south and Suhum Municipal to the East. It covers a land area of 159 square kilometers representing approximately 0.6 percent of the total surface area of the Eastern Region. The population of the Municipality according to 2010 population and housing census stands at 183,727 with 88,687 males and 95,040 females.

1.2 Statement of the Problem

Procurement functions in most District and Municipal Assemblies in Ghana are the preserve of the political appointees who head these institutions and often see purchases as a way of giving jobs to political party foot soldiers and other cadres rather than using procurement practices to achieve organizational goals. Consequently, most of these

functions are not carried out by designated procurement staff. Moreover, procurement staffs are consulted too late in the procurement process and the majority of staffs do not hold professional procurement qualifications thereby failing to align procurement practices with organizational goals.

From the foregoing, there appears to be widespread violation of the procurement law and one is not too sure of the procurement strategies being implemented by these district and municipal assemblies. Some Assemblies also have overly-large supplier base often caused by maverick buying, dis-aggregation, lack of co-ordination and focus on dyadic supply relationship rather than supply chain management, all of which run counter to achieving organizational goal. Such overly-large supplier base according to Soreide (2007) precipitates low-value procurement which creates inefficiencies with transaction costs out of proportion to the value of the items purchased and this constitutes the trust of the study.

1.3. Objectives of the Study

The general objective of the study is assess procurement management as a strategic tool for achieving organizational goals.

The specific objectives of the study include;

1. Evaluate the strategic procurement practices being employed by NJSMA to achieve its organizational goals.
2. Determine the effectiveness of the supplier base of NJSMA which enables it to achieve its organizational goals.

3. Identify the constraints to the procurement function of NJSMA that militate against meeting organizational goals.

1.4 Research Questions

It is the conviction of the researchers that the following research questions will help realize the objectives of the study:

1. What strategic procurement practices are in place at NJSMA that enable it to achieve its organizational goals?
2. . What is the nature of the supplier base of NJSMA which facilitates the achievements of organizational goals?
- 3.. What are the constraints to the procurement management functions of NJSMA which disrupt efforts at achieving organizational goals?

1.5 Significance of the Study

The study is relevant in that the findings will not only add to the general body of knowledge concerning the effective use of procurement practices to achieve organizational goals but also assist stakeholders in strategizing the direction of their procurement practices. Authorities of the Public Procurement Board who might be privy to the final report are likely to have better ideas on how public institutions really conduct their procurement activities so as to perhaps lobby to strengthen or amend some provisions of the law.

The study will also augment the knowledge of the researchers on the practice of procurement in public institutions. Finally, Koforidua Technical University students who might be researching along similar topics will see the final report as a useful reference material.

1.6 Scope of the Study

The study covered the New Juaben South Municipal Assembly (NJSMA) which happens to be one of the decentralized administrative structures within the local government administration in Ghana. Procurement officials in the district education, health offices, fire service, public works department, National Disaster Management Organisation (NADMO), Ghana Revenue Authority, Social Security and National Insurance Trust (SSNIT), police administration judicial service, labor and social welfare department were all covered by the study.

1.7 Limitations of the Study

Notwithstanding the concern for efficient, effective and dependable finding, there are going to be a few limitations to be encountered in the course of carrying out the study. The researchers faced many challenges in the course of gathering information for this study and the following are some difficulties we might encounter;

Limited time period was a limiting factor to the research as much time was used in gathering and analyzing coupled with problems of combining academic work with the research work.

The researchers also faced financial problems. This involves the cost of travelling, telephone calls, typing of the scripts and printing cost.

Another challenge the researchers faced was that some of the respondents were not willing to give out information to the researchers and others too have limited time to respond hence the researchers were not able to have access to all questionnaire administered.

In spite of these constraints, the results of this research are thought provoking and can be regarded as a basis for more detailed and analytical work on the topic in future.

1.8 Chapter Organization

The study was structured into five distinct chapters. Chapter one is the transformation of research proposal and featured background of the study, statement of the problem, aims and objectives of the study, research questions, significance of the study as well as scope or delimitations of the study.

Chapter two presents the literature review on effective procurement management practices with special reference to public institutions.

Chapter three outlines the details of the research methodology by explaining the research design, sources of data, sampling procedure, research instrument, and data collection strategies as well as data analysis techniques.

Chapter four presents the analyzed data together with their interpretation as well as a discussion of the findings.

Chapter five summarized the study, makes appropriate recommendations and draws very useful conclusions.

CHAPTER TWO

REVIEW OF RELEVANT LITERATURE

2.1 Introduction

This chapter focused on reviewing the extant literature on procurement management as a strategic tool for achieving organizational goals and its associate variables such as procurement management and its practices, public procurement, role of procurement, methods of procurement, importance of public procurement as well as challenges of public procurement. Efforts have also been made to discuss how organizations use procurement management to achieve corporate goals.

2.2 Concept of Procurement Management

Procurement management, in the view of Bolton (2004) is an important strategic activity that ensures that sufficient materials and services are available for the smooth operation of a company. However, Azeem (2007) indicates that, procurement now plays a new role in corporate performance involving value generator, integrator and networking, positioned as a core competency, a driver of business strategy, and enabler of additional business. Procurement management process according to Hardcastle (2007) includes purchase and acquisition planning, contracting planning, seller response request, seller selection, contract administration, and contract closure. Dixit (2004) submits that, procurement management covers relationship between sellers (or contractors, subcontractors, vendors, service provider, or suppliers) and buyers (client, customers, purchaser, service requestors). Tookey et al. (2001), explains that a procurement management environment which includes elements of law, finance and accounting, risk management and politics; and where practitioners from each of these professions at times claim this function as their province.

This claim- staking is recognized explicitly in the various management frameworks that can be found worldwide for procurement governance and is indicative of the lack of agreement, including within reform agendas, about what government procurement entails or of its strategic significance. This lack of agreement about the scope and nature of public procurement, in the view of Boateng (2008), is very familiar and varied within organizations and even between procurement practitioners as it is between these professions. For organizations in which procurement is conceived of as a mid to low level back-room activity driven by compliance, process management will be the status quo, and relatively few agendas of performance or wider policy will be met, and reform becomes endemic.

Soriede (2006) indicated that, alternatively where organizations conceive of procurement in terms of organizational performance usually in terms of indicators such as budget impact broader policy expectations and compliance will be neglected. Frequently too, public sector organizations of a scale do not seem to justify anything more than a clerical approach to this function. Even where the impacts of these elements are acknowledged, there is often insufficient scope or incentive for management to coordinate or collaborate with other public-sector agencies, or to develop the means and roles to reconcile transparency with substantial bodies of regulations as well as with efficiency and effectiveness objectives and related policy goals such as business development.

Hawking and Stein (2004) are of the conviction that, these elements do not readily coexist and may even seem incompatible. For example, the commercial and operational realities of procurement efficiency and effectiveness generate management responses in opposing terms of both centralization and devolution. Only where organizations or governments

recognize the appropriate scope of public procurement, balancing the process, performance and strategic imperatives, can they develop the skills, incentives, performance measures, organizations and management tools to deliver the full range of political/community expectations. In the absence of a comprehensive framework such as this, government reforms can be expected to remain piecemeal and cyclical.

Callender and Matthews (2002) mentioned that, procurement practitioners respond to the requirements of their own organization and will generally identify their role in terms of process management/simple procurement vs. performance management /complex procurement vs. strategic procurement and policy depending on whether they are in a small or a larger operational organization or a central policy agency. But this role identification cannot quarantine these managers from the inherent tensions which arise from the conflicts between centralization and decentralization that is a consequence of these alternate roles.

Westring (1997) points out that, efforts to strengthen or reform public procurement will often include centralization vs. decentralization or devolution considerations but have rarely reconciled or even recognized the tensions between these basic constituents of the procurement environment, and instead have identified the need for change with the outcomes of these problems and in doing so have often preserved or even deepened the underlying divergences. Understanding these complex issues is often unappetizing both to executives and to politicians, making their reconciliation seem unachievable. The emergence of technology into this field is, however, beginning to reshape the possibilities.

2.2.1 Procurement

The Procurement function has been described by Mangan et al., (2008) as a process of identifying and obtaining goods and services and it comprises key activities such as sourcing, acquisition, and further entails all activities right from the determination of potential suppliers through to delivery from supplier to the customer or beneficiaries. It is therefore pertinent that the products/services are suitable and that they are obtained at the best conceivable expense to address the needs of the buyer as far as quality, amount, time, and location are concerned Mangan et al., (2008).

2.2.2 Public Procurement

Public procurement refers to the agreement or contracts provided (for financial gain) by public buyer (contracting power) or a utility (elements working in the water, energy, transport and telecommunication sectors) to a supplier, contractor or service provider Musau, (2015). Public procurement forms a larger portion of a nation's total expenditure and usually, contracts awarded by public sector entities must be advertised and awarded following what the legislation prescribes Musau, (2015).

Public procurement is the procurement of goods and services on behalf of a public sector entity, for example, a governmental outfit. As indicated by Bovis (2007), public procurement is the procedure in which public sector establishments purchase products and services. Public procurement set ups are exceptionally centralized and typically, there are state procurement boards that oversee the procurement activities of a country. With Public procurement representing up to 20% of the Gross domestic product in least developed nations, Public procurement represents a sizeable chunk of the worldwide economy Bovis, (2007). Public procurement regulations often encompass every sector the public sector and

supply contracts entered into by a public sector entity. To counteract extortion, waste etc, the law of most nations manages government procurement pretty much intently. It for the most part obliges the procuring power to issue open tenders if the estimation of the procurement surpasses a certain figure Bovis, (2007).

2.2.3 Role of Procurement

Lewis and Roehrich (2009) opined that procurement is a major activity of supply chain management and that the procurement function can essentially impact the realization of corporate objectives based on how it is set up. In many firms, procurement form a large portion of total expenditure and ought to be managed adequately to accomplish maximize its effects. Procurement works is the fulcrum of the supply chain of most firms since it facilitates in translating requests into actual products and to satisfy identified needs Caldwell et al., (2009). Caldwell et al, (2009) further contends that procurement serves three categories of users and these are the internal customers; programmes in responses to crises and ongoing programmes, and requesting for stocks for customers within the firm and the needs of programmes.

Again, Benslimane et al., (2005) are of the view that another main objective of the procurement function is to carry out functions in an effective and therefore resulting in procuring items that meet specifications of the firm (that is ensuring that items procured are of the right quality, right source, right price, right quantity, right place and right time). There are 'six rights' in acquisition and they can be accomplished through following specific objectives of procurement Benslimane et al, (2005). These particular objectives are;

- i. To purchase quality materials having value for money in mind;
- ii. To guarantee timely delivery through selecting suppliers with good track records;
- iii. To persistently find, assess and evaluate dependable supply sources;
- iv. To identify the most reliable suppliers;
- v. Assessing suppliers and using only those deemed to have the capacity to deliver on all areas needed;
- vi. To determine the accessibility of potential sources of new items and follow market trends in relation to prices and technological developments and
- vii. To purchase as per the standards set by the firm

In addition, Caldwell et al., (2009) concluded that there are three essential standards of procurement. The main and first principle is that of transparency which provides that all stages in the procurement procedure are fair and precisely recorded. The second principle is that of accountability and it brings up the need for accountability from sponsors and financiers who demand that items are purchased based on meeting laid down procedures and standards before utilizing funds earmarked for the procurement exercise. The last principle is that of efficiency and cost effectiveness and this principle essentially means satisfying the “6R” of ensuring that items procured are of the right quality, right source, right price, right quantity, right place and right time.

2.3 Methods of Procurement

Lynch (2013) defines Procurement Methods as the procedures used by a procuring entity to acquire goods, services and works Whilst Ghana's Public Procurement law largely follows the liberal model of the World Bank and the UNCITRAL model law on procurement and generally opens competition to both local and foreign firms (European Networks on Debt and Development, 2010; PPA Annual Report, 2010), it is worthy to note that the Public Procurement Authority's self-assessment annual reports (2006 and 2007) categories procurement methods into;

- i. International competitive Tendering (ICT)
- ii. National Competitive Tendering (NCT)
- iii. Two- Stage Tendering (National or International)
- iv. Restricted Tendering (National or International)
- v. Single Source (Direct Procurement) and
- vi. Request for Quotations

2.3.1 International Competitive Tendering (ICT)

International Competitive Tendering is used as a method of procurement in the public sector when an efficient competition cannot be attained without the inclusion of foreign firms (section 45). It is appropriate for high value or complex procurements, or where the works by their nature or scope, are unlikely to attract adequate local competition (PPA Manual, 2007). The Act requires the use of ICT for procurement of work above the threshold stated in schedule 3.

2.3.2 Restricted tendering

Restricted Tendering is a method of tendering by direct invitation to a shortlist of preregistered or known contractors, and is subject to a specific approval granted by the Public Procurement Authority: This method of procurement is also called Limited Bidding or Selective Tendering. Lynch (2013) defines restricted tendering as a procurement method that limits the request for tenders to a selected number of suppliers, contractors or service providers. Under this method, a minimum of three and a maximum of six Contractors are invited to tender for work contract. The Lowest Bidder or L1 generally wins the contract Tendersinfo, (2012).

It is an appropriate method of procurement where:

- The requirement is of a specialized nature or has requirements of public safety or public security which make an open competitive tender inappropriate;
- Due to the urgent nature of the requirement, an open competitive tender is not practical;
- The number of potential contractors is limited; or
- An open competitive tender has failed to bring an award of contract. (PPA Manual, 2007)

2.3.3 Two- Stage Tendering

Two -Stage Tendering is an infrequently used procurement method, whereby a Procurement Entity invites tenderers in the initial stage to contribute to the detailed specification of the works. After reviews and consultations, new detailed specifications for

the works are prepared and a restricted tender issued in the second stage to all participants who were not rejected in the first's stage. It is an appropriate method when it is not feasible for the Procurement Entity to formulate detailed specifications and plans for the works, to identify their characteristics in a defined manner, or the subject of the works is subject to rapid technological advances. (PPA Manual, 2007).

2.3.4 Request for Quotations (RFQ)

It is also known as “shopping” and is based on comparing price quotations obtained from several suppliers, usually at least three, to ensure competitive prices. (PPA manual, 2007). RFQ is used when an organization has already decided on a particular type of product or service, and wishes to see competitive pricing from multiple vendors of that service, Tendersinfo, (2012).

Request for Quotations may be used when:

The estimated value is less than the threshold specified in Schedule 3 of the Act; and the requirement is for widely available works activities such as redecoration, repairs and minor alterations which do not require detailed specification and may be readily estimated by a contractor from a simple site visit (PPA Manual, 2007).

2.3.5 National Competitive Tendering (NCT)

Competition is the process where potential contractors/suppliers are invited to make a firm and unequivocal offer of the price and terms which, on acceptance, shall be the basis of the subsequent contract. Whereas the term tender refers to a formal offer to provide services or supplier goods for an agreed price. Competitive tendering is a widely used procurement method within government agencies and private sector organizations. The idea behind

competitive tendering is that it forces contractors and suppliers to compete and consequently the client and tax payer will gain better “Best value for money”. Competitive tendering is often considered to promote competition, provide transparency and give all contractors, suppliers and consultants the opportunity to win contracts. However, in reality this rarely occurs for various reasons.

Under this method, prospective contractors and suppliers are invited to compete for a contract advertised in the press or on the internet, the most economically advantageous tender (MEAT) or the lowest evaluated tender generally being accepted, although the advertisers usually state that they are not bound to accept the lowest or any tender.

Walters (2007). Indeed, per section 35 (1) of the Public Procurement Act, open tendering is the preferred method for Public Procurement using either the National Competitive Tendering (NCT) or the International Competitive Tendering (ICT) procedures depending on the financial threshold and other factors. The use of alternative methods of procurement is strictly limited to the provisions of Part IV of Act663. Lynch (2013) argues that using competitive methods of procurement promotes transparency, economy and efficiency, and limit acts of favoritism. Demsetz (1968) also contends that the only way to enhance efficiency is to introduce competition.

Osei -Tutu (2013) is again of the view that the competitive tendering is the default method of procurement. Open competition has therefore been noted to be the basis and bedrock for cost efficient public procurement (African Development Bank, 2012; World Bank, 2011; European Network on Debt and Development 2010). As such, increasing competition among contractors will ultimately lead to value for money in the procurement of public works, all things being equal.

Section 44 of the Public Procurement Act 663 serves as the foundation on which all procurements works contracts are built in Ghana. National Competitive Tendering is described as the practice where only domestic suppliers or contractors are invited to submit their tenders for a particular project. National Competitive Tendering is appropriate for lower value procurements, where the works by their nature or scope are unlikely to attract foreign competition, or where there are justifiable reasons for the Procurement Entity to restrict tendering to domestic contractors (works is being used for the purpose of this study).

International Companies are not allowed to participate, Tendersinfo, (2012). The Act permits the use of NCT for procurement of works valued between the thresholds stated in Schedule 3 (PPA Manual, 2007). Ghana Procurement System strictly reserves the procurement of works contract by NCT for the sole prerogative and right of domestic firms in Ghana (Act663, section 44). However, the World Bank and African Development Bank allow foreign firms that wish to compete under country NCT procedures to do so without any restrictions.

2.3.6 Tendering Procedures for Competitive Tendering

The Public Procurement Act, 2003 (Act 663) prescribes tendering procedures for the various methods of procurement in such a way as to elicit transparency, fairness, competition and best value for money. It is a requirement to advertise the intention to buy goods and works as spelt out by Section 47 of Act 663 for procurement using International and National Competitive Tendering.

2.3.6.1 Advertisement

Advertisement is used to invite eligible tenders. In essence public for the purpose of transparency and to invite tenders. The Public Procurement Law requires that the Invitation to tender should be published for a minimum of two (2) weeks for National Competitive Tendering and Six (6) weeks for International Competitive Tendering. For National Competitive Tendering, the advertisements are supposed to be published in the Public Procurement Bulletin, the Website of the Public Procurement Authority and in at least two daily newspapers of wide circulation. Advertisement for International Newspapers and Journals. The submission of the invitation documents to the embassies of foreign counties is deemed to have met the requirement.

2.3.6.2 Sale of Tender Document for Competitive Tendering

The tender documents are supposed to be made available for sale by the Procurement Entity before the publication of the invitation to tender document and the cost of making it available to tenderers. When the stock of the tender documents is exhausted, the Procurement Entity must initiate action to print extra copies to meet the needs of prospective tenderers.

2.3.6.3 Issuance of Standard Tender Documents

Public Procurement entities are required by Act 663 to make tender documents available to suppliers and contractors in accordance with procedures and requirements that were stated in the advertisement. A Standard Tender Document is a set of documents issued by the Procurement Entity to prospective tenderers, which defines the works to be executed in terms of technical specifications, plans, drawings, bill of quantities etc, and the

procurement procedures to be followed and specifies the proposed Contract Conditions (PPA Manual, 2007).

These tender documents are supposed to contain enough information to enable tenderer to prepare and submit responsive tender. The price of the tender document should be enough to recover the cost of printing and the document should be made available to all suppliers and contractors who intend to buy one. It is an offence to deny any supplier or contractor the opportunity to participate in any tender simply because the procurement entity's stocks of documents are exhausted. The principal objective of tender documents is to provide a common platform for tenderers to submit their tenders Dikko, (1999).

2.3.6.4 Significance of National Competitive Tendering Method

Earlier study (World Bank, 2003; PPA Annual Report, 2007; PPA Annual Report, 2010; World Bank, 2008; Ameyaw et al, (2012) indicates that out of 179 works contracts that were surveyed, 62% of them were procured using NCT whilst 4% of 205 goods contract studied were procured through NCT. Comparatively, works procurement contracts has witnessed a significant increase in competition than that of goods. The usage of NCT as a default method for works procurement is noted to have an impact in the development of local industry. Domestic contractors are offered the opportunity to compete favourably among themselves in the provision of works in Ghana. Transparency, fairness and development of domestic industry underpin the rules, procedures and regulations governing the conduct of NCT as stipulated in the Public Procurement Act 2003(Act 663).

2.3.6.5 Factors influencing the use of National Competitive Tendering Methods

As noted by Ameyaw et al (2012), most contracts which could have been aggregated to attract competition have been deliberately split into smaller lots (suitable for Request for Quotations) in direct contravention of section 21(15) of Act 663. A recent study conducted on factors influencing the implementation of Competitive Tendering in the Public Procurement of Works in Chad by Douth et al (2013), revealed that since the reforms in 2003, Competitive Tendering has been characterized by low rate of Project Execution, that is twenty-five percent (25%) due to excessive delays in the treatment of Projects, abusive use of derogations in the award of Contracts; which is sixty percent (60%), concentration of many contracts (28%) to few Contractors and Project. Overprices, 40%. Further investigations attributed these challenges to delays, ignorance and complexity of the procedures, rigidity and incompleteness of regulations, inadequate qualified personal, lack of adequate equipment, unreliable sources of funding activities and entities, institutional weaknesses, corruption and political interferences.

2.4 The Five Pillars of Procurement

The five strategic objectives of procurement seek to ensure that the public has confidence in the procurement activities and these activities are effective and efficient and they are also consistent with applicable legislation. Procurement of goods and services by public entities demands high quality governance structures that will ensure that public procurement will achieve its key objectives McCrudden (2004). The Constitution of Ghana is the supreme law and contains directives on how to manage procurement in Ghana, therefore, public sector procurement objectives should comply with the requirements of the Constitution of Ghana.

Procurement objectives were identified as value for money, ethics, competitive, accountability and equitable procurement briefly discussed below Hommen and Rolfstam (2009). The Ghana general procurement guidelines prescribe minimum compliance and best practices for staff in the public procurement domain. The guidelines serve to ensure that processes are taken in a fair and transparent manner Larson (2009).

2.4.1 Value for Money

Value for money means to maximize the benefits and minimize payment for a service when procuring services or products for service delivery Larson (2009). Value for money represents the benefit gained by the public over the life cycle of the item or service bought. In procurement value for money is an essential objective, as the goods and services should satisfy public needs and yield public wealth at optimal cost McCrudden (2004). The public entities should determine the affordability of their procurement during the procurement planning stage. They should ensure that goods and services procured will be affordable to the public entities in a long term.

The value for money objective has elements of public satisfaction. Public procurement must provide value for money when assessing service delivery using procurement National Treasury (2015). Value for money procurement and effective, efficient and cost effective procurement is procurement that considers cost and non-cost aspects of procurement over the lifespan of the procurement transaction. This cost saving is necessary to extend the use of the public purse. This saving demonstrates that the effective procurement of goods and services is critical in achieving value for money McGruder (2004).

2.4.2 Open and Effective Competition

Open and effective competition in public procurement requires openness in the procurement process and encouragement of effective competition through procurement methods suited to market circumstances. Competition occurs when a public entity invites all bidders through accessible media and clearly states the required services and the criteria to be used for evaluation National Treasury (2015). Procurement officers should provide adequate information to the society to enable them to perform assessments based on procurement objectives, evaluation criteria, qualifying suppliers, and delivery expectations. Procurement guidelines provide for a competitive environment to encourage greater supplier participation and minimize corruption resulting in greater and effective competition. This will in turn lead to improved quality of service and price reduction National Treasury (2015).

2.4.3 Ethics and Fair Dealing

Procurement officers should comply with the ethical standards regarding the government procurement code of conduct. Public procurement involves spending public funds and therefore, it is important for procurement officers to act in the best interests of the public and their employer, the public entity. Dealing with public funds brings inherent scrutiny to public procurement practices Vaidya and Sajeev (2006). Procurement officers should know that the money to be spent on procurement belongs to the public and should be treated with respect. These officers must take part in continuous professional development regarding proper procurement practices including ethics and values. To achieve procurement goals, public sector entities need to allocate time to ensure that there is congruency between its employee conduct and organizational values and ethics Vaidya and Sajeev (2006).

2.4.4 Accountability and Reporting

Accountability refers to the extent that procurement officers must answer to the public and the public entity management. Accountability increases the quality of public administration decisions as procurement officers are aware that they will be held responsible for those actions and that there are repercussions for poor or negligent decisions Thai (2009). Procurement officers need to be accountable to the public, the public entity, and their profession and they need to uphold the rule of law because procurement is one function that government uses to demonstrate accountability and good governance, as it deals with the allocation and use of funds collected from the public through taxes. The principles of accountability should be inherent when using public funds Thai, (2009).

2.4.5 Equity

Fair procurement practices result in procurement, which is impartial, consistent, free from discrimination, just and complies with laws and policies. Equity and fair treatment require public entities and procurement officers to act in a transparent manner and apply fair processes and treatment. The public entities must comply with the prevailing legislation and internal procurement policies Vaidya and Sajeev (2006).

Equitable and fair procurement processes need the support of all stakeholders including corporate Ghana. Companies operating in Ghana are also citizens and should comply with existing procurement legislation and regulations. The equity procurement objective as per the Constitution is to promote the advancement of previously disadvantaged individuals through preferential procurement Vaidya and Sajeev (2006).

2.5 Procurement Procedures

Shaw (2010) points out that the process of procuring products and services can be categorized to three main phases. These are identifying the needs of the firm, planning and specification of goods or services required, and looking for suppliers, giving out contracts and managing suppliers to ensure the delivery of items on time. As pointed out by Waters (2004), procurement incorporates the entire procedure of purchasing property and/or services Waters, (2004). It starts when an office has recognized a need and settled on its procurement need. Procurement proceeds through the procedures of risks appraisal, looking for and assessing option, contract award, delivery of and payment for the property and/or services and, where important, the continuous administration of an agreement and consideration of options related to the contract.

Procurement similarly stretches out to a definitive transfer of property toward the end of its useful life Waters, (2004). Sound public acquisition arrangements and practices are among the key components of good governance Otieno, (2004). Otieno (2004) notes the sporadic and irregular procurement serves as avenues through which huge amount of public funds are wasted dissipated and misappropriated. Shaw (2010) points out that the procurement procedure is carried out in three phases. These are need identification, planning and specification of products or services needed, and sourcing, granting, and supplier management to aid swift delivery.

2.5.1 Need Identification

An efficient and proper procurement function must commence with the identification of specific needs and that such a need when fulfilled should lead to the betterment of the organization as a whole Nakamura, (2004).

2.5.2 Planning and Specification of Goods or Services Required

Having identified the procurement need, the next stage involves creating a plan that communicates and informs all parties on the strategies of delivering the needed items Thai et al., (2005). The plan is such a critical item that it is often developed in collaboration with all functions, departments and units of the firm so that a complete integration with the firm's overall strategy is achieved Shaw, (2010).

2.5.3 Sourcing, Awarding, and Supplier Management

Sourcing in this sense has got to do with the process of determining supply sources that can meet both the firm's current and future needs for products and services Hinson and McCue, (2004). The sourcing procedure finally decided on will be influenced by factors such as the situation and the time needed to conclude the procurement exercise. For instance, sourcing during an emergency situation can be swift while that of a normal situation can be more meticulous and lasting. The steps in the sourcing procedures include the following:

2.5.3.1 Market Enquiry

This is the process of asking suppliers to bring their applications and evaluating in detail all tenders and quotations and this can vary based on the company's internal procedures and requirements Shaw, (2010).

2.5.3.2 Evaluation and Awarding

This is the evaluation of tenders and providing contracts to qualified suppliers and this phase is crucial because it determines whether all information and quotations provided by the suppliers are accurate and to the specification of the firm Maurer, (2004). According to Maurer (2004), usually, the procurement departments of firms embark on the following:

Analyzing and assessing the offers pre-agreed standards, specifications, requirements and introducing the analysis to procurement appointed committee;

- Verifying the capacity of suppliers
- Evaluating and reviewing the results of product scrutiny where required
- Verifying key reports where needed
- Negotiating with suppliers on key cost areas as and when necessary
- Placing the order and facilitating prompt delivery

Moreover, Shaw (2010) argued that it is essential for the procurement division to evaluate and confer with all stakeholders on cost discrepancies in order to forestall collusion, favoritism, nepotism and cronyism and preference, and to guarantee consultative decision making and sharing of obligations.

2.5.4 Placing Orders and Contracting

In the wake of assessing and granting of tender, the following steps in the process includes putting requests for the items with the selected suppliers and or creating formal contracts which are then delivered to the suppliers Shaw (2010). Critical components of an agreement or contract should comprise cost, design, delivery schedules, quantities and other salient terms and conditions Shaw (2010).

2.5.5 Progressing and Expediting

This stage is critical and it comes after contracts have been awarded. What needs to be done during this stage is constant monitoring, check –ups and follow-ups to ensure that suppliers

are on course and indeed making all efforts to deliver items on schedule, within specifications and budget Bovis, (2007), Shaw (2010).

2.5.6 Delivery and Return

Lewis and Roehrich (2009) contend that the procurement function helps in the delivery process through helping in delivering items on time and resolving all issues in relation to the delivery times. In this stage, it is incumbent of procurement managers or those in charge to verify whether items have been delivered to specification and that items delivered are defect-free and where defects are detected, the procedure to follow Shaw (2010).

2.5.7 Payment

Having supplied products on time, within specification and all contract terms met, the next stage is to make provision for paying the supplier. Here the processes include sending the requisite documentations to the finance department for instance for verification and authorization of final payment.

2.5.8 Review

The review aspect of the procurement process has to do with measuring objectives with the outcome of the procurement exercise to determine whether the objectives of the procurement exercise has been met; reviewing to unearth how the procurement function was implemented and also review the performance of the supplier in order to guide future decisions on what to do or not do in order to achieve procurement success Shaw (2010).

2.6 Public Procurement Practices

2.6.1 International Perceptive

According to the Acevedo et al. (2010), the last decade of the twentieth century had witnessed the start of a global revolution“ in the regulation of public procurement. Actually, challenges in procurement reforms are beyond procurement regulations to include procurement process, methods, procurement organizational structure, and workforce. Arrow smith and Trybus (2003) submit that, procurement reforms occur constantly in all countries, developed as well as developing countries. The scope of reforms varies, from reforming the whole procurement system if the system is completely dysfunctional such as the on-going procurement in Sierra Leone after a long civil war and the successful reform in Gambia or fixing some narrow areas in a well-developed procurement system in developed countries.

In “challenges in public procurement: comparative views of public procurement reform in Gambia,” Wayne A. Wittig and Habib Jeng describe how procurement reform was implemented in The Gambia. Through a joint effort of the World Bank, Government of The Gambia and the International Trade Centre WTO/UNCTAD (ITC), a team of procurement experts developed a comprehensive approach to modernize the public procurement system of

The Gambia in a model combining elements of a Central Tender Board with a Procurement Policy Office. Local capacity is being developed in the Gambia Public Procurement Authority and in the Procuring Organizations to support transparent public procurement systems. Positive and objective changes lie in the new legal, regulatory and

organizational framework as demonstrated by a survey of Procurement Organizations. Nevertheless, challenges remain in extending and sustaining the reforms.

Westring (1997) indicates that, the role of civil society in public procurement reforms in the Philippines highlights the role of Procurement Watch Inc. (PWI), a civil society organization, which was at the forefront of the advocacy for the Government Procurement Reform Act (GPRA). Prior to the passage of the GPRA, there were over a hundred guidelines governing public procurement. The GPRA sought to standardize and institutionalize procurement reforms and address the lack of transparency and accountability that have long plagued the Philippine government in its procurement. Tookey et al., (2009) pointed out that, to steer the process of change, support from the highest levels of leadership in the government and the private sector were found to be essential. PWI became the cog that linked different branches of government, and garnered support from the private sector.

Dixit (2004) explains that, in reforming public procurement sector in Turkey, the government spends around U.S. \$25 billion on purchased goods, services and construction works each year. It can be easily understood how vital it is to have a transparent and competitive public procurement system for the country. This essay presents both a comparison of the public procurement legislation before and after the reform and a comparison of some aspects of a newly introduced system with some developed countries' public procurement systems.

According to Boateng (2008), in December 2003, the Canadian Prime Minister initiated a comprehensive review of Canada's federal procurement, to ensure a "best of breed" approach with demonstrated high value for Canadian taxpayers, and created the Canada

Parliamentary Secretary's Task Force on Government- Wide Review of Procurement for this purpose. In "government-wide review of procurement: redesigning Canadian procurement," the Task Force on Government-Wide Review of Procurement reported on the work of the Task Force to date (mid-way to its planned December 2004 report and recommendations) and set out its initial conclusions. This government-wide review had examined all aspects of procurement, from fundamental concepts such as fairness and open competition, through procurement processes and organization, to management oversight and public accountability.

In the view of Azeem (2007), U.S. Federal procurement agencies have many socioeconomic, and in particular, small business goals, but these goals are currently measured on a single metric: the percentage of total agency dollars that are awarded to small business. Finding the balance between the benefits of public procurement reform and benefits derived from small business participation is a public policy challenge. In balancing socioeconomic and public procurement reform goals, effective metrics for measuring small business participation in public procurement, Hunja (2003) support the argument that in order to accurately measure small business participation in a „transprocurement transformation“ environment, more effective metrics are required. The existing metrics are ineffective and that the new metrics measure small business participation with greater efficacy.

In the view of Hawking and Stein (2004), the evolution of procurement, from a bureaucratic, manual process to an IT systems-based approach has not obviated the apparent need to continue the search for a perfect public procurement system. In a tale of two cities in the search for the perfect procurement system, Vives et. al. (2009), examine

the way in which two state-based jurisdictions in Australia have sought to develop their unique versions of a perfect procurement system. Apart from the classic management choices between centralized or decentralized procurement platforms, the procurement policy choices, represented by lowest purchase price or value- for-money, also have to be resolved. Knight et. al. (2008) states that, conflicting demands include the need to enhance government management of procurement within the constraints of a tenderdriven contracting policy framework, while assuring high levels of probity, accountability and transparency, whilst also satisfying the diverse governance expectations of stakeholders.

According to Hardcastle (2007), in public procurement partnerships, recent experience with public procurement efforts in the U.S. suggests dissatisfaction with both governmental deliveries of services and resulting efforts to privatize or outsource these services. There is increasing recognition that both approaches should be combined to acquire increasingly complex goods and services, relying upon public procurement partnerships. Various trends have impacted public acquisition in recent years, further supporting the need for partnerships. These include a declining public procurement workforce, an expanded role for procurement practitioners, the complexity of acquiring information technology systems, the need for flexibility in negotiating contracts and partnership arrangements, as well as the increasing visibility of risks and the need to manage them effectively.

According to Giancarlo Spagnolo and Federico Dini (2007) “Reputation Mechanisms and Electronic Markets: Economic Issues and Proposals for Public Procurement,” online „feedback mechanisms, “ also known as „reputation systems, “ have been successfully implemented in the most important private e-markets, such as Yahoo, Amazon and eBay.

These appear very effective in fostering trust and cooperation among anonymous trading partners. Then they discuss how public procurement practices differ for public electronic markets and supply contracts systems, providing some simple “rules of thumb” for public (and private) procurement agencies that plan to set up a feedback mechanism.

In the United States, a new procurement approach, which was recently initiated, is explored by Ken Buck in overcoming resistance to a paradigm shifting change in the federal sector: share-in-savings contracting: from to concept to application. Rawlinson (1999) explains that the evolution of the share-in-savings (SiS) concept, characterized as the ultimate performance-based contract. Cole (2001) notes that, while the concept has been codified in federal statute and used successfully by many state governments, its adoption at the federal sector, until recently, has been limited. Even with policy emphasis at the highest levels in government on increasing the number of performance-based contracts, there has still been resistance from both the public and private sectors. Using data driven, participatory action research, the author addresses some of the reasons for the slow rate of acceptance; and then analyzes the impact of strategic initiatives aimed at increasing acceptance and ultimately greater utilization of the concept.

In the United Kingdom, public procurement policy may be categorized in terms of their regulatory, commercial and socio-economic focus. According to Acevedo et. al. (2010), public procurement policy in terms of a framework of values culminating in the concept of public value, reflect not only government goals but also broader societal values. The author found that there has been partial delivery of commercial improvements.

These improvements, however, have been uneven across departments as there has been an overemphasis on regulatory requirements at the expense of socio-economic development.

While procurement's contribution to wider government policy is increasing, its full potential will only be realized when it is delivering on socio-economic policies and thereby contributing across the full range of values. This argument will be illustrated with particular reference to a pilot project on increasing employment through public service and construction projects in Northern Ireland.

In benchmarking municipal public procurement activities in Finland, Bolton (2004) observed that, there are different kinds of procurement and logistics activities in municipalities and hospital districts. The authors examine whether there were differences in procurement between the municipal public organizations in Finland and how the Finnish municipal public entities differ from benchmarking information in other countries. They try to identify best practices in different parts of municipal public procurement.

Azeem (2007) states that, although the provision of basic public services has historically been considered a core state function, during the last decade governments have been increasingly moving toward the various options of private participation in a constant quest to improve the quality of services in a cost-effective manner. There appear to be considerable advantages in "contracting out" services using performance-based schemes that delegate service to providers under legally binding agreements tying payments to measurable outputs delivered at a predefined quality level. Soriede (2006) mentioned that, public procurement is a multifaceted challenging field; and public procurement practitioners have faced numerous challenges caused by diverse factors.

2.6.2 Local (Ghana) Perceptive

Public procurement, in the view of Knight et. al. (2008), operates in an environment of increasingly intense scrutiny driven by technology, programmed reviews, and public and political expectations for service improvements. Currently, in Ghana, procurement is of particular significance in the public sector and has been used as a policy tool due to the discriminatory and unfair practices during apartheid. Boateng (2008) explains that, procurement is central to the government service delivery system, and promotes aims which are, arguably, secondary to the primary aim of procurement such as using procurement to promote social, industrial or environmental policies.

Arrow smith (2010) notes that, prior to 1994; public procurement in Ghana was geared towards large and established contractors. It was difficult for new contractors to participate in government procurement procedures. However, public procurement in Ghana has been granted constitutional status and is recognized as a means of addressing past discriminatory policies and practices.

Hawking and Stein (2004) indicate that, reforms in public procurement in Ghana were initiated to promote the principles of good governance, and the National Treasury introduced a preference system to address socio-economic objectives. The reform processes were due to inconsistency in policy application and the lack of accountability and supportive structures as well as fragmented processes. Matthew (2006) states that a uniform implementation approach to procurement was required, due to a research study on opportunities for reform processes in the Ghanaian government (2000) conducted by the Joint Country Assessment Review (CPAR) and the World Bank in 2001.

According to Azeem (2007), the deficiencies and fragmentations in governance, interpretation and implementation of the Preferential Procurement Policy Framework Act (PPPFA) Act No 5 of 2000, resulted in the introduction of supply chain management (SCM) in the public sector as a policy tool). In 2003, a SCM document entitled „Supply Chain Management: A guide for accounting officers/authorities“ was developed to guide the adoption of the integrated SCM function and its related managerial responsibilities. This was government’s attempt to achieve the desired strategic policy outcomes through public procurement.

Despite the reform processes in public procurement and the employment of SCM as a strategic tool, there are predicaments in procurement practices, for example noncompliance with procurement and SCM-related legislation and policies as well as tender irregularities). According to De Lange (2011), taxpayers were fleeced of GH¢30 billion.

Corruption, incompetence and negligence by public servants were to be blamed. The Ghanaian government spent GH¢26.4 billion in 2010 in ways that contravened laws and regulations.

According to Callender and Mathews (2002), immediately after taking office in 1994, the government initiated a series of budgetary and financial reforms on procurement. The intention of the procurement reforms was to modernize the management of the public sector, to make it more people- friendly and sensitive to meeting the needs of the communities it serves. Procurement reforms in Ghana started in 1995 and were directed at two broad focus areas, namely the promotion of principles of good governance and the introduction of a preference system to address certain socio-economic objectives.

Hunja (2003) indicates that, in 2001, the National Treasury completed a joint CPAR with the World Bank to assess procurement practices throughout the public sector. The CPAR identified certain deficiencies in the current practices relating to governance, interpretation and implementation of the PPPFA and its associated regulations. The systems of procurement and provisioning were fragmented owing to the fact that tender boards were responsible for procurement, whereas provisioning was largely underwritten by norms and standards in the logistics system driven by the National Treasury. Effective and efficient financial management in government was continuously questioned.

Similarly, Mkhize (2004) submits that, the logistics system as a tool for asset management raised concerns because of a lack of proper handling of movable assets in the government environment. The year 2003 saw the adoption of an SCM document entitled „Policy to guide uniformity in procurement reform processes in government“ in conjunction with provincial treasuries to replace the outdated procurement and provisional practices in municipalities.

Supply chain management: a guide for accounting officers of municipalities and municipal entities' was also compiled to provide guidelines on the adoption of the integrated SCM function and its related managerial responsibilities assigned to accounting officers in terms of sections 62 and 95 of the MFMA.

2.7 Procurement Planning

Another factor that has impact on procurement is procurement planning. According to Mapulanga (2015), successful procurement has to be based on effective planning. Effective and detailed planning can ensure that the procurement is in line with the organizational needs. This is because organization is at risk of losing money when its planning is poor as

it would mean that not “urgent” items would be procured while necessary items would be starved out of cash. One of the best procurement planning strategy is the use of budgets.

According to Fisher and Corbalán (2013) and according to the above-mentioned strategy, each department should indicate what is needed as well as the estimated cost of the item, which should be procured. Procurement budget should correspond to the revenues, which the company has set aside for the procurement activities. Brochner, Camén, Eriksson and Garvare (2016) agree that budgeting is very important aspect of procurement. This is because it ensures that all the details of the items to be procured are identified in advance, before the procurement process begins. Successful budgeting process not only involves the procurement department, but also other departments that require having items and equipment. Rolfstam, Phillips and Bakker (2011) note that proper specification of the equipment and items required by each department is necessary in procurement planning. The departments have to provide budgets, which indicate the equipment and the quality standards for suppliers to ensure that proper equipment is being acquired by the company.

The procurement budgeting also has to take into consideration the long-term cost of equipment offered. The budget has to take into consideration the depreciation and appreciation of assets to ensure that the equipment and services are purchased at the correct value. This would save the company’s money that is lost through depreciation and ensure that the company has purchased the goods at the right market prices.

Another aspect of procurement planning, except of the budgeting, entails planning for procurement human resources. Tumuhairwe and Ahimbisibwe (2016) note that many organizations do not have procurement employees, which have enough knowledge about the procurement activities. Some of the employees are having a lot of knowledge and

experience in the other activities, but not in procurement. Amann, Roehrich, Ebig and Harland (2014) agree that procurement department in many organizations is one of the departments, which is hiring employees, which are not knowledgeable of procurement, which is leading to losses and poor service delivery. The employee, working in procurement should have a certain amount of experience in procurement, should be knowledgeable of procurement laws and regulations as well as policies. Procurement employees should have a knowledge of budgeting allocation and budgeting methods such as cost estimation methods.

2.8 The Importance of Public Procurement

Procurement management in the public sector is important because it ensures that the sector is getting value for money. Therefore, proper procurement management ensures fairness, openness, and accountability in the public sector. When a truly deserving, company is issued a tender then the public-sector flourishes because they will not be paying high prices for substandard services or goods Arrowsmith (2010). Procurement is applied to increase the profitability of a given organisation. Profit in this context is not necessarily defined in monetary terms. Procurement in the public-sector entails streamlining processes, reducing the prices and costs of raw material, and finding better supply sources. This function of reducing the bottom line is placed in the docket of high executives in the public sector Public procurement is serving more and more as a tool for the government to achieve its goal of improving the lives and economic prosperity of the people. Many countries already grant domestic preference for domestic suppliers of goods, Public Procurement Fundamentals works, and services. Others reserve certain procurement contracts for minority businesses and for socially disadvantaged groups, including products manufactured by prisoners Larson, (2009).

2.9 Challenges to Public Procurement Practices

Soriede (2007) mentions that, it is important to note that SCM is an integral part of procurement in the public sector. Therefore, it is used as a tool for the management of public procurement practices. However, despite the employment of SCM as a strategic tool, public procurement still faces enormous predicaments. These include, among others lack of proper knowledge, skills and capacity, non-compliance with SCM policy and regulations, inadequate planning and the linking of demand to the budget, accountability, fraud and corruption, inadequate monitoring and evaluation of SCM, unethical behavior, and too much decentralization of the procurement system.

2.9.1 Lack of Proper Knowledge, Skills and Capacity

Boateng (2008) notes that, in keeping with the Ghana government policy of decentralizing governance leading to the establishment of over 130 district assemblies, a good number of fresh university graduates were recruited and placed in charge of ensuring the proper functioning of the administrative structures within these newly created Districts. Not much capacity building projects were put in place to enhance the human capital base of these new organizations. The situation appeared worse in the case of procurement management where specialized knowledge was required to implement the seemingly new national procurement law.

Consequently, procurement activities within the district assemblies, according to Hardcastle (2007) were handled by mediocre personnel who lacked the proper knowledge, skills and capacity to conduct conventional value for money procurement practices. Inadequate budgetary allocation for training and skills development makes it difficult for personnel to attend coaching sessions being run by private consulting groups.

2.9.2 Non-Compliances with Policies and Regulations

The composition of the district assemblies especially those in Ghana, according to Boateng (2008) are made up of elected and appointed members. Government appointees are usually political party sympathizers and such appointments are often made in appreciation of the role played in winning political power. Consequently, these people often collude and connive with appointed district chief executives to implement most procurement projects in their favor.

Newspaper reports reflect volumes of procurement which were conducted in clear violation of the procurement policies and regulations. Political manipulations constitute the greatest „enemy“ to compliance with the procurement policies and regulations in Ghana. Perhaps stricter sanctions ought to be applied to punish government officials who help politicians and their cronies to circumvent the laid down procurement policies and regulations.

2.9.3 Inadequate Planning and Linking Demand to the Budget

Planning, according to Daft (2006), is an integral component of strategic management and therefore all administrative functionaries should uphold the virtues of planning.

Unfortunately, most procurement functionaries within the public service of Ghana conduct their activities with inadequate planning.

Adequate provisions are not made towards appraising the capacity and capabilities of the suppliers prior to awarding contracts. In most cases supply contracts are even discussed at the national political level and forced down the „throat“ of the district assemblies which might not be ready with the processes for such „political“ contracts. Procurement officials

are not given adequate time to implement the procurement processes necessary to ensure that value for money principle is upheld in the procurement processes.

Most procurement activities are linked to the budgetary provisions and therefore unbudgeted items cannot be procured. This situation often leads to some important requisition items not being met. District assemblies are required to generate funds internally through market tolls and other levies unfortunately these sources of funds are not enough to budget on. This situation has even been worsened by recent increment in the prices of utilities services which is likely to adversely affect the prospects of many business units.

2.9.4 Inadequate Measures for Monitoring and Evaluating Procurement activities

Sound procurement practices according to Hunja (2003) entails creating structures that will promote effective monitoring and evaluation (M&E) of the various stages of the procurement management processes. This, in the view of Azeem (2007) presupposes that right from the requisition stage some evaluation ought to be conducted to assess the authenticity of the demand. The pre-bidding stage all ought to be monitored to ensure that miscreants did not have their way with the process. Opening of bid document also demand M&E exercises to ensure that nepotism and its concomitant of favoritism do not disrupt the fairness of the exercise.

The contract award process, the initial mobilization by the contractor all requires monitoring. Project implementation should be monitored and evaluated to ensure that target levels are attained. Unfortunately, most public project lacks the requisite M&E structures leading to serious compromises in the conduct of procurement management services in the public sectors.

2.9.5 Accountability Fraud and Corruption

Another setback to procurement management practices in the public sector, according to Hawking and Stein (2004), lies with accountability, fraud and corruption. The situation, in the view of Matthew (2006), is serious with some development economies where income levels are low and therefore procurement officials cut corners to supplement their pay packets. The absence of M&E structures promotes such dishonest practice leading to a huge compromise on the value for money principle. Incidence of under-invoicing and over-invoicing are rife in many procurement endeavors in public organizations.

Some accounting officers according to Arrow smith (2010), connive with supplier to dupe their organization. Goods not supplied are even paid for. It also happens in some procurement exercises where goods in stock are siphoned out for sale. Some suppliers manage to motivate officials to secretly disclose quotations made by competitors so as to enable them quote lower figure and as it were win the contracts. Some unscrupulous officials also smuggle late submissions for selfish gains. All these go to disrupt procurement management practices in various public sectors organization.

2.9.6 Unethical Behavior

Another setback to procurement management practices at public organisation emanate from unethical behaviors. Hardcastle (2007) notes that some procurement officials throw ethnics of the profession to the wind and assist particular suppliers to win contracts at all cost. Unethical behavior includes highly placed officials twisting the arms of procurement officials to ensure that their favorites eventually succeed in winning the bid contracts. It is also a common unethical practice for some procurement officials to divulge information on bid quotations to their favorites in order to help them to quote more favorable rates thereby

winning the contract. The desire to amass wealth often clouds the judgment of procurement officials in compromising professional ethics.

2.9.7 Too Much Decentralization of the Procurement System

Procurement, like other value chain management activities require professional experience and therefore ought to be solely handled by trained people. Unfortunately, with decentralized organizations managing their own procurement activities, too many untrained hands are discharging procurement functions leading to mediocrity in procurement administration. Ghana, for instance used to have a National Procurement Agency; unfortunately, its activities have now been reduced to importing rice and salad oil for sale to the public. Certainly, overgeneralization of the procurement system has introduced too many crooks and miscreants into the system thereby injuring the value for money component associated with procurement management.

2.10 Theoretical Review

2.10.1 Agency Theory

In the Agency Theory, a contractual relationship is entered by two persons; that is; the principal and the agent to perform some service. This involves delegating some decision making authority to the agent by the principal Kimeria & Ngugi, (2013). At the same time, an agent is a person employed for bringing his principal into a contractual relationship with a third party. He does not make a contract on his own behalf. The legal doctrine that applies is *quifacit per aliumfacit per se* (he who does something through another does it himself Kanbur, (2009).

Agency Theory is concerned with agency relationships. The two parties have an agency relationship where they cooperate and engage in an association wherein one party (the principal) delegates decisions and/or work to another (an agent) to act on its behalf Eisenhardt, (2009). The principal agent theory as advocated by Donahue, (1989) explains that procurement managers play a relationship role. However, his findings are based on the buyer/supplier relationship and the need of the buyer, as the principal, to minimize the risks posed by the agent. The author argued that procurement managers including all civil servants concerned with private procurement must play the agent role.

Therefore, procurement managers take on the role of agent for elected representatives. The principal-agency theory holds that sabotage is likely to occur when there is some disagreement between policy makers and the bureaucracy. The democratic perspective focuses on responsiveness to citizens and their representatives Lupia (2003). As agent of the government, procurement officers are supposed to perform in the best interest of the stakeholders Kwasira & Mbuchi, (2016). This is exhibited through maintenance of proper records for accountability purposes. On the other hand, the procurement officers are required to exercise due diligence in supplier selection to ensure they get value for money.

This goes further to maintaining good supplier relationships to ensure sustainable supply of resources in the county government. Therefore, this theory helps in understanding how the procurement officers manage these procurement functions strategically to enhance performance in the county government of Nyandarua.

2.11 Conceptual Framework

2.11.1 Buyer-Supplier Relationship Management

The strategic relationship with suppliers begins long before the first order is placed and continues well beyond the receipt of goods Carr and Pearson, (2002). Supplier relationship management goes beyond procuring products and services. It seeks to maximize the benefit for both supplier and customer, identify, and implement mutual successes that will benefit both parties Dalpe, (2005). According to Maramet.al, (2015) supplier relationship management (SRM) creates trust and commitment that motivates suppliers to share their manufacturing, engineering, transport expertise with the organization.

By gaining access to this intellectual capital, the firm will be able to design better products and implement leaner and more efficient manufacturing processes. Supplier expertise on transport economics can also be employed by the firm to cut distribution costs and get to market quicker. Cost reductions can be passed onto consumers as decreased prices and this, together with increased speed to market, increases the organization's profitability and strategic competitive position.

Van weele (2009) cited in Maramet.al (2015) observes that organizations may actively engage suppliers in research and development (R&D) projects to secure the capabilities of suppliers, or develop other competencies of suppliers such as speedy delivery, high quality and high reliability. The key is to identify what the end consumer values, and thereafter secure or develop the needed competencies required of suppliers. If organizations are not able to maintain the needed level of competency at their upstream counterpart, organizations may conduct a related diversification into the business of their counterparts.

Bart and Akkermans (2009) carried out a study on collaboration in buyer supplier relationships.

The study concluded that, that there are five relationship variables (commitment, conflict, economic & non-economic satisfaction, and trust) that are important in developing and maintaining good buyer supplier relationships. However, the research did not look at the effect of these collaborations on organizational performance. Supplier relationship management recognizes that different relationships will be required with different suppliers/ providers. Kai, (2006) stated that this type of relationship will depend largely on the criticality and/or value of the goods or services the supply, and factors such as the number of suppliers in the market, and the global availability of a requirement. It allows procurement function to develop strategies for dealing with suppliers to achieve value for money and reduce risk of poor performance or non-delivery or non-availability.

Plane and Green (2011) conducted a study on Buyer-supplier collaboration and the aim of Facilities Management procurement. The study established that there emerged a general consensus that a more relational procurement process has a positive influence on the relationship established and also that the perceived benefits of relational approaches included clarity of service requirements, value delivery, and cultural alignment. This study however did not show how buyer – supplier relationships affect organizational performance.

A study was carried out by Calorine and Luke (2015) on the effect of supplier relationship management practices on performance of manufacturing firms in Kisumu County. The study used both descriptive and inferential statistics in the analysis. The researcher established that supplier development and supplier segmentation were not

significant in determining the performance of organizations. The study concluded that increasing information sharing with suppliers would significantly improve performance in manufacturing firms that accounted for 37.8% on performance.

It recommended that enhancement of supplier development programs, strategic management of supply base and increased information sharing would aid in improving organizational performance. Krause et al. (2007) found that commitment of the buying firm to long-term relationships with major suppliers, shared goals and values with suppliers, and the involvement in supplier development initiatives were positively associated with the buying firm competitive performance in US automotive and electronics industries. Mettler and Rohner (2009) established that hospitals, which exchanged supplier information within their procurement departments, enhanced creation of SRM.

Wachira (2013) established that early supplier involvement in product specification could enhance the negotiating power of the hospital's procurement department. Hospitals with ICT-supported procurement had justifiable reduction in costs. He further established that trust, communication, risk assessment and management as well as strategic supplier partnership were the fundamental supplier relationship features and had a helpful relationship on procurement performance. Kamau (2013) reviewed key relationship models in supplier management and concluded that trust, communication, commitment, cooperation and mutual goals are key ingredients in successful relationship, which in turn affect performance positively.

CHAPTER THREE

RESEARCH METHODOLOGY

3.0 Introduction

This chapter contains the research design, population of the study, sample size and sampling technique, sources of data, data collection instrument and procedures, data analysis as well as the profile of the organization.

3.1 Research Design

Research design is the overall plan for obtaining answers to the questions being studied and for handling some of the difficulties encountered during the research process Polit and Beck (2010). For the purpose of this work quantitative research designed was employed. This is because quantitative research designed is more reliable and objective.

3.2 Target Population

For the purpose of this study, the population elements are the employees working within the following department at New Juaben South Municipality namely; General Administration (10) Procurement Department (16), Stores Department (20), Finance/Accounts Department (12), IT Department (10), Planning/Budgeting (12) and Quality Assurance Department (10). These departments are directly responsible for the procurement activities of the New Juaben south municipality. The total number of employees in these department is ninety (90).

3.3 Sample Size and Sampling Techniques

The study used Krejcie & Morgan, (1970) sample size determination to sample seventythree (73) employees from the target population of (90). A simple random sampling

techniques was employed for this study because it reduces the potential for human bias in the selection of cases to be included in the sample.

3.4 Sources of Data

For the purpose of this work, both primary and secondary data is used. The primary source of data for this study was obtained from the questionnaire administered to employees and management of the New Juaben South Municipality. Primary sources of data is used because it helps the researchers to gain concrete information and ideas from persons who are directly on the field of study

The secondary source of data used for this study include textbooks, journals, library and on the internet. The secondary source of data is used because it will inform the researchers about the views of other people on the subject.

3.5 Data Collection Instrument

The main instrument used for the data collection is structured questionnaire. Both Open and closed ended questions were included in the questionnaire. The questionnaire covered questions aimed at answering the objectives of the study. Thus the questionnaire was divided into two sections. Section A contained questions aimed at providing bio data while the sections B contained questions aimed at addressing the objectives of the study.

3.6 Data Collection Procedures

Prior to the research work, an introductory letter was taken from the Procurement and Supply Science Department of Koforidua Technical University and was submitted to the case study area (New Juaben South Municipality). Upon approval of the request by the

head of the procurement department, the necessary means of collecting data would be employed in order to get the required information.

3.7 Data Analysis

Descriptive statistical of frequency counts, percentage and descriptions is used to describe the variables. The completed questionnaire would be gathered, coded and arranged to facilitate easy identification. The Statistical Package for Social Science (SPSS) would be used in analyzing the data collected as well as Microsoft excel for the drawing of the charts. Responses would be tallied for frequencies in the variables and later converted into percentages. Statistical presentation of data would be done in tables and charts format.

CHAPTER FOUR

PRESENTATION, INTERPRETATION AND ANALYSIS OF FINDINGS

4.0 Introductions

This chapter presents the analyzed data together with their interpretation as well as the discussion of findings.

4.1 Response Rate

Seventy-three (73) questionnaires were administered to respondents who were employees at New Juaben Municipal Assembly. In all sixty-five (65) answered questionnaires were retrieved. This gives a response rate of 89% ie. $65 \div 73 \times 100$.

4.2 Background Information of the Respondents

The study investigated on social characteristics of the respondents in the assembly. The findings are tabulated in the subsequent tables.

Table 4.1: Gender of Respondents

Gender	Frequency	Percentages (%)
Male	35	53.8
Female	30	46.2
Total	65	100.0

Source: Primary Data, 2023

Table 4.1 shows that male respondents constitute 35(53.8%) while female respondents constitute 30(46.2%).

Table 4.2: Highest Educational level

Range	Frequency	Percentages (%)
Diploma	10	15.4
HND	18	27.7
DEGREE	20	30.8
Others	17	26.2
Total	65	100.0

Source: Primary Data, 2023

Table 4.2 presents that 10(15.4%) of the respondents were diploma holders, HND holders constitute 18(27.7%), while degree holders constitute 20(30.8%) whereas other qualifications constitute 17(26.2%). This means that, the other qualification like WASSCE/SSCE can be given further training and education to increase their knowledge and skills in managing the organization activities, therefore increasing their qualification as well.

Table 4.3 Experience of the Respondents

Departments	Frequency	Percentages (%)
Less than one year	17	26.2
1-3 years	18	27.7
4-6 years	10	15.4
7-9 years	11	16.9
Over 10 years	9	13.8
Total	65	100

Source: Primary Data, 2023

From table 4.3, 17(26.2%) of the respondents had work for less than one year, 18(27.7%) had work between 1-3 years, 10(15.4%) had work between 4-6 years while 11(16.9%) had work between 7-9 years and over 10 years constitutes 9(13.8%). The findings show that majority of the respondents had work between 1-3 years.

Table 4.4: Department of the Respondents

Department	Frequency	Percentages (%)
Procurement Department	14	21.5
IT Department	10	15.4
Stores Department	20	30.8
Accounts Department	12	18.5
Quality Assurance Department	8	12.3
Total	65	100.0

Source: Primary Data, 2023

From table 4.4, the Procurement Department constitutes 14(21.5%) of the respondents, IT Department constitutes 10(15.4%) and the Stores Department constitutes 20(30.8%). It was also discovered that Account Department constitutes 12(18.5%) while the Quality Assurance Department constitutes 8(12.3%). This means that, the Stores Department has a larger population as compare to the other departments.

4.3 Strategic Procurement Practices Being Employed By NJSMA.

The study investigated into strategic procurement practices being employed by NJSMA. The reason was to establish the strategies adopted by NJMA in its quest to achieving organizational goals. The strategic procurement practices being employed from the study included;

Table 4.5: Strategic Procurement Practices

Strategic Procurement Practices	Agree		Uncertain		Disagree		Total	
	(f)	(%)	(f)	(%)	(f)	(%)	(f)	(%)
Procurement management ensures that sufficient materials and services are available for the smooth operation of a company.	52	80.0	8	12.3	5	7.7	65	100.0
Procurement provides an opportunity for firms and organizations to contribute to a position of competitive advantage by reducing the price and the transaction costs associated with purchasing goods and services.	60	92.3	3	4.6	2	3.1	65	100.0
Procurement itself is a process of obtaining services, supplies and equipment in conformity with applicable law and regulations.	60	92.3	0	0.0	5	7.7	65	100.0
Public procurement operates in an environment of increasingly intense scrutiny driven by technology programme reviews and public and political expectations for improvements	48	73.8	7	10.8	10	15.4	65	100.0
Strategic procurement management practices ensure that value for money is always achieved in all procurement endeavors	54	83.1	9	13.8	2	3.1	65	100.0
In both corporate and governmental procurement, the practice of purchasing has moved from a localized operational activity to one that is more consolidated and strategic both in nature and practice	42	64.6	7	10.8	16	24.6	65	100.0
Strategic procurement management (SPM) at NJSMA aims at adding value to each stage of procurement process i.e. from the demand for goods or services to their acquisition, managing the logistics process and finally the use and disposal	55	84.6	4	6.2	6	9.2	65	100.0

Source: Primary Data, 2023

From table 4.5, 52(80%) of the respondents agreed to the notion that procurement management ensures that sufficient materials and services are available for the smooth operation of a company as one of the strategic procurement practices being employed by NJSMA, 8(12.3%) were uncertain, while 5(7.7%) disagreed. This confirms to Bolton (2004), who stated that procurement management is an important strategic activity that ensures that sufficient materials and services are available for the smooth operation of a company.

Table 4.5 shows that 60(92.3%) of the respondents agreed that procurement provides an opportunity for firms and organizations to contribute to a position of competitive advantage by reducing the price and the transaction costs associated with purchasing goods and services while 3(4.6%) were uncertain and 2(3.1%) disagreed. Acevedo et al, (2010) supported the findings that procurement provides an opportunity for firms and organizations to contribute to a position of competitive advantage by reducing the price and the transaction costs associated with purchasing goods and services.

Again, 60(92.3%) of the respondents agreed that procurement itself is a process of obtaining services, supplies and equipment in conformity with applicable law and regulations while 5(7.7%) disagreed. This confirms to Rowlinson et. al., (2009), who defines procurement as the process of obtaining services, supplies and equipment in conformity with applicable law and regulations.

From the respondents it was discovered that 48(73.8%) of the respondents agreed that public procurement operates in an environment of increasingly intense scrutiny driven by technology programme reviews and public and political expectations for improvements while 7(10.8%) were uncertain and 10(15.4%) disagreed. The responses is supported by

Tassabehji, (2010) who stated that organizations which perceive procurement as a purely administrative function, might not be taking advantage of the benefits of new procurement technologies with the ability of improving efficiency, costs saving as well as building healthy relationships with supply chain partners

Out of the 65 respondents, 54(83.1%) of the respondents agreed that strategic procurement management practices ensure that value for money is always achieved in all procurement endeavors whereas 9(13.8%) were uncertain and 2(3.1%) disagreed to this assertion. PPADA, (2015) support the finding that all purchases must create value for money. Procuring entities have to do a market research to establish the actual prices of goods, goods be procured from qualified suppliers and that the procurement process be competitive and fair. Record be kept properly and adopt best practices when purchasing (PPOA, 2009).

Essentially, 42(64.6%) of the respondents agreed that in both corporate and governmental procurement, the practice of purchasing has moved from a localized operational activity to one that is more consolidated and strategic both in nature and practice, 7(10.8%) were uncertain while 16(40%) disagreed to this assertion. This confirms to Hunja (2003), who noted that in both corporate and governmental procurement, the practice of purchasing has moved from a localized, operational activity to one that is more consolidated and strategic both in nature and practice.

Lastly, 55(84.6%) of the respondents agreed that strategic procurement management (SPM) at NJSMA aims at adding value to each stage of procurement process i.e. from the demand for goods or services to their acquisition, managing the logistics process and finally the use and disposal, 4(6.2%) were uncertain while 6(9.2%) disagreed to this assertion.

This confirms to Bolton (2006), who shares strategic procurement management practices should aim at adding values to the various procurement processes. This ensures that demand for the goods or services, approval for acquisition, actual acquisition, managing the logistical processes and the use well as the disposal of the procured item benefits the organization.

4.4 Effectiveness of the Supplier Base of NJSMA

The study established that effectiveness of the supplier base enables NJSMA to achieve its organizational goals. The findings are presented in the table below;

Table 4.6: Effectiveness of the Supplier Base of NJSMA

Supplier Base	Level of Agreement							
	Likely		Neutral		Unlikely		Total	
	(f)	(%)	(f)	(%)	(f)	(%)	(f)	(%)
Suppliers are always able to supply on time	40	61.5	15	23.1	10	15.4	65	100.0
Suppliers have adequate knowledge of the procurement law	45	69.2	13	20.0	7	10.8	65	100.0
Some suppliers are representatives of international companies and are therefore able to supply at highly competitive prices	57	87.7	0	0.0	8	12.3	65	100.0
Some suppliers wield political influence	59	90.8	6	9.2	0	0.00	65	100.0
Some suppliers are surrogates for some leading officials within the municipal	51	78.5	14	21.5	0.0	0.00	65	100.0
Suppliers endeavor to meet the quality of goods and services within the contract	55	84.6	3	4.6	7	10.8	65	100.0

Source: Primary Data, 2023

From table 4.6, 40(61.5%) of the respondents pointed out that it was very likely for suppliers of NJSMA to always supply their commodities on time, 15(23.1%) did not

comment and 10(15.4%) were unlikely. Boateng, (2008) supported the findings that suppliers dealing with public organizations are often reliable in terms of time delivery.

Again, 45(69.2%) of the respondents agreed with the likelihood of most suppliers wielding some knowledge of the procurement law, 13(20%) did not comment on the issue while 7(10.8%) were unlikely. Luyt, (2008) supported the findings that there is a need for suppliers to have adequate knowledge of the procurement law to deliver products and services properly to ensure that scarce resources are efficiently and effectively procured.

It was discovered that 57(87.7%) of the respondents agreed with the likelihood that some suppliers are representatives of international companies and are therefore able to supply at highly competitive prices while 8(12.3%) were unlikely.

Essentially, 59(90.8%) of the respondents noted that it was likely for some of their suppliers to wield political influence while 6(9.2%) did not comment. Acevedo et. al. (2010), also corroborate the findings that most suppliers and contractors wield political influence

Out of the 65 respondents, 51(78.5%) of the respondents did not comment on the suggestion that some suppliers are surrogates for some leading officials within the municipal whereas 14(21.5%) were likely. Boateng (2008) findings corroborate the discovery that some suppliers wield political influence and this could have positive tendencies. The positive aspect lies in the fact that these category of suppliers could lobby for projects for the assembly using their political connections.

Lastly, 55(84.6%) of the respondents agreed that it was likely for suppliers endeavor to meet the quality of goods and services within the contract, 3(4.6%) did not comment while

7(10.8%) were unlikely. This confirms to Wagner, (2010) who found that effective supply base management improves suppliers' product quality and delivery performance.

4.5: Constraints to the Procurement Function of NJSMA

It was established that procurement function of NJSMA faces challenges. This was cited by the respondents during the study. Respondents' opinions are expressed in the table below;

Table 4.7: Constraints to the Procurement Function of NJSMA

Constraints to the Procurement Function	Level of Agreement							
	Agree		Uncertain		Disagree		Total	
	(f)	(%)	(f)	(%)	(f)	(%)	(f)	(%)
Fraudulent and corrupt practices leading to compromises on the principle of value for money	48	73.8	1	1.5	17	26.2	65	100.0
Too much decentralization of the procurement system	41	63.1	4	6.2	20	30.8	65	100.0
Lack of proper knowledge of the procure law by officials of municipal assembly	56	86.2	2	3.1	7	10.8	65	100.0
Unethical behaviour and practices of procurement officers and their superior officers	49	93.8	12	18.5	4	6.2	65	100.0
Politicians manipulating the procurement system to the advantage of party faithful	38	58.5	19	29.2	8	12.3	65	100.0
Lack of knowledge of both National procurement law (NPL) and procurement processes by some suppliers.	44	66.2	10	15.4	11	16.9	65	100.0
Inadequate Measures for Monitoring and Evaluating Procurement activities	39	60.0	18	27.7	8	12.3	65	100.0

Source: Primary Data, 2023

Pertaining to the constraints to the procurement function of NJSMA, 48(73.8%) of the respondents agreed to fraudulent and corrupt practices leading to compromises on the principle of value for money, 1(1.5%) were uncertain whereas 17(26.2%) disagreed.

Another setback to procurement management practices in the public sector, according to Hawking and Stein (2004), lies with accountability, fraud and corruption. This supports the findings of the study.

Out of the 65 respondents, 41(63.1%) agreed that too much decentralization of the procurement system is a threat to procurement function, 4(6.2%) were uncertain whereas 20(30.8%) disagreed. This confirms to Matthew (2006), who explained that procurement, like other value chain management activities require professional experience and therefore ought to be solely handled by trained people. Unfortunately with decentralized organizations managing their own procurement activities, too many untrained hands are discharging procurement functions leading to mediocrity in procurement administration.

Again, 56(86.2%) of the respondents agreed that lack of proper knowledge of the procure law by officials of municipal assembly poses a challenge to procurement functions, 2(3.1%) were uncertain whereas 7(10.8%) disagreed to this assertion. Consequently procurement activities within the district assemblies, according to Hardcastle (2007) were handled by mediocre personnel who lacked the proper knowledge, skills and capacity to conduct conventional value for money procurement practices. This supports the responses given by the respondents.

Moreover, majority of the respondents agreed that the challenge of procurement function include unethical behaviour and practices of procurement officers and their superior officers. The evident shows that 49(93.8%) of the respondents agreed, 12(18.5%) were uncertain whereas 4(6.2%) disagreed. This confirms to Hardcastle (2007), who stated that another setback to procurement management practices at public organisation emanate from

unethical behaviours. He further explained that some procurement officials throw ethnics of the profession to the wind and assist particular suppliers to win contracts at all cost

From the findings, it was discovered that politicians manipulate the procurement system to the advantage of party faithful. The evident shows that 38(58.5%) of the respondents agreed, 19(29.2%) were uncertain whereas 8(12.3%) disagreed. The composition of the district assemblies especially those in Ghana, according to Boateng (2008) are made up of elected and appointed members. Government appointees are usually political party sympathizers and such appointments are often made in appreciation of the role played in winning political power. Consequently these people often collude and connive with appointed district chief executives to implement most procurement projects in their favour. This supports the responses given by the respondents.

Also, 44(66.2%) of the respondents agreed lack of knowledge of both national procurement law and procurement processes by some suppliers is a challenge faced when performing procurement function whereas 10(15.4%) were uncertain while 11(16.9%) disagreed to this assertion. This confirms to Van Zyl, (2006) also asserts that there is a lack of appropriate bid committees; use of unqualified suppliers, passing over of bids for incorrect reasons; utilization of the incorrect procurement process in respect of the thresholds; extensions of validity periods; and incorrect utilization of the limited bidding process.

Essentially, 39(60%) of the respondents agreed to inadequate measures for monitoring and evaluating procurement activities being a challenge to procurement function, 18(27.7%) were uncertain while 8(12.3%) disagreed to this assertion. This confirms to (Hunja,2003), who said sound procurement practices entails creating structures that will

promote effective monitoring and evaluation (M&E) of the various stages of the procurement management processes.

CONCLUSIONS AND RECOMMENDATIONS

5.0 Introduction

This chapter comprises of the summary of the research findings, the conclusion and recommendations made from the work.

5.1 Summary of Major Findings

In this section, the major finding and the results of this study are presented according to the research objectives.

Strategic Procurement Practices Being Employed By NJSMA

Findings of the study shows that the objectives of New Juaben South Municipal Assembly's procurement management practices include: strategic procurement management (SPM) at New Juaben South Municipal Assembly aims at adding value to each stage of procurement process i.e. from the demand for goods or services to their acquisition, managing the logistics process and finally the use and disposal.

The findings show that procurement management ensures that sufficient materials and services are available for the smooth operation of the institution. This means that procurement is an important strategic activity that ensures that sufficient materials and services are made available for the smooth operation of the company and also meet customer needs.

It was also established that in both corporate and governmental procurement, the practice of purchasing has moved from a localized operational activity to one that is more consolidated and strategic both in nature and practice

The study established that procurement law has important influences on procurement activities at New Juaben South Municipal Assembly in that it defines the various elements of supply chain management such as demand management, acquisition management, logistics management, disposal management etc, institutionalizes the creation of supply management unit in various district assemblies, it specifies the roles of Accounting, engineering and procurement staff in the management of bidding process, makes provision for process and procedures for addressing cases of abuse of procurement management practices as well as empowers district assemblies to bid specification, bid adjudication and bid award committees.

Effectiveness of the Supplier Base of NJSMA

The study discovered that some suppliers are representatives of international companies and are therefore able to supply at highly competitive prices. Supply base management has become significant strategic tools for firms to achieve competitive success and more attention is paid to the optimization of supply base structure.

The study showed that suppliers endeavor to meet the quality of goods and services within the contract and are always able to supply on time. This is as a result of the supplier carrying out procurement functions in an effective and efficient manner and therefore resulting in procuring items that meet specifications of the firm.

Lastly, the study established that suppliers have adequate knowledge of the procurement law. There is a need for suppliers to have adequate knowledge of the procurement law to deliver products and services properly to ensure that scarce resources are efficiently and effectively procured.

Challenges Confronting Procurement Management Practices

It was established that the challenges confronting procurement management practices at New Juaben South Municipal Assembly include fraudulent and corrupt practices leading to compromises on the principle of value for money. Another setback to procurement management practices in the public sector, according to Hawking and Stein (2004), lies with accountability, fraud and corruption.

The findings show that inadequate planning on the part of procurement officials leading to problems in arranging payment for work done and demand for procurement activities are always linked to budget leading to abandoning of some vital projects. Unfortunately, most procurement functionaries within the public service of Ghana conduct their activities with inadequate planning.

The study uncovered that lack of proper knowledge of the provisions of procurement laws on the part of some suppliers of New Juaben South Municipal Assembly (NJSMA) continues to be a challenge to procurement function of the assembly. Consequently, procurement activities within the district assemblies, according to Hardcastle (2007) were handled by mediocre personnel who lacked the proper knowledge, skills and capacity to conduct conventional value for money procurement practices. Inadequate budgetary allocation for training and skills development makes it difficult for personnel to attend coaching sessions being run by private consulting groups.

Conclusion

The study concludes that procurement practices at New Juaben South Municipal Assembly (NJSMA) are highly influenced by the National Procurement Law in that the provisions of

the law define the various elements in the supply chain management such as demand management, acquisition management, logistics management and disposal management. Procurement practices at the assembly also follow the National Procurement Law to specify the roles of accounting staff, engineering staff, and procurement officers in the bidding management processes.

It is conclusive from the study that suppliers of New Juaben South Municipal Assembly are not only experienced business people or fairly knowledgeable in procurement law but are also some wield political influence while others act as surrogates and suppliers are also endeavours to meet quality levels specified in the supply contract and are credit worthy enough to pre-empt the need to pre-finance them.

The study also concludes that lack of sound knowledge of the provisions of the National Procurement Law (NPL) by some officials and suppliers of the Assembly, inadequate planning on the part of procurement officials services as well as inadequate monitoring evaluation of supply chain activities leading to huge losses of revenue to the assembly are some of the constraints bedeviling procurement management practices at New Juaben South Municipal Assembly.

Further, the study gathered that procurement function of the district assembles can be used to achieve organizational goal if both procurement officials and various shades of suppliers are knowledgeable in the provisions of the procurement laws and processes leading to the achievement of value for money in all procurement practices.

Moreover, if political authorities could bury their parochial interests in procurement activities of state organizations, outfits such as New Juaben South Municipal Assembly could always capitalize on procurement practices to achieve corporate goals.

5.3 Recommendations

In the light of the findings from the study, the following recommendations are made:

It is hereby recommended that periodic training and sessions are organized for both procurement officers within the New Juaben South Municipal Assembly and their suppliers so as shore up their competences and capacities for undertaking procurement management responsibilities. Such seminar will essentially discuss the various provisions within the guidelines of the procurement law.

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APPENDIX A: QUESTIONNAIRE

KOFORIDUA TECHNICAL UNIVERSITY

FACULTY OF BUSINESS AND MANAGEMENT STUDIES

DEPARTMENT OF PROCUREMENT AND SUPPLY SCIENCE

**TOPIC: PROCUREMENT MANAGEMENT AS A STRATEGIC TOOL FOR
ACHIEVING ORGANIZATIONAL GOALS.**

CASE STUDY: NEW JUABEN SOUTH MUNICIPALITY

I wish to have your assistance in completing this questionnaire which is designed to collect data on the above topic. Please tick [] in the boxes provided for each question and give answers where due. All information given will be kept strictly confidential and will be used for academic purpose only.

Section A: Bio Data

Q/N	QUESTIONS	RESPONSES	
Q1	Gender	Male	[<input type="checkbox"/>]
		Female	[<input type="checkbox"/>]
Q2	Highest Educational level	Diploma	[<input type="checkbox"/>]
		HND	[<input type="checkbox"/>]
		DEGREE	[<input type="checkbox"/>]
		Others	
		
Q3	How long have you worked with the organization?	Less than one year	[<input type="checkbox"/>]
		1-3 years	[<input type="checkbox"/>]
		4-6 years	[<input type="checkbox"/>]
		7-9 years	[<input type="checkbox"/>]
		Over 10 years	[<input type="checkbox"/>]

Q4	Department	
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SECTION B: MAIN DATA

**OBJECTIVE ONE: STRATEGIC PROCUREMENT PRACTICES BEING
EMPLOYED BY NJSMA**

How do you agree/disagree with these statements concerning the concept of procurement management? The item scales are five-point scales with 1 = Strongly Agree, 2 = Agree 3 =Neutral, 4 = Disagree and 5 = Strongly disagree

Statements of Procurement Management	Scales				
	1	2	3	4	5
Q5. Procurement management ensures that sufficient materials and services are available for the smooth operation of a company.					
Q6 Procurement provides an opportunity for firms and organizations to contribute to a position of competitive advantage by reducing the price and the transaction costs associated with purchasing goods and services.					
Q7. Procurement itself is a process of obtaining services, supplies and equipment in conformity with applicable law and regulations.					
Q8. Public procurement operates in an environment of increasingly intense scrutiny driven by technology programme reviews and public and political expectations for improvements					
Q9. Strategic procurement management practices ensure that value for money is always achieved in all procurement endeavors					
Q10. In both corporate and governmental procurement, the practice of purchasing has moved from a localized operational activity to one that is more consolidated and strategic both in nature and practice.					

Q11. Strategic procurement management (SPM) at NJSMA aims at adding value to each stage of procurement process i.e. from the demand for goods or services to their acquisition, managing the logistics process and finally the use and disposal					
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OBJECTIVE TWO: EFFECTIVENESS OF THE SUPPLIER BASE OF NJSMA

Which of the following are the likely situations of the supplier’s base of NJSMA?

The item scales are five-point scales with 1=Very likely 2=Likely 3=Neutral 4=Unlikely 5=Very Likely

Statement Of Supplier Base	Scales				
	1	2	3	4	5
Q12. Our suppliers are credit worthy so we don’t need to pre-finance them					
Q13. Suppliers are always able to supply on time					
Q14. Suppliers have adequate knowledge of the procurement law					
Q15. Some suppliers are representatives of international companies and are therefore able to supply at highly competitive prices					
Q16. Some suppliers wield political influence					
Q17. Some suppliers are surrogates for some leading officials within the municipal					
Q18. Suppliers endeavor to meet the quality of goods and services within the contract					

**OBJECTIVE 3: CONSTRAINTS TO THE PROCUREMENT FUNCTION OF
NJSMA**

A good number of district and municipal assemblies in Ghana are experiencing challenges with their procurement management function. How do the following relate to the situation?

The item scales are five-point scales with 1 = Strongly Agree, 2 = Agree 3 =Neutral, 4 = Disagree and 5 = Strongly disagree

Statements On Constraints To Procurement Practices	Scales				
	1	2	3	4	5
Q19. Fraudulent and corrupt practices leading to compromises on the principle of value for money					
Q20. Too much decentralization of the procurement system					
Q21. Lack of proper knowledge of the procure law by officials of municipal assembly					
Q22. Unethical behaviour and practices of procurement officers and their superior officers					
Q23. Politicians manipulating the procurement system to the advantage of party faithful					
Q24. Lack of knowledge of both National procurement law (NPL) and procurement processes by some suppliers.					
Q25. Inadequate Measures for Monitoring and Evaluating Procurement activities					

Q26. What recommendations would you put forward towards ensuring that procurement Management practices at NJSMA are made more purposeful and directed towards achieving organizational goal?

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ACHIEVING ORGANIZATIONAL GOALS
(A CASE STUDY OF NEW JUABEN SOUTH MUNICIPAL ASSEMBLY)

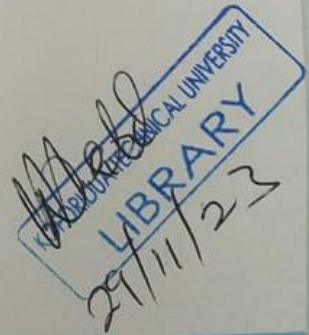
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PROCUREMENT AND SUPPLY SCIENCE, FACULTY OF BUSINESS AND
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BACHELOR OF TECHNOLOGY IN PROCUREMENT AND SUPPLY CHAIN
MANAGEMENT

AUGUST 2023

Thomas Akpali
LFD
29/11/2023



DESMOND GYEMEBI AND MAXWELL FRIMPONG

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