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Effect of Procurement Practices on Program Performance: The Case of One Water, Sanitation, and Hygiene National Program-Consolidated Account in Ethiopia

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EFFECT OF PROCUREMENT PRACTICES ON PROGRAM PERFORMANCE: THE CASE OF ONE WATER, SANITATION, AND HYGIENE NATIONAL PROGRAM-CONSOLIDATED WASH ACCOUNT IN ETHIOPIA

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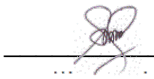
Zelalem Bayisa (Ph.D.)		3 July 2022

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DECLARATION

I, the undersigned, hereby declare that the work which is being presented in this thesis entitled "The Effect of Procurement Practices on Program Performance: The Case of One Water, Sanitation, and Hygiene National Program-Consolidated WASH Account in Ethiopia" is my work. The thesis comprises my own work that has not been presented in any of other universities and that all sources of materials used for the thesis have been duly acknowledged.

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This is to certify that the above declaration made by the candidate is correct to the best of my knowledge.

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List of Acronyms and Abbreviations

WaSH – Water, Sanitation, and Hygiene

MOF – Ministry of Finance

MOWE – Ministry of Water & Energy

MOE – Ministry of Education

MOH – Ministry of Health

PMU – Program Management Unit

SNNPR - Southern Nations, Nationalities, and Peoples' Region

SPSS - Statistical Package for the Social Sciences

GDP - Gross Domestic Product

GNP – Gross National Product

AU – Africa Union

WB- World Bank

OWNP – One WaSH National Program

CWA – Consolidated WaSH Account

IEG - Independent Evaluation Group

WWC – Woreda WaSH Consultant

TWC – Town WaSH Consultant

COVID - Coronavirus Disease

UN – United Nations

OECD - Organization for Economic Co-operation and Development

CPAR - Country Procurement Assessment Report

IPF - Investment Project Financing

POM – Program Operational Manual

STEP - Systematic Tracking of Exchanges in Procurement

RFB – Request for Bid

AfDB – Africa Development Bank

UNDP - United Nations Development Programme

PIU – Program Implementation Unit

DFID - Department for International Development

IDA - International Development Association

UNICEF - United Nations International Children's Emergency Fund

GTP – Growth Transformation Plan

MoU – Memorandum of Understanding

SWAP – Sector Wide Approach

WIF – WaSH implementation Framework

PAD – Project Appraisal Document

ABSTRACT

The aim of this study was to examine to examine the effect of procurement practices on program performance of one water, sanitation, and hygiene national program- consolidated account in Ethiopia. The information was gathered from 126 program contract staff including directors and coordinators working at Ministry of Finance, Ministry of Water and Energy, Ministry of Education, and Ministry of Health, and program contract staff working at Oromia, Southern Nations, Nationalities, and Peoples' Region, & Harari Regional States Water, Education, Health & Finance Bureaus, and Dire-Dawa City Administration Water, Education, Health & Finance Bureaus using close-ended & open-ended questionnaires. The study employed mixed methods research approach. Descriptive statistics was utilized using the Statistical Package for Social Sciences (SPSS) programming version 26. Analyzed information indicated that coordination among implementing agencies, procurement planning, lead-time for procurement process, quality of bidding documents/request for proposals, government officials' and employees' perception, understanding, attention, and turnover, and staff competence were affected program performance. The correlation analysis indicated that all the independent variables have positive relationship with program performance. Based on the analysis of data, conclusions have been drawn and key recommendations have been forwarded to help the program implementing agencies to improve procurement practices of the program. In line with this, implementing agencies have to work towards improving the six procurement practices that will make implementation of the program effective to achieve the program development objectives.

Keywords*: community participation, procurement planning, staff competency, lead-time for procurement process, quality of bidding documents/request for proposals, government officials/employees, and program performance*

CHAPTER ONE: INTRODUCTION

1.1. Background of study

Since the last century, at all levels of development, there has been an increase in the volume and value of public procurement in most countries. According to Africa's Pulse, (2017), governments acquire goods, works, or services for delivering infrastructure. African Development Bank Annual Report (2009), public procurement shares 70% of government budgets across Africa whereas the size of public procurement for South Asia has the highest share in GDP (19.3 percent) followed by Su-Saharan Africa (14.9 percent) thereby Eritrea and Angola share 33 & 26 percent of GDP respectively. Similarly, annual public procurement in the European Union is currently estimated at more than Euro 100 billion, representing around 14% of member states' gross national product (GNP).

The study by Abebe (2014) indicated that in Sub-Saharan African Countries, the total public expenditures account 70 percent for procurement of goods, works and services. According to Tesfahun (2011), out of the total expenditure of the Federal Democratic Republic of Ethiopia, public procurement accounts for more than 60 percent. This implies that public procurement involves large part of countries' expenditures. Development goals such as reducing poverty and providing health, infrastructure, education and other basic services could be enhanced by efficient public procurement (Amdework and Aemiro, 2014).

According to United Nations Development Programme (2007), public procurement is an overall process of acquiring goods, civil works, and services which includes all functions whereby the procurement practices of infrastructure projects covers a) needs assessment/identification, and procurement documents preparation; b) invitation for bids/request for expression of interest; c) bid/proposals submission; d) bid/proposals opening, evaluation/negotiation and awarding; e) content and management of the procurement contract until the conclusion of delivery/completion of contract including warranty/defect liability period; and f) payment of Contractor/Supplier/Consultant. Sound procurement policies, regulations, and procedures are of paramount importance for good governance and

accountability and to improve services delivery to internal and external stakeholders (AU Procurement Manual, 2016).

Good public procurement practices are a major determinant of the effectiveness of public expenditure (WB, 2014). All public procurement practices in a modern economy seek to attain the basic principles underlying the procurement of goods, works, and services like the economy, efficiency, fair opportunities for all firms or openness, accountability, and transparency of the process and the complementary objectives which are not supported by the basic international principles which underlie a well-functioning public procurement system. These include promotion of domestic industry and employment; exclusion from normal requirements in the interest of national security; implementation of social welfare provisions such as minimum wage provisions and exclusions on use of child labor.

The need to maintain a proper balance between the objectives that well-functioning public procurement practices seek to achieve requires the skills and knowledge of professionally trained staff and a good organization within the government system to provide oversight, advice, and build the capacity of the staff to exercise good judgment. Thus, sound public procurement policies and practices are among the essential elements of good governance. In contrast, weak public procurement systems and practices characterized by lack of accountability, transparency, competition, fairness, etc. is a symptom of bad governance and these have tended to slow down the pace of economic growth and development of African countries. In another word, good procurement practices reduce costs and produce timely results i.e. increase the efficiency of public expenditure and investment; poor practices lead to waste and delays and are often the cause for allegations of corruption and government inefficiency coupled with low program implementation performance.

According to African Development Fund's Harari water supply and sanitation project completion report (2013), one of the implementation challenges of the project was delays in finalizing the procurement processes mainly due to the lengthy procurement process. Lejalem (2019) has indicated that low performance of program implementation is attributed to late approval and substandard design documents, delays in the procurement process, poor coordination and communication among stakeholders. Mengistu (2021) has identified that

ineffective/unrealistic planning and scheduling, and less emphasis on planning are among critical factors that caused construction delays in medium towns' water supply projects of the OWNP-CWA program resulting in an extension of the program period. Borrowers or Countries are less comfortable with the World Bank procurement process concerning the time taken, flexibility, and consistency which lead to low program implementation performance (IEG, 2014). For instance, selection & employment of a Consultant using of quality and cost-based selection process requires a long time as it requires a large volume & expensive information to be presented by candidates and its time consuming to evaluate coupled with a lengthy Prior Review & No Objection process.

The Ethiopia WASH program is multi-sectorial, multi donor funded program implemented through government, institutional arrangement with the fund and technical assistance of development partners at each level.

Therefore, this study has focused on describing procurement practices as how they were conducted and limitations and the resultant effect on program performance.

1.2. Statement of the problem

The procurement budget for infrastructure in Ethiopia is huge. However, there is no effective implementation of public procurement practice (Awoke, 2014). This implies that non-value adding procurement processes have impact on service delivery and performance of organizations.

In Ethiopia, large amount of money is allocated for access of drinking water supply and sanitation programs both for rural and urban population every year from treasury and fund from development partners like the World Bank, African Development Bank, Department for International Development (DFID), the British Government, and Government of Finland.

The study by Mamiro (2010) indicated that inadequate procurement performance attributed to qualification and experience, capacity of contract management and procurement planning process. Similarly, the study by Mwanjumwa and Simba (2015) indicated that the non-value adding procurement process is greatly affecting the service delivery and performance of procuring entities.

According to studies by Njeru (2015), and Barsemoi et al., (2014), effective procurement practice can be enhanced by attracting and recruiting effective procurement staff with appropriate capacity building programs, and motivating the staff with different benefit packages.

The studies by (Aberu, 2017; Feyisa, 20210; Keno, 2017; Edosa, 2019), indicated that procurement planning, competence of staff, procurement procedure, and top management support (government officials) were factors that affected procurement performance.

According to the study conducted by Ouma (2012), there is a lack of effectiveness in ensuring objectives of the fund obtained from development partners towards development and alleviation of poverty due to procurement procedures and government bureaucracy.

Studies show that international development partners like the World Bank and other donors exert enormous influence on national & international approaches to program development and implementation. Practitioners and academics argue that there have been important procurement-related challenges that led to poor project/program implementation and many of the problems in construction projects were linked to inadequate procurement procedures.

According to study by Mathiwos (2018), delay in approval of documents, slowness in decision-making process, and extended completion time were factors that affect delay in construction of water supply and sanitation programs in Ethiopia.

There was lack of effectiveness and efficiency as well ineffective implementation of the water supply, sanitation & hygiene program in ensuring the objectives of the funding due to procurement procedures and government bureaucracy. The inefficiency of program performance is contributing to diminishing support of the donors, increased cost of program implementation, delays in the timeliness of program completion, and low-quality projects that fail to meet the interest of donors and the community at large.

Procurement performance is the backbone of program performance. However, in many cases, poor procurement performance has caused poor program performance. According to African Development Fund (2020), a capacity constraint was a challenge that has affected the implementation of the Ethiopia water supply, sanitation & hygiene program. The program

completion report (phase I), prepared by the Ministry of Water & Energy enhanced that a major drawback or slow progress both in physical plan and implementation as well as realizing planned target was seen in the Urban WaSH Component of the program which forced program implementation to be extended for additional years. This was attributed to significant market price escalation and cost overrun of projects. The report shown that the procurement of vehicles and motorbikes required for program implementation was delayed for about a year from the expected time of delivery.

Regional sector bureaus are the major implementers of procurement activities for rural and urban components of the OWNP-CWA Program while Woredas are responsible for the execution of small schemes and small value program activities. Despite capacity building training and exposure visits in-country and abroad, problems have not been resolved in due course affecting due implementation and completion of procurement activities as per contract period. These include substantial delays in timely updating and compiling procurement plans and contract registers, lengthy period in selection & employment of WWCs and TWCs, lengthy bidding documents, terms of references/request for proposals preparation, and poor quality of documents to attract appropriate contractors/suppliers/consultants, prolonged evaluation and internal decision-making time for procurement and contracts administration matters, lengthy review and no-objection process for prior review procurements from the side of the WB, significant delays in completing and study and design works and poor quality of the same coupled with incomplete design and specifications, shortage of contractors, particularly drilling companies and consultants, weak monitoring of procurement performance and implementation of contractual measures at all levels. The significant proportions of planned projects were delayed due to problems related to procurement practices. Lack of coordination and integrity among ministries and respective regional bureaus (Water, Health, Education, and Finance) were also serious challenges affecting program implementation performance. The system of joint planning, implementation, and monitoring of progress and outcomes in the Water, Education, Health, and Finance sectors was found weak.

According to IEG (2014), the World Bank borrower countries are feeling that the Bank's procurement processes are time-consuming and delays in getting no objections in the prior review process (a lengthy process of approvals) as the Bank give more emphasis on reducing risks with less emphasis on efficiency and time. A lengthy procurement process results in a higher cost of the project implementation due to escalation and delays in the delivery of benefits to the beneficiaries.

In water supply, sanitation, and hygiene program implementation, inadequate contract management practices such as delays in completion of civil works, drilling construction, and consultancy service contracts are due to a shortage of capable and experienced companies/consultants in the country and delays and substandard deliverables by the consultants. In general, there are apparent capacity limitations which are reflected in terms of lack of regular updating of procurement plans; delays in the implementation of procurement activities; unsatisfactory procurement record keeping; and shortcomings in the quality of bid documents, evaluation reports, and so on.

Therefore, most of the problems mentioned above need researchers' involvement to verify them through in-depth study.

The researcher tried to look for previous studies on this specific title and area of study. Most of these studies were focused on the general procurement systems which implemented the same procurement procedure at different government sectors. There were limited studies on procurement practices in water, sanitation & hygiene infrastructure development program financed by development partners. The previous studies major focused on procurement performance in terms of procurement planning, staff competence, and procurement procedure for treasury budget users government sectors Thus, this study examined effect of procurement practices on program performance in the case of water supply, sanitation, and hygiene national program-consolidated account in Ethiopia (government-development partners funded program).

1.3. Research questions

- Does community participation have effect on performance of program?
- Does procurement planning have effect on program performance?
- Does lead-time of procurement process have effect on program performance?
- Does quality of bidding documents and Request for Proposals (RFPs) have effect on program performance?
- Does staff competence have effect on program performance?
- Do government officials and employees other than contract staff of the program have effect on program performance?

1.4. Objective of the study

1.4.1. General objective of the study

The general objective of this research was to examine the effect of procurement practices on performance of water supply, sanitation and hygiene national program in Ethiopia.

1.4.2. Specific objectives of the study

Having the above-mentioned general objective, the study has the following specific objectives:

- To examine the effect of community participation in procurement process on program performance
- To examine the effect of coordination among program implementing agencies on program performance
- To examine the effect of procurement planning on program performance.
- To examine the effect of staff competence on program performance.
- To examine the effect of lead-time of procurement process on program performance.
- To examine the effect of quality of bidding documents and request for proposals on program performance

- To examine the effect of government officials and employees other program contract staff perception and support on program performance.
- To identify remedies to correct identified deficiencies.

1.5. Significance of study

The findings of this study benefited the Implementing Agencies of the water supply, sanitation, and hygiene national program in Ethiopia to assist in revision of procurement practices in designing future programs.

The study had given insight to policy makers to revise the policies and any interested parties who want to review the procurement practices. Moreover, the findings of this research could be used by various scholars, students, and researchers for further investigation.

1.6. Scope of study

This study examined the effects of procurement practices on program performance of the water supply, sanitation, and hygiene national program in Ethiopia. The procurement system of OWNP-CWA had been implemented in 4 (Ministry of Water & Energy, Ministry of Health, Ministry of Education, and Ministry of Finance), in 9 Regional Water Bureaus, Education Bureaus, Health Bureaus, Finance Bureaus, and One City (Dire-Dawa City Administration). Due to scare resources (time and financial resources) and conflicts in some different regions of the country, the study was delimited to three ministers (Ministry of Water & Energy, Ministry of Health, and Ministry of Education), and three regions (Harari, Oromia, and South Nations Nationalities Peoples), and Dire-Dawa City Administration implementing agencies.

1.7. Limitation of study

Time constraints due to overlap of career assignments, limitation of resources, lack of information on primary data as well as on secondary data due to turnover of staff and concerned officials were limitations of this study. In addition, the lengthy period in response to the questionnaires coupled with the issue of honesty and truly detailed answers to the questions from the respondents were major limitations of the study. There were additional efforts from the side of the researcher (made mobile calls, telegram & email communication, and visiting them

repeatedly and by not mentioning their names or trying to know their identities) to overcome limitations.

1.8. Organization of study

This research paper was organized as follows: chapter one dealt with introduction, which included: background of the study, statement of the problem, the objective of the study, the scope of the study, the significance of the study, and limitation of the study; chapter two dealt with the review of the related literature; chapter three contained the research methodology which described the research approach, research methods, research design and sources of data. Chapter four discussed data presentation, analysis, and interpretation, different tables were used in this part to describe and analyze the quantitative data. Finally, the fifth chapter presented the major conclusion that was drawn from the analysis and findings of the study and possible recommendations for the identified problems were included.

CHAPTER TWO: REVIEW OF RELATED LITERATURE

2.1 Introduction

This chapter provides a review of related literature on effect of procurement practices on program performance from different sources mainly researches. The views of different scholars, and authors were reviewed and presented. The theoretical review of the study presented the definition of procurement terms, theories and principles. By the empirical study review, previous studies were analyzed that support this study. Finally, the conceptual framework was presented using the considered variables.

2.2 Theoretical Review

2.2.1 Definition of Terms

2.2.1.1 Procurement

According to the UN procurement manual (2020), procurement is defined as all actions necessary for the acquisition, by purchase or lease, of property, including products and real property, and services, including works. According to the Ethiopian Public Procurement Proclamation (No. 649/2009), procurement means "obtaining Goods, Works, Consultancy or other Services through purchasing, hiring or obtaining by any other contractual means." It is a process of identifying and obtaining Goods, Works, Consultancy Services, and Non-Consultancy Services in the right quantity & quality, at the right price, from the right sources, at the right time and place to achieve the objective of the procuring entity. Mamiro (2010) defined Public Procurement as "a comprehensive process stretching from procurement planning, budget allocation, bids invitation, bids evaluation, contract award, contract management, performance evaluation, auditing, and reporting." It is a procurement life cycle that starts with the needs assessment and ends with the execution of the contract.

Procurement is the process by which companies acquire raw materials, components, products, services, or other resources from suppliers to execute their operations.

According to Dobler & Burt (1998), procurement can be defined as "… the acquisition, whether under formal contract or otherwise of goods, services, and works from third parties

by contracting authority." Thus, public procurement refers to the acquisition of goods, services, and works using public funds.

According to Komakech (2016), public procurement is one of the government's most appropriate means to respond to the population needs in a way of not only delivering public goods or services but also ensuring value for money to improve their lives and living conditions. Value for money is derived from the optimal balance of benefits and costs on the basis of total cost of ownership. Value for money is therefore not a choice of goods, works or services which is based on the lowest bid price but a choice based on the whole life costs of the project or service.

2.2.1.2 Procurement process

According to the World Bank Procurement Guidance (2016), the procurement process is the process that starts with the identification of a need and continues through planning, preparation of specifications/requirements, budget considerations, selection, contract award, and contract management. It ends on the last day of the warranty period. The procurement process of Goods, Works, or Services is the total of activities that the procurement team has to undertake to start from the identification of a procurement need until the receipt and acceptance of delivery of goods, the commissioning of works, and installations, or the performance of service. Accordingly, the procurement process may be broken into several interrelated sub-processes. The output of one sub-process becomes the input of the following step; this process can be referred to as the procurement cycle.

2.2.1.3 Procurement planning

Procurement planning is the process of identifying and consolidating requirements and determining the timeframes (for at least 18 months) for their procurement with a method of procurement and cost estimate, review procedures, and implementation schedule.

2.2.1.4 Performance

Performance is the accomplishment of a given program that is measured against preset known objectives in standards of accuracy, completeness, cost (budget), and time (period).

2.2.2 Procurement Concept, Theories and Principles

2.2.2.1 The concept of procurement practice

According to the Council of Supply Management Professionals (2011), Procurement practices are philosophies, methods, and processes adopted in procurement to contain costs, and produce results despite challenging circumstances.

Good procurement practices reduce costs and produce timely results while poor practices lead to waste and delays and cause inefficiency. According to McFalls (2016), procurement practices are strategies for procuring goods, works, and services. The procurement practices include procurement planning, supplier/contractor/consultant selection, contract review, and monitoring and evaluation towards project implementation. Procurement practices and procedures have a significant influence on the program's performance. Poor program planning, poor procurement planning, a deficit of personnel in the procurement management process, inadequate finance, and poor project & procurement monitoring are factors that cause projects/program delay or failure. Thus, constant improvement of procurement practices is one of the best competencies of implementing agencies' performance.

2.2.2.2 Theory of Auctions and Competitive Bidding

According to Philip et al., (2011), the auction is the generic name that is assigned to the procurement procedures, represented by direct procurement/negotiation, request for bids/proposals, and the actual auctions through which goods are procured. According to this theory, auction rules are established by public authorities who set the estimated value, eligibility, and award criteria. The value of goods, and services provided for the needs of public authorities cannot exceed their estimated value. A model of competitive bidding is developed in which the winning bidder's payoff may depend upon his personal preferences, the preferences of others, and the intrinsic qualities of the object being sold.

The theory of Competitive Bidding supports the public procurement core principles. The principle of fairness and open opportunity for all bidders and applicants could be enhanced by open competitive bidding either national competitive bidding or international competitive bidding that is supported by this theory.

2.2.2.3 Resource Dependence Theory

This theory explained how the resources external to a procuring entity affect a procurement behavior of this entity. According to this theory, procuring entities are dependent on resources of other organizations (suppliers/manufacturers). This is also true for infrastructure development like water supply and sanitation projects. This is related to the study's independent variable on Community Participation where community members participate inform of making contributions such as land, labour, materials and money(Osborn , 2018).

2.2.2.4 Transaction Cost Economic Theory

Effectiveness in public procurement provides better services to the public at a lower price (Jurcik, 2011). The argument is that the numbers of transaction costs are influenced by specific activities, measurability of output, and input frequencies. The market forces of supply and demand establish the price with transactional procurements. More efficient procurement transactions can significantly reduce the overall cost of purchasing. According to the Transaction Cost Economics Theory procurement entity will incur transaction costs during the whole procurement process, from the start to the end.

According to Dobler (1998), procurement is vastly different from the traditional buying process. Procurement includes doing market research for suppliers, communicating and negotiating with suppliers, selecting the best supplier on a criteria which can be low cost, quality of goods, timely delivery etc., entering into contractual relationships with the selected supplier and monitoring supplier's post contract performance. Transaction Cost Economics Theory explains that in each of these steps in the procurement process, costs will be incurred in the form of market research cost, cost of entering into contracts, documentation cost, monitoring cost, etc.

2.2.2.5 The Core Procurement Principles

According to the World Bank Procurement Regulations for IPF Borrowers (2020), the Core Procurement Principles include i) value for money, ii) economy, iii) integrity, iv) fit for purpose, v) efficiency, vi) transparency and fairness. Study by Arrow, S. (2010), also

identified the same Core Public Procurement Principles. Thus, all public procurement systems in a modern economy seek to attain all or most of the following objectives:

Economy: Economic criteria focus mainly on price. However, it also includes other criteria which provide economic benefits to employer/purchaser which include fitness for purpose i.e. sustainability, environmental & social considerations, quality, delivery and availability, and life-cycle costs that include maintenance and operating costs. Most economic contract does not therefore always mean the cheapest price. The best value for money should be the economic objective and can be summarized in the five rights. It means to buy/employ the right quantity, of the right quality, at the right price, for the right place, and at the right time.

According to Mamiro (2010), value for money is the value (output) attached to some defined cost (input). It is a concept associated with the deployment of resources vis a vis realization of some expected output values. It is associated with the economy, effectiveness, and efficiency of a product, service, or process. It is not only on the acquisition price/cost (economy), but also maximum efficiency and effectiveness of a procurement transaction. Value for money means the effective, efficient, and economic use of resources, which requires an evaluation of relevant costs and benefits, along with an assessment of risks, non-price attributes, and/or life cycle costs. In short, an effective means of ensuring value for money in the award of a contract is by allowing all qualified suppliers/contractors/consultants to bid/participate for contracts.

Integrity: It refers to the use of funds, resources, assets, and authority according to the intended purposes and in a manner, that is well informed, aligned with the public interest, and aligned with the broader principles of good governance. All parties involved in the procurement process observe the highest standard of ethics during the procurement process and refrain from fraud and corruption.

Efficiency: A system that operates promptly with a minimum of bureaucracy while being responsive to the needs of the end-user of the goods or facilities produced and producing positive results without protracted delays. Procurement arrangements are time-sensitive and strive to avoid delays.

Openness: An open system provides an opportunity for all eligible bidders to compete in providing goods, works, and services, and that no undue restrictions are placed on competing for a particular contract. It offers all eligible and interested suppliers, contractors, or consultants of impartial opportunities to compete.

Transparency: The rules, guidelines, procedures that govern the procurement should be available and known to everybody/interested parties, and some means of verification of those rules should be provided. Records are open to inspection by public auditors and by others, such as unsuccessful bidders. Transparency fosters the confidence of taxpayers and all stakeholders in the public procurement system. Transparency and competition can optimize resources and funds by contracting with the most appropriate bidder for the bid and procuring quality goods, works, and services at a reasonable price (WB, 2017). However, ineffective and nontransparent can result in the procurement of goods, works, and services at inflated prices (cost overruns). Transparency requires that: i) well-defined regulations and procedures are open to the public and other stakeholders; ii) effective processes for sharing information. There is appropriate reporting of procurement activities; iii) clear, standardized bidding documents containing complete information; iv) equal opportunity for eligible suppliers/contractors in the bidding process. It minimizes the risk of fraud, corruption, and mismanagement of public funds.

According to OECD (2011), information accessibility, participation of stakeholders in the procurement cycle and the possibility of review and remedy in case of a complaint are essential to transparency and accountability in public procurement.

Fairness: It refers to equal opportunity and treatment for bidders/proposers/consultants. It also refers to equitable distribution of rights and obligations between procuring entities and suppliers, contractors, and bidders/proposers/consultants.

Accountability: The accountability of those who carry out procurement on behalf of public bodies in following the regulations or in being responsible for the consequences – disciplinary or punitive if not doing so. According to Grant and Keohane (2005), transparency implies that some actors have the right to hold other actors to a set of standards,

to judge whether they have fulfilled their responsibilities in light of these standards, and to impose sanctions if they determine that these responsibilities have not met.

The concepts of integrity, transparency, and accountability have been identified by the UN countries, collectively and individually, as part of the founding principles of public administration (Armstrong, 2005). In public administration, integrity refers to honesty or trustworthiness in the discharge of official duties, serving as an antithesis to corruption or the abuse of office. Transparency refers to unfettered access by the public to timely and reliable information on decisions and performance in the public sector. Accountability refers to the obligation on the part of public officials to report on the usage of public resources and answerability for failing to meet stated performance objectives. The core principles are co-dependent that one principle without others becomes meaningless.

Among the key objectives of the public procurement system, there exists a normal tension that must be considered when implementing the process. Excess transparency can slow the procurement process and undermine the efficiency and effectiveness. A system that places too high of value on openness and competition can fail to achieve efficiency and can undermine value for money. The need to maintain proper balance between the objectives that a well-functioning public procurement system seeks to achieve requires the skills and knowledge of professionally trained staff and a good organization within the government system to provide oversight, advice and build capacity of staff to exercise good judgment.

2.1 Empirical Review

2.1.1 Community participation

Community participation in procurement practices advocated greater beneficiary involvement in identifying and prioritizing their procurement needs. In the past, procurement transactions and basic service delivery belonged to the exclusive domain of the government with the community as passive recipients. Recent trends toward participatory governance and community empowerment have enabled members of the community to have a more active role in procurement planning, actual procurement and contract implementation processes. With community participation, transactions between the government and third parties such as

suppliers and contractors or service providers have become more transparent. There is also efficiency in the use of resources when beneficiaries of projects are engaged not just in determining their actual needs, but also in project procurement and implementation. This in effect guarantees that the government only procures what is needed. If the community can be involved in any or all of the stages of project planning, procurement, and implementation, there would be greater ownership of the project.

According to the study by Samuel (2016), community participation and community training do influence sustainability of community water projects. Thus, the community participation in the whole project cycle should be enhanced for effective and efficient program performance. Similarly, the study by Osborn (2018) indicated that the community at grassroots level should be adequately involved in identification, planning, implementation and close out phases of water projects.

2.1.2 Procurement planning

Procurement planning being an important procurement practice is one of the factors influencing program performance (Anane et al., 2019). According to the World Bank (2017), a procurement plan is a plan of expenditure to establish procurement needs over a delimited period. It is one of the primary functions of procurement with the potential to contribute to the success of the operations and improved performance. It begins at the design stage during the identification and preparation stages of the project cycle and provides the basis for organizing the work on the project and allocating responsibilities to individuals. It is a means of communication and coordination between all those involved in the procurement project. A realistic procurement plan can prevent delay in the process, avoid rush procurement, and enables the purchaser to gain economies of scale due to bulk procurement and also a base for transparency of the procurement process (Getahun, 2015).

Procurement planning entails the identification of what needs to be procured (which is the result of a needs assessment), how the organizations' needs can best be met, the scope of the goods, works, or services required, what procurement strategies, or methods to be employee, setting the lead-times, and the accountability for the fulfillment procurement process. Thus,

the beginning of the procurement process is need realization and identification of the requirements and it provides the basis for monitoring and control.

Planning entails defining the activities, scheduling and sequencing, planning the requisite manpower and staff required in sufficient quantities and quality, planning the fund that should be spent in a time-phased manner, planning the organizational structure, and planning the information system necessary for effective communication to enhance a project monitoring and control (Barasa, 2014). Thus, the process of procurement planning is to serve as a safeguard against delayed implementation of public projects and to avoid situations of budgetary constraints which would hinder successful project execution and completion.

According to Kanyugi (2014), planning requires excellent planning which includes detailed planning of the process implementation stages and milestones, task timelines, fallback positions, and re-planning. It requires proper forecasting that is guided with deadlines and room for updating and revision for better results (Mokaya, 2013). He adds that there is a very strong relationship between the implementation of development projects and the procurement planning process. Indicators of procurement planning include: planning for the procurement resources (money and human resource), planning for procurement timeframes (when and what is to be procured and at what time), planning for program objectives (what is the desired results).

According to Mamiro (2010), poor planning and management of the procurement process which includes needs that are not well identified and estimated unrealistic budgets, and inadequacy of the skills of staff responsible for procurement are the major limitations of public procurement. According to the World Bank CPAR Report (2004), the reasons for the lack of procurement planning are the absence of understanding of the value of procurement and proper enforcement of rules relating to planning. Lack of procurement knowledge, technical capacity, and expertise resulted in a lack of realistic procurement planning. The preparation of a realistic Procurement Plan for a program is critical for its successful monitoring and implementation (WB, 2011).

According to the World Bank Procurement Regulations for IPF Borrowers (2020), the procurement plan shall include: i) a brief description of the activities/contracts; ii) the selection methods to be applied; iii) cost estimates; iv) time schedules; v) the review requirements; vi) the applicable Procurement Documents; and vii) any other relevant procurement information.

Procurement planning is not about the future decision, but the impact of the decision today, goals must be set participatory by all users (Nadine, 2019). Plans are not static and the preparation of annual procurement plans should be participatory, frequently revised to improve on the procuring entity procurement performance.

2.1.3 Competency of procurement staff

According to Armstrong and Baron (1995), competency is the application of knowledge and skills, performance delivery, and the behavior required to get things done very well. Competency indicates adequacy of knowledge and skills that enable someone to act in various situations (Aketch and Karanja, 2013).

Experiences in program management have shown that in many cases increased costs and delays in program implementation can be attributed to a lack of familiarity with the procurement procedures combined with inadequate command of the essential day-to-day business skills needed to manage international procurement operations. Program implementation is also affected by the weaknesses and inefficiencies of country public procurement systems and the lack of training of the responsible officers. This is to mean that the successful functioning of procurement practices is dependent on the quality of and ability of procurement staff. Familiarity of procurement staff with rules and regulations can be described as knowledge concerning rules, processes, and procedures in carrying out procurement functions. The majority of practitioners involved in procurement lacked requisite professional expertise and knowledge of the law governing the practice. Familiarity of procurement staff with rules & regulations is directly related to staff competency having sufficient knowledge and skills that enable a person to act in a diverse situation. Qualified and competent procurement personnel can solve drawbacks which encounter in the procurement process while a lack of qualified and competent staff can hurt a procurement

performance of a program. To create competency, implementing agencies should develop continuous training and development programs that then enhance the program implementation capacity (Getahun, 2015). Training on ongoing procurement will ensure that the employees can effectively and efficiently plan procurement thus mitigating the challenges affecting procurement (Namusonge et al., 2013). The study by Shitseswa et al. (2017), whose study showed that staff competence has a significant effect on procurement performance. Lack of professional and qualified procurement staff in public procurement entities eventually impedes procurement compliance. Thus, effective training enhances the knowledge skills and behaviors of the personnel and their performance. Improved personnel performance will result in increased program performance.

According to Nadine (2019), special emphasis should be put on developing key personnel competencies through recruitment and selection, performance management, and training and development of procurement personnel to ensure competency. Without well-motivated, able, and well-trained staff, procurement plans and strategies can fail. A motivated procurement workforce can beat a less motivated workforce. To improve program performance, it is essential to understand the roles that are to be performed, the standards to be achieved, and how performance is evaluated.

Competency is a capability, ability, or underlying characteristics of an individual which is causally related to effective or superior performance (Boyatzis, 2008). Competencies indicate sufficiency of knowledge, commitments, abilities, and skills that enable a person to act in a wide variety of situations. The majority of practitioners involved in procurement lacked requisite professional expertise and knowledge of procurement laws, rules, and regulations governing the procurement practices. The study by Russel (2004) indicated that professionalism in procurement relates not only to the level of education and qualifications of the workforce but also the professional approach in the conduct of business activities. Professionalism is the discipline whereby educated, experienced and responsible procurement personnel make decisions regarding the procurement process. Thus, procurement professionals need to be well-qualified and knowledgeable in the field of procurement activities.

Several procuring entities do not have staff with the right competence/experience critical to an effective and efficient procurement process (Banda, 2009). Due to the lack of competent and right number of procurement staff, the role of procurement staff has sometimes taken the place of sector technical specialists, a role that they cannot be expected to cover. Therefore, it is indispensable for procuring entities to focus on the training and development of procurement staff to equip them with good procurement practices.

According to Keno (2017), staff competence gets significant shares of procurement performance affecting factors. Therefore, it has a significant influence on procurement performance. The study by Wanyonyi & Muturi (2015) indicated that the key contributors to staff competence included training of new employees, enhancement of procurement teamwork, and employment of qualified & competent personnel.

Deloitte (2015) stated that there is an inherent link between the quality of public sector procurement practices and the extent to which procurement managers are appropriately qualified to administer dealings with the private sector.

According to Ocharo (2013), experienced staffs carry out duties in a professional manner and reduce wastage of resources. They make sure that bidding documents/requests for proposals/requests for quotations are coherent and comprehensive, and that they truly reflect the intentions of the users. The experienced staff ensures that i) the goods, works, and services to be supplied or performed are described with sufficient clarity and appropriate detail to form the basis for competitive bids and an enforceable contract, ii) how specifications and other conditions of a contract are prepared does not prejudice participation in the bidding by any qualified firm, iii) criteria to be followed in evaluating bids and bidders' qualification are disclosed, and iv) the bidding documents are consistent with the regulations and the lending institutions requirements.

2.1.4 Lead-time of procurement process

According to Thai (2009), a procurement system is built of four major pillars: procurement laws and regulations, procurement workforce, procurement process and methods, and procurement organizational structure. The procurement process consists of the full cycle of

activities (steps) to undertake to fulfill a specified need, starting from the identification of the said needs (meeting unsatisfied needs). Identification of needs requires end-users to submit their needs (quantity, quality, and source). To enhance program performance, it is paramount important to have an increased understanding of how different procurement procedures affect aspects of project performance (Jeptepkeny, 2015).

According to Public Procurement Directive (2010), public bodies shall use opening bidding as the preferred procedure of procurement. The same is specified in the World Bank's guidelines/procurement regulations that "an open competitive approach to the market is the Bank's preferred approach as it provides all eligible prospective Bidders/Proposers with a timely and adequate advertisement of Implementing Agency's requirements and an equal opportunity to bid/propose for the required goods, works, and non-consulting services". In such a case, it should be verified that the procurement procedures followed by the Implementing Agency comply with the Legal Agreement confirming that the Implementing Agency continues to comply with the agreed procurement arrangements. Procedures are operating instructions detailing functional duties. The majority of studies argue that public procurement procedures tend to be characterized by high levels of bureaucracy.

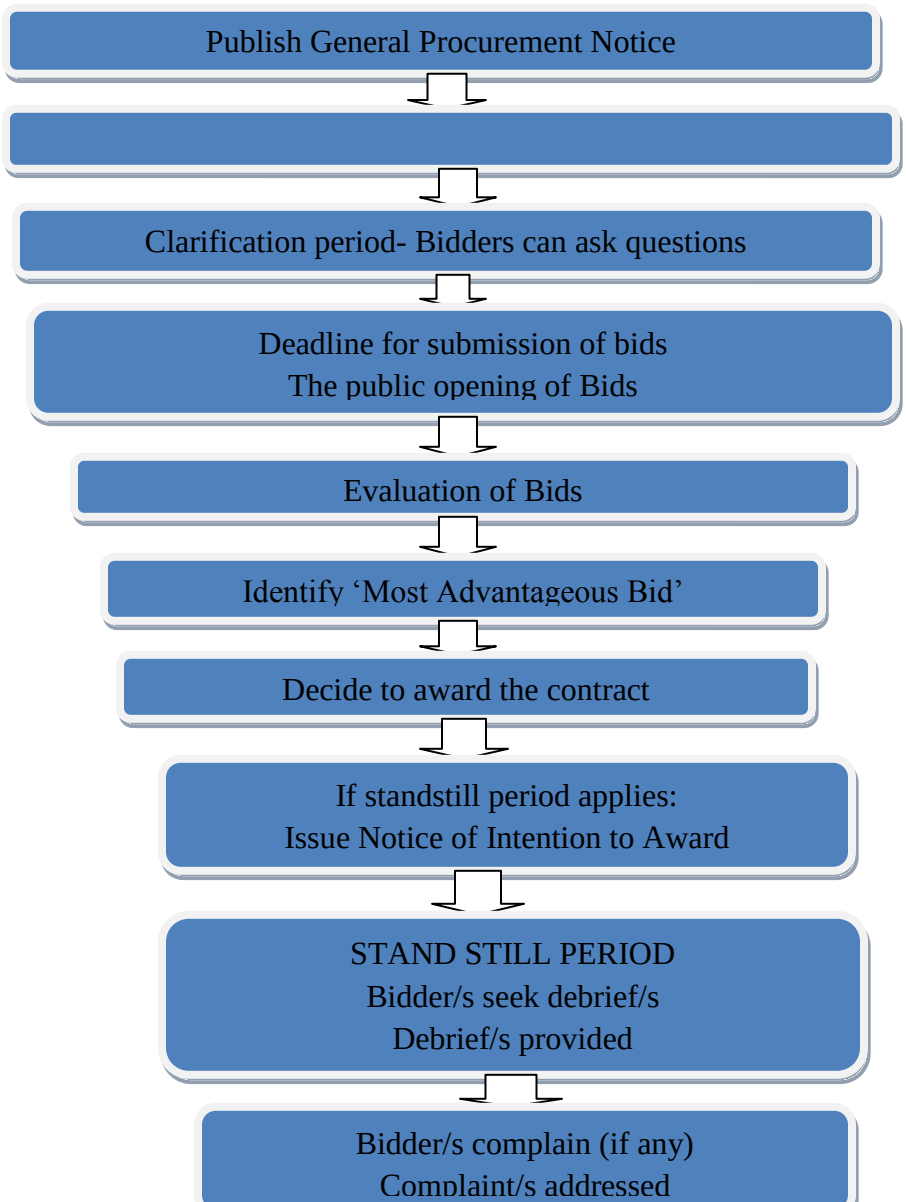
A substantial amount of funds for the OWNP-CWA Program is donors. The Program Operational Manual (POM) of the program (2014) provides procurement implementation guidelines that should be applicable for CWA financed One WaSH Program. In its role as lead agency, the World Bank is responsible for prior of individual contract transactions as per agreed thresholds. Bank oversight is supplemented by the government's oversight and monitoring of procurement activities. According to the POM, procurement under the One WaSH Program financed through pooled funding (CWA) would be carried out using the Bank's guidelines for international competitive bidding and procurement with prequalification. However, the national competitive bidding procedure shall be following the procedures of the country procurement directive with additional provisions. Such a process adds confusion to procurement staff and discourages them. Starting from the last two years, the World Bank has been requiring Implementing Agencies to upload all the planning and transactions through the system developed online- Systematic Tracking of Exchanges in

Procurement (STEP). The system is found good to capture all procurement-related documents from a transparency point of view. However, the telecom infrastructure is poor in Ethiopia the internet is slow. This influences procurement lead-time and inefficiency is observed (Damte, 2018).

The average project funds absorption rate was less than 10% per annum which was attributed to a constrained procurement process (WB, 2009).

According to the World Bank's procurement regulations (2020), the procedures for using a Request for Bids (RFB) selection method can be depicted as shown in the process flow chart below.

Figure1: Process flow chart: RFB One-envelop process (without pre-qualification)
(*Source: The World Bank Procurement Regulations, 2020*)



For the Request for Bids two-envelope process (without pre-qualification), the process flow chart elongates more than the above-mentioned one. The Bank's review process of prior review types of contracts can also increase the procurement process of the program. Accordingly, a lead-time of procurement process could be longer.

According to Ayalew et al., (2021), the procurement process involves several steps which are lengthy and a sequence of non-value adding activities. Some of the steps are redundant and because of this procurement is often time-consuming. The process involves verifications and approvals at different levels which do not value-adding and this takes additional unnecessary time. He added that internal red tape and an unqualified procurement team contributed to the long procurement process. According to Dubale (2015), the procurement process is too long that there is difficulty with regards to the time taken to procure. The study by Seferih (2014) added that the lengthy procurement process is due to bureaucratic red tape, the workload on procurement staff, and lack of motivation.

Procurement is a process that starts long before the start of the construction process and ends with program completion or project closeout. Procurement processes in Africa are marred with massive irregularities and contractual awards have been rated as the major attraction points of projects' kick-off, delay, or death (WB, 2013). Most conflicts in government implemented projects in Sub-Saharan Africa lie in the procurement process (UNDP, 2015). According to AfDB (2016), South Sudan has been rated as one country with the highest rates of procurement procedures violations and non-compliance. This is justified by poor structure of procurement rules, poor program planning, poor procurement planning, a limited number

of qualified personnel in the procurement management process, inadequate financing, and poor project/program and procurement monitoring. The violation of procurement procedures and practices can lead to various irregular allocations of contracts leading to conflicts between the stakeholders consequently delay in development projects' implementation (Lwiga, 2016).

Procurement is the nerve center of performance in every organization and thus needs a tight system to be followed and adopted. Program performance is directly or indirectly dependent on procurement practices such that it is an outcome of procurement process effectiveness and efficiency. Performance provides the basis for a procuring entity to assess how well it is progressing towards its predetermined objectives, identify areas of strengths and weaknesses and decide on future initiatives with the goal of how to initiate performance improvements. It is measured by whether it assures value for money or not. It is the actual output or outcomes of a company/ an institution and its intended outputs or goals and objectives. Program performance starts from procurement efficiency and effectiveness in the procurement function to change from being reactive to being proactive to attain set performance levels in procuring entities (Keno, 2017). Procurement performance is a means to control and monitor procurement functions. Procurement procedures should be tailored to enhance the fulfillment of program objectives through reduction of cost, quality of goods/services delivered, productivity, and lead time and avoid unsatisfactory program performance.

According to Yesuf (2021), procurement performance is a measure of identifying the extent to which the procurement activity can reach the goals and objectives with the least costs. It is measured from the aspects of effectiveness and efficiency. Procurement effectiveness is the degree to which the previously stated goals and objectives are being met while efficiency is the relationship between planned and actual resources required to realize the established goals and objectives. Low performance of a program implementation can be such a problem and a very serious issue for the parties involved such as the borrower/implementing agency, consultants, and contractors/suppliers. According to Takele (2020), lack of qualified contract administration staff, a long chain of bureaucracy such as taking a long time to approve bid

evaluation reports, giving no objection, late in reviewing & approving design documents are some of the factors that influence the program performance.

Procurement procedures are group processes of decision-making and negotiations among stakeholders. Excessively delayed procurement (long-duration of procurement process) also results in additional costs (Bekele, 2015).

2.1.5 Government officials/employees perception and support

According to study by Edosa (2019), procurement perceptions are affected by the existing organizational structure. The study by Kassaw (2018) indicated that participation of higher officials should be improved, and close supervision and timely decision-making on procurement process need to be enhanced. This implies that weak political commitment, inconsistency in management attention, lack of sense of ownership and poor commitment affect program performance.

2.1.6 Program performance

Organizations Performance provides the basis for an organization to assess how well it is progressing towards its predetermined objectives, identifies areas of strengths and weaknesses and decides on future initiatives with the goal of how to initiate performance improvements. Procurement performance is not an end in itself but a means to control and monitor the procurement function. For any organization to change its focus and become more competitive, performance is a key driver to improving quality of services (Njeru, 2014).

Performance indicators are measures of the efficiency and effectiveness of the program implementing agencies with regard to accomplishing the development objectives of the program. Efficiency is a measure of the extent to which the fund of the program was utilized optimally to produce the service, while effectiveness is a measure of the extent to which the program development objectives were achieved within the program period of time. This study has focused on the achievement of program development objectives within the program period.

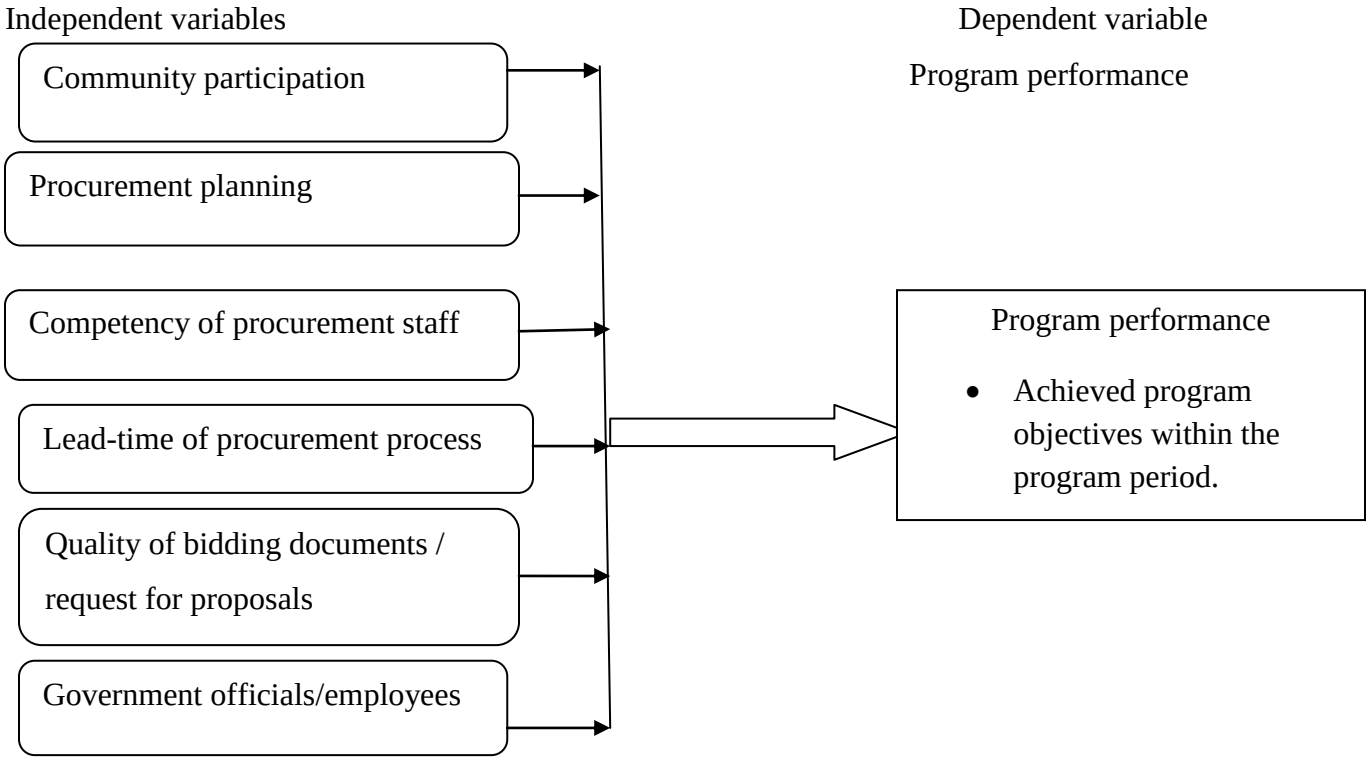
2.1 Literature Gaps

So far there were many empirical literatures on public procurement in Ethiopia and in others countries as well. However, these studies focused on public procurement reforms, and public procurement performance with regard to procurement of common user items, but not project/program specific which has peculiar features due to hybrid application of both government procurement directive and the donors' procurement guidelines/regulations. The previous studies by (Aberu, 2017; Feyisa, 2021; Keno, 2017; Getahun, 2015; Edosa, 2019; Yitayih, 2017; Tsegaye, 2017; Amdework, 2014, etc. have focused on procurement variables such as procurement principles, procurement planning, staff competence, procurement procedure with regard to public procurement directive. The empirical literatures which focused public procurement with regard to government-donors funded programs like the one under study were limited particularly in Ethiopia.

2.2Conceptual Framework

The conceptual framework stems from the theoretical framework and it is the basis for a research problem (Kumar, 2011). It is a schematic presentation that identifies the variables that when put together explains the issue of concern. A variable is a measurable characteristic that assumes different values among subjects. Independent variables in this study are procurement planning; competency of PIUs, and procurement process lead-time, while the dependent variable is program performance. Both independent and dependent variables are shown below.

Fig. 2: The researcher's proposed conceptual framework



CHAPTER THREE: RESEARCH METHODOLOGY

3.1 Introduction

This section covered a description of the study area, research approach, research design, the target population, sample design which contained sampling techniques, data sources and types, data collection procedures/instruments, ethical consideration, and methods of data analysis and presentation techniques.

3.2 Description of the study area

Ethiopia receives substantial loans and grants from the international donor community. The country received significant bilateral assistance from AfDB, DFID, IDA (World Bank), UNICEF, and the Government of Finland towards the cost of the water supply and sanitation program. One WaSH National Program (OWNP) is an intervention towards a coordinated effort by the government, financers, and the community given a boost towards improving water supply, sanitation, and hygiene with a major theme of attaining the GTP target. It is an initiation of the government of Ethiopia with sector development partners that have taken up the challenge to enable the Water, Sanitation, and Hygiene sub-sector to move from a scattered project intervention to a more comprehensive and programmatic approach. The effort here includes the signing of MoU among the WaSH sector institutions, the signing of the WaSH implementation framework, the documentation of lessons from the closed projects (AfDB, IDA/DFID). The program has its finance channeled by financers into a consolidated WaSH account coupled with government and community contribution that will be utilized in priority Woredas and Towns selected for the program. It advocates for One Plan, One Budget, One Reporting System, and One Consolidated WaSH Account (CWA). The program is the first of its kind in Ethiopia that introduced an integrated provision of WaSH services to the community and institutions demonstrating a move from a project-based approach to a more comprehensive and programmatic approach (*Sector Wide Approach- SWAP*) in the sector.

One WaSH Program three distinct phases with specific features.

i. WASH prior to 2004

Prior to 2004, WASH Program implementation was project based and non-integrated intervention (water, sanitation, and hygiene implemented separately). There was no coordination arrangement and no enough budgets for the sector with less donors and NGOs financing. Only supply driven approach implemented with too much focus on water supply. The government was the major actor- financer, implementer, and operator. There was no/poor community participation with private sector involvement. Generally, there was weak sector capacity, no WASH strategic plan and health extension program prepared and implemented. As a result, low WASH coverage, poor O & M, poor hygiene and sanitation implementation and practice.

ii. WASH from 2004 –to- 2013/14

During this period, WASH program implementation has shown a shift project to program approaches with the emergence of the IDA financed water supply programs. Though program based approaches have started, they were still separate and donor based programs. Sectorial integration initiated with signing of MOU (2006) by the three ministries (MOWE, MOH, and MOE) and establishment of coordination structures at all levels. Interventions started to follow demand driven approaches and role of government moved from provider/implementer to enabling environment facilitator. This time, there was increased donors financing and government budget allocation to the sector.

iii. WASH Program from 2013/2014 to present

This period has been the birth of the sector wide program approach (SWAP) - the One WASH National Program (OWNP). It is a flagship government program which is supported by a number of development partners and CSOs/NGOs, whereby different actors came together and agreed to address water supply, sanitation, and hygiene as an integrated package aiming to achieving the GTB WASH sector targets.

The program was initially a five-year Program that got a two years extension and become a seven-year program (2014-2021). It has been implemented since 2014 and constitutes a major part or nucleus of the umbrella government program OWNP and practically demonstrated WaSH implementation principles i.e. Integration, Alignment, Coordination and Partnership, and implementation modalities as stated in WaSH Implementation Framework (WIF). The OWNP-CWA program has been financed jointly by the Government of Ethiopia and Development Partners (AfDB, BRITISH EMBASSY, World Bank, UNICEF, and Government of Finland) with the development objectives of "Increasing access to improved water supply and sanitation services for residents in participating Woredas, Towns, and Communities in Ethiopia". The Program has been focused on providing water and sanitation service to 382 Woredas and 144 (20 medium & 124 small towns) selected from nine regions and Dire Dawa City Administration. The Program has been implemented since September 2014 focusing on major four components: 1) Rural WaSH; 2) Urban WaSH; 3) Institutional WaSH; 4) Program Management and Capacity Building.

As per the original schedule, implementation of OWNP-CWA has officially ended on June 2019 (2011EFY) except for the Urban WaSH component which extended for an additional two years (until July 2021). Thus, Phase I of OWNP has been concluded.

The OWNP-CWA Phase II has been continued with an additional component 'Climate Resilient WaSH' with a total of five components. These are 1) Rural WaSH; 2) Urban WaSH; 3) Institutional WaSH; 4) Climate Resilient WaSH; and 5) Enabling Environment, Program Management, and Capacity Building. The financing agreement was signed between the Federal Democratic Republic of Ethiopia and the International Development Association on June 21, 2019, which was effective 90 days after the signature date.

Procurement under the OWNP-CWA program is being carried out following the World Bank's Procurement Regulations for IPF Borrowers. Accordingly, implementing agencies of the program use standard procurement documents issued by the World Bank as well as standard evaluation forms for procurement of goods, works, and non-consulting contracts which are to be procured through open international competitive bids. Implementing agencies shall also use the World Bank's standard request for proposals, a sample format for requests

for specific procurement notices, a request for expression of interest, and the sample form of the evaluation report for the selection of consultants. When approaching the national market, the implementing agencies use the country's procurement procedures as well as standard procurement documents for procurement of goods and works subject to exceptional requirements and consistent with the World Bank's core procurement principles.

To summarize, a considerable amount of loans and grants from development partners is channeled to the water supply sector for the improvement of water supply facilities along with the health and education sectors. However, the water construction process in the Country is subject to delay that results from the low performance of all stakeholders including internal and external factors.

3.3 Research Approach

The study adopted a mixed research approach. Mixing two methods (quantitative and qualitative) is better than a single method in that it provides better insights into the research phenomena that cannot be fully understood by using only qualitative or quantitative methods (Giri and et al, 2021). It involves collecting, analyzing, interpreting, and reporting both qualitative data (open-ended questions without predetermined responses) and quantitative data (survey questionnaires with close-ended responses) in response to research questions. The application of mixed-method research means purposeful data consolidation which allowed the researcher to seek a wide view of his study by enabling him to view a phenomenon from different perspectives. The qualitative approach allowed detailed description and with words and explanatory completed and details explanations from the respondents. This helped the researcher in getting most information and also by using the quantitative method, the researcher, would be able to effectively analyze the numerical data in order to meet the research objectives.

Shorten & Smith (2017) to minimize limitations attached to each of the approaches, mixed research is a preferable approach. The quantitative method is a means for testing objective theories by examining the relationship among variables while a qualitative method is a means for exploring and understanding the meaning individuals or groups ascribe to a social or human problem. Qualitative research involves studies that do not attempt to quantify their

results through statistical summary or analysis while quantitative research is the systematic and scientific investigation of quantitative properties and phenomena and their relationships.

According to Fowler, (2018) cited by Creswell, (2014), quantitative research approach could be applied for a quantitative or numeric description of data (trends, attitudes, or opinions) collected using questionnaires or structured interviews.

3.4 Research Design

A research design is a conceptual structure within which the research is conducted; it is a set of formal procedures for collecting, analyzing, and interpreting data. In this specific study, a descriptive research design was employed. Descriptive research describes the situation as it prevails in the present scenario. It helps to generalize the findings to a large population. A quantitative approach to data collection was employed. The researcher followed descriptive inquiries that pertain to the research problem. The design was used to describe the characteristics of the independent variables and the dependent variable (Creswell, 2018).

3.5 Study population

Study population refers to the larger population to which the researcher ultimately would like to generalize the results of the study Mugenda (2003). The data from the OWNP-CWA program completion report (2019) indicated that 323 contract staffs have been deployed for the implementation of the program in four ministries, nine regions, and one city administration.

3.6 Sampling and sample size determination

The OWNP-CWA has been implemented in 9 regions and one City Administration. Out of the 9 regions, three regions (Oromia, SNNP, and Harari) were selected which account for 33% of the regional implementers, one City Administration (Dire-Dawa), and 4 federal ministries were taken through purposive sampling techniques. The Oromia regional state and SNNPRS are categorized under big regions with a large budget share of the program resources and Harari is categorized under emerging regions.

According to the OWNP-CWA program completion report (2019), 323 contract staffs have been deployed for program implementation. Accordingly, the census of 155 contract staff working at 4 federal ministries (MOF, MOWE, MOE, and MOH), and contract staff working at Oromia, SNNP, & Harari regional states' Water, Education, Health & Finance Bureaus, and Dire-Dawa City Administration Water, Education, Health & Finance Bureaus were considered in the study. Thus, the census of the study accounted for 48% of the contract staff (155 out of 323) deployed and who are directly and indirectly involved in the procurement process of the program.

3.7 Data types, sources, and techniques of collection

To undertake the research, the researcher used both primary and secondary data. Primary data was collected from staffs working at 4 federal ministries (MOF, MOH, MOE, & MOWE) and 3 regional & one City Administration implementing agencies. The primary data was collected through both structured & semi-structured type questionnaires in a close-ended format and open-ended follow-up questions. Secondary data was collected from both published and unpublished documents such as journals, magazines, past studies, contract registers, bid/proposals evaluation reports, procurement audit/performance reports, contract administration reports, procurement proclamation/guidelines/regulations/directives, program completion reports, and other relevant documents.

3.8 Ethical considerations

High-level confidentiality of the information which was collected from the research participants was protected for the sake of their free and genuine responses concerning the research study. This encouraged the research participants to be voluntary for questionnaires required for primary data collection purposes.

3.9 Method of Data Analysis and Presentation

The researcher used descriptive and inferential statistics to analyze the data. For the quantitative research method, Statistical Packages for Social Sciences (SPSS version 26) was used to analyze the data. After editing, coding the data was analyzed by using descriptive statistical method. Descriptive statistics used included use of frequencies, means and standard deviations. On the

other hand, inferential statistics mainly correlation and multiple regression were used. These helped the researcher to analyze the relationship between two or more variables. This in turn helped to analyze the cause-effect relationship between the variables.

3.10 Validity and Reliability of Research Instrument

According to Dawson (2002), the researcher needs to address the issues of validity and reliability. They are generally used for testing and evaluating measurements of variables and ensuring the quality of data, research design methods, and the overall accuracy of study results. Validity is the accuracy and meaningfulness of inferences which is based on research results. It is the degree to which results obtained from the analysis of the data actually represent the phenomenon under study.

According to Adams and et al (2007), reliability refers to the degree to which an instrument measures the same way each time it is used under the same conditions with same subjects. It means that the measurement instrument does not produce erratic and unpredictable results.

Reliability (the internal consistency and stability) test was done to check whether the consistency or stability of the score obtained from a scale used on the questionnaire is measuring as it needed to measure. For the test of reliability, Cronbach Alpha reliability coefficient was used as a measuring of internal scale consistency/to check the reliability of each item using SPSS.

In general, the researcher has ensured that there is validity and reliability of instrument using Cronbach's alpha while conducting the research in order to obtain data that is consistent with the objective of the study. According to Saunders and et al (2007), a coefficient of 0.7 and above shows high reliability of data.

CHAPTER FOUR: DATA ANAYLIS, RESULTS, AND PRESENTATION

4.1 INTRODUCTION

This chapter is to present, analyze, and interpret the data obtained from the primary and secondary data sources to assess the effects of procurement practices on the program performance of the One Water, Sanitation, and Hygiene Program- Consolidated WaSH Account (OWNP-CWA) in Ethiopia.

The primary data were obtained from the questionnaire which was designed to collect the necessary data to answer the research questions from the respondents who were directly and indirectly related to the program procurement process and implementation of the program. For the purpose of this study, data were collected through questionnaires and the next step was to analyze the collected data and to present the results.

The questionnaires were delivered through e-mail, telegram, and by hand to each of the respondents.

Statistical Package for Social Sciences (SPSS Version 26) was utilized as the main descriptive statistical tool to analyze the data and determine the extent of relationships between the independent and dependent variables. Inferential statistics (correlation and regression analysis) was used to give a measure of the relationships between two or more variables and establish if there is any relationship or there existed a cause-effect relationship between the variables. Analyzed Data was presented using tables (frequency tables, means and standard deviation). A total of 91 close-ended and three open-ended structured questionnaires were distributed to respondents which included coordination offices coordinators, program directors, program management unit coordinators, individual consultants, technical specialists which included construction supervision and contract management specialists, monitoring and evaluation specialists, environmentalists, safeguard specialists, procurement specialists, and financial management specialists working in the program. The questionnaires were delivered to the respondents through email, telegram, and in hand.

4.2 Response Rate

As shown in table 4.1 below, the research targeted censuses of 155 respondents (program coordinators, contract staffs working on the program, and focal persons). However, only 126 respondents have participated in the study, thus, the response rate was 81.30% which facilitated gathering sufficient data that could be generalized to the effect of procurement practices on the program performance of one water, sanitation and hygiene program consolidated WaSH Account in Ethiopia. This was a good response rate after the researcher made personal calls, email, telegram, and visits to remind the respondents to fill in and return the questionnaires. According to Orodho 2009, a response rate above 50% contributes toward gathering sufficient data that could be generalized to represent the opinion of respondents about the study problem in the target population.

Table 1 Response Rate

Response status		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Filled and returned	126	81.3	81.3	81.3
	Not returned	29	18.7	18.7	100.0
	Total	155	100.0	100.0	

Source: Survey Result (2022)

4.3 Reliability Test Results

According to Joppe (2000), reliability is the extent to which results are consistent over time and an accurate representation of the total population under study, and if the results of a study can be reproduced under a similar methodology, then the research instrument is considered to be reliable.

The study used Cronbach's reliability test to determine the reliability of the questions used to describe the variables in the study. Reliability refers to the consistency, stability, or dependability of the data. According to Mugenda & Mugenda (2008), reliable measurement is one that is repeated a second time and gives the same results as it did the first time. If the results are different, the measurement is unreliable. This test also revealed whether the scale used by the study was reliable.

According to Zinbarg, (2005), Cronbach's alpha is a coefficient of reliability that gives an unbiased estimate of data generalization. An alpha coefficient of 0.75 or higher indicated that the gathered data are reliable as they have a relatively high internal consistency and can be generalized to reflect the opinions of all respondents in the target population.

As shown in table 4.2, the overall Cronbach's alpha's coefficient for the expected scale items is 0.837. Therefore, the expected scales used in this study demonstrate high reliability. The following table shows the SPSS result of the Cronbach Alpha.

Table 2 Reliability Statistics of the Instrument

Reliability Statistics		
Cronbach's Alpha	Cronbach's Alpha Based on Standardized Items	N of Items
.837	.841	91

Source: Survey Result (2022)

In addition, the data were tested for normality that large respondents (more than 30 respondents) were believed to be normally distributed (Ghasemi and Zahediasl 2012). As this study used 126 respondents, the data tend to be normally distributed.

4.4 Demographic information of respondents

The background information of respondents in this study included gender, educational background, position in the program, general working experience, and specific years of experience of respondents in the program.

4.4.1. Gender of Respondents

The study has sought to determine the respondents' background information in terms of their gender distribution. This was necessary to determine the number of men and women employees in the program and establish any gender disparities in the program's workforce.

Table 3 Gender distribution of the respondents

Gender of Respondents					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Male	116	92.1	92.1	92.1
	Female	10	7.9	7.9	100.0
	Total	126	100.0	100.0	

Source: Survey Result (2022)

The above table shows that 92.1% (116) of the respondents were male and only 7.9% (10) of the respondents were females implying that more males than females were involved in the program's staff. The researcher knowingly tried not to consider the gender status of the program implementing agencies, because such deviation with the procurement practices does not provide significant impact on the output of the study.

4.4.2. Age of respondents

The study has sought to determine the respondents' background information in terms of their age distribution. This was necessary to determine age disparities in the program's workforce.

Table 4 Age distribution of the respondents

Age of the Respondents					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	26-35 years	23	18.3	18.3	18.3
	36-45 years	60	47.6	47.6	65.9
	46-55 years	37	29.4	29.4	95.2
	>56 years	6	4.8	4.8	100.0
	Total	126	100.0	100.0	

Source: Survey Result (2022)

The above table shows that 47.6% (60) of the respondents were in the interval of 36- to- 45 years old followed by 29.4% (37) of the respondents in the interval of 46-to-55-years old. This shows that respondents' opinions in terms of age could be considered reliable responses.

4.4.3. Education level of respondents

The study has sought to determine the respondents' background information in terms of their education level distribution. This was necessary to determine education level disparities in the program's workforce.

Table 5 Educational background of respondents

Educational background of the Respondents					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	BA/BSc	35	27.8	27.8	27.8
	MA/MSc	90	71.4	71.4	99.2
	Ph.D.	1	.8	.8	100.0
	Total	126	100.0	100.0	

Source: Survey Result (2022)

The qualification of majority of respondents was MA/MSc 71.4% (90) followed by BA/BSc holders 27.8% (35), and Ph.D. holder 0.8% (1). This indicated that, the respondents were able to understand the issues in the questionnaires and provide appropriate responses about the effects of procurement practices on program performance.

4.4.4. Job Category of respondents

The study has also sought to determine the respondents' background information in terms of their job category distribution. This was necessary to determine job category distribution in the program's workforce.

Table 6 Job category of respondents

Position/title in the organization					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Coordinator	14	11.1	11.1	11.1
	Individual Consultant	9	7.1	7.1	18.3
	Technical Specialist	61	48.4	48.4	66.7
	Procurement Specialist	31	24.6	24.6	91.3
	Financial Specialist	11	8.7	8.7	100.0
	Total	126	100.0	100.0	

Source: Survey Result (2022)

This indicated that 11.1% (14) of the respondents were coordinators which include program coordination office coordinator, program management unit coordinator, procurement coordinator, and directors, 7.1% (9) of the respondents were individual consultants (technical and procurement consultants), 48.4 % (61) of the respondents were technical specialists which include construction supervision and contract management specialists, monitoring and evaluation specialists, environmentalists, and safeguard specialists, 24.6% (31) of the respondents were procurement specialists, 8.7 % (11) of the respondents were financial specialists.

The job category of the respondents indicated that large number of respondents were technical specialists (48.4 %) followed by procurement specialists (24.6%). This implies that the respondents were the actual practitioners of the procurement processes of the program. However, participation of lower level of coordinators (11.1%) and individual consultants (7.1%) helped to get the view of management about the procurement practices in the implementing agencies of the program.

4.5 Years of experience of respondents

4.5.1 General years of experience of respondents

Table 7 General years of experience of respondents

General experience of respondents					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	<=5 years	1	.8	.8	.8
	6-10 years	16	12.7	12.7	13.5
	11-15 years	53	42.1	42.1	55.6
	>15 years	56	44.4	44.4	100.0
	Total	126	100.0	100.0	

Source: Survey Result (2022)

The above table shows that 0.8% (1) of the respondents have less than 5 years of general work experience, 12.7 % (16) of the respondents have 6-10 years of general work experience, 42.1% (53) of the respondents have 11-15 years of general work experience, and 44.4% (56) of the respondents have above 15 years of general work experiences.

4.5.2 Specific years of experience of respondents

Table 8 Specific years of experience of respondents in the program

Specific experience of respondents					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	<=2 years	13	10.3	10.3	10.3
	3-5 years	42	33.3	33.3	43.7
	6-8 years	37	29.4	29.4	73.0
	>8 years	34	27.0	27.0	100.0
	Total	126	100.0	100.0	

Source: Survey Result (2022)

The above table shows that 10.3% (13) of the respondents have less than or equal to two years of specific experience in the program, 33.3% (42) of the respondents have 3-to-5 years of specific experiences in the program, 29.4% (37) of the respondents have 6- to- 8 years of specific

experiences in the program, and 27.0% (34) of the respondents have greater than 8 years of specific experience in the program. The study shows that 27.0% (34) of the respondents were in the program since the program launched in 2013. These findings implied that more than half of the respondents (56.4%) have six and above years of work experiences in the program to understand the nature of the study problem and provided appropriate for the questionnaires. This applies that the majority of the respondents had worked in the program for adequate period and they had enough experiences on what were the procurement practices and program performance so that the respondents fit for the research process.

According to Joppe (2000), the respondents with technical knowledge of the study problem assist in gathering reliable and accurate data on the problem under study. Thus, it was assumed that the majority of respondents were able to provide relevant information about the effects of the procurement practices and challenges of the Program.

4.6 Procurement planning

In this part, the involvement of community, and coordination among WaSH stakeholders on procurement planning, and quality of procurement plan were discussed.

4.6.1 Community participation in the process of procurement

Community participation plays a vital role in developing a sense of ownership and ensuring sustainability of projects. To this effect, the beneficiary community in the targeted Woredas and Towns need to participate in planning and implementation of program activities. Thus, this study is to analyze data regarding whether or not the community at the grassroots level involved in procurement planning starting from need identification in order to prioritize their needs.

Table 9 Community participation in the process of procurement planning

In One Water, Sanitation, and Hygiene- Consolidated WaSH Account (OWNP-CWA) program, communities at the grassroots level are involved in procurement planning starting from need identification.					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	29	23.0	23.2	23.2
	Disagree	40	31.7	32.0	55.2
	Neutral	24	19.0	19.2	74.4
	Agree	26	20.6	20.8	95.2
	Strongly Agree	6	4.8	4.8	100.0
	Total	125	99.2	100.0	
Missing	System	1	.8		
Total		126	100.0		

Source: Survey Result (2022)

The above survey result shows that the majority of respondents, 54.7% (69) disagree that communities at the grassroots level were involved in procurement planning starting from need identification whereas 25.4% (32) of the respondents agree. This indicated that the community's participation in the identification of procurement needs is found low.

4.6.2 Coordination among program implementing agencies

According to One WaSH National Program Completion Report (unpublished), the first phase of the program was intended to be accomplished within six years. However, it took seven years. The primary reason was that such a Sector Wide Approach (SWAp) program was the first of its kind to be comprehended in the country. Thus, it took quite a while to organize the National WASH Coordination Office. Similarly, it took time to establish respective Regional WASH Coordination Offices. The study justified the report with evidence shown below in table 4.10.

Table 10 Coordination among program Implementing Agencies

Descriptive Statistics			
Measurements and instruments	N	Mean	Std. Deviation
There is weak coordination of joint procurement planning by Federal WaSH sectors.	125	3.18	1.001
There is weak coordination of joint procurement planning within regional WaSH sectors.	125	3.30	1.010
The national coordination office and federal program staff support respective regions in procurement planning.	123	3.24	1.035
There is a lack of coordination among regional WaSH implementing sectors.	126	3.22	1.019
Overall mean	126	3.26	0.663
Valid N (listwise)	121		

Source: Survey Result (2022)

From the above table, it was established that the majority of the respondents agreed that there was weak coordination among program implementing agencies (a mean score of 3.18 to 3.30). The standard deviation of >1.00 implies a significant difference among respondents on lack/weak coordination among program implementing agencies in procurement planning.

Taking all the variables together, the weak coordination among implementing agencies has an overall mean score of 3.26 and a standard deviation of 0.663 which shows the weak coordination among implementing agencies that has repercussions on the program performance.

The information from the secondary data of phase one Program Completion Report (May 2021, unpublished) commented the following about coordination among implementing agencies: *"There were serious challenges affecting performances which included lack of coordination and integrity among ministries and regional bureaus, limited exercises on updating contract register and lack of records. The system of joint planning, implementation, and monitoring of progresses and outcomes in Education, Health, Water and Finance sectors is weak.*"

According to this report, initially at the outset of the program, the national as well as regional coordination offices were not established. Thus, there was difficulty in joint planning of procurement activities and implementing practices by program implementing agencies. Later on the national coordination office and respective regional coordination office were established to easy coordination of sectors in joint planning and joint implementation with the program development motto "**One Plan, One Budget, and One Report**".

4.6.3 Procurement planning

According to Basheka (2008), procurement planning contributes to the effectiveness of the program. Procurement Planning entails the identification of what needs to be procured, how the needs can best be met, the quantity of the goods to be procured, the scope of works or services with the budget required, what procurement strategies or methods to be designed, timing/scheduling of procurement activities, and the accountability of actors for the full procurement process.

Table 11 Procurement planning practice

Descriptive Statistics			
Measurements and Instruments	N	Mean	Std. Deviation
An appropriate procurement/selection method is specified in the procurement plan.	119	3.77	.987
The procurement planning begins at the design stage during the identification and preparation stages of the project cycle.	122	3.02	1.253
The procurement planning is unrealistic in terms of the cost estimate and intended delivery/completion period.	125	3.87	.967
The procurement plan is updated and reviewed annually or as needed throughout the implementation period.	125	3.50	1.060
There are limited exercises on updating the contract register.	124	3.76	.887
The method (s) of procurement chosen is/are following the approved guidelines.	126	3.94	.846
Items which are reasonably homogenous and can be offered from a single source are grouped together in lots or packages.	124	3.52	.860
Overall mean	126	3.63	0.502
Valid N (listwise)	113		

Source: Survey Result (2022)

From the table 4.11, it was established that majority of the respondents agreed that the method (s) of procurement chosen was/were following the approved guidelines (3.77), the procurement planning was unrealistic in terms of the cost estimate and intended delivery/completion period (3.87), there were limited exercises on updating contract register (3.76), an appropriate procurement/selection method was specified in the procurement plan (3.94), and homogenous items were packaged and put in lots for economies of scale(3.52). However, the majority of the respondents were neutral that the procurement planning began at the design stage during the identification and preparation stages of the project cycle (3.02) with standard deviation of (1.253).

Taking all the variables together, the procurement planning practice has an overall mean score of 3.63 and a standard deviation of 0.502 which shows unrealistic procurement planning practice and less involvement of stakeholders have repercussions on the program performance.

The low variation of standard deviation which is <1.00 indicates that respondents were unanimous on components of realistic procurement planning that could affect program performance. On the other hand, the standard deviation which is >1.00 implies a significant difference among respondents on the procurement planning begins at the design stage during the identification and preparation stages of the project cycle.

4.7 Procurement process

4.7.1 Lead-time of procurement process

The procurement process consists of the full cycle of activities (steps) to undertake to fulfill a specified need starting from identification of the said need. Public procurement process tends to be characterized by high levels of bureaucracy.

Table 12 Lead-time of procurement process

Descriptive Statistics			
Measurements and Instruments	N	Mean	Std. Deviation
There is a time lag between the actual initiation of the procurement process and the planned commencement of the procurement process.	126	4.21	.673
The delay in submitting design documents by the Consultant(s) is a reason for lengthy procurement initiation of Goods/Works.	126	3.65	1.014
The substandard quality design documents submitted by the Consultant(s) are reasons for lengthy procurement process.	126	3.64	1.023
There is a delay in reviewing and approving design documents submitted by Consultant(s) by the Client.	126	3.95	.818
There is a problem of lengthy and delayed bidding documents/requests for proposals preparation.	123	3.76	.833

Descriptive Statistics			
Measurements and Instruments	N	Mean	Std. Deviation
There is a problem of a lengthy process of approval of procurement documents by the procurement endorsing committee.	126	4.11	.841
There is a problem of lengthy process of providing no objection by the World Bank on procurement plan.	126	3.82	.843
There is a problem of lengthy process of providing no objection by the World Bank on procurement documents for prior review contracts.	124	3.89	.838
The lengthy process of providing no objection by the World Bank is due to the lack of quality of procurement documents submitted by the Implementing Agencies.	125	3.38	.939
There is a problem of lengthy decision-making in the procurement process.	126	4.02	.687
Evaluation of bids/proposals is started shortly after public bids/proposals opening and award of a contract is completed within the Bid validity period.	126	3.09	1.278
Lack of understanding about procedural details in making bids/proposals evaluation by the evaluation committee is a reason for lengthy procurement process.	126	3.02	1.088
Lacks of adequate facilities including safe spaces for bids/proposals evaluation and absence of incentives for extra hours working are reasons for the lengthy procurement process.	126	3.91	1.088
The bids/proposals evaluation, the review process by procurement endorsing committee, and/or the World Bank, and finalization of a contract with the selected bidder/consultant is completed within the validity period.	126	2.69	1.190

Descriptive Statistics			
Measurements and Instruments	N	Mean	Std. Deviation
There is a problem delay in procurement process due to repetitive complaints by bidders/consultants on bids/proposals evaluation results.	125	3.16	1.043
There is a problem of Letter of Credit processing delay due to lack of a proficient number of personnel.	125	3.70	1.186
There is a problem of Letter of Credit processing delay due to shortage of hard currency (ies).	123	3.64	1.262
There is a problem of Letter of Credit processing delay due to an inappropriate selection of incoterms in the bidding documents and/or in contract agreements.	124	3.18	1.075
The inadequate quality of bids/proposals submitted by Contractors/Suppliers/Consultants makes the evaluation difficult and delays the process.	124	3.93	.939
Overall mean	126	3.62	0.401

Source: Survey Result (2022)

From the above table, the highest mean score (4.21) is the time lag between the actual initiation of the procurement process and the planned commencement of the procurement process. This was followed by a mean score (4.11) that showed a problem of a lengthy process of approval of procurement documents by the procurement endorsing committee and a problem of lengthy decision-making in the procurement process (4.02). In addition, the study indicated that a lengthy reviewing and approving design documents by the Client which was submitted by Consultant(s) (3.95), and the inadequate quality of bids/proposals submitted by Contractors/Suppliers/Consultants made the evaluation of bids/proposals difficult and delayed the procurement process (3.93). Similarly, the lack of adequate facilities including safe spaces for bids/proposals evaluation, and the absence of incentives for extra hours of working were reasons for the lengthy procurement process (3.91) coupled with a lengthy process of providing no objection by the World Bank on procurement documents for prior review contracts (3.89), and lengthy no objection process on procurement plan (3.82).

Furthermore, lengthy preparation of bidding documents (RFB)/requests for proposals (RFP) (3.76) followed by delayed processing of letters of credit due to lack of proficient personnel (3.70) & shortage of hard currency (3.64). The lengthy period for submitting design documents (3.65), and substandard quality design documents (3.64) were also found practices for the lengthy period of the procurement process. Majority of respondents did not agree with the question, the bids/proposals evaluation, the review process by the procurement endorsing committee, and/or the World Bank, and the finalization of a contract with the selected bidder/consultant is completed within the validity period (2.69).

On the other hand, the majority of the respondents were neutral on the questions, the lengthy process of providing no objection by the World Bank is due to the lack of quality of procurement documents submitted by the Implementing Agencies (3.38) followed by the delayed processing of letter of credit due to an inappropriate selection of incoterms (3.18) and delayed procurement process due to repetitive complaints (3.16). Similarly, the majority of respondents were neutral on the questions- evaluation of bids/proposals is started shortly after public bids/proposals opening (3.09) & lack of understanding about procedural details in undertaking bids/proposals evaluation (3.02).

Taking all the variables together, the lead-time of procurement process has an overall mean score of 3.62 and standard deviation of 0.401 that shows the procurement process took lengthy period that has repercussions on program performance.

The low variation of standard deviation which is <1.00 indicates that respondents were unanimous on factors for lengthy procurement process. On the other hand, the standard deviation which is >1.00 implies a significant difference among respondents on questions, the delay in submitting design documents by the Consultant(s) is a reason for lengthy procurement initiation of Goods/Works, and the substandard quality design documents submitted by the Consultant(s) are reasons for lengthy procurement process.

The above findings were supported by the secondary data from phase one Program Completion Report (May 2021, unpublished):

"*Lengthy and delayed procurement processes for recruitment of Woreda WaSH Consultants (WWCs) and Town WaSH Consultants (TWCs) including a lengthy process of giving no objections from all concerned bodies*".

"*The program implementation went well in most of its component i.e. rural WaSH, institutional WaSH and Program Management and Capacity Building components whilst there have been lags and considerable delays in its urban WaSH component for different reasons including the COVID-19 pandemic which forced the urban component of the program to be extended for two additional years beyond the originally planned implementation period (2014- June 2019)*".

According to this report, there was prolonged procurement of Woreda WaSH Consultants and Town WaSH Consultants. In addition, the Review of Independent Procurement Audit (IPA) report of the CWA-I (FY 2014/2015 – FY 2017/18) revealed that about 41% of the procurement contracts not covered in the procurement plan and 46% of the audited contracts not used standard contracts. Furthermore, the IPA report revealed that award price significantly higher than the estimated plan cost that unrealistic planning could be potential reasons.

4.7.2 Quality of Bidding Documents/ Request for Proposals

Table 13 Quality of Bidding Documents/Request for Proposals

Descriptive Statistics			
Measurements and Instruments	N	Mean	Std. Deviation
The implementing agencies are not using standard bidding documents/requests for proposals of the World Bank for prior review contracts.	126	2.15	1.005
The implementing agencies are not using standard bidding documents of the Federal Public Procurement Agency for post review contracts with exceptional provisions specified in the Program Operational Manual.	126	2.54	.935
The bidding document/request for proposals includes all information to properly prepare bids/proposals for the goods and works/services to be procured.	124	3.64	.830
The description/technical specification of equipment/goods included in the bidding documents is specific to the brand name or catalog number.	124	2.32	1.123
The term of references included in the request for proposals are prepared to the standard quality that enable Consultants to provide quality design documents.	126	3.52	1.010
There is a problem of repetitive re-bidding due to substandard quality of bidding documents.	125	3.12	1.044
There is a problem of repetitive re-bidding due to higher post-qualification criteria.	125	3.33	1.098
There is a problem of repetitive re-bidding due to inadequate number of Suppliers/Contractors/Consultants in the sector.	126	3.56	.959
There is a problem of repetitive requests for clarifications by bidders/consultants on bidding documents or request for proposals due to substandard quality of bidding documents.	123	3.21	.908
Overall mean		3.04	0.436

Source: Survey Result (2022)

As indicated in the above descriptive statistics table, the highest mean score (3.64) is the bidding documents/request for proposals included all information to properly prepare bids/proposals for the goods and works/services to be procured. The mean score of (3.56) showed that there is a problem of repetitive re-bidding due to inadequate number of Suppliers/Contractors/Consultants in the water supply sector. This is followed by a problem of repetitive re-bidding due to higher post-qualification criteria (3.33). On the other hand, majority of respondents agreed that the term of references included in the request for proposals were prepared to the standard quality that enabled Consultants to provide quality design documents (3.52). However, the study indicated that there is a problem of repetitive requests for clarifications by bidders/consultants on bidding documents or request for proposals due to substandard quality of bidding documents (3.21).

In general, repetitive re-bidding is due to substandard quality of bidding documents and higher post-qualification criteria particularly the required average annual construction turnover which is 1.5 times of the average annual turnover as per the World Bank procurement regulation.

Therefore, from the above-result, one can conclude that the repetitive re-bidding has contributed to lengthy procurement process that has repercussion effect on program performance.

Taking all the variables together, the quality of bidding documents/request for proposals has an overall mean score of 3.04.and standard deviation of 0.436 that shows the experience of preparing quality bidding documents/request for proposals with appropriate post-qualification criteria has positive relationship with program performance.

The above-finding were supported by the secondary data from Aide Memoire Report (May 17 – 25, 2021, unpublished):

"*During implementation of CWA I procurement management issues related to preparation of realistic procurement plans and quality procurement documents were challenges that contributed to lengthy procurement process*." According to aide memoire report (May 17 – 25, 2021, unpublished), poor construction design and quality, and poor quality of bidding documents/request for proposals are among the factors contributing for slow implementation progress of the program.

Preparation of realistic procurement plans is a function of proficient and familiarized procurement staff. On the onset of the program, the program implementation unit was established and there was less awareness on the World Bank procurement procedure. In addition, the study and design documents were either not available or years back documents which did not reflect actual data which resulted in unrealistic procurement plans.

4.8 Procurement staff competence

Staff competency is a capability, ability or an underlying characteristic of an individual, which is casually related to effective or superior performance (Armstrong and Baron, 1995). It refers to applied knowledge and skills, performance delivery, and the behavior required getting things done very well. This section presented aspects including procurement staff competence and respondents were asked on whether or not competent staff with required number were recruited & emplaced by program implementing agencies. Hence, the study results were provided in table below.

Table 14 Procurement staff competence

Descriptive Statistics			
Measurements and instruments	N	Mean	Std. Deviation
The program implementing agencies recruited competent staff to handle the procurement process.	125	3.11	1.220
There is inadequate number of personnel assigned to facilitate procurement planning, implementation, and monitoring system.	126	3.59	1.133
There is lack of procurement proficient staff in implementing agencies.	125	3.42	1.109
Procurement staffs of the program have educational backgrounds related to procurement, skills, and experience.	123	3.64	.870
There is a problem of frequent turnovers of qualified and experienced staff from the program.	126	4.40	.770

Descriptive Statistics			
Measurements and instruments	N	Mean	Std. Deviation
The salary scale and benefit packages of the OWNP-CWA program are low compared to similar donor-funded programs.	126	4.48	.901
There exists a program of continuous personnel development for all personnel involved in the planning, implementation, and monitoring of procurement.	125	2.20	1.070
There is continuous training for procurement staff working on the program to improve their knowledge on the World Bank procurement regulations and procedures.	125	2.21	1.138
The ability of the implementing agencies to motivate and retain well-qualified professionals is weak with the resultant staff turnover.	126	4.34	.792
Overall mean		3.50	0.40
Valid N (listwise)	122		

Source: Survey Result (2022)

The above table indicated that majority of the respondents agreed that the procurement staffs of the program have educational backgrounds related to procurement, skills, and experience (3.64) and program implementing agencies recruited competent staff to handle procurement process (3.11). However, the findings indicated that there is inadequate number of procurement personnel (3.59) in the program implementing agencies, and lacked procurement proficient staff (3.42) as well. In addition, the respondents disagreed that there exists continuous personnel development (2.20) and also disagreed that there is continuous training for procurement staff working on the program to improve their knowledge on the World Bank procurement regulations and procedures (2.21).

Furthermore, majority of respondents agreed that the ability of implementing agencies to motivate and retain well-qualified professionals is weak (4.34) with the resultant staff turnover

(4.40). This is because the salary scale was set by the Federal Ministry of Finance and fixed such that implementing agencies were not allowed to negotiate on salary scale with potential applicants during selection and recruitment and could not negotiate at the need arises. Similarly, majority of respondents agreed that the salary scale and benefit packages of the OWNP-CWA program are low compared to similar donor-government funded programs (4.48).

A standard deviation of >1.00 implies a significant difference on the impact of the variables among the respondents while a standard deviation of <1.00 which indicated smaller dispersion from the mean which is interpreted to mean convergence on the particular proposition.

Taking all the variables together, the staff competence has an overall mean score of 3.50 and standard deviation of 0.40 that shows weak ability of implementing agencies to select and recruit competent staff, weak continuous staff development, and weak ability to retain experienced staffs that has repercussions effect on program performance.

The Phase I Program Completion Report (May 2021, unpublished) commented the following about the staff turnover:

"*The main challenge of the program is turnover of qualified and experienced staff due to inadequate benefit packages compared to similar donor-government financed programs and the workload of the program*".

As we see from the report, there should be improved motivational packages including salary scale that much the workload of the program to reduce staff turnover, and retain qualified and experienced staff.

In addition, the secondary data (Phase 1 Program Completion Report, May 2021, unpublished) commented the following about the staff turnover:

"*The salary scale and benefit packages of OWNP–CWA program is found to be low compared to similar donor-funded programs and projects in the country. As a result, high manpower turnover both at Federal and Regional level and it has been very difficult for the program to maintain*

qualified and experienced staffs to work for the program at all levels leading to frequent turnovers."

According to Kiromo (2015), procurement process should be handled by qualified, competent and experienced procurement professionals. The study by Mesa (2018) also supported that there is a positive relationship between procurement planning, staff competency, contractual management and procurement performance.

Contrary to the above findings, the secondary data from Program Completion Report (May 2021, unpublished) phase 1 commented the following about the capacity building:
"*Different trainings were given at federal, regional and woreda/town levels. Short term trainings and exposure visits have also been organized abroad by WaSH sector Ministries at different times. Cumulatively, a total of 271 different experts (244 males and 27 females) have attended abroad trainings, workshops and exposure visits organized by MoWIE, MoE, MoH and MoF for federal and regional program staffs/expertise and decision makers in different thematic areas in the whole life of the phase 1 program*".

4.9 Program Performance

Table 15 Program Performance

Descriptive Statistics			
Measurements and Instruments	N	Mean	Std. Deviation
Delays in the performance of delivery of goods, construction of works, and performance of services occur due to delays in/lack or unrealistic procurement plan.	125	3.38	1.119
The quality of design documents submitted by the Consultant is found substandard quality with the resultant time and cost variations.	126	3.61	.996
There is an inadequate contract management practice that delays in delivery of goods/ completion of civil work contracts.	124	3.94	.935
Lack of procurement capacity led to slow the fund's disbursement to implementing agencies that affected program implementation performance.	126	3.90	.824
Delays in program implementation can be attributed to a lack of familiarity with the procurement procedures of the World Bank and poor coordination of procurement activities.	126	3.70	.751
Overall mean	126	3.71	0.577

Source: Survey Result (2022)

The table 4.15 shows that the respondents stated the least mean result (3.38) and the highest standard deviation (1.119) for the question whether delays in the performance of delivery of goods, construction of works, and performance of services. The highest mean score whether there is an inadequate contract management practice that delays in delivery of goods/completion of civil work contracts (3.94) followed by lack of procurement capacity led to slow the fund's

disbursement to implementing agencies that affected program implementation performance (3.90).

Taking all the variables together, program performance has overall mean score of 3.71 and standard deviation of 0.577.

The above findings were supported by the secondary data from Aide Memoire Report (May 17 – 25, 2021, unpublished) that during the implementations there is inadequate contract management practice, failure in implementing timely contractual measures and low contract management capacity were the main challenges affect the smooth implementation of program.

4.10 Government officials/employees perception and support

The table 4.16 shows that majority of the respondents agreed that limited understanding of government officials of the implementing agencies (mean score 3.79) coupled with low perception (mean score 3.60), inadequate attention for the Program (mean score 3.70) and high turnover (mean score 3.94). Similarly, the government employees other than the contract staff of the Program shows that inadequate perception (mean score 3.85), and inadequate attention for the Program (mean score 3.73).

Table 16 Government officials/employees perception and support

Descriptive Statistics			
Measurements and Instruments	N	Mean	Std. Deviation
The government officials of the implementing agencies lack understanding of the procurement challenges of the program.	124	3.79	.839
The perception of government officials about the importance of the program is inadequate.	126	3.60	.989
The attention of government officials to the importance of the program is inadequate.	125	3.70	.944
There is a high turnover of government officials, and this challenges the procurement process as the government officials need time to understand the program procurement procedures.	123	3.94	.935

Descriptive Statistics			
Measurements and Instruments	N	Mean	Std. Deviation
The perception of government employees other than the program's contract staff about the program's importance is inadequate.	124	3.85	.843
The attention of government employees other than the program's contract staff to the program's importance is inadequate.	125	3.73	.945
Overall mean	126	3.77	0.653
Valid N (listwise)	118		

Source: Survey Result (2022)

Taking all the variables together, the understanding, perception, and attention of government officials/government employees has overall mean score of 3.77 and standard deviation of 0.653 that have negative effects on program performance.

According to aide memoire report (May 17 – 25, 2021), weak political commitment, inconsistency in management attention, lack of sense of ownership and poor commitment are among the factors contributing for slow implementation progress.

4.11 Correlation Relation

The correlation of the variable is measured by Pearson correlation coefficient. According to Field (2006), Pearson correlation coefficient shows the relationship and direction between the predictor and outcome variable. Accordingly, if the relationship is measured in the range of 0.1 to 0.29 it is a weak relationship, 0.30 to 0.49 is moderate, above 0.50 shows strong relationship; while the positive and negative sign tell us the direction of their relationship. The result of the Pearson correlation is presented in the table shown below.

Table 17 Correlation Matrix

	Correlations							
	Community participation	Coordination among implementing agencies	Procurement planning	Lead-time of procurement process	Staff competence	Government officials/employees	Program performance	Quality of bidding documents/Request for proposals
Community participation	1							
Coordination among implementing agencies	.005	1						
Procurement planning	.215	.097	1					
Lead-time of procurement process	.155	.160	.195	1				
Staff Competence	.126	-.134	-.043	.197	1			
Government officials/employees	-.240	.220	.047	.346	-.149	1		
Program performance	.025	.359	.190	.541	.018	.384	1	
Quality of bidding documents/request for proposals	.104	.253	.029	.317	.209	.059	.459	1

Source: Survey Result (2022)

The above correlation table shows that the correlation relationship between independent variables (community participation (.025), coordination among implementing agencies (0.359), procurement planning (0.190), quality of bidding documents/request for proposals (0.459), and government officials/employees (0.384) is positive and statistically significant with program performance (dependent variable). In addition, the correlation relationship between the lead-time of the procurement process (independent variable) and program performance (dependent variable) is found strong (0.541) and statistically significant. Furthermore, staff competence (independent variable) is positively correlated with program performance (dependent variable). However, community participation, and staff competence are negatively correlated with government officials/employees. Similarly, procurement planning, and coordination among implementing agencies are negatively correlated with staff competence.

4.12 Test for Multi-collinearity

The results of correlation tests are shown in the below correlation matrix table 18. At this point there is no clear point indicating multi-collinearity problem. Kennedy (2008) stated that multi-collinearity problem exists when the correlation coefficient among the variables are greater than 70%. The result of a multi-collinearity test shows that, the maximal absolute correlation value among independent variables is .346 between lead-time of procurement process and government officials/employees. In this study there is no any correlation coefficient higher than 0.70. The low correlation coefficients indicate that, there is no problem of multi- collinearity. Therefore, it can be concluded that there is no significant correlation between the explanatory variables of the study, According to Brooks (2008), in any practical context, the correlation between explanatory variables will be non-zero, i.e., a small degree of association between explanatory variables will almost always occur but will not cause too much loss of precision.

Table 18 Correlation Matrix of Variables

Correlations							
	Community participation	Coordination among implementing agencies	Procurement Planning	Lead-time of Procurement Process	Staff Competence	Government officials/Employees	Quality of bidding documents/Request for proposals
Community participation	1						
Coordination among implementing agencies	.005	1					
Procurement planning	.215	.097	1				
Lead-time of Procurement Process	.155	.160	.195	1			
Staff Competence	.126	-.134	-.043	.197	1		
Government officials/employees	-.240	.220	.047	.346	-.149	1	
Quality of bidding documents/request for proposals	.104	.253	.029	.317	.209	.059	1

Source: Survey Result (2022)

CHAPTER FIVE: SUMMARY OF FINDINGS, CONCULUSIONS AND RECOMANDATION

5.1 Introduction

This chapter discussed the summary of the key findings, conclusions, and recommendations to help improve the performance of One WaSH National Program Consolidated WaSH Account in Ethiopia based on the objectives of the study. The chapter concluded with research areas for further study. Based on the analysis of information presented above, the following findings were derived.

5.2 Summary of Findings

The general objective of this study was to determine the effect of procurement practices on the performance of the One WaSH National Program Consolidated WaSH Account in Ethiopia.

The study revealed that there was limited involvement of the communities (beneficiaries) at grass-root level in identifying and prioritizing their needs during the program appraisal process. This implies that the program approached top-down (supply-driven) against demand driven approach. This resulted in conflicts during implementation of projects with regard to right of way and conflict of interest on water sources between up-stream and down-stream communities that has effect on sustainability of water projects.

The study also revealed that there was weak coordination horizontally among WaSH ministries, weak coordination vertically among ministries and respective regions, and weak horizontal coordination within regional WaSH sectors. This weak coordination among implementing agencies requires reinforcing coordination offices both at national and regional levels.

Unrealistic procurement planning in terms of delivery period/completion schedules and cost estimate as well as inadequate participation of stakeholders were additional findings of this study. Thus, program implementing agencies should improve procurement planning based on the existing projects' and their implementation environment reality with periodical updating including implementation duration, and cost considering market price inflation.

Moreover, the study revealed that appraisal of design documents by technical team, and endorsement of procurement documents (request for bids, terms of references, request for proposals, invitation for bids, and request for experience of interests) by endorsing committee and the World Bank for prior review contracts took lengthy period. This requires the implementing agencies either to avoid unnecessary structures like endorsing committee or establish vibrant team & minimizes non-value adding steps.

The findings of this study furthermore revealed that quality of procurement documents (study and design documents, bidding documents, and terms of references, and request for proposals) have a positive association with program performance. This implies that proficient personnel with required numbers who are involved in preparation of procurement documents can make a positive contribution to the program performance. The lengthy submission & substandard design documents implies that no strong binding contractual clauses that can enforce Consultants.

In addition, the study revealed that procurement staff competence has a positive association with program performance. Hence, the executing/implementing agencies need to recruit competent staff, enhance continuous development programs, establish adequate benefit packages so as to reduce staff turnover which helps to ensure program performance.

Finally, the findings tell us that the independent variable, the implementing agencies government officials' perception, understanding, and attention as well as government employees other than contract staff perception and attention for the program have got positive association with program performance.

5.3 Conclusions

This study has provided empirical justification for a framework that identified six constructs of program performance and described the relationship between these constructs and program performance within the context of four regions and four ministries. It concludes that there is a relationship between the procurement practices (independent variables) and program performance (dependent variable); the correlation relation shows that procurement practices have a moderate and positive correlation with program performance except for staff competence.

The independent variables studied positively affect the program performance of water supply, sanitation, and hygiene program consolidated account in Ethiopia. In general, the data collected and analyzed indicated that coordination among implementing agencies, procurement planning, quality of bidding document/request for proposals, government officials/employees understanding, perception, and attention, staff competence, and lead-time for procurement process affect program performance of OWNP-CWA in Ethiopia. The most important procurement practices are found to be procurement planning followed by procurement process as pointed out by most of the respondents.

This shows that the need for knowledge and clarity of procurement practices is a very important factor in the extent or degree to which compliance can be achieved when government-donor financed programs are being implemented. Therefore, this shows that the program performance depends partly on knowledge of the program implementing agencies in how familiar they are with the procurement guidelines/regulations of the donors, particularly the World Bank procurement regulations in this case study.

It requires ensuring design and bid documents are properly prepared; the design report, the bid document, the specification, the Bill of Quantities, and drawings are complete, consistent to each other, properly reflecting the project reality at the ground level through joint review by multi-disciplinary team.

Improve procurement planning, develop and implement regular procurement performance monitoring and evaluation procedure at the level of higher officials. And let bid evaluation and endorsing committee members be trained a tailored training for their specific engagement.

Higher officials of the implementing agencies need to be time sensitive in decision-taking to accelerate the procurement process.

Bid/proposals evaluation & qualification criteria and requirements need to be worked-out based on the existing contractors capacity in the country with due consideration of the complexity of the program for implementation.

In general, it needs to prepare realistic procurement plan particularly project cost estimate based on updated market price; and needs to strength technical backstopping team to review and ensure the quality of studies and design documents.

5.4 Recommendations

In the light of the entire results obtained and conclusions of this study focused on the effect of procurement practice on program performance and the following recommendations have been made.

To ensure timely implementation of the Program and achievement of planned development objectives, all implementing agencies should establish coaching and supportive follow-up mechanisms that reach-up to the community level. Hence, strong coordination is needed among different responsible organs (ministry of water & energy, ministry of education, ministry of health & ministry of finance) through the national coordination office at the federal level; and (bureaus of water and energy, bureaus of education, bureaus of health and bureaus of finance) through regional coordination offices at the regional level which helps expansion of program scope and addition of new resources from development partners.

Implementing agencies' officials at all levels, i.e. at the Ministry and Regional Water Bureaus should access the Systematic Tracking of Exchanges in Procurement (STEP) and use it as a periodic monitoring and evaluation tool for the procurement performance.

It requires establishing and implementing regular joint discussion platform with the contractors, consultants, suppliers, drillers, and manufacturers to strengthen coordination with program implementers.

Implementing agencies shall establish a joint staff platform for regular monitoring and evaluation of individual staff performance through peer review with a mechanism for exchange of best experiences and challenges.

The researcher recommends that there should be a sense of ownership and commitment at all levels for efficient program performance. The government policy needs to focus on investments on areas of manufacturing of items for water supply facilities so that the foreign procurement-

based procurement procedures requiring lengthy processes and highly affected by the hard currency shortage could be replaced by domestic procurement procedure.

Even though main streaming of government-donor funded programs has its own advantage, it also has limitations for effective and efficient program performance within the given period. Therefore, it could be recommendable if such programs have been established independently in the form of a project implementation office which is directly accountable to the respective regional presidents. This helps to make free development programs from government officials' frequent turnover that has repercussion effect on program performance.

The findings of this study could be used by policy makers and practitioners in designing and implementing various types of development programs be it water supply, sanitation and hygiene projects or any other type.

5.5Areas for Further Research

The study focused on the effect of procurement practices on program performance of one wash national program consolidated wash account in Ethiopia.

It is therefore recommended that this research helps other researchers or other interested organizations that necessitate conducting detailed research on the effect of procurement practices concerning program performance of the other government-donors financed programs of the Federal Government of Ethiopia. This study might be used as a preliminary for further and detailed studies.

Future research may be conducted with the basis of this study in many ways such as incorporating other variables including but not limited to complexity of contracts coupled with delayed start of programs i.e. lengthy preparation phase, performance of the contractors, construction supervision and contract administration, monitoring and follow-up mechanisms that can affect the program performance covering other similar donors funded programs and government funded programs as well. Researchers can also repeat the same study to observe the reliability of the outcomes of this study.

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Appendix: Survey Instrument

Appendix 1: Questionnaire

Questionnaire to be filled by coordinators, and contract staffs of the implementing agencies (Oromia, SNNP, Harari, and Dire Dawa City Administration) of one water supply, sanitation, and hygiene national program- consolidated wash account in Ethiopia.

Dear respondent

I am Mulata Chimdessa, and I am a graduate student of Logistics and Supply Chain Management at Addis Ababa University, School of Commerce. The objective of this questionnaire is to collect primary data that will help in examining the Effect of Procurement Practices on Program Performance of One Water, Sanitation, and Hygiene National Program-Consolidated WaSH Account (OWNP-CWA) in Ethiopia. This study is undertaken as a partial requirement for the completion of the MA in Logistics and Supply Chain Management.

All data and information that will be gathered through this questionnaire will be used for the sole purpose of this research, which is to be used for the partial fulfillment of the MA degree and remains confidential. Your responses are, therefore, vital for the quality and reliability of the study. Therefore, you are kindly requested to respond to the questions with utmost good faith, freely and to the best of your knowledge. I assured that your responses will be kept with high confidentiality. I thank you in advance for your time and kind cooperation.

General Instruction

A. Please do not write your name or address on the questionnaire.

B. Please a tick (√) mark in the appropriate box of your answer

C. Contact address: if you have any questions, please contact me through the following addresses:

   Mobile: +251 911 817388 / +251 929 352084

   E-mail: muletachimd18@gmail.com

Part I: General Information

1. Please indicate your gender: Male □ Female □
2. Age: 18-25 □ 26-35 □ 36-45 □ 46-55 □ > 56 □
3. What is your position/title in your organization? ----------
4. Qualification (educational background)

   Diploma □ Bachelor degree □ Master degree Ph.D. other, please specify ------
5. Year of experience in this organization in any position

   Less than 2 years □ 3-5 years □ 6-8 years □ more than 8 years □

Part II: The questionnaire items (questions)

- ✓ Please indicate the extent to which you agree/disagree that each of the listed questions by ranking the factors on a five-point scale and putting a tick mark "√" where appropriate.

1. Strongly disagree; 2. Disagree; 3. Neutral; 4. Agree; 5. Strongly agree

No.	Factors	Rating				
		1	2	3	4	5
I.	**Procurement planning practice**					
1.	Communities and tiers at the grassroots level involve in procurement planning.					
2.	There is weak coordination of joint procurement planning by regional WaSH sectors.					
3.	National coordination office and federal program management unit staffs support regions in procurement planning.					
4.	The procurement plan related to OWNP-CWA has been submitted on time.					

No.	Factors	Rating				
		1	2	3	4	5
5.	There is a lack of coordination and integrity among program implementing ministries.					
6.	There is a standard format for procurement planning of the program.					
7.	There is a lack of coordination and integrity among program implementing regional bureaus.					
8.	An appropriate procurement /selection method is specified in the procurement plan.					
9.	The procurement plan of the program lacks technical, managerial, financial, and other important considerations.					
10.	Lack of qualified staff and the right numbers is a problem to raise early needs of procurement.					
11.	There is significant market price escalation leading to budget shortages and revision of plans.					
12.	The procurement planning is realistic in terms of the cost estimate, and intended delivery/completion period.					
13.	A procurement plan indicates an implementation schedule.					
14.	The procurement plan is updated and reviewed annually or as needed throughout the implementation period.					
15.	A procurement plan is utilized for successful monitoring and implementation of the program.					
16.	There are limited exercises on updating the contract register.					
17.	Delays in the performance of delivery of goods, construction of works, and performance of services occur due to delays in/lack or unrealistic procurement plan.					
18.	Procurement-related documentation is maintained per required standards.					
19.	The method (s) of procurement chosen is/are following the approved guidelines.					
20.	Procurement plan can facilitate procurement activity.					

II.	Procurement process/procedure					
1.	There is a problem of lengthy procurement initiation.					
2.	Procurements are initiated at the appropriate planned time.					
3.	There is a time lag between the actual initiation of the procurement process and the planned commencement of the procurement process.					
4.	The time lag between key procurement activities/procurement stages is different.					
5.	There is a delay in submitting design documents by the Consultant.					
6.	The quality of design documents submitted by the Consultant is found substandard with the resultant time and cost variations.					
7.	There is a delay in reviewing and approving design documents by the Client.					
8.	There is a problem of lengthy and delayed bidding documents/terms of references/requests for proposals preparation.					
9.	There is a problem of a lengthy process of approval of procurement documents by the procurement endorsing committee.					
10.	There is a problem of a lengthy process of providing no objection by the World Bank on procurement plan and procurement documents for prior review contracts.					
11.	The lengthy process of providing no objection by the World Bank is due to the lack of quality of procurement documents submitted by the IAs.					
12.	There is a problem of lengthy decision-making in the procurement process.					
13.	Procurement procedures are bureaucratic and have complex steps.					
14.	The procurement endorsing committee gives due attention in carrying out their duty, and where necessary, takes corrective measures.					
15.	The implementing agencies are using standard bidding documents/requests for proposals of the World Bank for prior review contracts.					
16.	The right standard bidding documents/requests for proposals are used.					

17.	The bidding document/request for proposals includes all information to properly prepare bids/proposals for the goods and works/services to be procured.					
18.	The description/technical specification of equipment/goods included in the bidding documents is specific to the brand name or catalog number.					
19.	The term of reference included in the request for proposals is written to favor a particular consultant.					
20.	Bidding documents are made available to interested bidders at a reasonable price.					
21.	The lead-time allowed obtaining the bidding documents/request for proposals, preparing bids/proposals, and submitting it is sufficient.					
22.	A public bid/proposals opening is taking place as soon after bid/proposals closing is possible.					
23.	Evaluation of bids/proposals is started shortly after public bids/proposals opening and award of a contract is completed within the Bid validity period.					
24.	Evaluation of bids/proposals is made according to the criteria specified in the bidding documents/request for proposals.					
25.	There is a problem of the lengthy and delayed opening of letters of credit due to a shortage of hard currency.					
26.	There is a monitoring system to ensure timely procurement decisions and follow-up actions.					
27.	Inadequate training and guidance of procurement staff created difficulties in complying with the World Bank's procurement procedures that led to delays in the procurement process.					
28.	There is a problem of procurement procedures violations and non-compliance to the financing agreement.					
29.	The periodic procurement reports are submitted by the implementing agencies.					
30.	The bids/proposals/quotations are received before the deadline for					

	submission and late bids/proposals/quotations are appropriately rejected.					
31	The bids/proposals/quotations are opened on the scheduled dates and times in the bidding document and the bid opening is open to the public.					
III.	**Competency of staff**					
1.	There is an adequate organizational structure to facilitate the compliance of procurement planning, implementation, and monitoring.					
2.	The program implementing agencies recruit competent staff to handle the procurement process.					
3.	There is an adequate number of personnel assigned to facilitate procurement planning, implementation, and monitoring structures.					
4.	The procurement personnel assigned possess adequate qualifications, experience, skills, and training.					
5.	There is a shortage of skilled and qualified procurement staff.					
6.	Procurement staffs of the program have educational backgrounds related to procurement, skills, and experience.					
7.	There is a problem of frequent turnovers of qualified and experienced staff from the program.					
8.	The salary scale and benefit packages of the OWNP-CWA program are low compared to similar donor-funded programs.					
9.	There exists a program of continuous personnel development for all personnel involved in the planning, implementation, and monitoring of procurement.					
10	There is continuous training for procurement staff working on the program to improve their skills on the World Bank procurement regulations and procedures.					
11	Procurement staffs are committed to ethical principles in the procurement process.					
12	The ability of the implementing agencies to motivate and retain well-qualified professionals is weak, with the resultant staff turnover.					
13	The technical support to the Borrower/IAs by the World Bank's					

	procurement staff is found adequate.					
14.	The capacity limitation affects the preparation of quality procurement documents, evaluation of bids/proposals, and contract management.					
15.	The procurement staff can prepare quality contract documents.					
16.	Lack of procurement capacity leads to slow the fund's disbursement to Implementation Agencies & affects program implementation performance.					
17.	Increased costs and delays in program implementation can be attributed to a lack of familiarity with the procurement procedures of the World Bank and poor coordination of procurement activities.					
18.	There is confusion/misunderstanding of procurement staff as well as government officials in respect to the World Bank regulations and procurement guidelines.					
19.	The Terms of Reference / Specifications are nonrestrictive and enabled competition.					
20.	The Procurement officials of the Implementing Agencies are Professionals and experienced in the field.					

Thank you very much in advance!