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**The Assessment of Status in Public Procurement Planning and
Implementation: The Case of Public Procurement and Property
Disposal Service, Ethiopia**

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DECLARATION

I, the undersigned, declare that this thesis is my original work and has not been Presented for degree in any other University and that all sources of materials used for this thesis has been duly acknowledged.

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LIST OF ABBREVIATIONS AND ACRONYMS

CQS	Consultant Qualification Selection
FBS	Fixed budget based Selection
ICB	International Competitive bidding
NCB	National Competitive bidding
QCBS	Quality and Cost Based selection
RFQ	Request for Quotation
FA	Framework Agreement
FDRE	Federal Democratic Republic of Ethiopia
FPPPAA	Federal Public Procurement property Administration Agency
GDP	Gross Domestic product
KII	Key Informant Interview
KPI	Key Performance Indicators
MoFEC	Ministry of Finance and Economic Cooperation
OECD	organization for Economic Co-Operation and Development
PB	Public Bodies
PE	Procuring Entities
PP	procurement Planning /Plan
PPDS	Public Procurement and Property Disposal Services
PPI	procurement planning and Implementation
SOW	Statement of Work
TOR	Term of Reference
UN	United Nations
UNCDF	United Nations Capital Development Fund
UNCTD	United Nations Conference on Trade and Development
WTO	World Trade Organization

ABSTRACT

The purpose of the study was to assess the practice of public procurement planning and Implementation (PPI) in Ethiopia, in the case of Public Procurement and property disposal Service (PPDS). The methodology used was both qualitative and quantitative methods, using descriptive techniques to discuss and interpret data. The study population was 120 staffs of PPDS of which the target population was 24 staffs working on procurement core process and five federal PB's as end users. The sample size of 20 staffs were selected from target using purposive sampling techniques from procuring entity and 5 staffs from end users were selected from sector ministries. The Questionnaires, in-depth interview and document review were used to collect data. The techniques used to analyze data were, frequency and percentage using Microsoft excel. The finding reveals that limited capacity in conducting needs assessment, description of needs, and late submission of requirements, insufficient staffing of procurement unit in terms of number and skill required, limited quality training in planning activities and preparation of procurement document at each stage, inadequate review procedure of requirement submitted by PB's, lack of practice in announcement of annual procurement plan, limited capacity: in conducting market survey, in costing and scheduling procurement activities, contract management, and monitoring; shortage and turnover of qualified professional, lack of using PP as management and monitoring tools, limited practice in periodic review of effectiveness in planning and implementation of public procurement, limited experience of using some procurement methods, submission of substandard requirement in terms of specification/TOR/SOW, limited interest to participate in open bidding by most suppliers/contractors and limited capacity of supplier to deliver as per contract and inadequate availability of foreign currency are among others. Based on the findings, following are major recommendations: procurement unit need to be staffed with qualified and trained personals, collaborate with knowledge center to improve skills and competencies of workforce, avail resource and facility to professionals, adopt comprehensive procurement planning documents, regularly provide quality training in all aspect, implement practice of conducting market survey and update market information and supplier list and apply oversight and control mechanism to support accountability throughout procurement cycle and create awareness and collaborate with key stakeholders at different level, enforce submission of requirement as per timeline of directive, and establish a mechanism to conduct periodic assessment and consistently the result of procurement planning, process and system.

Chapter One

1. Introduction

1.1. Background of the Study

Public procurement is a key tool to promote the objective of economic development. In developing countries, it is one of the main instruments to the achievement of development goals such as reducing poverty and providing health, infrastructure, education and other basic services hence greatly contribute to best utilization of public resources (Amdework & Aemiro, 2014).

According to OECD, (2007); and, Witting, 1999), public procurement is the largest domestic market in developing countries like Ethiopia. It has a direct and beneficial effect on economic situation of a country as it accounts for large share of public expenditure in domestic economy.

Public procurement expenditure forms a significant part of the Government budget and constitutes a significant investment which lay foundation for national development. These investments categorized in procurement terms in Works, Goods and Services. The quality, timeliness, local appropriateness and affordability of these procured investments can largely determine whether the public investments will succeed or fail. Procurement cost substantially consumes scarce resources of tightly constrained government budgets. Moreover the public procurement process consumes scarce skilled public sector human resources, takes time, not merely for procurement planning and contracting but also for contract supervision and execution (PPPA, 2011))

Public procurement is central to the delivery of public services, results, and performance. It is used as a strategic tool to enhance government performance and the quality of services; it requires a multifaceted approach for reform. Public procurement systems should be measured not merely by formal compliance with procedures but also by the achievement of development and other policy objectives. The core aspects of public procurement systems involve getting the right item at the right time, and at the right price, to support government actions. (Wittig, 1999)

The experience in developing countries indicates that, public procurement can account for up to 50%-70% of imports (Wittig, 1999). As public procurement systems have a direct and beneficial effect on economic situation of a country, it needs significant improvements. Public procurement systems are the bridge between public requirements of basic services, such as hospitals, schools, roads etc, as governments are required to provide goods and services to meet a Variety of citizen needs (Wittig, 1999). According to (UNCTD/WTO, n.d) , Public procurement

remains a big part of the economy of developing countries, accounting for an estimated 9-13% of their gross domestic product. Nevertheless, it is an area in need of attention since resources are not being properly managed in many countries

Public procurement is the government activity most vulnerable to corruption. Lack of transparency and accountability were recognized as a major threat to integrity in public procurement. It is always identified as a major problem area, where cumbersome procedures slow down project execution, however, appropriate attention from key decision-makers in Government were not given (Wittig, 1999). .

In public procurement, inadequate procurement planning and poor drafting of specifications, lack of advertising the detailed planning of the procurement before start of procurement process, Insufficient use of open competitive tendering and lack of monitoring and evaluation are some of the challenges that hinder the public procurement effectiveness (Jones, 2013).

According to (OECD, 2007) the major challenges with public procurements are: lack of adequate needs assessment, deficient business cases, poor procurement planning; failure to budget realistically resulting deficiency in the budget; Procurements not aligned with the overall investment decision-making process in are some. These challenges were identified as the major barriers to ensure value for money and contribute for failure to achieve organizational objective within the targeted timeframe. Preparation of a workable procurement planning in public organization, at the beginning of the fiscal year has a very significant importance

Public procurement is therefore, regarded increasingly as a strategic profession that plays a central role in preventing mismanagement and minimizing the potential of corruption in the use of public funds (OECD, 2007). Therefore, to be effective in public procurement proper attention need to be given for public procurement planning and implementation as it involves significant amount of public resources or tax payer's money. To this effect the researcher is interested to assess existing practice of public procurement planning and implementation with particular focus to central public procurement of common user goods and Services and its effectiveness.

1.2. Statement of the Problem

In Ethiopia, currently investing on infrastructure of basic service and service provision to the public become wider. To be effective in this regard, public procurement need to managed from planning to delivery effectively, however, in different workshops, implementation review forums it has been repeatedly stated that procurement is very significant challenges in implementation

of government projects due to weak management of public procurement for instance there has been a shortcoming in preparing and properly organizing a procurement plan in public institutions; most organizations have been undertaking too much unjustified and unplanned purchase in each budget year. However no research that assures procurement is the only challenge as stated for under utilization, delay of government project implementation Furthermore, it is realistic that there has been also a trend of under utilization of the budget; which mostly presented as the major cause is the ineffective management of the procurement function and its planning. It has been stated by different stakeholders that due to ineffective procurement planning most public bodies procure unplanned procurement for purpose of using their annual budget, thus the researcher is interested to assess what factor contributes to such short coming in public procurement.

However, despite the above challenges related with public procurement, there is no research on the area of public procurement planning and its implementation although; it is important base to improve public procurement. For this reason, it encourages the researcher to conduct research that focus on assessing the status of public procurement planning and implementation taking as center of attention on central public procurement through framework contract in case of federal public procurement and property disposal service in practice. The researcher has carried out the study with a view to identify the major factor affecting public procurement planning and implementation.

1.3. Research Questions

This study attempted towards finding answer to the following research questions:

1. What are the existing practice of public procurement planning and implementation in PPDS?
2. What are the factors that impede public procurement planning and implementation in PPDS?
3. How Procurement Planning and Implementation as management and monitoring tools being experienced?

1.4. Objective of the study

1.4.1. General Objective

The overall objective of the study was to assess the existing practice of public procurement planning and implementation in Ethiopia with particular reference to public procurement and property disposal service.

1.4.2. Specific Objectives

The Specific objectives of the study were the following:

1. To investigate the practice of existing public procurement planning and implementation status.
2. To determine the major factor related to impediment of public procurement planning and implementation in PPDS.
3. To assess the PPI being used as management and monitoring tools
4. To make recommendation based on the findings of the research.

1.5. Significance of the study

The results of the study have high importance:

The government will use the result of the study to make clear practice public procurement planning and implementation and informs the government key challenges in public procurement the results of this study will facilitate public procuring entity to understand and appreciate the impact of proper procurement planning and implementation for timely delivery of goods and services; and give an idea about on area of weak performance in public procurement planning and implementation practice which can have an immense advantage for different stakeholders to make corrective action, for policy makers to revise the policy and review the practice.

The results of this study will also have relevancy to the Public Procurement property administration regulatory agency because, the agency has the mandate to release periodic regulations, manuals and guidelines to all sectors of the economy to ensure that the objectives of transparency, competition and value for money are attained in all public procurements in which government funds are used.

The research result will give the government an insight on importance of public procurement planning and implementation it will also give the government an indication of areas that need more attention in the procurement process and how value for money can be attained.

The findings of this research could serve as the foundation for further research into the area of effectiveness of public procurement to the achievement of timely delivery of goods and services. for researchers to serve as a springboard for further detail investigation, and particularly, if the management admits the problem and take corrective measurement, the study will contribute a lot to enhance institutional performance of the public procurement and property disposal service by achieving value for money.

1.6. Scope and Limitation of the Study

Public procurement and property disposal service was established with the objective to enable the timely Supply of goods and Services which are Commonly used by Public bodies as well as

goods and services which have national strategic significance, in the desired quality and at prices attributable to economies of scale resulting from bulk purchases; to enable the speedy disposal by sale of properties of public bodies at fair prices (Federal Negarit Gazeta, 2010).

The scope of the study is limited to procurement of federal public body's common user goods and services through framework contract aspect of the service. This is because the major responsibilities of PPDS are on procurement of such goods and services procurement. Since it was considered that, it may not be manageable in terms of time and cost to cover all procurement service like procurement of strategic goods and disposal service.

The study has been focused on the planning and implementation practice and its effectiveness. As planning and implementation effectiveness is affected by various internal and external factors, the researcher has been focused or limited to internal factors of procuring entity in this case public procurement and property disposal service and end user such as federal public bodies, for the reason of limited time available for research.

The study has been limited to extent of information provided by procuring entity and end user of central public procurement and disposal Service. Furthermore, there was shortage of reference on the aspect of public procurement planning and implementation and also there has been limited access to procurement documents for review. Regardless of these potential limitations that might have affect the study finding, the result of the study have very imperative to improve the effectiveness of public procurement planning and implementation practice of the country in particular for public procurement and property disposal services .

1.7. Organization of the Paper

- This research paper has five chapters: **Chapter One** deals with the background of the study, statement of problem, research question, objective of the study, significance of study, scope and limitation of the study and definition of the term. **Chapter two** deals with related literature review of both theoretical and empirical. **Chapter three** discuss research methodology which include research design; study population and sampling method ; source and method of data collection; pilot reliability test ; method of data analysis ethical considerations. **Chapter four** discuss data presentation, analysis and interpretation which followed by final **Chapter five** which deals with the summary of the major findings, conclusions and recommendations.

Chapter Two

Review of Related Literature

2. Introduction

Public procurement is the purchase of goods or services by the public sector and it is a major component of public spending with a sizable impact on the total demand of any domestic economy, generally accounts for a large share of public expenditure in a domestic economy. It representing about one third of total expenditure in OECD countries. According to (Cernat & Kutlina-Dimitrova, 2015), In 2013, in GDP term government procurement expenditure in national accounts amount to an average of almost 14% of GDP in the European union; it accounts for 15% of Gross Domestic Product (GDP) worldwide, and more than 10% in the US and is even higher in Organization for economic Co-operation and Development (OECD) countries where the figure estimated at approximately 20% of GDP (OECD, 2007) (Cernat & Kutlina-Dimitrova, 2015).

The public procurement sector is often the largest domestic market in developing countries. It affects the structure of the market and the incentive of firms to compete more or less in the long run. The experience in developing countries is that, public procurement can account for up to 50%-70% of imports. As public procurement systems have a direct and beneficial effect on economic situation of a country, it needs significant improvements. Public procurement systems are the bridge between public requirements of basic services such as hospitals, schools, roads etc as governments are required to provide goods and services to meet a Variety of citizen needs (Wittig, 1999); (OECD, 2007).

The goal of public procurement is to ensure the most efficient, transparent and fair manner for the use of public funds and resources. The main goal of the governments as purchaser is the provision of goods and services of appropriate quality and at a competitive price. To ensure a good value for money and minimize the risk of corruption and favoritism public procurement procedure should create fair opportunity for all providers (Krasniqi, 2012).

Public procurement is one of the mechanisms to deliver government policy support for ongoing operation to adhere to procurement policy in acquiring goods, Works and services (consultancy and non consultancy services) that government needs to deliver public services, through a fair

and open procurement process , guarding against corruption and seeking to secure value for public funds (Agaba & Shipman, 2007) .

The overall aims of public procurement is to carry out activities related to procurement in such a way that the Goods, Works and Services procured are of the right quality, from the right source, at the right cost and can be delivered in the right quantities, to the right place, at the right time. Since Public procurements represent a large proportion of government expenditure or significant part of government budget and constitute a significant investment, it needs to be managed effectively to achieve optimum value of public resources. The investment in public procurement entails both physical infrastructure and strengthening institutional and human capacity, it lay foundation for national development (Musanzikwa, 2013), (FDRE, 2011).

The effective procurement policy promotes the efficiency, i.e. the selection of the supplier with the lowest price or, more generally, the achievement of the best value for money. It is therefore important that the procurement process is not affected by practices such as collusion, bid rigging, fraud and corruption. Anticompetitive conduct affecting the outcome of the procurement process is a particularly pernicious infringement of competition rules. Through bid-rigging practices, the price paid by public administration for goods or services is artificially raised, forcing the public sector to pay supra-competitive prices. These practices have a direct and immediate impact on public expenditures and on taxpayers' resources (OECD, 2007)

2.1. Definition of Public Procurement

Public procurement refers to the government activity of purchasing the goods and services needed to perform its functions. public procurement is 'the acquisition (through buying or purchasing) of goods and services by government or public organizations' contends that the concept of public procurement can be referred to as procurement planning, contract placement and contract administration (AMBE, 2012)

Public procurement, according to public procurement manual of federal democratic republic of Ethiopia (FDRE, 2011), is defined as the process of the acquisition, usually by means of a contractual arrangement after public competition, of goods, services, works and other supplies by the public entity.

Public procurement, is broadly, defined as the purchasing, hiring or obtaining by any contractual means, goods, works and services by the public sector. It involves the purchase of commodities and contracting of construction works and services if such acquisition is effected with resources

from state budgets, local authority budgets, state foundation funds, domestic loans or foreign loans guaranteed by the state, foreign aid and revenue received from the economic activity of state (AMBE, 2012)

Public procurement can also be defined in general term as the function whereby public sector organizations acquire goods, services and development and construction projects from suppliers in the local and international market, subject to the general principles of fairness, equitability, transparency, competitiveness and cost-effectiveness. It includes many activities that support the service delivery of government entities, ranging from routine items to complex development and construction projects. It also directly or indirectly supports government's social and political aims (AMBE, 2012).

2.2. Definition of Terms

Effectiveness: Effectiveness is the relationship between outputs and impacts. It involves ensuring that the output of goods and services is produced as planned and achieves the desired results. Lack of effectiveness could result in outputs of goods or services falling short of targets, and failing to achieve the set development objectives (SPA Infosuv East Africa Ltd, 2015). Effectiveness means the extent to which the entity is able to procure goods, works and services of quality, in a timely and most economical manner. (FDRE, Public Procurement Manual, 2010).

Efficiency: Efficiency is measured as the relationship between inputs and outputs. It is maximizing the output of goods and services produced from a given level of resource inputs or minimizing the inputs for a given level of output. Lack of efficiency results in lesser output and poorer services for the same amount of incurred costs (SPA Infosuv East Africa Ltd, 2015). The best public procurement is simple and swift, that meets the public body's need as planned, producing positive results immediately. In addition, efficiency implies practicality, especially in terms of compatibility with the administrative resources, organizational capabilities of the purchasing entity and its procurement personnel with the planned envisaged type and volume of procurements (FDRE, Public Procurement Manual, 2010)

- **Equity :** All efforts be made to give equal opportunity for all qualified actual and potential competitors or contractors including Small and Medium Enterprises (SMEs). Where prudently possible all actions shall be made to ensure an increased use of local inputs and participation of local actors in the procurement market (United Republic of Tanzania , 2012),

Integrity and ethics: Various stages and decisions in the procurement processes are prone to corruption. Among the stages and decision events are the short listing of consultants, proposal evaluation, selection of contractors and suppliers contract awards, contract evaluation and payments to contractors. Thus, procuring entities are obliged to ensure corruption-free processes during the execution of such actions and authoritative decisions of the procurement processes (United Republic of Tanzania , 2012). Public service authorities and practitioners are compelled to adhere to professional code of ethics, conduct and values. The procurement function and process must be operated in consistency with the standards and values that have been established by the law, regulations and public expectations of a public servant. This is in addition to existing code of procurement ethics which include avoidance of practices related to conflict of interest (United Republic of Tanzania , 2012)

Fairness: In a competitive bid auction, all prospective bidders should be given a fair chance to compete for contracts. Bidders should not derive a competitive advantage from having services related to the assignment in question. One bidder should not have access to privileged information and the other bidders left out and the same information should be given to all bidders. Bidders should not be discriminated in winning tenders (SPA Infosuv East Africa Ltd, 2015)

Economy: Economy relates to inputs and involves the procurement and maintenance of the right quantity and quality of resources such as staff, materials, and equipment, at the right time and at the lowest possible cost (SPA Infosuv East Africa Ltd, 2015).

Transparency: Specifically transparency in the conduct of public affairs. The procurement function and all its processes shall be made clear and open to public scrutiny (United Republic of Tanzania , 2012). It is attracting a sufficient number of Economic Operators to public procurement through processes that are open and fair is a key concern in order to ensure a fair system for Economic Operators, there is common recognition of the need for providing: Clear and readily accessible information on general laws, regulations, judicial decisions, administrative rulings, procedures and policies on public procurement; Consistent information to all renderers on procurement opportunities, methods for tendering, specifications, as well as selection and award criteria (FDRE, 2011). Transparency in the context of public procurement refers to the ability of all interested parties to know and understand the actual methods and processes by which contracts are awarded and managed. It represents a key pre-condition to promote wide participation in procurement (FDRE, 2011).

Accountability: Good procurement holds its practitioners and public officers responsible in enforcing and obeying the procurement rules. It makes the staff subject to challenge and to sanction, if appropriate, for neglecting or bending those rules. Accountability is a key inducement to individual and institutional probity, a key deterrent to collusion and corruption, and a key prerequisite for procurement credibility. An ethical code of conduct, administered by the professional body for staff serving in Procurement and Property Management units underscores the accountability of the staff to ensure best practices are used in the practice of procurement (SPA Infosuv East Africa Ltd, 2015).

Reliability: Procurement officers at all the times strive to ensure reliability of the vendors, that procurement is contracted with providers who can deliver on quality and timely. A good procurement function that is adequately institutionalized will strive to establish and consistently apply rules, regulations and procedures that are easily accessible and unambiguous. The procuring entities should procure only those items they require and are useable in the public welfare (United Republic of Tanzania , 2012),

Competition: With a liberalization of the markets, potential contractors should be allowed to compete in a transparent and fairly managed environment that allows each eligible contractor an opportunity to participate in public procurement contract offerings. Competition allows for access to fair pricing, quality and efficient service delivery (United Republic of Tanzania , 2012)

2.3. Public Procurement Planning and Implementation System

Public procuring entities must recognize that they are involved in a major function of the national economy in which a large amount of the government money is spent through procuring goods, works and services. This is why they are required to ensure that prudent economic decisions are made to open up market opportunities to business entities (big, medium and small), to increase their participation in the domestic and competitive international markets (United Republic of Tanzania , 2012). Thus, to be effective in public procurement and ensure value for money practice of planning properly, identifying in advance risk and implementing mitigating measure are determinate factor to achieve public procurement effective

2.3.1. Public Procurement Planning and its Significance

Public procurement planning is an indicative procuring entity's of what, how and when to procure goods, works and services for a particular financial year. It is a tool that facilitates early and smooth procurement process and draws businesses' early attention to procuring entity's planned procurement. Its objective is to avoid haphazard procurement and make the government marketplace more attractive and transparent to suppliers and service providers. Avoid emergency procurement whenever possible Aggregate its requirements whenever possible, both within the procuring entity and between procuring entities, to obtain value for money and reduce procurement costs (Brahim, Abada, & Muhindo, 2014)

Procurement planning clarifies what is needed and when it is needed to both user and buyer. Its ultimate goal is to have coordinated and integrated action to fulfill a need for goods, services or works in a timely manner and at a reasonable cost. Early and accurate planning is essential to avoid last minute, emergency or ill-planned procurement, which is contrary to open, efficient and effective and consequently transparent procurement. In addition, most potential savings in the procurement process are achieved by improvements in the planning stages. . Even in situations where planning is difficult such as emergencies, proactive measures can be taken to ensure contingency planning and be better prepared to address upcoming procurement requests (UN, 2006)

Effective procurement planning enables the organization and its staff to work smoothly to achieve the organization's goals with the right quality and quantity of inputs in place; ineffective procurement planning may result in failure to achieve those goals, and causing damage to the credibility of the organization (UN, 2006). Procurement planning is a set of forecasts and programs developed by the relevant authorities for prior coordination and synchronization of future actions in order to achieve certain goals with effectiveness of high quality at an optimal time. Planning is the basic function of management, because all other functions (organization, leadership and control) to implement the decisions taken at the time of planning. (KRASNIQI, 2012)

Procurement planning is therefore, essential to optimize the contribution of the procurement function towards achieving the overall goals of the organization. According to (UN, 2006) , it supports for:-, it supports organizations for:

- development of key Performance Indicators (KPIs) according to milestones and accountabilities set in the procurement plan and use of the same to monitor performance; for effective and timely solicitation of offers, award of contracts and delivery of the goods, services and works required;
- Early requisition to reduce any delays in procurement and timely delivery.; for Early identification of right commodities and quantities to meet needs;
- Sourcing the right suppliers on time to avoid cutting corners under rush procurement to meet deadlines or budget expenditure; Sufficient time to fully explore alternative procurement approaches, such as joint bidding with other organizations;
- Obtaining best prices for aggregate requirements and establishment of criteria to measure effectiveness of the procurement function. Systematic and procedurally correct procurements

Procurement planning involves developing an effective procurement framework that aids the achievement of the objectives of the procuring entities. Sufficient procurement planning enables the procuring entities to abide by the various time frames in the procurement process. Lack of procurement planning is a major source of operational problems leading to a rush of procurement activities towards the end of the budget year driven by the desire of full budget utilization (Republic of Rwanda, 2010).

Other reasons for undertaking procurement planning and prioritization of needs processes are that: funding for procurement is unlikely to be sufficient to meet all requirements, and scarce financial resources must be channeled to ensure that the priorities of a Procuring Entity are adequately met before spending on less essential procurements; effective planning allows requirements to be aggregated into bulk purchases at lower unit costs since such tenders would attract wholesalers and manufacturers; Publication of realistic annual procurement plans allows the private sector to respond more effectively to the requirements and specifications of the Procuring Entities, through investment in staff and equipment, manufacture and importing of goods, and financial planning (Republic of Rwanda, 2010).

Procurement planning is the process used by companies or public institutions to plan purchasing activity for a specific period of time. It is commonly completed during the budgeting process. Procurement planning as the purchasing function through which organization obtain products and services from external suppliers. It defines the items need to procure; the process for

acquiring those items and schedules the timeframes for delivery. A procurement plan helps Procurement Entities to achieve maximum value for expenditures and enables the entities to identify and address all relevant issues pertaining to a particular procurement before they can publicize their procurement notices to potential suppliers of goods, works and services (Ogubala & Kiarie, 2014)

Public procurement is usually undertaken according to a Procurement Plan, based on the annual plan and budget of the organization, which usually include a number of activities that require a procurement process. Soon after the budget is prepared, the officials responsible for procurement identify what items require procurement and what type of procurement is needed, and the dates when procurement actions must begin in order for the procurement to be completed by the time the service, goods or works are needed (UN Capital Development Fund , 2013)

2.3.2. Public Procurement Implementation and its Common Challenge

In both developed and developing countries, governments are instituted as channels of ensuring effective service delivery. To ensure effective service delivery, they are responsible for procurement of certain types of goods and services necessary for providing the services at a national and local government level. Procurement systems operate in a challenging and complex political, economic, cultural, religious and technological contexts. Lack of accountability in the use of public resources and more so in the conduct of public procurement with a large budget allocation has become a major challenge to policy makers (Basheka, 2008)

According to study conducted on implementation challenges in public procurement of Ghana (Ameyaw, Mensah, & Osei-Tutu, 2012) the implementation challenges identified are: low capacity of procurement professionals, low interaction between procurement entities and user public bodies , deliberate controlling of competition, non compliance with provisions of the law, splitting of contract in to smaller lots, lack of funds and non cooperativeness of supplier are major challenges of implementing public procurement.

Public Procurement, facilitate government operation through making the efficient and effective availability of financial, material and human resources. The management of public procurement range from planning to its monitoring. Procurement plan Implementation starts with receipt of requirement such as Specifications for goods procurements; term of reference (TOR) for service (consultancy and non consultancy service) and statement of Work (SOW) for Works (Basheka, 2008).

According to UN procurement manual (United Nations , 2013) ,acquisition planning should include other planning function such as logistics, Finance and resource management which is essential for the effectiveness and timely solicitations of bid and proposal, award of contracts and delivery of goods, services and works required. The end users are responsible for developing acquisition plans in cooperation with procuring entities /procurement unit in a timely manner, due to a long lead time in the procurement process. Forward planning is a key factor to optimize the acquisition of goods, services and works.

In order to ensure that the organizations obtains high quality goods, services and works at competitive prices and within the time frame required the end user should perform short term planning to the extent possible to ensure the optimal use of funds through budgetary period, avoid last minute requisitions specifically at the end of the budgetary period as it may hamper the ability of the organizations to ensure a transparent, open, efficient and timely procurement process. The long term planning, covering at least the current budgetary period and forthcoming budgetary period in order to ensure procurement on best term and organization manage its funds in a professional manner in its best interest of the organization (UN, 2013).

The acquisition plan need to contain item number , types of goods, service and works, estimated quantity (number of unit) or terms (number of months or year), estimated value, funding source, budget reference , delivery date or quarter the goods are required to be delivered, or service and works required to commence and be completed and any other relevant information (UN,2013).

2.3.3. Steps in Public Procurement Process

The public procurement implementation process spans the whole life cycle from initial conception and definition of the needs through to the end of the useful life of an asset or the end of a contract (FDRE, 2011). The steps of procurement implementation process include need identification, Planning and Specification of goods, works and services required, and sourcing, awarding and supplier management to facilitate timely delivery (Musanzikwa, 2013).

Public procurement process, according to (Musanzikwa, 2013) is the procurement processes that enclose three steps. These are need identification, planning and specification of goods or services required, and sourcing, awarding, and supplier management to facilitate timely delivery.

- Need Identification in public Procurement is done for desire to accomplish a specific task. Given that resources are always scarce, the task to be accomplished should be important to an

organization (Musanzikwa, 2013). Un procurement manual (UN, 2013) require the end user to uses their best efforts to accurately describe their needs up on identifying needs either new or recurring in the form of specifications, SOWs, or TORs .

- ***Planning and Specification of Goods or Services Required*** Once the needs have been identified, the procurement department is expected to develop or communicate a plan on how to deliver the service or goods required. The plan must be developed in collaboration with the other functions within the organization, so that it is integrated into the organization's strategy. To be able to purchase the right goods or services, the specifications of what the organization needs must be clear .The specifications are used to communicate to the supplier what is needed and what should be supplied. It is therefore important to have clear, precise and accurate specifications. The organizations may have standard specifications for the most regularly procured items and services. It provides a detail description of design the service or material, it detailed the requirements to which supplier or service provider must confirm. (Musanzikwa, 2013).

According to (UN,2013) end user's shall submit to procuring entities/ department the Specifications, TORs and SOWs of goods, services, or works which forms part of the solicitation documents, evaluation of submission, and the contracts. The end user must ensure that market and technology support the requirements, preferably seek product "off the shelf" and standard on the market to prevent any complex and costly customized solution. The end user should use the generic specification in order to achieve effective competition and best value for money. Specifications should not refer to brand name, catalogues numbers, types of equipment from particular manufacturers; if necessary it should be followed by word "equivalent" together with the criteria for determining such equivalence. The specifications, TORs, and SOWs should be clear and sufficiently detailed to enable venders to effectively respond to and focus on features that are truly necessary.

- ***Sourcing, Awarding, and Supplier Management*** sourcing is the process of identifying sources of supply that can meet the organization's immediate and future requirements for goods and services. The sourcing process adopted will depend on the situation and on the time available to carry out sourcing (Musanzikwa, 2013).

2.3.3.1. Preparation

In this phase detailed decisions are made about the product that will be procured and the procurement method, including the conditions of contract that will apply. All these details are

included in the Bid Document which has to provide bidders with all the information that they need to calculate an appropriate bid price. The bid document will include: A detailed description of the product (services, goods or works); Instructions to the bidder on how to prepare and submit a bid and information on the process that will be used to evaluate the bids and award the contract (UN Capital Development Fund , 2013).

Describing what is needed and will be procured, collecting information, identifying appropriate solutions and specifying these in specifications for goods and equipment, terms of reference (TOR) for services, or statement of works (SOW) for works. Specifications, TOR and SOW constitute the technical basis for the solicitation and the evaluation of offers to determine if they satisfy the requirements. Its purpose is to define requirement with the aim of opening up competition and identify the exact need (technical and quality), aiming at avoiding over specification that may increase the cost or under specification where need will not be met. It is the responsibility of the user; however procurement officer is responsible for ensuring the technical description provided by the user is free of ambiguities, clear and generic and promotes fair competition among the supplier (UN, 2006).

2.3.3.2. Sourcing

Sourcing is technical activity with the purpose of identifying existing suitable products and services on the market and qualified suppliers available to provide those products and services. Sourcing aims at collecting and analyzing information about capabilities within the market to satisfy the organization's requirements, such as obtaining updated cost information, determining the appropriate technology and alternative products, as well as identifying appropriate supplier qualification criteria. The knowledge of Sourcing helps to a better understanding of the market, assist in a make or buy or lease decision; determine when to buy; establish realistic delivery schedules, review single source justification; identify price and non price evaluation factors, identify special terms and conditions for solicitation and resulting contract and helps to establish realistic budgets, pricing arrangement and economic ordering quantities (UN, 2006)

2.3.3.3. Selection of Procurement Strategy

The purpose of identifying and selecting an appropriate procurement strategy is to find the best way to obtain the solution/result to satisfy the needs of the end user for goods, works and services by obtaining the most advantageous pricing and contractual conditions through a competitive process that will best deliver what is required in a timely manner while ensuring

achievement of the guiding procurement principles. It includes the choice of the type of arrangement and contract to be concluded; choice of the procurement methods and type of competition to be adopted (UN, 2006)

2.3.3.4. Preparation and Issuance of Bidding Documents

Bidding /Solicitation documents are the documents used to request potential suppliers to offer a quotation, bid or proposal to provide the required goods, services or works. It covers the process of assembling and formalizing the information and documentation necessary for potential suppliers to prepare responsive and easily comparable offers, consistent with the requirement and procurement strategy and ensure level playing field i.e. all potential suppliers receive the same information at the same time, to prepare offers; measurable evaluation criteria that will allow suppliers the same chances to receive the contract award. During this stage, evaluation criteria are developed and formulated to obtain the best value in the specific case (UN, 2006)

2.3.3.5. Advertizing Tender/Invitation for Bid

According to (UN Capital Development Fund , 2013), advertising is essential in any competitive bidding process. Advertising procedures required to ensure that all potential bidders are able to learn about the opportunity with sufficient time to respond. Advertising by newspaper is the most widespread method. In most countries, there are newspapers that contracting firms will monitor in order to learn of bidding opportunities. Sometimes bids are advertised only by placing notices on the notice-board of the local government. This is acceptable if: (1) the size of the contracts is very small, so that only local contractors would be interested in bidding; and (2) The local contractors are well informed of the location where advertisements will be placed. Other potential methods of advertising include television, radio and the Internet. Access to the Internet is increasingly widespread even in remote rural areas.

2.3.3.6. Bid Receipt, Opening and Evaluation

After the bidding/solicitation process, offers are received, registered, handled, opened and stored by authorized staff members. The purpose of this formal process is to ensure that offers are received, handled and opened according to the instructions provided in the solicitation documents and that transparency and confidentiality is maintained as specified in the relevant regulations, rules and procedures of the organization (UN, 2006)

The process of receiving and evaluating bid must be carefully documented and registers are required to be prepared to record bids received combined with bid opening ; attendance at the bid

opening ; details of bids opening, including the name of the bidders and the bid price ..etc. Bidders are normally required to submit bids in sealed envelopes to the premises of the buyer, before a stated deadline (UNCDF, 2013).

Bid opening is required to be done in public immediately after the deadline for submission. Therefore, the time for the bid opening required to be the same as the time for submission of bids, or as soon afterwards as possible. Bidders' representatives are invited to be present to witness the bid opening but this is not normally mandatory (the bid should be opened and evaluated even if the bidder does not attend (UNCDF, 2013)

The evaluation process consists of the preliminary examination and evaluation of the offers received, and considered to be valid, to assess their responsiveness to specifications and requirements as defined in the solicitation document, analyze their cost and benefit, and determine their price and value. Evaluation, together with the requirement definition and the evaluation criteria and method specified in the solicitation document, is the basis for the subsequent selection of the offer that provides the best value for money. Best value for money in the context of evaluation of offers, means that price alone is not always the only criterion factored into an evaluation method. Other criteria such as quality, availability, time, compliance, cost for maintenance and support, life cycle cost, etc. are part of the equation to determine the best return on investment of the procurement of goods, services or works (UN, 2006)

Evaluation is undertaken to determine which of the bids represents the best value for money for the buyer. Factors that can be taken into account during evaluation include: the bid price; the quality of the works, goods or services offered by the bidder; the timing: When the goods will be delivered or when the works or services will be complete; Quality of after-sales service (i.e. guarantees and service offered for goods; Other factors that may affect the cost to the buyer and Other factors that the buyer may want to consider (UN Capital Development Fund , 2013).

2.3.3.7. Contract Award Decision

Contract award is the formal decision and approval to establish a contract with a successful supplier. The award phase marks the successful conclusion of the procurement process and starting point for contract finalization and execution (UN, 2006). The authority responsible for awarding the contract required to review the evaluation documents to ensure that due process has been followed and the decision reached is rational and in accordance with the procurement rules and the authority then endorse the issue notification of award contract (UNCDF, 2013).

2.3.3.8. Delivery (Contract management/Administration)

Once the contract is signed, the contractor or supplier is responsible to deliver the works, goods or services in accordance with the contract. It is the end product that is specified in the contract, so how the end product is delivered is a matter for the contractor. The contract conditions may allow the buyer to increase or decrease the quantity of works, goods or services. This will result in an adjustment to the contract price, calculated according to the unit prices in the bills of quantities. Such a change is known as a “variation order.” (UNCDF, 2013)

2.3.3.9. Factors Affecting Effectiveness of Public Procurement

The major challenges identified with public procurement that affect effectiveness are:-

- ***Inadequate procurement planning and poor drafting of specifications*** It is appropriate for government agencies to plan lists of intended procurements for the forthcoming financial year and for each procurement details. An annual procurement schedule drawn up by an agency at the outset of the financial year shall indicate the goods, services and works it intends to procure within the allocated capital and operating budget. This serves two purposes. Firstly, it enables the agency to align its intended procurements with its policies and the range of goods available. Secondly, suppliers and contractors can take the necessary preparatory steps to acquire the relevant knowledge to enable them to submit a comprehensive bid and to ensure time and resources are available to undertake the contract (Jones, 2013).
- ***Lack of advertising the detailed procurement planning before the procurement*** It is essential to advertise detail planning of the projects which includes, amongst other things, establishing the need for the procurement, drafting relevant specifications and award criteria, choosing the appropriate procurement method, preparing the necessary tender documents, setting a budget ceiling and undertaking research on market prices and on the availability of goods and services required and of suitable suppliers and contractors. Also part of the plan is the preparation of a system for monitoring, supervision, and cost control and for providing the necessary coordination where there are two or more departments or units which are to be the end users. However, not all agencies draft annual procurement plans (Jones, 2013).
- ***Insufficient use of open competitive tendering*** It is generally recognized that a competitive procurement market based on open tendering is the best guarantee of value for money for government agencies and the public at large, in terms of both price and quality of the goods, services and works procured. However, the use of open tenders especially in high value

procurements has not been as frequent as would be expected, due to the adoption on occasions of direct contracting and negotiation. It should also be mentioned that direct contracting may create opportunities for bribery and corruption (Jones, 2013).

- ***Lack of monitoring and evaluation*** Another problem in the procurement process is the failure by suppliers to deliver goods in accordance with specifications which result in the goods received being sub-standard and less useful than they should have been. The failure of procurement officials to issue purchase orders and of suppliers' to issue invoices, which did not spell out the specifications. In addition, the goods received in some cases were not checked against the specifications required (Jones, 2013).

According to (OECD, 2007), the most common factors affecting public procurement are:

- During pre- bidding: it includes lack of adequate needs assessment, planning and budgeting of public procurement; Requirements that are not adequately or objectively defined; an inadequate or irregular choice of the procedure; and timeframe for the preparation of the bid that is insufficient or not consistently applied across bidders.
- During bidding the most common factors include Inconsistent access to information for bidders in the invitation to bid; Lack of competition or in some cases collusive bidding resulting in inadequate prices; Conflict-of-interest situations that lead to bias and corruption in the evaluation and in the approval process; Lack of access to records on the procedure in the award that discourages unsuccessful bidders to challenge a procurement decision; and
- In the post-bidding phase, include: insufficient monitoring of the contractor; non-transparent choice or lack of accountability of subcontractors and partners; Lack of supervision of public officials; and deficient separation of financial duties, especially for the payment.

2.3.4. Areas Needs Improvement for Effectiveness of Public Procurement

As indicated on OECD (2007), areas that are recommended to be reviewed to address or minimize factors affecting public procurement planning and implementation effectiveness are:

- **The lack of transparency in procurement:** This may take various forms such as the provision of inconsistent or incomplete information to bidders, insufficient transparency in the use of non-competitive procedures, or procurement regulations and procedures that are unclear for bidders.
- **Insufficient professionalism:** This may translate into poor planning, budgeting and risk management for procurement, leading to unnecessary delays and cost overruns. In other words, public officials are not necessarily well prepared to keep up with professional

standards. Furthermore, officials may not necessarily be aware that their acts are unethical or may bias the process which can lead to conflict-of interest situations and sometimes corruption.

- **Inadequate accountability and control mechanisms:** Unclear accountability chains for officials, lack of co-ordination between different control mechanisms or insufficient supervision over contractors' performance might lead to mismanagement and even corruption, especially in "grey areas" where there are fewer requirements for transparency.
- **Attracting a sufficient number of bidders** in public procurement through processes that are open and fair is a key concern. To ensure a level playing field for bidders, all countries recognize the need to provide: Transparent and readily accessible information on general laws, regulations, judicial decisions, administrative rulings, procedures and policies on public procurement; and
- **Equal opportunities for participation of bidders** through a competitive procedure, and the provision of consistent information to all bidders on the procurement opportunity, in particular on the method for bidding, specifications, as well as selection and award criteria.
- **Pre-bidding** In the pre-bidding potential bidders and other stakeholders, in particular end-users have an opportunity to be associated in the drafting of specifications for the object to be procured Governments consult stakeholders on the specifications of procurement items prior to the bid notice in order to engage in a dialogue with the private sector and encourage innovation, especially for complex contracts to ensure that the process for integrating their views is not biased to avoid specifications being targeted at one company.
- **During Bidding** In order to ensure a level playing field in the bidding process majority of countries have not only ensured the wide dissemination of the bid notice but also developed specific measures to ensure that bidders: Receive clear documentation on the procurement opportunity to ensure an accurate understanding by bidders; Receive information early about evaluation criteria, i.e. how bids will be evaluated in the process. Letters of Invitation are often used for ensuring that the short listing of consultants is based on clear and objective evaluation criteria .The criteria and relative weightings, if appropriate, must be published in a timely manner so that bidders are aware of them when preparing their bid; Receive information at the same time when bid requirements change. This need to be done in a written form through online notification. Bidders may ask for further clarification or information, keeping in mind that information on questions and answers should be

consistently disseminated to all bidders. Have sufficient time to prepare bids. - Before the time limit for receiving bids

- **Adequate planning:** having an adequate plan for public procurement can help the agency to analyze its need and select the best procurement option to prevent mismanagement and even corruption in procurement. The bid notice may include details on the way the contract is to be managed as well as the plan and method for payment;
- **Risk management techniques.** An internal risk matrix for the administration helps ensure the involvement of specialist contract staff for high-risk contracts, risk assessment and risk management plans are provided as part of the bidder's solution;
- **Restrictions and controls** over change in the terms of the contract. The procurement authority needs to justify variations; this may be subject to an internal or external review including a third party (e.g. involvement of an unsuccessful bidder in the monitoring in the case of changes to the contract). Furthermore, the delegation of authority for approving technical or financial variations may also be done only up to a certain threshold, which requires that additional change orders beyond this threshold be approved by higher authorities;
- **Accurate and timely supervision** by managers, control agencies, with regular reporting on the progress of the project,
- **New technologies** to monitor the progress of the contract and the payment, a contract management tool will allow the change and validation of commercial aspects and the control of compliance to contract terms by suppliers.
- **Shared accountability.** Countries often use models for risk sharing between the contracting authority and the contractor, such as performance bonds. On the other hand, if invoices are not paid within the term established in the contracts, the government agency agrees to pay interest, which may be a cause of liability for the procurement officer in charge,
- **Public scrutiny.** A key condition of public scrutiny is the access of stakeholders and the public to records.

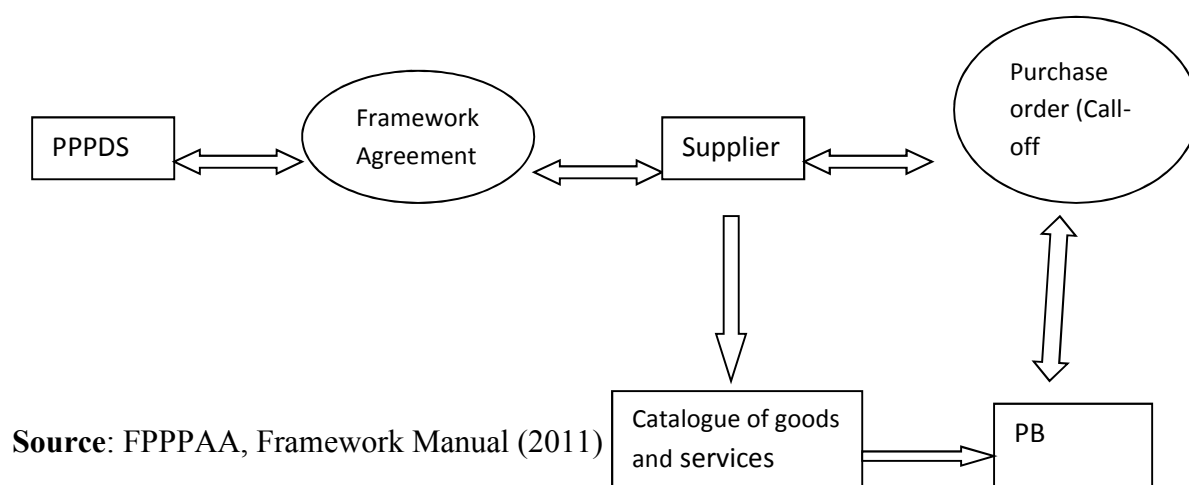
2.4. Framework Agreement in Public Procurement

Framework agreement, according (Glover, 2008) is an agreement which is reached between two parties to cover a long term collaborative arrangement. It is an agreement between one or more contracting authorities and /or economic operators it is often known as umbrella agreement that involves parties such as employer and contractor or supplier. It provides a mechanism for

awarding in straight forward manner. Thus the framework agreement is not intended for use with a single stand alone contract; it is designed for use where a number of similar sets of works or services required.

It allows public bodies to order goods or services throughout the term of agreement (it provides a mechanism for calling off purchase orders from catalogue of goods or services as and when PB needs to buy something within the scope of FA). However, the contract does not place any obligation on the PB to place future purchase order and not require to issue any minimum number or value of order. Issuance of purchase order to obtain the supplier's goods and services is wholly within the discretion of PB's. Call-off contract means individual contract b/n PB and supplier according to the terms and conditions of established in FA determining goods and services to be supplied by the supplier. The public bodies administering framework procurement undertake a full procurement (FPPAA, 2011).

Using FA saves time and money for PB and ensures that the terms and conditions of their agreement are robust and follow best practice; provided PB's with a convenient, flexible, streamlined and efficient process for purchasing the goods or services; allow PB's to enter in to call off contract with FA's suppliers without a further procurement process; require fewer steps to make a purchase and in turn provide faster procurement processes while achieving value for money; may provide better pricing than it can be obtained through regular procurement process, reduce the need for warehousing as goods are stored by suppliers; allow central management of the contract are among benefits of FA (FPPAA, 2011). All public bodies are obliged to use FAs for the procurement of common user items identified by the PPPAA. Below is Contractual relationship for FA



Framework agreement uses terms that may be unfamiliar such as “call off”; task; enquiry; pricing document and provider among other. Call off is the act of awarding a contract awarded under framework agreement. It does not need to advertize and tendered. Task is the particular works or services to be carried out; enquiry is an invitation to tender made by employer to a prospective provider to carry out a task and pricing documentation is the returned pricing document and provider is the contractor, consultant or supplier under framework agreement (Glover, 2008).

Public procuring entities face problem of increasing clerical and routine works in procurement process and other problem include: increased in price differences among procuring entities, long lead time, high inventory levels, recurring stock out situation and price rise during the period of contract coverage, which result in cost increase in tendering process. The use of framework agreement is conceived as a solution to the problems.

Framework agreements are contract which procuring entities enter into arrangements with suppliers or service providers to supply goods or services under agreed conditions for a specified period of time normally two to four years. The requirement under the framework agreements concern quality, quantity, price, precise price specifications and conditions for review of the contract requirements.

To ensure continuous and effective supply of regular goods and services under agreed public Procurement conditions; reduce procurement function workloads and ensure economical and better use of public money. To achieve this goal the government is required to:

- Ensure the use of Framework Agreements for all items and services specified as common use items and services as a way of benefiting economically and better use of public money.
- Strive to reduce clerical and routine works, minimize price differences among procuring entities, shorten lead time and keep inventory levels of procuring entities low without facing stock out situation.
- Promote the ability of procuring entities to implement their procurement plans as per flow of public procurement funds in line with Public Procurement Acts and Regulations.

Use Framework Agreements to protect procuring entities against price rise during the period of contract coverage and cost reduction in tendering process

Chapter Three

Research Methodology

3. Introduction

This chapter presents an outline of the research methodology that was used in the study. The plans of the research and detail techniques that facilitated to answer the research questions and arrive at conclusions are presented as follow.

3.1. Research Design

The researcher was used both approaches to research, qualitative and quantitative. The study adopted descriptive research techniques/ method that were used primarily to discuss and interpret data gathered through key informant interview (KII), questionnaire and surveying of different documents.

3.2. Study Population

To conduct this research the study population was 120 staff of public procurement and property disposal service of which target population were 24 staffs working on procurement core process working on procurement federal public bodies common user goods and services through framework contract and five federal public bodies who are the user of central procurement, one individual from each sectors through interview.

The composition of the target group consists of one procurement core process owner/ head; five senior procurement experts; ten procurement expert II; two procurement expert I ; two procurement experts and other four support staff . In addition the researcher has explored the information from the user side focusing on sectors ministries through key informant interview (KII) selected through purposive sampling.

Therefore, the target population of study was 24 staff of the PPDS working on procurement core process and five staffs of sectors ministries working on procurement under Finance and procurement department of Ministry of Finance and economic cooperation, and other four basic service sectors (Ministry of health, Ministry of Agriculture, Ministry of Water Irrigation and electricity and Ministry of Education) as they are the major user of central public procurement service.

3.3. Sampling Method

The sampling methods employed in this study were purposive sampling. To minimize biasness and to get fair representation, the population of the study were grouped in to two target groups -

PPDS procurement core process and user agencies staffs dealing with central procurement. Purposive sampling techniques were used to gather data through semi-structured questioners and interview.

3.3.1. Sampling Size

The sample size for study was 20 staffs working on procurement of federal public body's common user goods and services through framework contract at procurement core process of public procurement and property disposal service and 5 people from sectors staffs based on purposive sampling. From the total study population of 120 employees of PPDS 20 employees or 16.7% of the total study population and 83.33% of target population were selected for sample through purposive sample including all technical staffs and excluding all support staff of procurement core process.

3.4. Source and Method of Data Collection

The researcher has been used both qualitative and quantitative data collection techniques. In order to present a wide range of information, both primary and secondary data sources have been investigated. Primary data were collected using both qualitative and quantitative data collection methods such as, questionnaires, in-depth semi-structured interviews and document review. Both techniques were used to enable the researcher to present numerical as well as qualitative information in depth. Secondary data has been gathered from periodic report and procurement audit report conducted by federal public procurement and property administration agency (FPPPA)

3.4.1. Interview

Semi structured interview were used to conduct interview with procurement Senior staffs of PPDS and federal public bodies staff responsible to deal with central procurement. This enables the researcher to gather more information about the public procurement from planning to contract management practice and identified challenges that impede the practice of public procurement planning and implementation effectiveness and explore factors that contribute for effectiveness of public procurement planning and implementation.

3.4.2. Questionnaires

The questioners that the researcher has been used were semi- structured questioner with both open ended and closed ended questions. This helped the researcher in collecting qualitative data.

The questioners were distributed to the staffs of PPDS particularly working on procurement of common user goods and services selected through purposive sampling.

3.4.3. Documents Review

The documents that were reviewed during study are: public annual performance report of PPDS, procurement audit conducted by FPPPA.

3.5. Pilot Reliability Test

To confirm whether the adapted instrument understood or not by the respondents a pilot reliability test were conducted. The questionnaires were distributed to 3 senior procurement expert of PPDS for pilot test that were selected from staff of procurement core process working on framework contract based on their easily accessibility to the researcher. On the bases of the feedback provided questioners has been revised and were used for the study.

3.6. Method of Data Analysis

After collecting and sorting all relevant data using the data collection tools, quantitative response were sorted using Microsoft office excel and statistical techniques such as frequency, percentage, figures and tabulations were used to investigate data. The data collected are presented using tables and figures. The analysis of data followed, by descriptive interpretation of findings. On the other hand, data that were collected through interview, the researcher has taken note of important and central part of interview and summarized it to present through descriptive report.

3.7. Ethical Considerations

The researcher assured confidentiality to the respondents and affirmed that the study made for purpose of academic goals. In order to secure the consent of the selected participants, the researcher relayed all important details of the study, including its aim and purpose, methods and uses of the research. Respondents were assured that the information given not be used for any other purpose except academic work. The researcher acknowledged all sources of information from other scholars.

Chapter Four

Data Presentation, Analysis and Interpretation

4. Introduction

This chapter deals with data analysis, presentation and interpretation of the findings. The information's made available for this purpose were collected using questioners and interview. Besides, some secondary sources were also accessed. The data presented includes response rate, brief background of Public procurement and property disposal service (PPDS), profile of the respondents, presentation of findings and interpretations. The data analyzed and presented are based on the responses to the items in the questionnaires and interview.

4.1. Response rate

In the course of conducting the study, the researcher distributed 20 questionnaires for the employees of PPDS who are working under Procurement core process on procurement of federal public body's common user goods and services centrally through framework contract. Out of the 20 questionnaires distributed, 14 questioners were successfully filled and returned, which result in a response rate of 70% and considered as favorable and adequately represents the target population. In addition to the researcher conducted interview of one procurement owner and two senior procurement experts from PPDS and five individual from sector ministries (end user) were interviewed

4.2. Brief Background of the Public Procurement and Disposal Service

The Federal public procurement and property disposal service has been established by regulation No. 184/2010 of the council of Ministers and has been executing its services since October 2010.

The Main objectives of Public Procurement and Property Disposal Service are :To enable the timely Supply of goods and Services which are Commonly used by Public bodies as well as goods and services which have national strategic significance , in the desired quality and at prices attributable to economies of scale resulting from bulk purchases; To enable the speedy disposal by sale of properties of public bodies at fair prices and To assist public enterprises in the procurement of goods and services and disposal of assets.

The mission of public procurement and property disposal service is to perform procurement of public organization common user items and nationally strategic utilities; render efficient and effective property disposal service; including support for the private sector. Its vision is to be an outstanding and preferred procurement and property disposal rendering service in the country.

Powers and duties of Public procurement and property Disposal Service are: to carry out the procurement of goods and services falling within the list of common user items to public bodies as well as goods and services which have national strategic significance; carry out the sale of public properties the values of which are over the amount specified by directives to be disposed in accordance with the decisions of the public bodies in possession of such properties.

Render domestic and international procurement service based on current market information, Consultancy and training services in relation to procurement to public bodies and, on request, to public enterprises, Regional States and the private sector, collect appropriate fees for the services it renders, Own Property, enter into contracts, sue and be sued in its own name and Carry out such other related activates as necessary for the attainment of its objectives. Basically, the services provide procurement service to all federal public bodies and universities.

In EFY 2007 public procurement and property disposal Service had completed framework contract process and signed 46 contracts with 35 suppliers for the amount of 1.3 billion birr and The has been communicated to all federal public bodies (end users) to get service on time and to have call off contract with suppliers. In the same year the service had undertaken procurement value of 7.5 billion including both strategic and framework contract. Out of 35 suppliers signed contracts to supply common user items to federal public bodies, 8 of them were local suppliers and the rest are foreign suppliers. Intrens of contract value, local supplier's accounted for 15% of contract. Currently the service is providing procurement service for 168 federal public bodies ((PPDS, 2016).

4.3. Data Presentation and Analysis

4.3.1. Background Information of Respondents

The researcher analyzed the background of the respondents of the questionnaires using different parameters; respondents were those staff working under procurement core process of PPDS, particularly working on procurement of common user goods and Services through framework contract. The results are summarized and presented as follows.

4.3.2. Gender of the Respondents

The respondents were asked to mention their gender in the questionnaire and interview. Accordingly 86% of the respondents were male and 14% were females as shown in table 4.1. These implies that majority of respondents were male and the response of respondents are

dominated by male respondents and also show the majority of staffs working procurement activities are male dominant

Table 4.1: Gender proportion of respondents

	Frequency	Cumulative Frequency	Percentage
Male	12	12	86%
Female	2	14	14%
Total	14	14	100

Source: Survey Questioner, 2016

4.3.3. Age Category of Respondents

The age of the respondents is important in research as people who are mature in age may have different opinion than young people and also have varying ideas about certain issues due to experience gained through time. As a result, the respondents were asked to indicate the age category in the questionnaires. The finding reveals that, the majority 64% of the respondents were aged between 26 to 35 years, 21% between 18 to 25 years, 7% of respondents aged between 36 to 45 and remaining 7% aged between 46 to 55 years as depicted in the Table 4.2 below. This implies that the majority of respondents are aged between 26 to 35 years and they are at productive age. It also indicates that respondents had practical experience and knowledge to undertake procurement planning and implementation.

Table: 4.2 Ages of Respondents

Age Category	Frequency	Cumulative Frequency	Percentage
18-25 years	3	3	21%
26-35 year	9	12	64%
36-45 years	1	13	7%
46-55 years	1	14	7%
Above 55 years	0	14	0%
Total	14	14	100%

Source: Survey Questioner, 2016

4.3.4. Academic Qualification of Respondents

The educational levels of respondents have an impact on the responses to different issues. As a result, respondents were asked to indicate their level of academic qualification in the questionnaires. The finding reveals that the majorities, 71% of the respondents had Bachelor

degree and the remaining 29% of respondents were holder of master degree and above as depicted in the Table 4.3 below. These imply that the majority of respondents were holder of bachelor degree and most of them are qualified to handle and discharge their responsibility, able to learn their environment.

Table: 4.3 Academic Qualifications

Level of Education	Frequency	Cumulative Frequency	Percentage
High school complete	0	0	0%
Certificate holder	0	0	0%
Diploma	0	0	0%
Bachelor degree	10	10	71%
Masters and above	4	14	29%
Total	14	14	100

Source: Survey Questioner, 2016

4.3.5. Profession of Respondents

The professions of the respondent also have importance in research as people who have different profession may have varying ideas about certain issues. Thus, the respondents were asked to indicate their profession and the result shows 21% of respondents were management in profession, 71% were Procurement and the remaining 7% were other (public relation) in profession. None of the respondents are economics and engineering in profession as indicate in table 4.4 below. This shows that majority of respondents are procurement in profession and shows existence of opportunity to better handle public procurement planning and implementation and they can lead procurement professionally and as procurement require multi profession but it lacks different specialized qualification like economics, engineering as procurement require different discipline

Table: 4.4 Professions of Respondents

Profession	Frequency	Cumulative Frequency	Percentage
Management	3	3	21%
Economics	0	3	0%
Engineering	0	3	0%
Procurement	10	13	71%
Other specify	1	14	7%

Profession	Frequency	Cumulative Frequency	Percentage
Total	14	14%	100%

Source: Survey Questioner, 2016

4.3.6. Qualification in Public Procurement

The qualifications in the area of public procurement were found important as people having qualification in public procurement may have varying ideas and efficiency in providing and achieving effectiveness in public procurement service. As a result respondents were asked to indicate level of qualification in public procurement and the result shows that 79% of respondents were Bachelor degree in procurement, 14% were holder of master degree and only 7% of the respondents were not qualifies in procurement as indicated in table 4.5 below. It also indicate of the procurement staffs are qualified in procurement and professional staffs are handling procurement.

Table: 4.5 Qualifications in Procurement

qualification	Frequency	Cumulative Frequency	Percentage
None	1	1	7%
Certificate	0	1	0%
Diploma	0	1	0%
Bachelor degree	11	12	79%
Masters and above	2	14	14%
Total	14	14	100%

Source: Survey Questioner, 2016

4.3.7. Overall Experience of Respondents

The overall experiences of respondents were also found helpful as people having long experiences may gain varying skill and knowledge in doing things differently. So, respondents were asked to specify their overall experience and the finding reveals that 50% of respondents had experience between 3-5 years, 21% had less than two years, 14% of respondents had experience between 6 to 10 years, 7% between 16 to 20 years and the remaining 7% have experience of more than 21 and above years as depicted in Table 4.6 below. This shows majority of respondents have overall experience 3 to 5 year and had limited practical experience and only few had better experience.

Table: 4.6 Overall experiences of respondents

Over all Experience	Frequency	Cumulative Frequency	Percentage
Less than 2 years	3	3	21%
3- 5 year	7	10	50%
6-10 years	2	12	14%
11-15 years	0	12	0%
16-20 years	1	13	7%
21 and above years	1	14	7%
Total	14	14	100%

Source: Survey Questioner, 2016

4.3.8. Current Position of Respondents

The positions of the respondents were important as people in different position may have varying level of access to information and experience in different issues. So, respondents were asked to specify their current positions in the organization and the finding reveals that 43% of the respondents were procurement expert II, 21% were Senior procurement officer level, 21% in procurement expert I level, 7% were process owner level and the remaining 7% are in other (public relation) position level as shown in table 4.7 below. This shows the majority of respondents are procurement expert II who possibility have better understanding of procurement process. It implies that responses are more of professional and based on practical experience.

Table: 4.7 Current Position of respondents

Position	Frequency	Cumulative Frequency	Percentage
Process owner	1	1	7%
Senior Procurement officer	3	4	21%
Procurement expert II	6	10	43%
Procurement expert I	3	13	21%
Other specify	1	14	7%
Total	14	14	100%

Source: Survey Questioner, 2016

4.3.9. Procurement Related Experience of Respondents

The experience of working as procurement expert were helpful because one gain experience about the public procurement and able to understand how public procurement works and operates. So, respondents were asked to specify procurement related experience and the finding

reveals that 50% of respondents had experience of 5 to 6 years, 36 % of them had less than 2 years, 7% of the had 3 to 4 years and the remaining 7% of the respondents had experience of more than 7 and above years as depicted in the Table 4.8 below. This implies the majority of respondents had more than 5 years of experience working as procurement.

Table: 4.8 Procurement related experience

Experience	Frequency	Cumulative Frequency	Percentage
0-2 years	5	5	36%
3-4 years	1	6	7%
5 -6	7	13	50%
7and above years	1	14	7%
Total	14	14	100%

Source: Survey Questioner, 2016

4.4. Procurement Training of Respondents

Training is an important aspect to improve efficiency and effectiveness in public procurement as people having various training related to area of responsibility may gain various skill and knowledge to improve effectiveness of his activities and discharge their responsibility to the required level. So, respondents were asked whether they require training in various aspect of public procurement and the finding reveals that the majority 93% of respondents had taken training in public procurement but they still need more training and only 7% of the respondents were not taken any procurement training and non of the respondents had taken sufficient training in public procurement as shown in table 4.9 below. These show the majority of respondents need more training in procurement.

Table: 4.9 Procurement training of respondents

	Frequency	Cumulative Frequency	Percentage
No	1	1	7%
Yes, but I need more training	13	14	93%
Yes , It was sufficient training	0	14	0%
I do not need training	0	14	0%
Total	14	14	100%

Source: Survey Questioner, 2016

4.4.1. Quality of Procurement Training Respondents Received

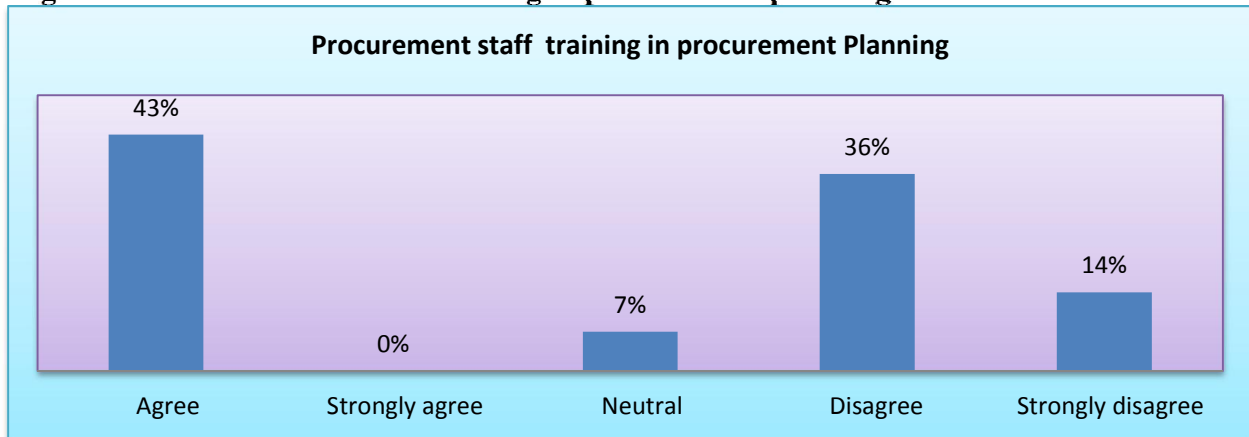
The qualities of procurement training have important implication on the effective performance of each millstone of procurement activities. So, respondents were asked to specify the quality of training they received on procurement planning, procurement management, contract management, preparation of bidding documents, evaluation of bid for goods, works and consultancy service proposal, drafting of procurement contract and record keeping.

4.4.2. Training in procurement planning

The researcher wanted to find out whether all procurement staffs trained in procurement planning, scheduling, expediting and cost estimation for all types of procurement (Goods, Works and Services) because effective planning have a great impact on timely delivery, cost saving and for quality procurement. So, respondents were asked to indicate their level of agreement in the questionnaires.

According to figure 4.1 below, the finding indicate that, 43% of respondents agree that procurement staffs of the PPDS had trained in procurement planning, scheduling, expediting and cost estimating for all types of procurement, 36% respondents disagree, 14% strongly disagree and remaining 7% of respondents were neutral. This implies that procurement units had adequate training in procurement planning; however still significant skill gap exist in procurement planning that shall be bridged through provision of appropriate planning skill training.

Figure 4.1 Procurement Staff Training in procurement planning



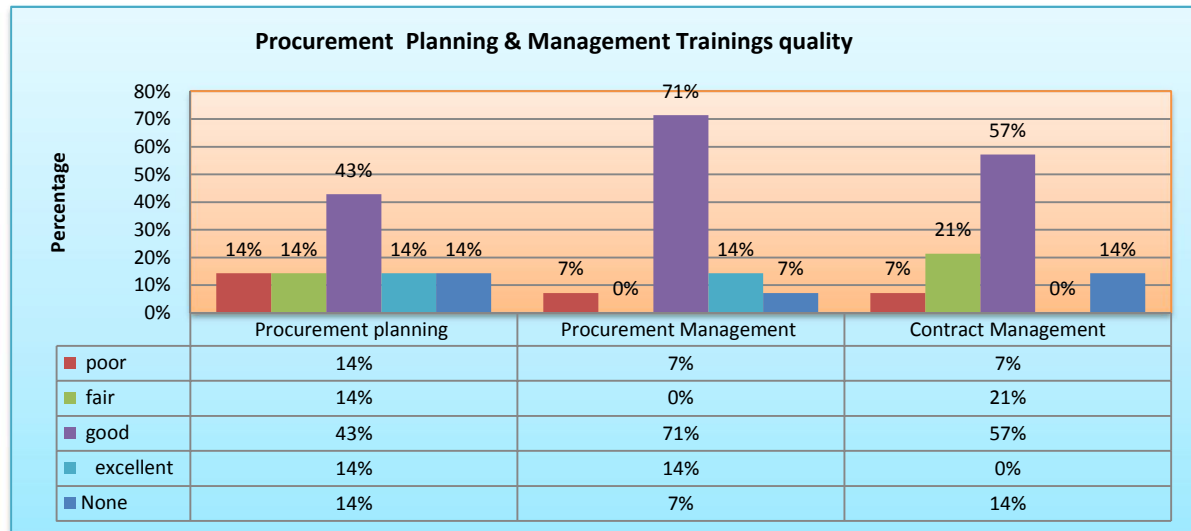
Source: Survey Questioner, 2016

According to figure 4.2 below, regarding quality of procurement training received on planning, the finding reveals that 43% respondents rated good, 14% of them rated excellent, 14% rated fair, 14% rated poor and the remaining 14% of respondents were not received training in procurement planning as indicated in fig 4.1. Regarding training on procurement management

71 % of respondents rated training received as good, 21% rated as fair, and 7% rated poor, 14% rated as excellent and the remaining 7% of respondents rated as none as they were not involved in training of procurement management.

Regarding contract management training received by respondents, 57% of respondents rated the training received as good, 21% of them rated as fair, 7% of them rated as poor and the remaining 14% of respondents were not involved in contract management training.

Figure 4.2 Quality of procurement training received



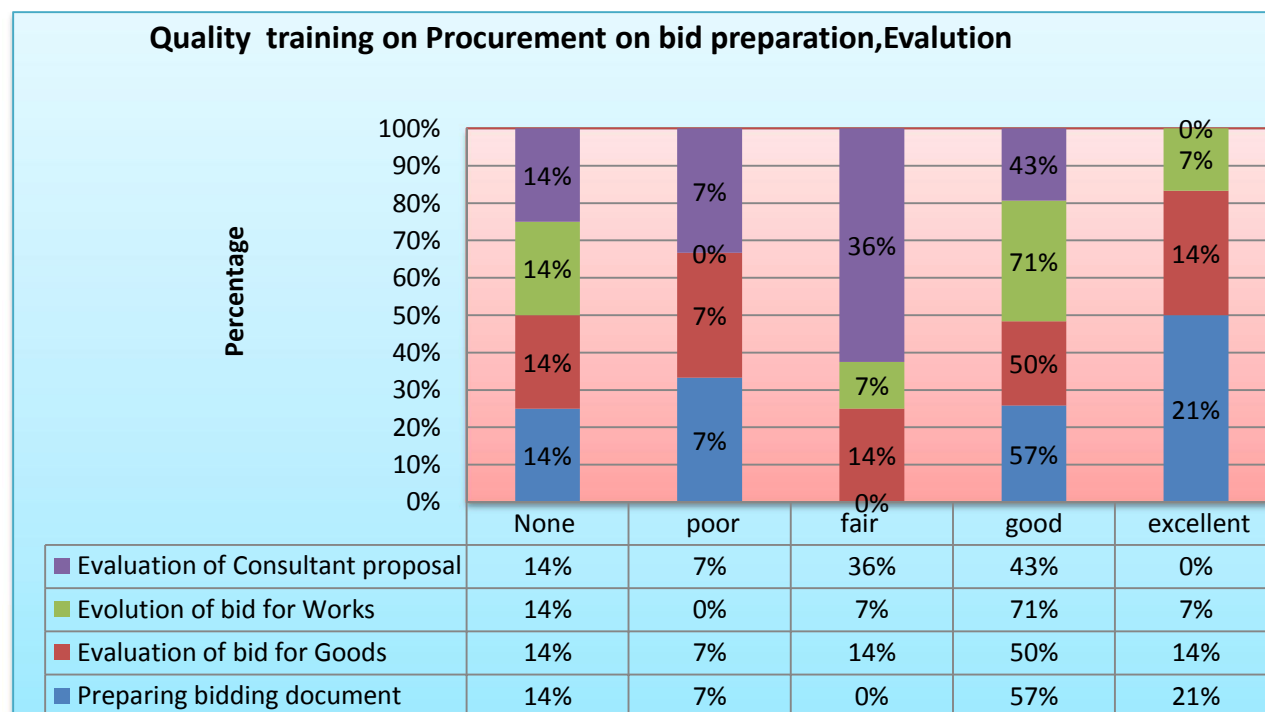
Source: Survey Questioner, 2016

Regarding training received by respondents on evaluation of bids for works (figure 4.3), 71% of respondents rated received training as good, 7% of them rated as excellent, 7% rated as fair, and the remaining 14% of respondents were not taken the training on bid evaluation of works. Concerning the training received on evaluation of consultant proposal, 43% of respondents rated the quality as good, 36% rated as fair, 7% rated as poor, and the remaining 14% rated as none as they were not received training on consultant proposal evaluation. This implies good quality of training has been taken by procurement staff of the PPDS according to majority response on planning and management of procurement process; however, there is a gap in contract management.

Concerning training on preparing bidding document (figure 4.3), 57% of respondents had received a good quality training, 21% rated excellent quality, 7% rated as poor, and 14% of respondents were not participated in training on preparation of bidding documents. About training on evaluation of bid for goods, 50% of respondents training received as good quality,

14% rated as excellent quality , 14% rated as fair , 7% rated as poor and 14% of respondents were not taken training on the topic and rated as non (See fig 4.2). This indicates that there is training gap on preparation of bidding document which is determinant of procurement process quality.

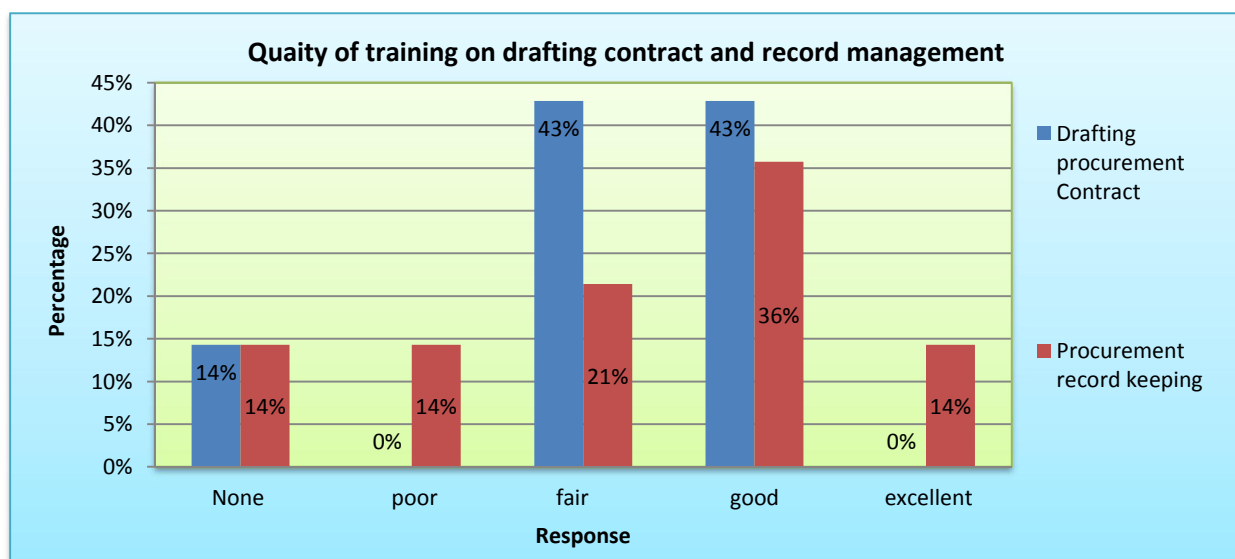
Figure 4.3 Quality bid Preparation and evaluation



Source: Survey Questioner, 2016

Regarding Training received by respondents on drafting of procurement contract, 43% of respondents rated as good quality, 43% rated as fair, the rest 14% of respondents were not taken training on preparation and drafting of procurement contract (fig 4.3). This implies existence of huge gap in training on drafting of contract.

Figure 4.4 Qualities Training on Drafting Contract and Record Management



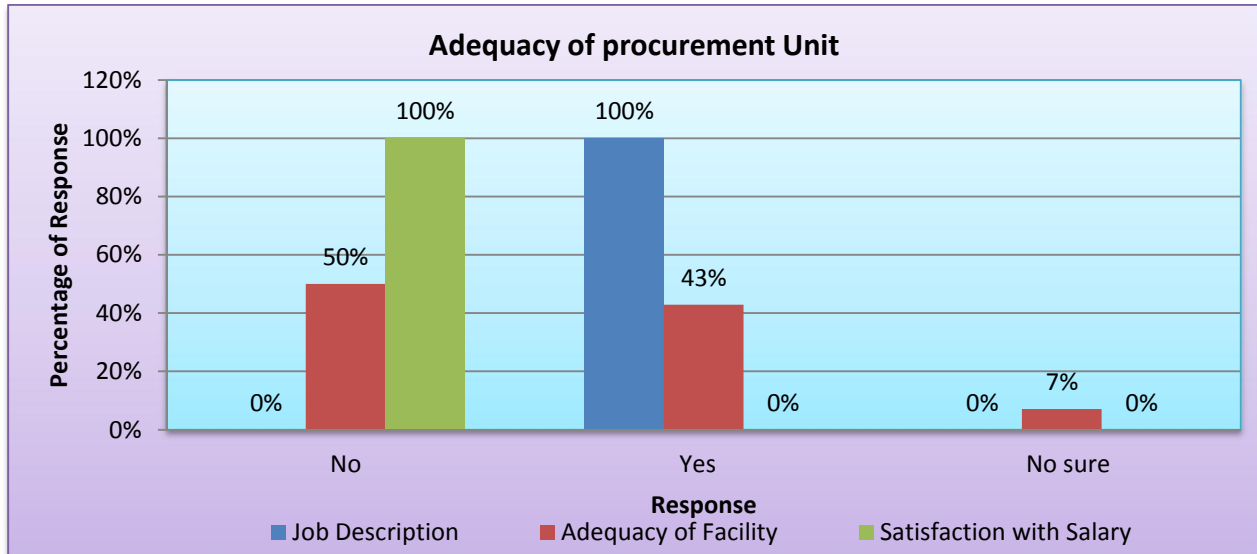
Source: Survey Questioner, 2016

Regarding procurement record keeping training received (figure 4.4 above), 36% of respondents' rated good quality, 21% rated fair, 14% rated as excellent, 14% rated as poor and the remaining 14% of respondents were not attended training on procurement record management (see fig 4.3). This implies significant gap in record keeping skill which is very critical in procurement management.

4.5. Adequacy of Staffing, Facility and Remuneration of Procurement Unit

The effectiveness in public procurement is highly depends on adequacy of staffing, facility and remuneration of procurement unit. So, respondents were asked to specify existence of job description, adequacy of facility do their works. The finding reveals that 100% respondents had job description which is very important aspect. Regarding existence of adequate facility to do their work, 50% respondents indicated there was no adequate facility, 43% indicated as adequate and the remaining 7% of respondents were not sure about adequacy of existing facility (see fig 4.4), this implies existence of facility gap for the unit. Regarding to their satisfaction 100% of respondents indicated they were not satisfied with their salary as depicted on 4.5 below.

Figure: 4.5 Adequacy of Procurement unit staffing, facility & remuneration



Source: Survey Questioner, 2016

4.5.1. Practice of Public Procurement Planning

Public procurement planning practice is a very important activity for effective public procurement because it indicate procuring entity's of what, how and when to procure in particular financial year. It also clarify what is needed and when it is needed to both user and procuring entities. Furthermore, it facilitates early and smooth procurement process.

Effective planning of procurements helps to avoid emergency procurement enables the organization and its staff work smoothly to achieve goals with the right quality and quantity of inputs in place, to obtain value for money and reduce procurement cost.

Effective practice of public procurements are essential to optimize the contribution of procurement function toward achieving goals through reduction in delay in procurement process and timely delivery, early identification of right commodities and quantities to meet needs, sourcing right supplier on time to avoid rush procurement to meet deadlines or use budgeted expenditure of the year.

Public procurement planning of PPDS for common user items starts with identification of items. Pursuant proclamation article 61.2 (a) and article 27.3(a) of directive FPPPAA mandated to identify common user items and issue list of such items and communicate the same to PPDS and all public bodies. On the basis of the list public bodies are required to submit their annual procurement requirement to PPDS within the timeframe set for this purpose. Then PPDS

prepares a comprehensive procurement plan on the basis of the requirements it receives from various public bodies and communicates such plan to FPPAA.

To this effect, the research attempted to determine whether respondents were involved in procurement planning, the respondents were asked their involvement in preparation of procurement planning for central procurement of common user items in particular. The finding indicates that 57% of respondents were involved in public procurement planning and the remaining 43% of respondents were not involved in preparation of public procurement planning. This implies that, majority of them are involved in procurement planning process.

Table: 4.10 Involvement in procurement planning

	Frequency	Cumulative Frequency	Percentage
Yes	8	8	57%
No	6	14	43%
Total	14	14%	100%

Source: Survey Questioner, 2016

4.5.2. Availability of Dedicated Staffs for Procurement of Goods, Works and Services

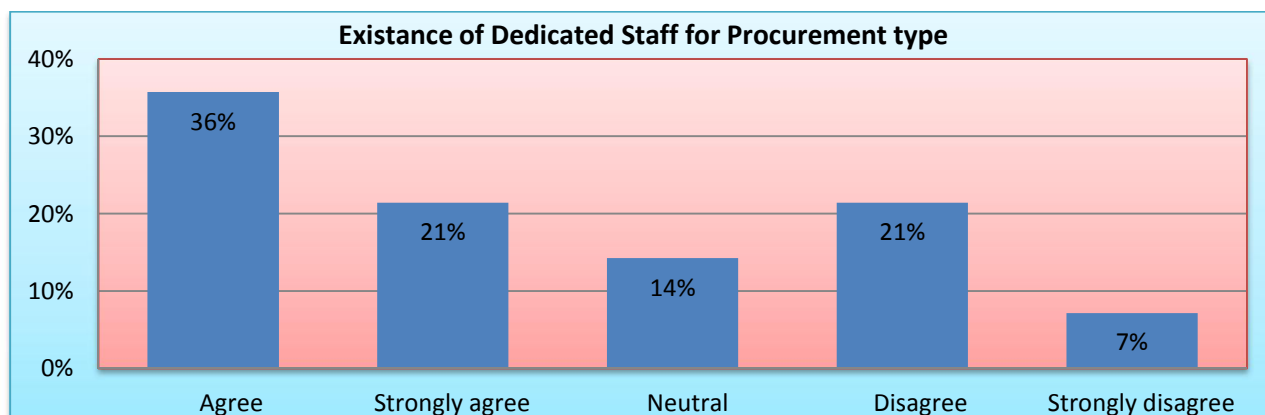
In order to improve efficiency and effectiveness of specific tasks, specialization in certain area is imperative. As a result, assigning a procurement staff to perform procurement tasks related to particular type of procurement enables the staffs to have practical experience and specialist knowledge and also enable them to achieve greater efficiency, best output, and productivity. Thus, dedicated staffs are those who are assigned to perform specific tasks related to procurement of goods or works or services to enable them became expert in assigned area.

As a result, the researcher had explore existence of staff dedicated for planning of good, works and service procurement because specialization may have impact on effectiveness. As a result respondents were asked to indicate their level of agreement on existence of staff dedicated for procurement planning of Work, Goods and Service at procurement unit of PPDS.

As indicated in fig 4.6 below, the finding reveals that 36% of the respondents were agree on existence of the staff dedicated for procurement planning of works , goods and service,21% strongly agree, 14% are natural, 21% disagree and the rest 7% of respondents are strongly

disagree on existence of dedicated staffs for specific type of procurement. This implies that, according to majority PPDS have dedicated / specialized procurement staffs in planning of Goods, Service and Work procurement.

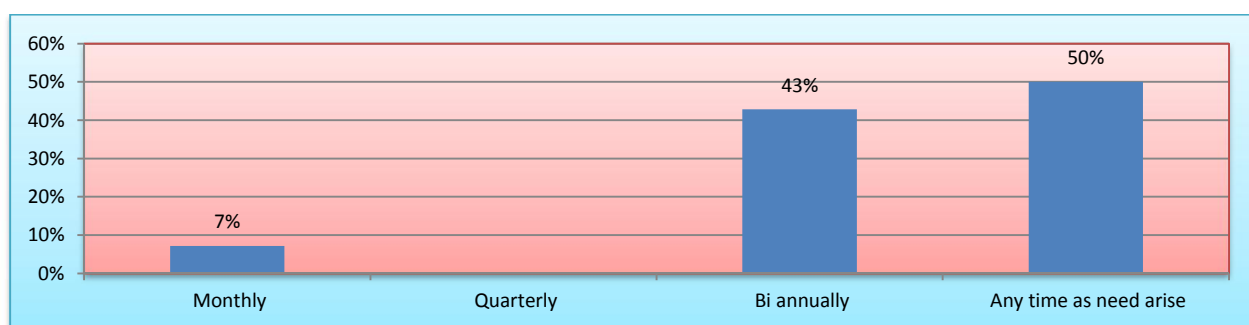
Figure 4.6 Existence of Dedicated staff for procurement Type



Source: Survey Questioner, 2016

The researcher wanted to find out the frequency at which public bodies submit their requirement for procurement of common user items through framework agreement, because it has an impact on timely delivery of procurement services. As a result, respondents were asked to indicate the time frame at which public bodies' submits their requirements and the findings are shown in the fig 4.7 below.

Figure 4.7 Procurement requirements Submission



Source: Survey Questioner, 2016

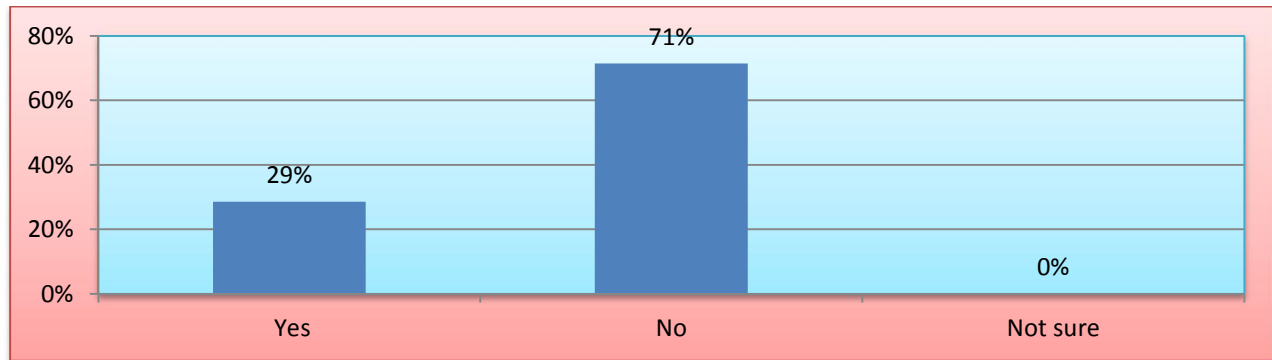
The finding indicate that, the majority 50% of the respondents were indicated, public bodies submit their requirement at any time as need arise particularly for strategic procurement noted by respondents , 43% of respondents indicate requirements were received bi annually from end users and the remaining 7% indicated requirements were received monthly. These imply that, the end users submit their requirement bi annually for common user items.

Procurement Unit Staffing

The researcher had explored the adequacy of procurement unit staff of PPDS, because the efficiency and effectiveness of procurement service depends on procurement units staffs. So respondents were asked to specify whether procurement unit of the service adequately staffed.

The finding shown in fig 4.8 below

Figure 4.8 Procurement units staffing



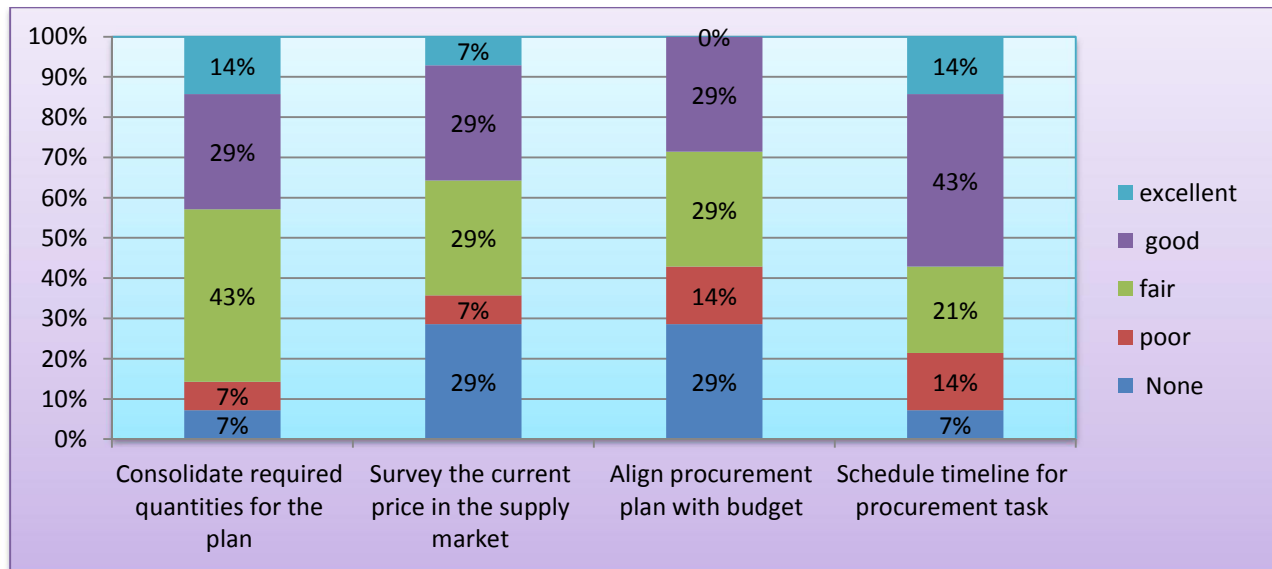
Source: Survey Questioner, 2016

The finding indicates that, 71% of respondents state that the procurement unit had not adequately staffed and 29% of respondents stated the procurement unit of their organization had adequately staffed (see fig 4.7). This implies according to majority of respondents procurement unit of the PPDS had no adequately staffed.

4.5.3. Level of Experience in Performing Planning Activities

The researcher wanted to find out level of experience to perform activities in procurement planning stage such as consolidation of requirements of public bodies for procurement planning, conducting of survey of current price in the supply market, align procurement plan with budget, and schedule timelines for procurement task. Because these activities are determinant to achieve best value for money, timely delivery of procurement at right cost. So respondents were asked to indicate their level of experience in performing the stated activities of procurement planning. The findings are as indicated in fig 4.9 below

Figure 4.9 level of experience in Performing Planning Activities



Source: Survey Questioner, 2016

The finding reveals that, regarding experience in consolidating required quantities for procurement planning, 43% of respondents had fair level of experience in consolidating requirement, 29% of respondent had good experience, 14% of the respondents had excellent experience, 7% of respondents had poor experience and the remaining 7% had no experience in consolidating required quantities for procurement plan. This implies that, the majority of staffs had fair level of experience. However, still significant portion of the staffs had limited experience in consolidating requirement for procurement planning. Regarding experience in conducting survey of current price in the supply market, 7% of respondents had excellent experience, 29% had good experience, 29% of respondents had fair level of experience, 7% had poor level of experience and 29% of the respondents had no experience. This implies that the service had adequate level of experience in conducting market survey but not adequate due limited skill and practice in conducting market survey.

Regarding experience on aligning procurement plan with budget, 29% of respondents had good level of experience, 29% had fair level of experience, 14% had poor level of experience, and another 29% had no experience. These imply that majority of staffs had adequate level of experience. About level of experience on preparing schedule timeline for procurement tasks, 14% of respondents had excellent level of experience, 43% had good level of experience, 21% of respondents had fair level of experience, 14% had poor level of experience and 7% of

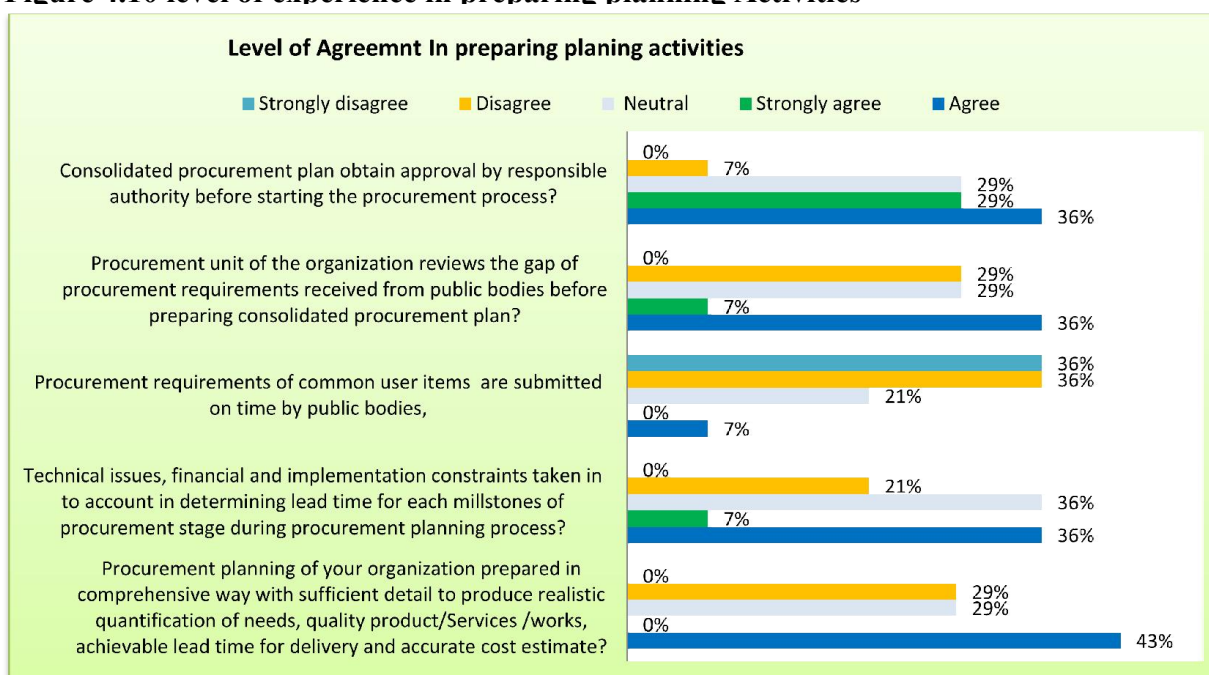
respondents had no experience. These imply that major of staffs had adequate level of experience but require more practical experience in estimating timelines for major activities.

4.5.4. Extent of Agreement on Statement relating to Procurement Planning

The researcher explored whether procurement planning prepared for common user items are in comprehensive way, whether technical issues , financial and implementation constraints taken into account in determining lead time, whether requirements of common user items are submitted on time by public bodies , how procurement unit review requirement received from end user, whether approved consolidate procurement plan obtain approval by responsible authority because they are determinant for effectiveness of public procurement.. So the finding are indicated in the fig 4.10 below

Source: Survey Questioner, 2016

Figure 4.10 level of experience in preparing planning Activities



Source: Survey Questioner, 2016

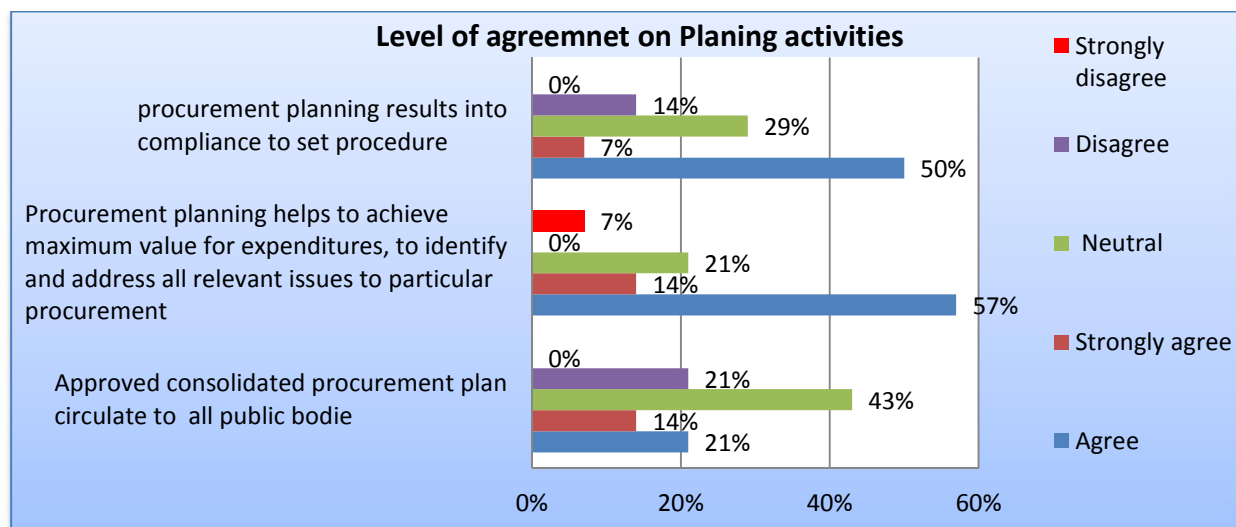
The finding reveals that, as indicated in fig 4.10 above 36% of respondents were agree that consolidated procurement plan gets approval from responsible authority, 29% strongly agree, another 29% of respondents were neutral, and the rest 7% of the respondents disagree on approval of procurement plan. These entail that, according to majority PP of the service obtain approval before implementation of actual procurement process. Regarding review of requirement received from public bodies by procurement unit, 36% of respondents agree that the unit review requirement, 29% are neutral , another 29% are disagree and the rest 7% of respondents strongly

agree on review of requirement received from public bodies before consolidating procurement plan . These imply that procurement unit had a system of reviewing of requirement received from end users but seems not adequate and require strong skill and practices to be effective in public procurements.

As indicated in fig 4.10 above, regarding whether requirement of common user items are submitted on time by public bodies, only 7% of respondents are agree, 21% of respondents are neutral, 36% of respondents disagree and another 36% of respondents strongly disagree on the timely submission of requirement by public bodies. These entail, according to majorities response requirements were not submitted on time which need important attention for improvement. About whether technical issues , financial and implementation constraints are taken in to account in determining lead time for each millstones of procurement stage during procurement planning, 36% respondents agree, 7% of respondents strongly agree and 36% respondents are neutral and 21% of respondents are disagree on consideration of such constraints during procurement planning process. These imply that the weak practice of taking in to account such important containments, which could result in unrealistic time schedule of activities.

Concerning whether procurement planning are prepared in comprehensive with sufficient detail to produce realistic quantificational of needs, quality product and services, works , achievable lead time for delivery and accurate cost estimation, 43% of respondents agree, 29% of respondents are neutral and another 29% of respondents disagree on comprehensiveness of procurement planning .

Figure 4.11 Level of Experience in Preparing Planning Activities



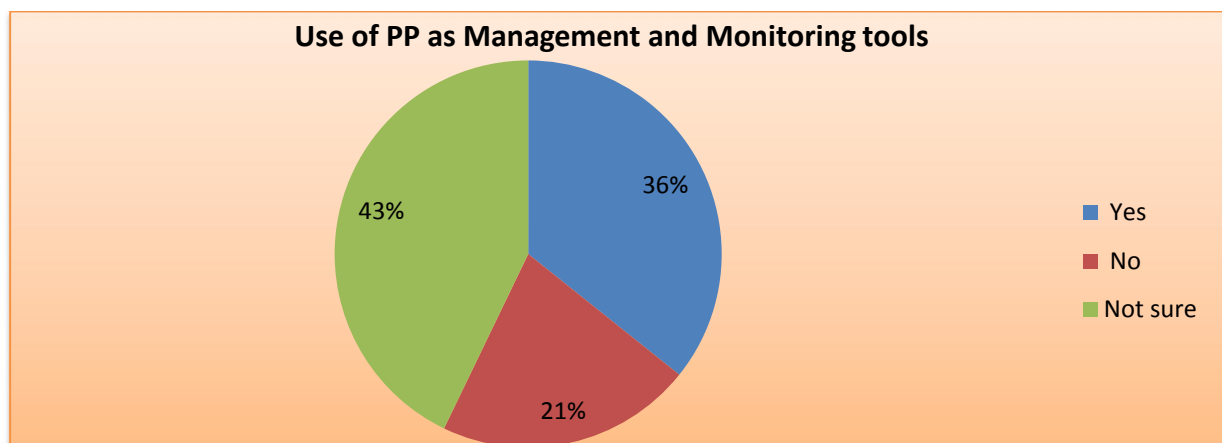
Source: Survey Questioner, 2016

As indicated in fig 4.11 above, about circulation of approved consolidated procurement plan, 23% of respondents agree on its circulation to all public bodies, 14% of respondents strongly agree, 43% of respondents were neutral and 21% of respondents disagree on circulation of approved consolidated procurement plan to public bodies. These imply that PP of the service not shared to public bodies. Regarding whether procurement planning helps to achieve maximum value for expenditures, in identifying and addressing all relevant issues in procurements, 57% of respondents agree, 14% of respondents strongly agree, 43% of respondents were neutral and 21% of respondents were disagree on whether procurement planning helps them to achieve maximum value for money and 7% of respondents were strongly disagree. These imply that the majority of the staffs have understanding importance of procurement plan. Concerning whether procurement planning result in compliance to set procedure, 50% of respondents agree, 7% of respondents strongly agree, 29% of respondents are neutral, 14% of respondents disagree procurement planning enforce or result in compliance to set procedure. These imply, proper procurement planning helps to comply with procedures.

4.5.5. Use of Procurement Plan as Management and Monitoring Tools

The researcher explored whether procurement plan used as management and monitoring tools because procurement plan is an important instrument to monitor progress of procurement activities which lead to effectiveness of public procurement. So, respondents were asked to indicate the procurement core process unit use procurement plan as management and monitoring tools regularly. The finding indicated in fig 4.12 below

Figure 4.12 Use of procurement planning as Management and Monitoring tools



Source: Survey Questioner, 2016

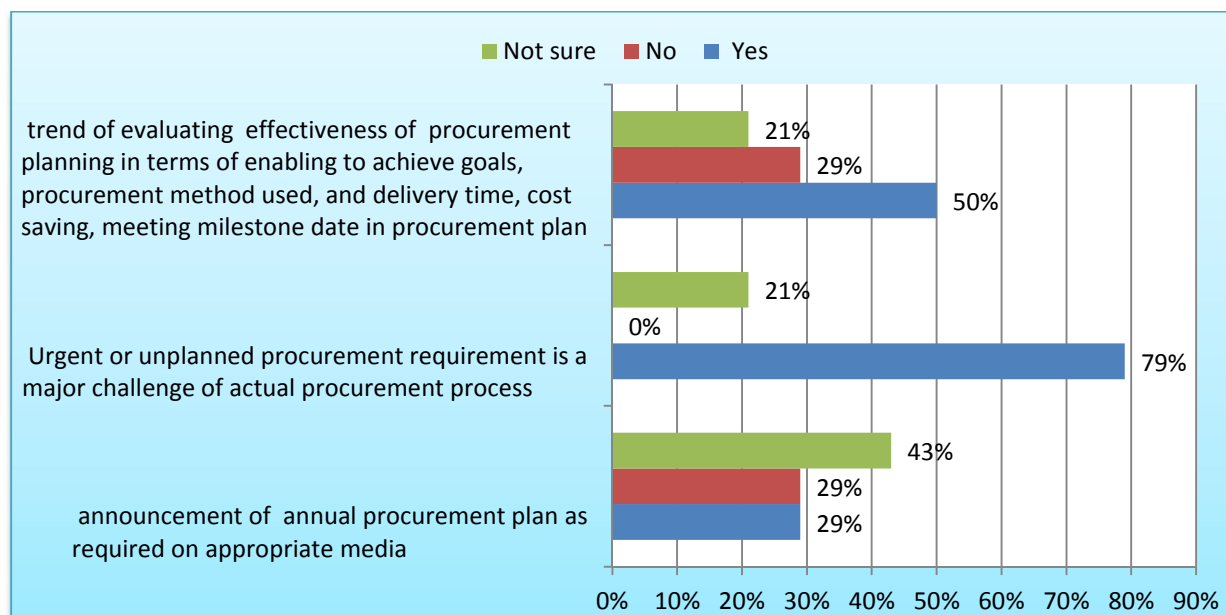
The finding reveals that 36% of respondents indicated procurement plan is used as management and monitoring tools, 21% of respondents indicated procurement plan had not been used as monitoring and management tools and 43% respondents were not sure whether procurement plan had been used as management and monitoring tools by procurement unit of the PPDS. These imply that procurement plan had been used as monitoring and management tools.

4.5.6. Announcement of PP, Unplanned Procurement, Evaluation of Effectiveness

Among the major challenges that affect effectiveness of public procurement are: inadequate procurement planning which result in emergency procurement, lack of advertizing annual procurement plan before the actual start of procurement process and lack of evaluating procurement planning effectiveness regularly are some.

As a result the research wanted to find out whether procurement plan is announced to the public as required, whether unplanned procurement challenges the procurement process, and existence of trend of evaluating effectiveness of procurement planning because as it is important to improve competition, unplanned procurement have impact on effectiveness of procurement service and evaluating effectiveness helps to identify weakness and strength of procurement service. So respondents were asked in questionnaire, the finding indicated in fig 4.13 below.

Figure 4.13 Announcement of PP, Unplanned procurement and evaluation effectiveness



Source: Survey Questioner, 2016

The finding indicate that regarding trend of evaluating effectiveness of procurement planning in terms of enabling to achieve goals, procurement methods used, and delivery time cost, cost

saving, and meeting milestone date in procurement plan, 50% of respondents indicated there is trend of evaluating effectiveness, 29% respondents indicated there were no trends of evaluating effectiveness and 21% of respondents were neutral. These imply that effectiveness evaluation being done by service, however most staff lacks information regarding its implementation.

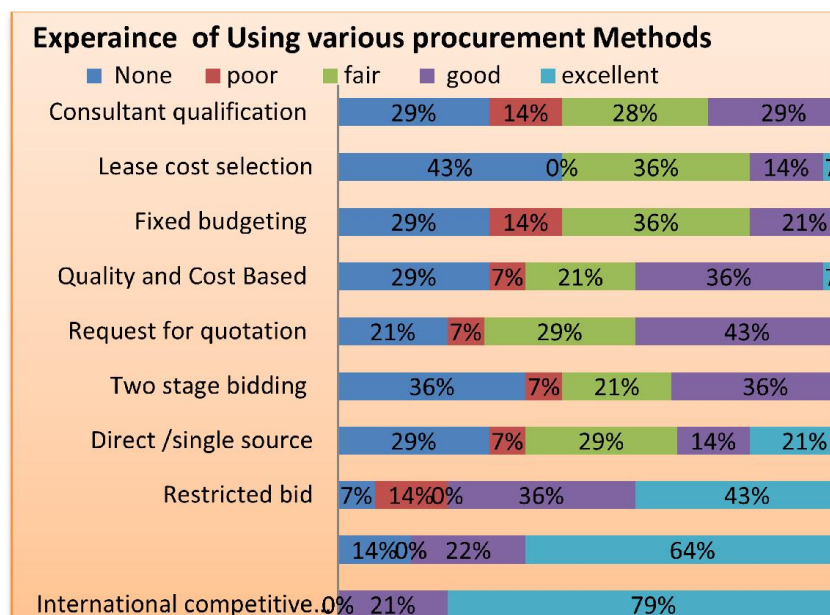
Concerning whether unplanned procurements are identified as a major challenge of procurement process, 79% of respondents state that unplanned procurement is a major challenge, 21% respondents are not sure whether it is challenge or not. These imply that unplanned procurements are the major challenge and shows procurement plan for common user items have limitation in comprehensiveness.

About announcement of procurement plan to the public, 43% of respondents were not sure, 29% indicated it is announced to the public, and another 29% of respondents indicated it is not announced to the public. These imply limitation in announcing annual Procurement Plan, which could have important implication on improving competitiveness if done properly.

4.5.7. Experience in Using Various Procurement Methods

The researcher wanted to find out level of experience in using various procurement methods, because exposure of procurement staff in using various procurement methods helps to improve effectiveness of procurement under taken using various methods. As a result, respondents were asked to indicate their level of experience in various procurement methods.

As indicated in fig 4.14 below, the finding reveals that, regarding experience of using international



Source: Survey Questioner, 2016

competitive bidding, 79% of respondents have no experience in using international competitive

bidding methods, 21% of respondents have good level of experience. Regarding experience in using national competitive bidding 64% of respondents have excellent experience, 22% have good level of experience and rest of respondents 14% have no experience in using national competitive bidding. About experience of using restricted bidding, 43% have excellent level of experience, 36% good level of experience, 14% have poor level of experience, and 7% of respondents have no experience in using restrict bidding. These imply that majority of respondent had no experience in ICB and had adequate level of experience in using NCB and restricted bidding

As indicated in fig 4.14 above, Concerning experience of using direct or single source, 21% of respondents had excellent level of experience, 14% good level of experience, 29% fair level of experience, 7% have poor level of experience, and 29% of respondents have no experience in using direct or single source. About using two stage bidding 36% have good, 21% have fair, 7% have poor level of experience and the rest 36% of respondents have no experience in using two stage bidding method. These imply that majority of respondents have limited experience in using source selection and adequate level of experience in using two stage.

As indicate in fig 4.14 above, regarding using request for quotation, 43% of respondents have good level of experience, 29% have fair level, 7% have poor level of experience and 21% of respondents have no experience. Pertaining experience of using quality and cost based selection for consultant, 7% of respondent have excellent experience, 36% of respondents have good experience, 21% of respondent have fair, 7% have poor level of experience, and 29% of respondents have no experience. These imply that the service has sufficient level of experience in using RFQ but still significant proportion of staffs lacks experience, experience of using QCBS limited although adequate proportion of staffs have good experience.

As indicted in fig 4.14 above, regarding experience of using fixed budgeting, 21% of respondents' had good level of experience, 36% of respondents had fair level of experience, 14% have poor level, and the rest 29% of respondents had no experience in using fixed budgeting (FB). These imply that there is very limited experience of using fixed budgeting methods of procurement.

Concerning experience in using least cost selection of consultant 7% of respondents had excellent experience, 14% had good experience, 36% had fair level of experience and rest of respondents 43% had no experience in using leaser cost selection (LCS) of consultancy service.

These imply that the method was used very less frequently. About experience of using consultant qualification based selection, 29% had good level of experience, 28% had fair level of experience, 14% had poor level of experience and rests of respondents 29% had no experience in using consultant qualification based selection of consultant. These imply that fair level of experience in using CQS.

4.5.8. Early Coordination of Technical and Financial Planning

The researcher sought after to find out whether technical and financial planning being coordinated at early stage of procurement, so that funding is assured before actual procurement process begins. Planning based on accurate cost and quantity has an impact on procurement process. So respondents were asked in the questionnaires. The finding indicated in table 4.10 below

Table: 4.11. Technical and Financial Plan Coordination

	Frequency	Cumulative frequency	Percentage
Yes	4	4	29%
No	5	9	36%
Not sure	5	14	36%
Total	14	14	100%

Source: Survey Questioner, 2016

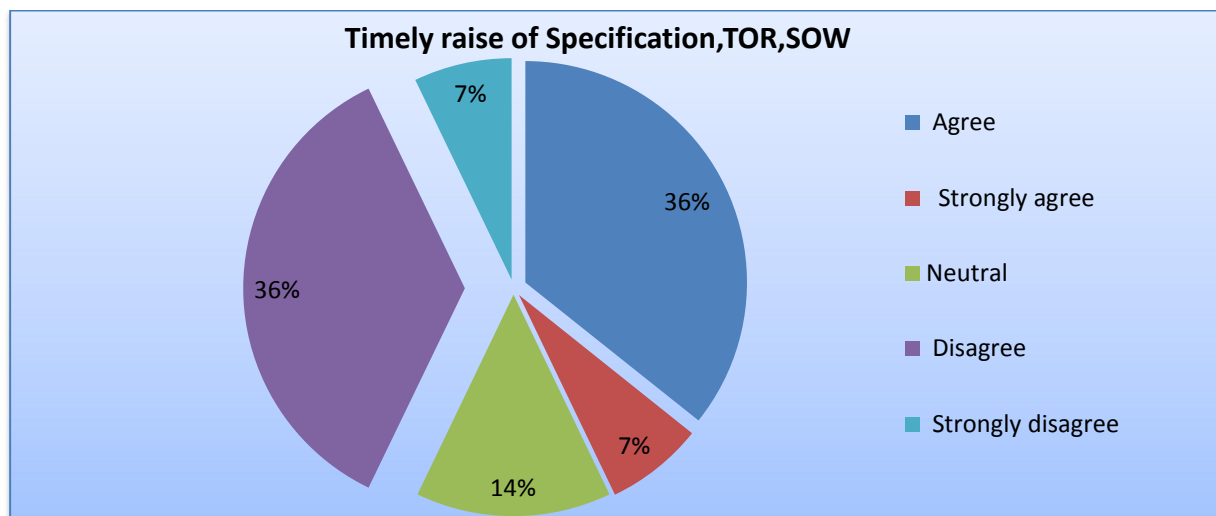
The finding indicted that, 29% of respondents indicated that technical and financial planning being coordinated at early stage of procurement process, 36% indicated there were no coordination of technical and financial planning and the rest 36% of respondents were not sure whether they are coordinated at early stage of procurement. These imply according to majority there is limitation in early coordination of technical and financial planning and also lack of awareness by most staff how technical and financial planning are coordinated.

4.6. Submission of Specification, TOR and Statement of Work

As timely submitting of required specification for procurement of goods, term of reference for selection of consultant for consultancy service and statement of work for procurement of work for all procurement requirements is important for early start of procurement activities. So, respondents were asked in the questionnaire.

As indicated in fig 4.15 below, the finding reveals that 36% of respondents agree, 7% strongly agree, 14% are neutral, 36% of respondents disagree and 7% of respondents strongly disagree on timely submission of specification ; term of reference and statement of work for by public bodies /end user. Further respondents were asked to indicate whether obtaining standard specification, TOR, and SOW are challenges to procurement implementation , 93% of respondent indicated as a challenge and 7% of respondents indicates as not identified as challenge. These imply that sub delay in submission and sub- standard specification/ TOR /and SOW are the major challenge for effectiveness of public procurement process.

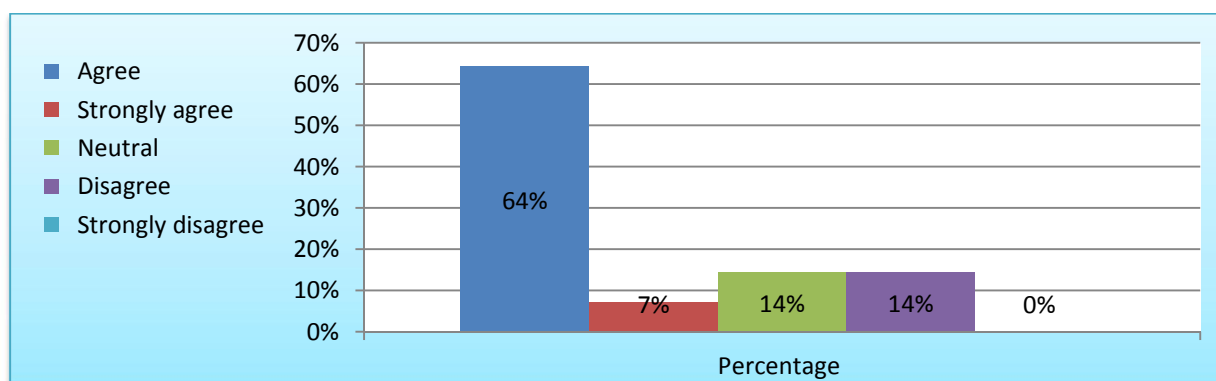
Figure 4.15 Timely submitting of Specification, TOR, SOW



Source: Survey Questioner, 2016

On other hand respondents were asked whether procurement units have a process to clarify and verify the requirement and specification of procurement submitted by public bodies to ensure any potential constrains are adequately addressed. The finding indicated in fig 4.16 below

Figure 4.16 Review of requirement by procurement unit



Source: Survey Questioner, 2016

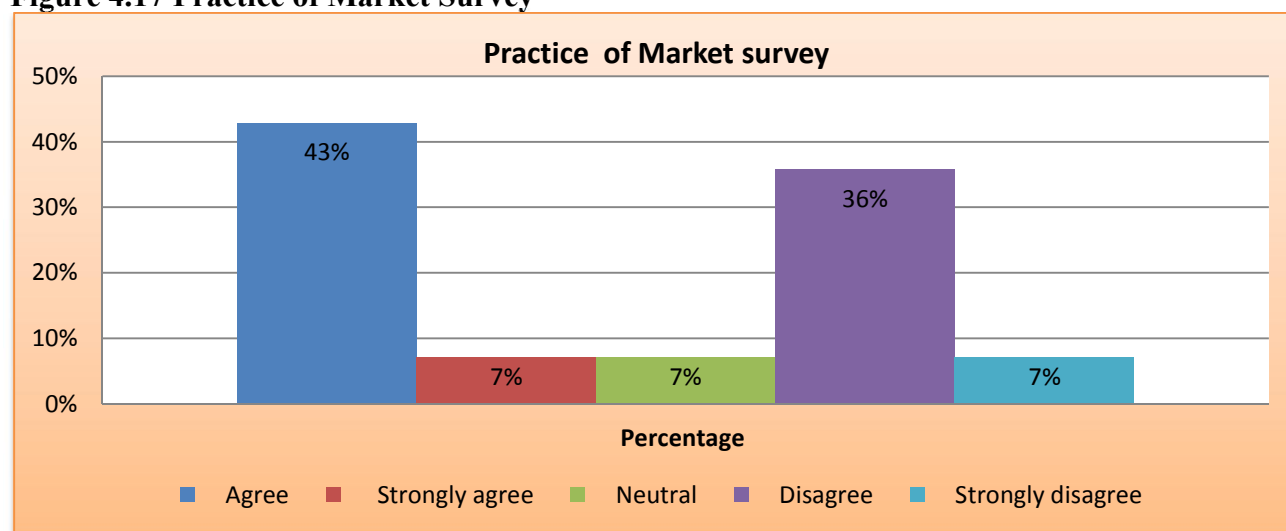
The finding reveals that, 64% of respondents agree, 7% strongly agree, 14% are neutral, and another 14% of respondents disagree on existence of process of clarifying and verifying the requirement and specification. These imply according to the majority that, in the procurement unit there exists a procedure to clarify specification or TOR or SOW before embarking to procurement process.

4.6.1. Market Survey

Market survey through collecting and analyzing information about capabilities within the market to satisfy requirements helps to understand the market better and make more realist time for major procurement process and establish realistic budget and delivery schedule. So that, procuring entities able to select appropriate strategy to satisfy the need of the end users by obtaining the most advantageous pricing and contractual conditions through competitive process that best deliver what is required in a timely manner.

To this effect, the researcher wanted to find out whether procurement unit regularly conduct market survey to update prevailing sources and prices of existing suitable product and service, qualified supplier and capability in the market to satisfy requirement before initiating procurement process because it is very important for effectiveness of public procurement. So respondents were asked to indicate whether procurement conduct market survey regularly to update price, qualified suppliers that are capable to satisfy requirement. The finding indicated in fig 4.17 below

Figure 4.17 Practice of Market Survey



Source: Survey Questioner, 2016

The finding indicate that 43% of respondents are agree that the procurement unit conduct market survey , 7% of respondents are strongly agree , 7% of respondents are neutral , 36% are disagree and 7% of respondents are strongly disagree on whether market surveys are being conducted by procurement unit. These imply according to majority that there were practice of conducting market survey by procurement unit of the service nevertheless there is limitations in conducting such activities,

4.7. Implementation of Public Procurement and its Effectiveness

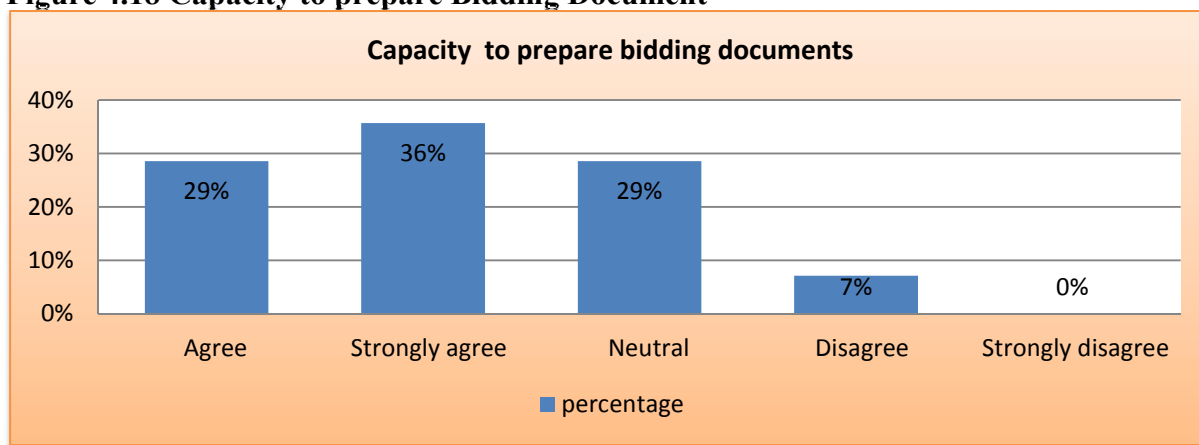
The researcher wanted to find out effectiveness of implementation of public procurement. So, various questioners were asked to assess the effectiveness of public procurement implementation.

4.7.1. Preparation of Bidding Document for Procurement

The bidding document is a document used to request potential suppliers to offer a quotation to provide the required goods, services or works. It is the document through which potential supplier get information to prepare responsive bids and ensure level playing field for all suppliers by allowing the same chances to receive contract award.

Thus, the researcher wanted to find out capacity of procurement unit in preparing bidding document, because the quality bidding documents that provide sufficient information's bidders are imperative and determine level of competition as it is required to provide equal information for potential bidders. So that respondents were asked to determine existence of capable staffs for preparation of bidding document for goods and non consultancy services and request for proposal for selection of consultant for consultancy services. The finding indicated in fig 4.18 below

Figure 4.18 Capacity to prepare Bidding Document

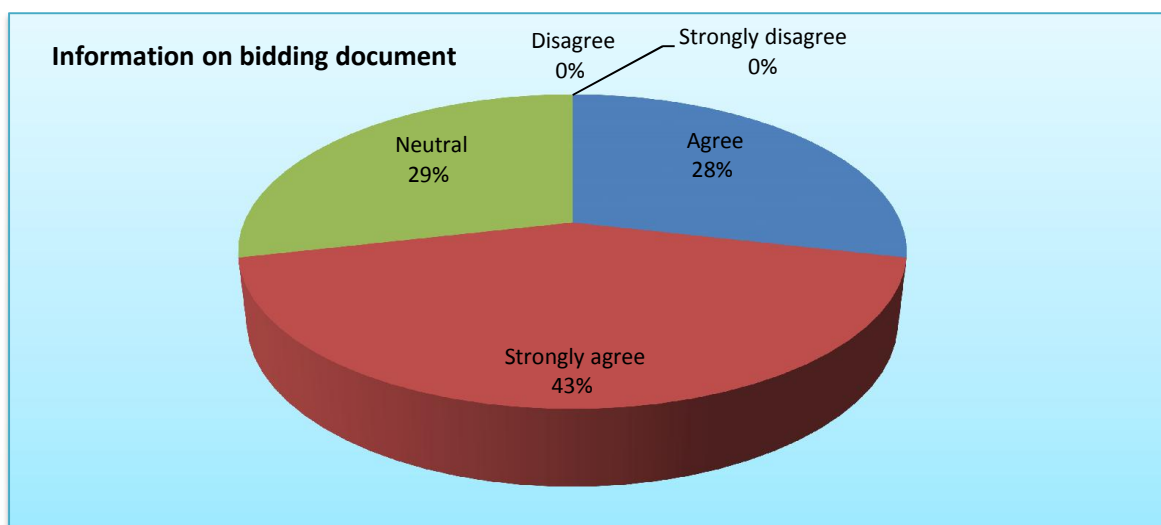


Source: Survey Questioner, 2016

As indicate in fig 4.18 the finding reveals that, 36% of respondents strongly agree, 29% agree, 29% of respondents are neutral and 7% of respondents disagree on existence of sufficient capacity of procurement unit in preparing bidding document of procurement. These implies that there exist sufficient capacity for preparation quality bidding documents but still require capacity building training on bid document preparation as it determines effectiveness of implementation.

Concerning, whether bidding document contains necessary information that helps potential supplier to prepare responsive bid and clearly understandable evaluation criteria in consistent way to ensure level playing fields and the finding reveals that, 43% of respondents were strongly agree, 29% of respondents were neutral and 28% of respondents were agree on information contained necessary information and clear evaluation criteria that create level playing field for all bidders. These imply that bidding document for procurement provide sufficient information for bidder and clearly communicate the evaluation criteria in selecting suppliers for all at the same time.

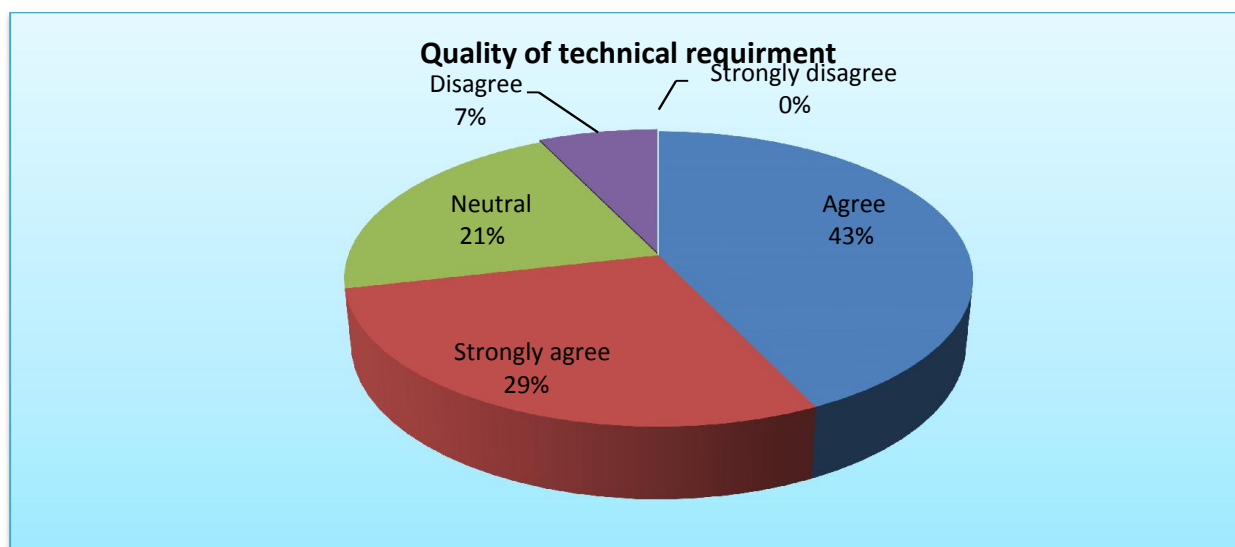
Figure 4.19 Information on bidding document



Source: Survey Questioner, 2016

As shown in fig 4.20 regarding to quality of technical requirement such as specification for goods, statement of works for works and term of reference for selection of consultant, clarity, neutrality and accuracy verified before initiating procurement process by procurement unit. The finding indicate in fig 4.20

Figure 4.20 Quality of Technical Requirement

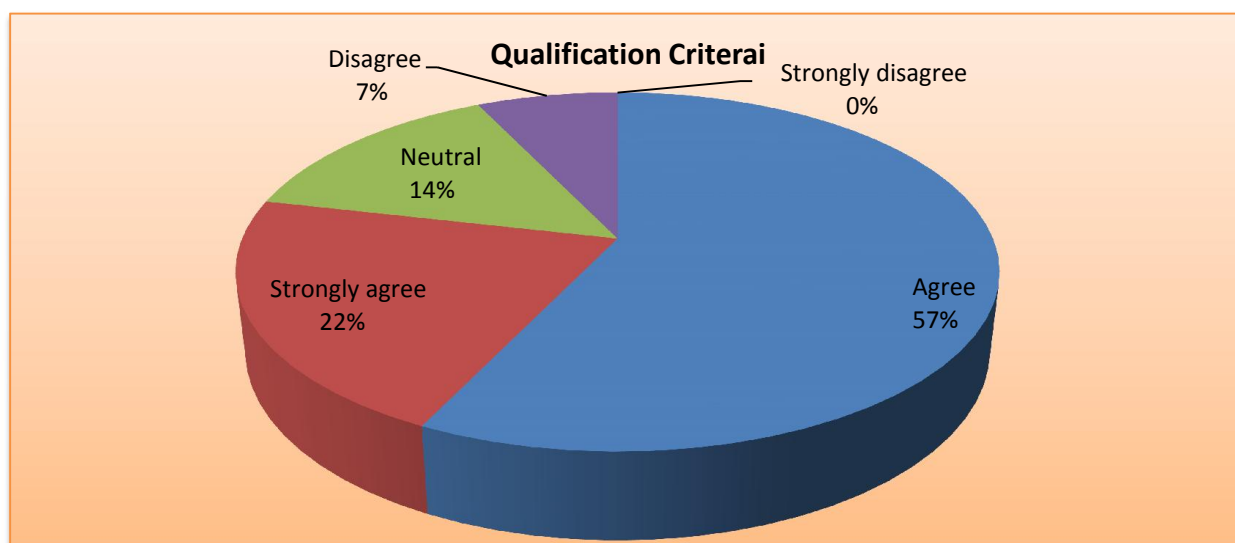


Source: Survey Questioner, 2016

The finding reveals that, 43% of respondents agree, 29% strongly agree, 21% neutral and 7% of respondents disagree on the quality of technical requirement received from public bodies. These imply that, technical requirement received from user are mostly adequate however, it requires special attention because it determines the quality of product and services.

About appropriateness of qualification criteria and clearly described for bidders on bidding document and appropriate concern shall be given in setting the qualification criteria not to discourage bidders. The finding indicated in fig 4.21

Figure 4.21 Qualification Criteria

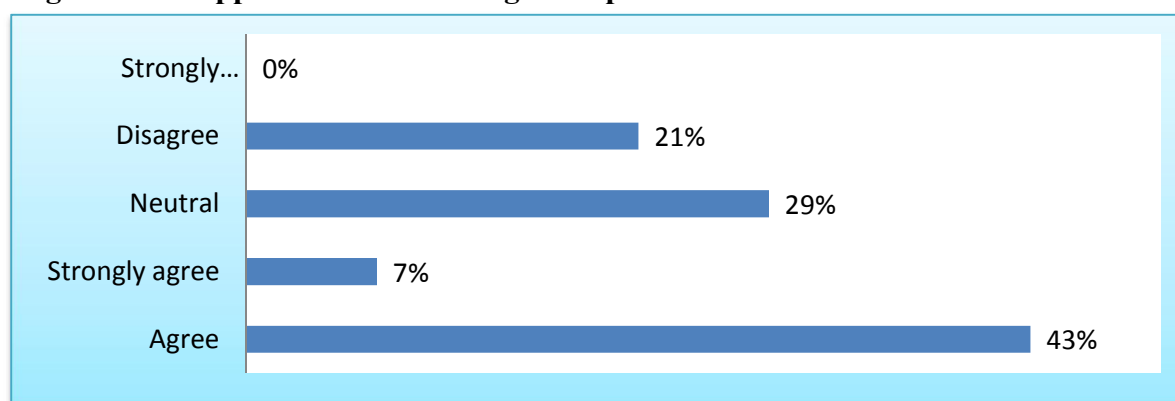


Source: Survey Questioner, 2016

The finding reveals that, 57% of respondents agree on appropriateness of qualification criteria, 21% of respondents strongly agree, 14% of respondent are neutral and 7% of respondents disagree on appropriateness of qualification criteria and appropriate care taken in setting the criteria. These imply that post qualification of supplier indicate in bidding document were adequate however, it requires high level attention during preparation of bidding document because the criteria shall be fair enough not to discourage suppliers and service providers.

Concerning, update of list of qualified supplier, contractor and consultant and update market information on commonly procured goods service and works. The finding indicated in fig 4.22 below.

Figure 4.22 Supplier list maintaining and update



Source: Survey Questioner, 2016

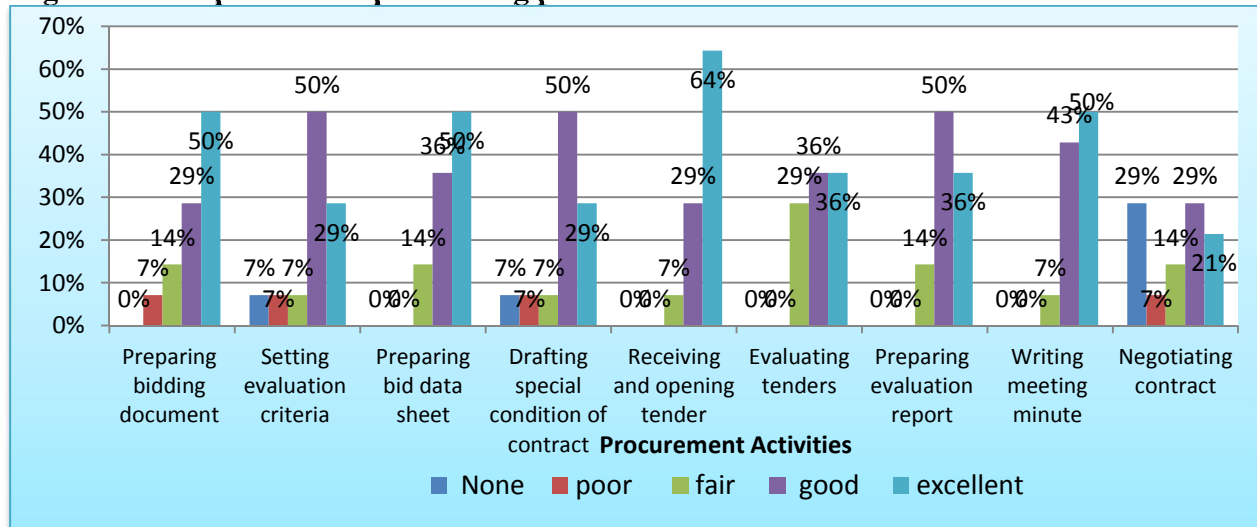
The finding reveals that 43% of respondents were agree, 7% were strongly agree, 29% were neutral and 21% of respondents were disagree on procurement unit maintain and regularly update list of qualified supplier, contractors and consultant and update market information. These imply that procurement unit of the service maintain and update the supplier list that able to meet procurement needs of public bodies, however the information need to be accessed by all staffs and awareness should be created its availability to all concerned require such information.

Respondents were asked about whether sufficient time allowed to bidders to obtain bid document and prepare responsive bid 100% of respondents' state that sufficient time is allowed to bidder to obtain and prepare responsive bids. These show the lead time given potential bidders to prepare responsive bids are adequate.

4.7.1.1. Level of Experience in Performing Procurement Document

The researcher wanted to find out experience in performing procurement document at each stage from bidding to contract negotiation because it has important implication on the quality and effectiveness of public procurement. The finding is indicated in fig 4.23 below

Figure 4.23 Experience in performing procurement Document



Source: Survey Questioner, 2016

The finding reveals that, regarding level of experience in preparing bidding document, 50% of respondents had excellent experience, 29% had good level of experience, 14% had fair level of experience, and 7% had poor level of experience. About setting evaluation criteria, 29% had excellent experience, 50% had good level of experience, 7% had fair level, 7% had poor level and the rest 7% had no experience. Concerning preparing bid data sheet, 50% respondents had excellent experience, 36% had good level of experience, 14% of respondent had fair level of experience. These imply that majority of staffs had adequate level of experience in bid document preparation and setting evaluation criteria.

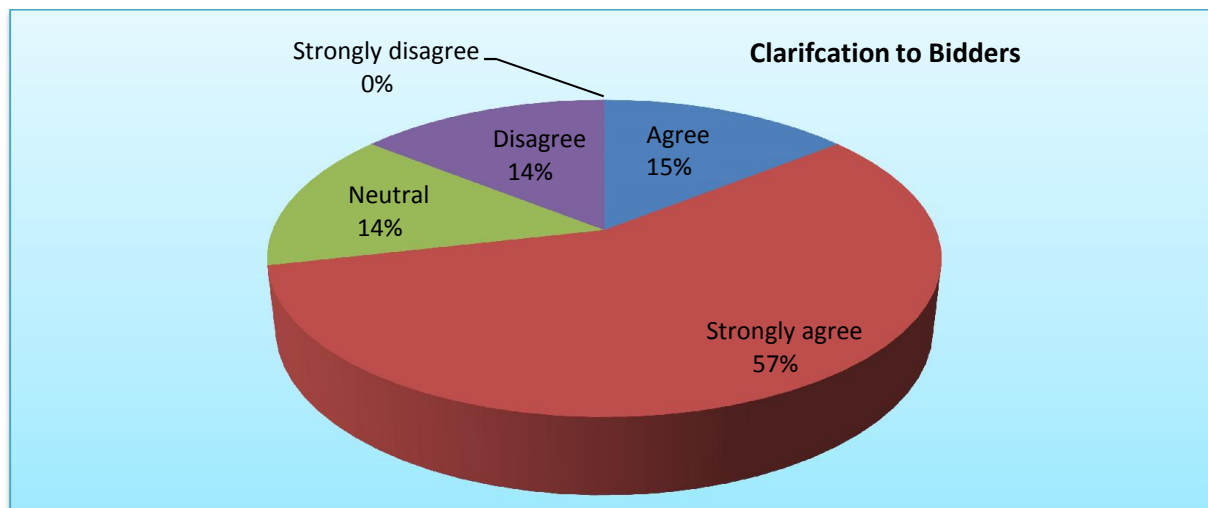
About drafting of special condition of contract 29% of respondent had excellent experience, 50% had good level of experience, 7% had fair level of experience, 7% have poor level of experience, and the rest 7% of the respondent had no experience. Regarding bid receiving and opening of tender, 64% of respondent had excellent experience, 29% had good experience, and 7% had fair level of experience. About evaluation of tenders, 36% of respondents had excellent experience, another 36% had good experience, and 29% of respondents had fair level of experience. These shows adequate experience exist in drafting SCC, receiving and opening and tender evaluation.

Regarding preparing evaluation report, 36% of respondents had excellent experience, 50% of respondents had good experience, and 14% had fair level of experience. About experience in writing meeting report, 50% of respondents had excellent experience, 43% had good experience and the rest 7% had fair level of experience. Concerning experience in negotiating procurement contract, 21% of respondents had excellent experience, 29% had good experience, 14% had fair level of experience, 7% had poor level of experience and rest 29% of respondents had no experience. These imply adequate experience in preparing evaluation report.

4.7.1.2. Clarification to Bidders

Providing clarification to bidder is vital and critical because if information provided based on clarification request from particular bidder not communicated to all, it may affect competitions and bidders may not be treated equally. so respondents were asked to indicate whether request for clarification from bidders answered promptly and completely in written form and communicated to all prospective bidders with sufficient time and at the same time. The finding is shown in fig 4.24 below

Figure 4.24 Response to Clarification request by Bidder



Source: Survey Questioner, 2016

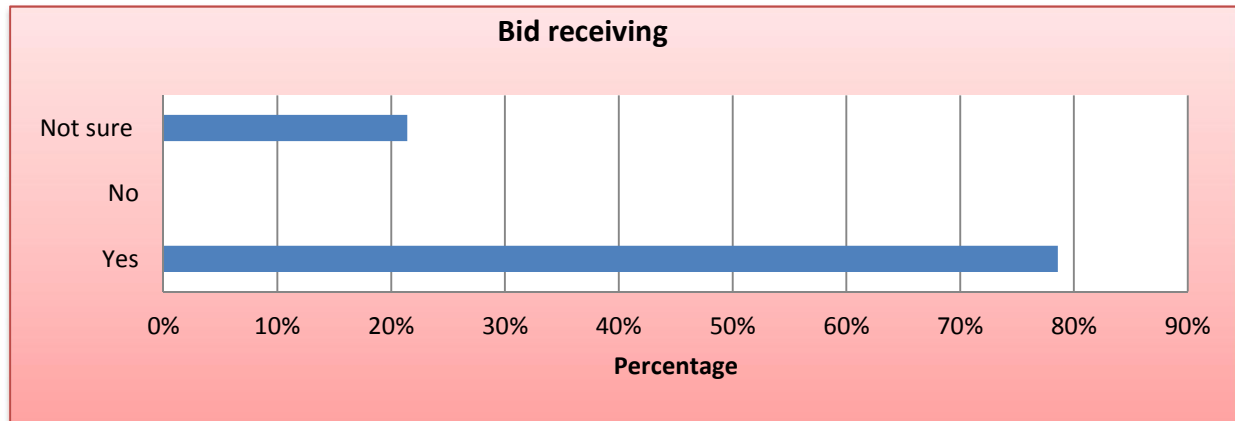
The finding reveals that, 57% of respondents were strongly agree on timely response to clarification in written form and communicated to all at same time with sufficient time, 15% of respondents replay agree, 14% of respondents were neutral and another 14% of respondents disagree on the statement. These show that there exist practices of providing clarification to all bidders on time and at the same time, however, as response for clarification very critical, because

some important information may be shared to certain bidders to give them competitive advantage over other bidders

4.7.2. Public Procurement Bid Receiving

Regarding bids received prior to the deadline, whether stored securely and bids received in bid box, 79% of respondents reply “Yes” and the rest 21% of respondents were not sure whether the procurement unit receives bid in bid box and bid received prior to deadline are deposited in secure manner as indicate in fig 4.25 below.

Figure 4.25 Bid Receiving

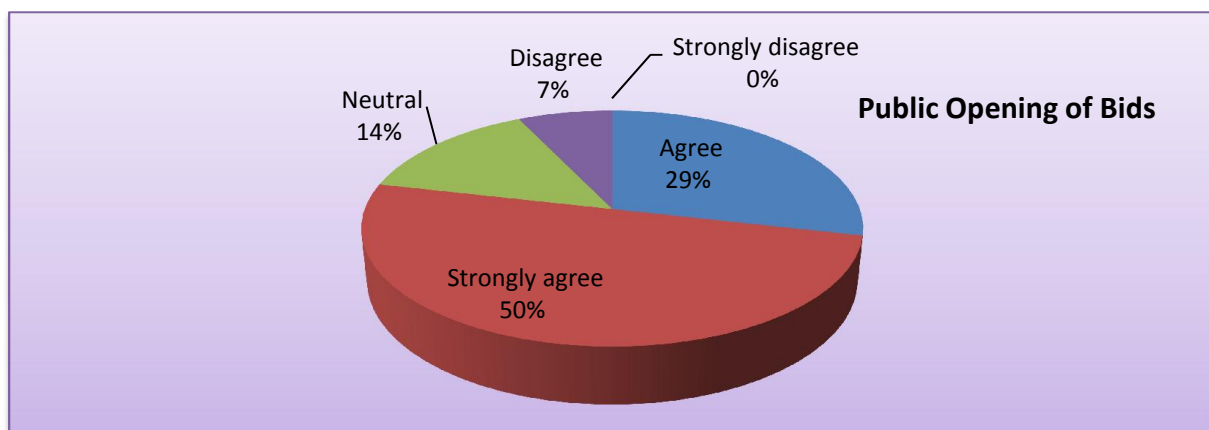


Source: Survey Questioner, 2016

4.7.3. Public Procurement Bid Opening

Public opening of bids for any procurements are very important to improve transparency and accountability. So, respondents were asked to indicate the practice of bid opening. As indicated in fig 4.26 the finding reveals that, 50% of respondents strongly agree on public opening of bids, 29% agree, 7% of respondents disagree and rest 14% of respondents are neutral. These imply that there exists an adequate practice of public bid opening.

Figure 4.26 Bid Opening



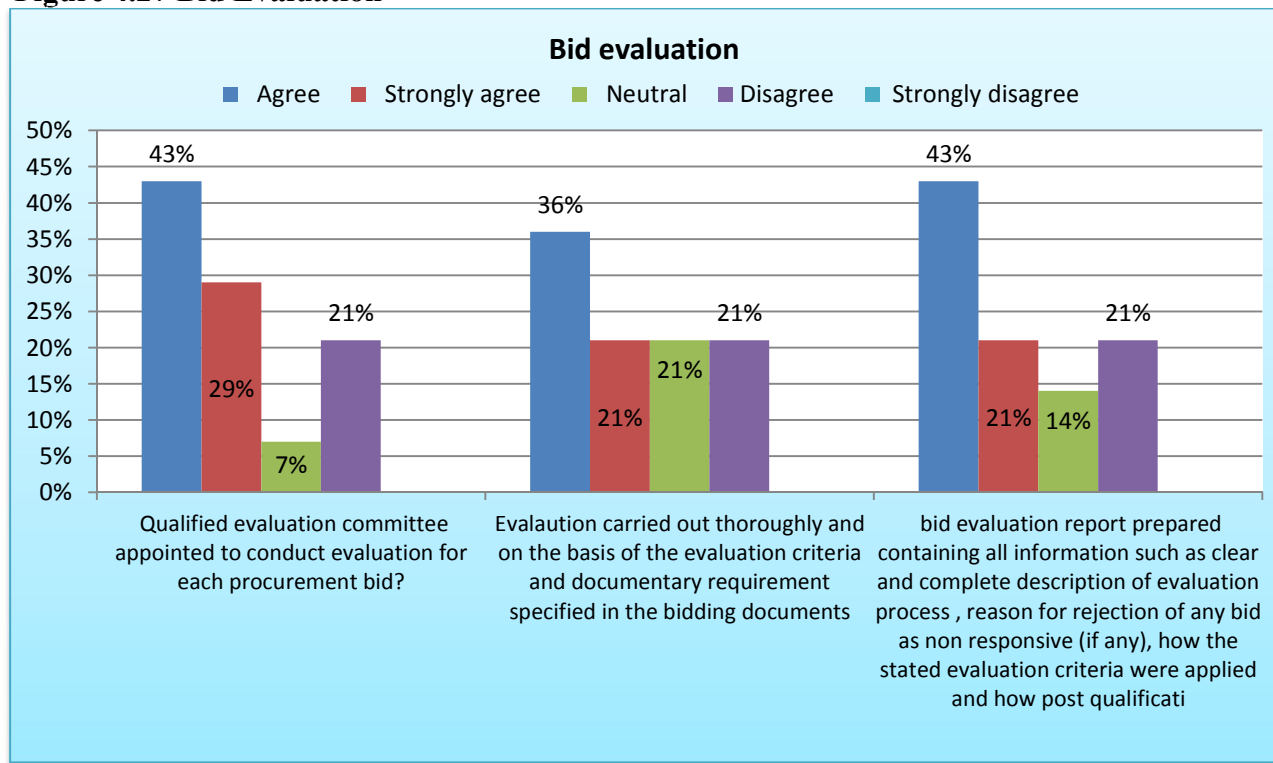
Source: Survey Questioner, 2016

4.7.4. Public Procurement Bid Evaluation

The quality of bid evaluation depends on level of qualification of bid evaluation committee and clarity of bid evaluation criteria. As a result respondents were asked to indicate their level of agreement in assigning qualified evaluation committee of the bid and whether bids are evaluated based on pre defined criteria.

As depicted in the fig 4.27 below, the finding indicate that, regarding whether qualified evaluating committee appointed to conduct technical evaluation for each procurement bid, 43% of respondents were agree on the statement, 29% of respondents were strongly agree, 7% of respondents were neutral and rest of respondents 21% were disagree . These imply that the entity had good practice of assigning appropriate and qualified technical evaluation committee for each bid. About whether evaluation carried out thoroughly and on the basis of the evaluation criteria and documentary requirement specified in the bidding documents, 36% of respondents were agree on the statement, 21% were strongly agree, another 21% of respondents were neutral and the rest 21% of respondents disagree on the statement. These implies that there were good trend of conducting evaluation based on pre defined criteria although some respondents indicated gap in using pre defined evaluation criteria.

Figure 4.27 Bid Evaluation



Source: Survey Questioner, 2016

Concerning whether bid evaluation report prepared containing all information such as clear and complete description of evaluation process, reason for rejection of any bid as non responsive (if any), how the stated evaluation criteria were applied and how post qualification were done for successful bidder, 43% of respondents were agree on the statement, 21% were strongly agree, 14% of respondents were neutral and the rest 21% of respondents were disagree on the statement. These imply that better experience in this regard and practice of conducting post qualification before award.

Regarding, whether evaluation report prepared by committee follow standard format, or template used regularly 79 of the respondents replay “yes” and the rest 21% of respondents repay “No”. These imply that, the committee mostly used standard evaluation format or templates to prepare their evaluation report.

4.7.5. Contract Award and Post Qualification

Contract award is the decision to establish a contract with a successful supplier. It marks the successful completion of procurement process. Thus, the researcher wanted to find out whether contracts are awarded to the lowest evaluated responsive bidders and whether post qualification determined to perform the contract satisfactory. So, respondents were asked to indicate their level of agreement. The finding is indicated in fig 4.28

Figure 4.28 Contract Award and Post qualification

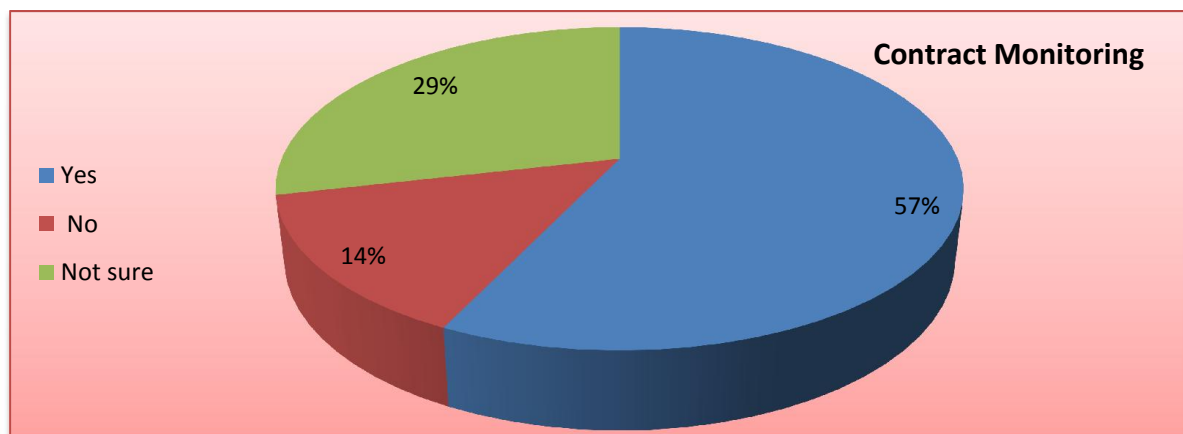


Source: Survey Questioner, 2016

The finding reveals that, 43% of respondents strongly agree on the statement, 29% of respondents agree, 14% of respondents are neutral and rest 14% of respondents disagree whether the procurement is awarded to the lowest evaluated responsive bidders and qualification to perform the contract satisfactorily is determined solely on the basis of criteria stated on the bidding document. These imply that award is always made to lowest evaluated responsive bidders.

As shown in fig 4.29 below concerning, whether appropriate contract monitoring system and procedure in place to monitor delivery, verify quantities, quality and timeliness as per contract document. The finding reveals that , 57% of respondents answered “Yes” , 14% respondents answered “No” and rest 29% of respondents are not sure whether appropriate contract monitoring system and procedure to monitor delivery as per contract, verify quantity , quality as per contract .These imply that appropriate contract monitoring system being in place

Figure 4.29 Procurement Contract Monitoring

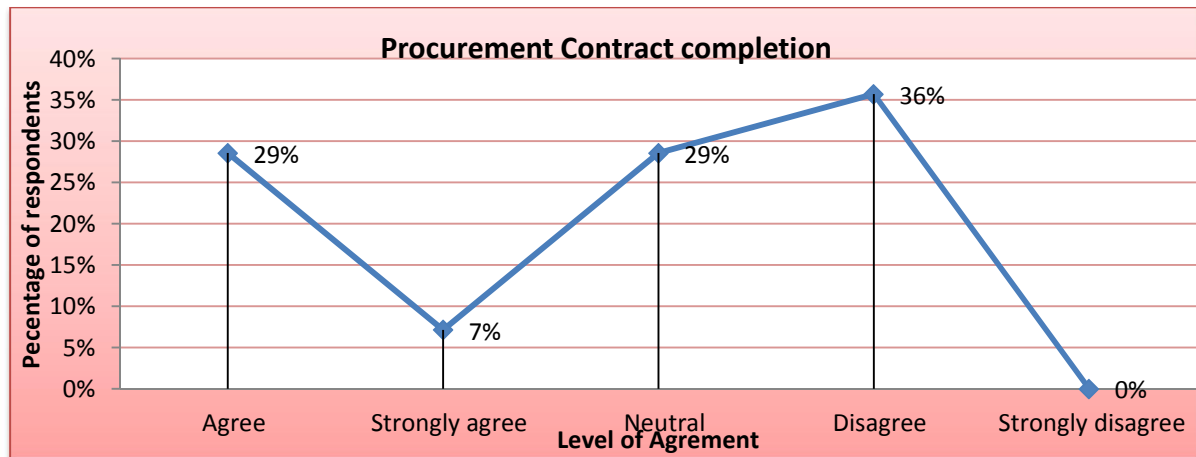


Source: Survey Questioner, 2016

4.7.6. Contract Completion as per Contract Term

The researcher wanted to find out whether procurement contracts are generally completed on schedule and within the originally approved contract price and cost and time. So respondents were asked to indicate their level of agreement on the statement. The finding indicated in fig 4.30 below.

Figure 4.30 Procurement Contract Completions



Source: Survey Questioner, 2016

The finding reveals that 29% of respondents agree on the statement, 7% of respondents strongly agree, 29% of respondents are neutral, and 36% of respondents disagree that whether contracts are completed on schedule, within approved contract price and time. These imply that contracts are not mostly completed on schedule, contract price and time.

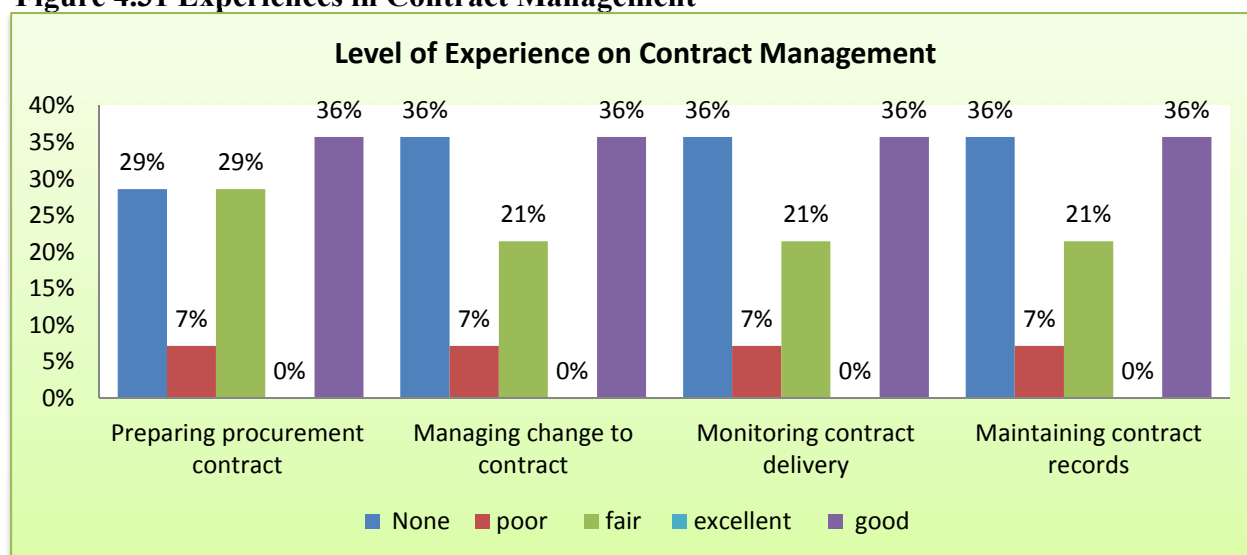
4.7.6.1. Experience in Procurement Contract Management

Procurement contract management helps to improve contract delivery as per contract terms. Thus, the researcher wanted to find out level of experience in contract management as it has important impact on timely delivery of goods and service to end user. So, respondents were asked to indicate their level of experience in public procurement contract management.

As indicated in fig 4.29 below the find reveals that, regarding preparing procurement contract , 29% respondents have no experience, 7% of respondent poor level of experience , 29% of respondents had fair level of experience , and 36% of respondents had good level of experience. These imply that significant proportion of procurement staffs of the service had no experience and poor level of experience but adequate number of staff had better experience

About experience on managing change to contract 36% of respondents have good level of experience, 21% have fair level of experience, and 7% have limited level of experience and rest 36% of respondents have no experience in managing change to the contract. These imply that, the significant staffs of the service had no and or limited experiences in managing change to contract.

Figure 4.31 Experiences in Contract Management



Source: Survey Questioner, 2016

Regarding experience on monitoring contract delivery, 36% of respondents have good experience, 21% have fair level of experience, and the rest 36% of respondents have no experience in monitoring contract delivery. These imply that most of the service procurement staffs had adequate experience in monitoring contract delivery, while significant proportion of staffs had no experience. About maintaining contract records, 36% respondents have good level of experience, 21% have fair level of experience, 7% poor or very limited level of experience, and rest 36% of respondents have no experience in maintaining contract record of procurement. These imply that adequate experience contract record and while considerable proportion of staff have no and limited experience in record management.

4.8. Procurement Effectiveness Review, Contract Delivery and Inspection

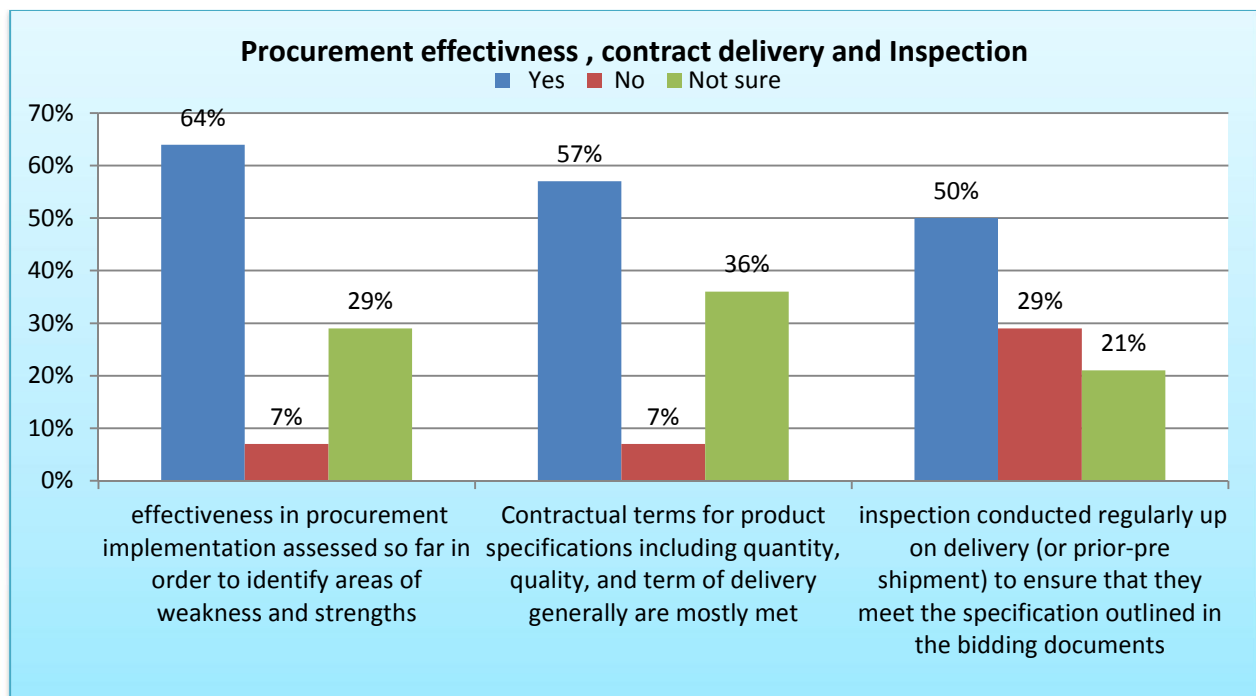
The researcher wanted to find out whether effectiveness procurement implementation was assessed, how contractual terms for product specifications including quantity, quality and term of delivery are met and whether inspection for procurement regularly conducted up on delivery to ensure what they meet the specification outlined in the bidding document. So respondents were asked indicted the practice.

As shown in fig 4.32 the finding reveals that, regarding practice of assessing effectiveness in procurement implementation in order to identify areas of weakness and strength, 64% of replayed “Yes”, 7% of respondents replayed “NO” and the rest 29% of respondents replayed they are not sure. About whether delivery as per contractual terms, product specifications including quantity, quality are generally met, 57% of respondents replayed “Yes”, 7%

respondents relayed “NO” and 36% of respondents are not sure. These imply there is practice of assessing effectiveness assessment and mostly there is compliance to contract terms.

It also indicated in fig 4.30 concerning whether inspection conducted regularly up on delivery or prior (pre shipment for item to be imported) to ensure they meet the specification outlined in the bidding documents, 50% of respondents replayed “Yes” , 29% of respondents replayed “NO” and rest 21% of respondents are not sure. These imply inspection is done on delivery and no pre shipment inspection

Figure: 4.32 Procurements effectiveness, Contract Delivery and Inspection

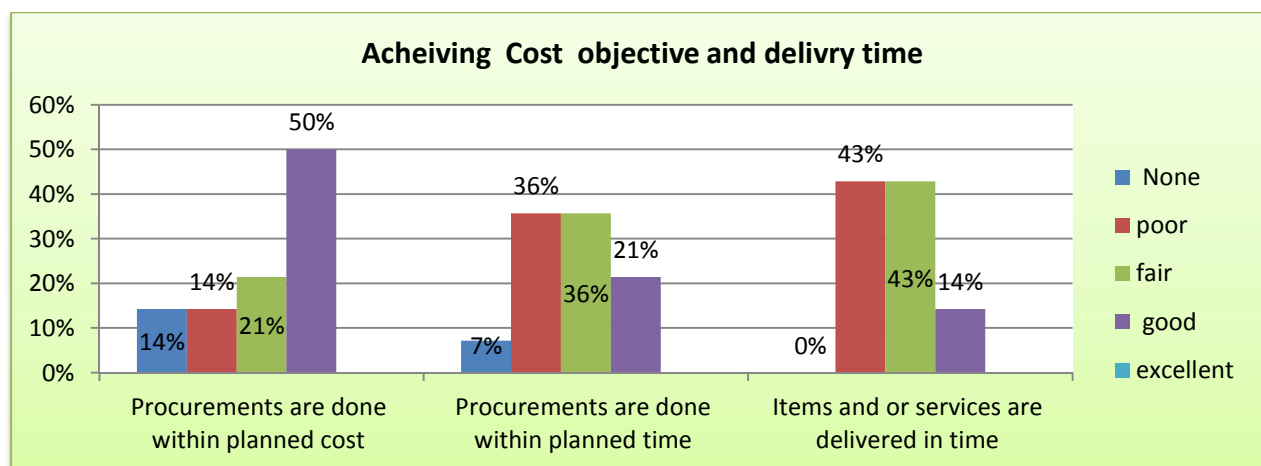


Source: Survey Questioner, 2016

4.8.1. Assessment of Procurement Objective of cost, and Delivery time

The researcher wanted to find out whether the objective of cost and delivery time is met by procurement because it has important implication on effectiveness of public procurement. So respondents were asked to indicate their level of achievement.

Figure 4.33 Achieving objective of cost and delivery time



Source: Survey Questioner, 2016

The finding reveals as indicated in fig 4.33 above concerning whether procurements are done within planned cost, 50% of respondent replayed “ Good” , 21% of respondents replayed “fair “ , 14% of respondents replayed “Poor” and the rest 14% of respondents replayed “None” . These imply that contract most procurement are completed with planned cost estimate Regarding achieving planned time for millstone activities of procurement process , 36% of respondents replayed “Poor”, another 36% of respondents replayed as “fair”, 21% of respondents replayed “Good” and rest 7% of respondents replayed “None”. These imply that, planned times for millstone activities in procurement process are not met. About delivery time after contract, 43% of respondents replayed “Poor”, another 43% of respondents replayed “Fair” and 14% of respondents replayed “Good”. These imply that, delivery of goods and services are not met mostly.

4.9. Analysis of Interview Result

In the effort to collect information with regard to public procurement planning and implementation and its effectiveness, director of procurement process owner and Senior procurement experts of public procurement and property disposal service and five individual of end users sector ministries were interviewed. The interviews were more focuses on effectiveness of public procurement planning and implementation, particularly in framework contract for procurement of common user goods and services. Accordingly, the results of the interviews are summarized and presented below.

Regarding the procurement planning process, it was state that, as first stage, federal public procurement and procurement property administration Agency (FPPPA) identify common user

item to be procured centrally through framework contract. Then based on identified common user items and existing capacity of PPDS, list of common user items to be procured centrally will be communicate to all federal public bodies to submit their requirement indicating the quarter at which they require delivery of those goods and services.

According to respondents it was stated that, to achieve timely delivery public bodies are required to submit their requirement for subsequent year starting from early January to end of February of current year. After receiving requirement plan submitted by public bodies, packaging is done for Items and Consolidated procurement plan preparation started early and finalized on time. The procurement plan then submitted for approval to board of director of the services , then after getting clearance from the board of director actual work of procurement implementation process start by preparation of bidding documents.

As stated by respondent's implementation of procurement process start by preparing bidding documents. Before publicly inviting bidders, bidding document is required also to be approval by procurement endorsing committee of the service established by head of PPDS.

Then after getting clearance on bidding document invitation for bid advertized based on directive of public procurement on appropriate media to attract sufficient bidders. Then on closing date public bids opening conducted in the presence of bidders, internal audit as members and procurement unit staffs. Following the public opening of bid technical evaluation committee established by head of service to start evaluation of bid documents. During evaluation for some procurement items such as cleaning materials, stationary and uniforms suppliers are required to submit sample for laboratory test as part of evaluation which result in delay of procurement process.

The final approved technical evaluation results are required to approve by PEC and the result required to be communicated to all bidders and response will be given to any dissatisfaction and complaints waiting for seven days. Then after only those bidders who passed technical evaluation are invited for public financial opening. Financial opening is required to be conducted in the presence of bidders and technical evaluation committee undertaken in combination with technical results. The final result of evaluation is submitted to procurement endorsing committee for approval. The overall result of the evaluation communicated to all bidders.

Regarding procurement unit staffing with appropriate and capable to handle various procurement type, interviewed staff of the PPDs mention that staff of procurement unit is not sufficient. Concerning code of ethics followed by procurement staffs they mention existence of code ethics to be followed by procurement staffs and others. Concerning knowledge of staff all respondents state existence of limitation in knowledge of procurement staffs and require training on planning and implementation procedure.

About communication with public bodies, it was mentioned that written role and responsibilities of public bodies and PPDS were clearly stipulate in the guidelines. Mostly communications were made in writing. Regarding requirement review, they mentioned that, reviews of requirements were done by procurement unit and package the items based on their nature for procurement purpose. The respondents were requested to state whether procurement planning is prepared to ensure prudent economic decision , most of respondents agree proper planning and communication to potential bidder have a significant importance to ensure prudent economic decision, open up market opportunities and reduce emergency procurement.

The procurement staff interviewed indicated that as requirement of end user is consolidated centrally, it providing priority for each public body is difficult, basically on common user items. Regarding advertizing public procurements opportunity all state that publication is done as per requirement of procurement directives. About public bid opening they state that there is requirement in public opening of bids to be followed strictly. Regarding fairness and transparent process, all of respondents state evaluation process of the all procurement promotes fairness and transparency.

Regarding existence of requirement for public notice of contract award, they mention that the procurement guideline requires announcement of contract award to all bidder at the same time for winner as well as to those fails to pass demonstrating reasons, the procurement unit properly carry out notifications of contract award. Concerning advertizing of bidding to public, they state that all competitive bids is advertized as required. Regarding approval requirement stage they state that approval is required at planning stage (procurement plan approval), bidding document , evaluation report for both technical and financial require approval from procurement endorsing committee (PEC).

Regarding effectiveness of current practice of procurement planning and implementation, most of respondents state that, given various challenge, current procurement planning and

implementation mentioned as effective. About achieving goals of value for money, they state that evaluation conducted by the service, reveals, the objective of value for money has achieved, they supported with evidence that the assessment made showed birr 101million, 192 million has been saved from central procurement in EFY2005 and 2006 respectively and assessment is under way for year 2007. Regarding pre- shipment inspection they state that, there is no pre shipment inspection carried out and inspection is done only up on delivery.

Concerning inspection of goods, works and service, they state that inspection is done for all type procurement by professional up on delivery of goods, and completion of works and service. About existence of regular procurement audit, they state that audit of procurement is conducted mostly by Office of Audit general (OFAG), federal public procurement and property administration agency (FPPAA), internal implementation follow up section and federal ethics and anticorruption commission some times.

Interview result from end user side: To have opinion from the end user side on central procurement of goods and services, the researcher has conducted interviews with five federal public body's senior procurement experts who are working at finance and procurement department one from each public body. The public bodies considered as sample are Ministry of Finance and economic cooperation, ministry of education, Ministry of Agriculture; three federal public bodies were assessed. The finding of interview conducted with end user of central public procurement and property disposal service is as indicated hereunder.

Respondents were requested whether all procurement requirement are handled central, according to respondents not all procurements are handled centrally only those item identified as common user items are handled by central procurement, the rest is handled by their own procurement units.

Regarding procurement planning starting need identification were asked, it was explained that initially the needs of each departments are collected and compared with their approved budget to reconcile with allocated budget. To make comparison of requirement with allocated budget of each departments are required to submit detail list of items for procurement along with expenditure budget code. Then once reconciliation with budget finalized, procurement plan is prepared and submitted to procurement endorsing committee for approval.

Then after procurement plan get approval from procurement endorsing committee, they send to Federal public procurement and property administration agency and public procurement and property disposal service. Those items which has been identified and communicated to them as common user item are handled by PPDS and the rest is handled by procurement unit of public bodies

It was indicated by respondents that, for common user item handled by PPDs, after they complete procurement process and sign contract with supplier, they communicate the list suppliers for each item along with specification and the price of each item. Their responsibility is to issue purchase order as per procurement plan to particular supplier and distribute the item when supplied to each department according to their identified needs.

Regarding specification, they indicate that there are approved specification to be used for common user items and thus they are not required to prepare specification rather it simply indicate the type of specification for planed procurement.

Concerning consultation with PPDS, they indicate that there were close consultation with PPDS, normally PPDS request requirement for procurement indicating item to be handled by service during procurement planning stage. About effectiveness of central procurement all respondents stress its importance interim of time, reduction in cost of operation and items. They also indicated it helps to improve utilization of budget.

Regarding inspection, they state that inspection is done regularly for each item whether; they are as per specification and as per sample. About contract completion most supplier are not able to complete as scheduled time and since the price is fixed for common user item there is no cost overrun.

Even though, all the respondents stressed the importance and effectiveness of central procurement they indicates some challenges that need to be improved. These are Limited capacity of supplier result in delay in delivery of items at the required time; some supplier require the public bodies to collect the items from their Store; Stock out problem at time purchase order issued to supplier; delay of supply beyond budget year due to critical capacity problem are some challenges.

Finally, respondents suggested points for improvement, it was suggested that there must be mechanism to strengthen the capacity of supplier of common user items, especially, foreign

currency problem requires attention and they need to be given priority. There must be need to closely work with supplier to plan together on required supply requirement of the budget year and also suggest central procurement to be strengthen more to handle all procurement requirement of public bodies.

4.10. Major factors Affecting Public Procurement Planning and Implementations

The factors that results in impediment of public procurement planning and implementation effectiveness are summarized based on interviews conducted and questioner's analysis. The following are the summary of factors identified that affect public procurement in particular on framework contract for common user items are:

- Lack of timely submission of requirements and insufficient capacity of end user to accurately describe their needs up on identification of needs in the forms of specification or SOW or TORs.
- Inadequate experience, skill procurement staff in preparing planning activities i.e. consolidation of procurement, needs, packaging, setting schedule for millstone activates of procurement processing during procurement planning and Limited quality training in procurement planning activities ,
- Insufficient practice of using procurement plan as management and monitoring tools at each stage of procurement process and lack of practice of updating procurement plan during the year.
- Lack of adequate market survey to update market information and capable supplier to satisfy needs identified by end users
- Frequent request for Unplanned or urgent procurements from public institutions due to capacity constraint in preparing compressive procurement plan;
- Limited experience in using various procurement methods even though allowed in the procurement directive
- lack of flexible way of administration, good leadership and professionalism in public procurement
- Lack of mandate to conduct market survey and consolidate annual procurement requirement by PPDS. This mandate has given to PPA and not done on time and annual consolidated procurement not covers all procurement.
- lack of compliance by public bodies to legal procedures in delivery of their plan in time as per directives resulting in delay of procurement plan implementation

- Limited quality of training in preparing various document of procurement for implementation i.e. bid document , setting evaluation criteria, conducting evaluation and its report, awarding notification, drafting contract and contract management .. etc
- Inappropriate level of experience in preparing procurement implementation document by most of procurement staff of the PPDs which are required to be prepared at each stage in procurement process.
- Lack of interest by supplier to participate on open bidding and sectors having sufficient suppliers, mostly similar supplier frequently participate in open bidding,
- Discontinuation of supply by supplier after signing of contract and starting supply of items, payment request from supplier before public bodies issue good receiving notes (model 19) , and request of advance payment by supplier beyond limit stated in contract agreement or framework contract, and most contracts are not completed on delivery time scheduled in the contract
- In adequate capacity and collaboration with public bodies in managing contract of procurement, managing change in contract and limited experience in monitoring contract delivery.
- Insufficient practice of assessing implementation effectiveness in order to identify area of weakness and strength. The result can be used input to improve weakness in for upcoming procurement.

Chapter Five

Summary of Major Findings, Conclusions and Recommendations

In this chapter, the findings of the study are summarized and relevant conclusions are drawn from the findings. The study has also tried to forward relevant recommendations.

5. Summary of Findings and Conclusions

The main purpose of this study was to investigate the practices of public procurement planning and implementation system, determine the major issues related to impediments in public procurement and implementation and also determine effectiveness of existing procurement planning and implementation of central procurement of federal public body's common user items through framework contract.

5.1. Regarding Practice of Public Procurement Planning and Implementation

According to analysis made based on information obtained from questionnaire and key informants interview, the finding regarding practice of the public procurement planning and implementations are summarized as follows:

- With regard to practice of public procurement planning, the study reveals that public procurement planning process for pooled or central procurement starts with identification of common user items to be procured through framework agreement. The mandate to identify common user items has been given to federal public procurement and property administration agency. The agency then issues the list to the federal public bodies and public procurement and property disposal service. As the federal public procurement and disposal service has given a responsibility to handle procurement process for such identified common user item, the PPDS also communicate the list to all federal public bodies requesting all public bodies to submit procurement plan according to the list;
- All procurement requirements of the public bodies are not handled by central procurement rather only those identified as common user items by FPPPAA procured centrally. The rest procurement requirements are handled by finance and procurement department of each public body. The number of items included as common user items are increasing from time to time (i.e. in EFY 2003 only 4,items, and in EFY2006, 86 items, in EFY2007, 2017 items and now in the current year EFY2008 , 323 items are included as common user items);

- Regarding effectiveness of central /pool procurement all end user interviewed stated as effective and indicated their preference that all procurement to be handled centrally to save time and resource of the public;
- With regard to procurement plan preparation of end user for central procurement, the finance and procurement department of respective public bodies prepare procurement plan by collecting procurement needs of each departments and compare with their respective annual budget of each department. Then procurement plan of their organization prepared and get approval from procurement endorsing committee of respective public bodies. The approved procurement plan of the public bodies sent to FPPPA for consolidation and PPDS for procurement of common user items. Based on submitted procurement requirement of public bodies PPDS prepare consolidated procurement plan and get approval from endorsing committee of the services and board of director.
- With regards to general qualification, professional qualification in procurement 71% more of staffs of procurement staffs of PPDS which is the majority are qualified in procurement ,

Factors Identified that Result in Impediment of Procurement Planning Practice, study reveals that:-

- Inadequate practice of timely requirements submission by end users and insufficient capacity of end user to conduct need assessment and accurately describe their needs up on identification of needs in the forms of specification or SOW or TORs.
- Lack of adequate market survey to update market information and capable supplier to satisfy needs identified by end users;
- significant proportion of procurement staffs were not involved in the preparation of procurement plan; although adequate capacity exist in procurement planning, still there is skill gap in procurement planning; limited capacity in consolidating procurement requirement, conducting survey of price in the supply market, and scheduling timelines for procurement tasks,
- inadequate practice of review of requirement before preparation of consolidated procurement plan, lack of timely submission of procurement requirement for common user items by some public bodies;
- Limitation in comprehensiveness and level of detail for proper quantification of needs and quality product and services and works. Inadequate practice of consideration of technical and financial constraints in determining lead time for each millstones of procurement planning

process. Lack of communicating consolidated procurement plan to public bodies after approval by indicating time of delivery,

- other issue related to procurement planning are : Limited awareness on importance of public procurement planning by public bodies as well as significant number of staff working on procurement,
- Limited trend of evaluating effectiveness of procurement planning for central procurement and also indicated that unplanned procurement are major challenge as procurement plan lacks comprehensiveness, lack of practice in advertizing annual procurement plan to public before the procurement, which would have important implication to improve competitiveness if done properly,
- Inadequate experience, skill of procurement staff in preparing planning activities i.e. consolidation of procurement needs, packaging, setting schedule for millstone activates of procurement processing during procurement planning and Limited quality training in preparing procurement planning activities such ,
- Insufficient practice of using procurement plan as management and monitoring tools at each stage of procurement process and lack of practice in updating procurement plan regularly as changes are made to original procurement plan.

These are the most important challenges identified as contributing factor for impediment of public procurement planning practice.

5.1.1. Public Procurement Plan Implementation

Effectiveness of public procurement plan implementation is highly depends on relationship between inputs and outputs. It involves ensuring that the outputs of goods and services produced as planned and achieves the desired results. The quality of procurement implementation largely depends on the capacity of the procurement staffs trained in all aspect of procurement process. The practice of public procurement plan implementations has been managed to summarize the following finding regarding procurement implementation.

- The study reveals that, majority of procurement staff of service, 71% are procurement in profession and 79% of them have bachelor degree but most of them have less or equal to five years of experience only few staff have more than 16years of overall experience. Most staffs have less than two years of experience and adequate portion of staff also have good level of experience in procurement.

- The study indicated that, majorities of staffs have taken training in procurement, but they still need more training. Regarding quality of training received, most of them have taken low quality training in procurement planning and management, preparing bidding document, evaluation of bid for works, goods and services and contract management aspect of procurement and also in drafting contract and record management.
- With regard to adequacy of staffing, facilities and remuneration, study reveals that there were no adequate facility available for procurement staffs to do their works, and all respondents indicated that they are not satisfied with their remunerations. It also reveals that procurement unit of the PPDS not staffed adequately to discharge its responsibilities.
- The procurement unit has very limited experience using goods and consultant selection methods such as CQS, LCS,FBS,QCBS, direct/ single source (both good and Service) and have better experience in using ICB, NCB, RFQ and restricted bidding methods.
- Regarding specification, TOR and SOW quality, study reveals that obtaining standard such document were identified as major challenge to procurement implementation. existence of review process of such items before incorporation to bidding document were asked , it was indicated that there is a system in place to do review the document to ensure any potential constraints.
- With regard to practice of undertaking market survey, study reveals that very limited practice of conducting market survey to update source, price of product and service, qualified supplier and capacity in the market to satisfy requirements.
- With regard to capacity to prepared bidding document and information content of the document, study reveals that there is sufficient capacity of preparing quality bidding document however, considerable number of staffs lacks such capacity, and indicated the adequacy of information contained by bidding document.
- With regard to the quality of technical requirement and bidder's qualification criteria are adequate. Concerning experience in preparing various documents for procurement implementation, there is better experience in preparing bidding document, setting evaluation criteria, preparing bid data sheet, receiving and opening of tender but low experience in preparing evaluation report, writing minute and contract negotiation.
- With Regard to update of supplier list and market information, there is good practice of regular update of list of qualified supplier and market information's, Regarding adequacy of time allowed to bidders to obtain documents and prepared responsive bid, it was indicated

that the time is adequate. Concerning clarification information it was indicated that response to clarifications are given to all at same time.

- Lack of interest by most supplier to participate in open bidding , and sector having sufficient supplier , limited capacity of supplier to deliver items to the public bodies after signing contract and some time they discontinue supply in the middle of implementation,
- With regards to bid evaluation, study reveal that qualified technical evaluation committee are appointed for each procurement, there is also strong practice of evaluating bids according to pre defined evaluation criteria, and report on evaluation contains sufficient information and based on standard format.
- Appropriate approval system for evaluation report and along with award recommendation are in place at PPDS and public bodies level , which is done by standing procurement endorsing committee established high authority.
- With regard to contract award and post qualification, award is always made to lowest evaluated responsive bidders, and post qualification is determined before award to make sure capacity to perform the contract. Regarding appropriateness of contract monitoring system in place, it was indicated as adequate although it need improvements to properly monitor delivery time, quality as per contract. Concerning timely completion, study reveal that mostly contracts are not completed on schedule. Regarding contract management experience study reveals that there is limited experience in preparing contract, managing change to contract, monitoring delivery and maintain contract records.
- Regarding practice of assessing effectiveness of implementation, study reveals, there is practice of assessing implementation effectiveness in order to identify area of weakness and strength, although not regularly undertaken. Concerning delivery as per contract, there is limitation in delivery as per contract term, about inspection, it was indicated that there is good practice of inspection only up on delivery whether imported goods or locally supplied and lack of pre shipment inspection practice for imported goods.
- There is fair level of performance in achieving procurement within planned cost and low performance in achieving millstone date in procurement processes and delivery in time after contract signing with supplier.

5.2. Conclusions

The main purpose of this study was to assess the existing practice of public procurement planning and implementation, and determine major factors related to impediment of public procurement planning and implementation. This study tries to identify the practice and factors that affect planning and implementation.

Practice of Procurement Planning and its Effectiveness

- It is evident from the study that procurement planning is practiced in public procurement and property disposal service and public bodies, however, it lacks comprehensiveness and details as it does not include time schedule for each major activities of procurement process.
- It was noted that not all procurement requirement of federal public bodies are handled by central procurement through framework contract rather only those items failed under categories of common user items are procured. It also noted that although the directive require all public bodies to prepare procurement plan some are not restrict enough in preparing and submitting their plan to FPPAA and PPDS. The consolidated procurement plan of PPDS required to be communicated to all public bodies; however, there is no practice of sharing the procurement plan to public bodies.
- Although some challenges in practice of procurement planning for common user items it was suggested by most respondents as effective and advised for inclusion of more items for the fact of saving time and resource to mange independently by each public bodies. There is no regular practice of evaluating effectiveness of procurement planning.
- There is no practice of publishing estimated total procurement opportunity intended to award at the beginning of financial year even though required by directives.
- Practice of sourcing suitable product and service and qualified suppliers to analyze capability in the market very limited, as this practice helps procurement unit to better understand the market
- Although trainings are given in various activities of public procurement planning, the quality and number of staffs who have taken training are very limited;
- In implementation of procurement plan there is capacity limitation in preparing various document in procurement process and limited awareness of most staffs on various documents required to be prepared in the process.

- Preparing Quality Specification, TOR and SOW is very important for effectiveness of procurement process , however , it was found that sub standard quality of such documents are major challenges in implementation of procurement plan,
- It has been found that sufficient capacity exist in conducting bid evaluation; nonetheless, still there is gap in skill required by most staff that needs to be bridged. Practice of award notification has been made both to selected supplier as well as those who fail to pass the evaluation.
- Due to low capacity and experience in contract management some supplier deliver common user items after significant delay even sometime beyond budget year which result in low utilization of annual budget.

As a result of significant challenges with regard to public procurement planning and implementation discussed above concluding as effectiveness is difficult. It is the researcher position that although there exist good practice in public procurements planning, and implementation there were significant gap that need to be improved to be effective as expected, taking in to account the involvements of significant public resource. Therefore, to have effective public procurement planning and implementation, some important recommendations are forwarded by the researcher in the following section.

5.3. Recommendations

The following recommendations are forwarded to improve the effectiveness of public procurement planning and implementation:

- The procurement unit of service who handle procurement need to be staffed with qualified and well trained staffs in all aspect of procurement process from planning to contract management to all irrespective of their position,
- To address the issue related to delay in requirement submission, enforce the end user to respect the timelines as stated in the directives and improve capacity of conducting need assessment and skill required to describe accurately the needs up on identification of need at each PB's through training ;
- Promote collaborate approach with knowledge center (like university) to improve skills and competencies of the work force. The expertise and academic experience of knowledge center enlisted as a valuable means of expanding procurement knowledge and upholding theory and practice

- The responsibility to update supplier list and market information need to be given to other independent organization for instance to Ministry of trade to conduct survey of price in the market ,
- All procurement unit staffs shall be given opportunity to involve in procurement planning activities, so that practical capacity to prepare procurement planning will be improved;
- Review of requirement received from public bodies shall be accomplished regularly and shall be done with qualified technical team for each type of procurement before consolidation, and mainstream procurement planning as part of budgeting process to have comprehensive procurement planning;
- Appropriate procurement planning documents and internationally accepted one need to be adopted to include important information such as schedule of major procurement activities from initiation to contract delivery and technical and consideration of constraints in setting lead time and the service should practice communication and publication of consolidated procurement plan to PB's and public at large;
- Create awareness on how to do procurement planning and its importance shall be given to all procurement unit staff irrespective of their position in the procurement process.
- Practice of announcing detail annual procurement plan before the start of procurements need to be followed by procurement unit , as it has implication to improve competition in the market,
- Capacity building to key player in procurement process by providing training, such as officials, bidders and the media in the roles and responsibilities, evaluation of bids, contract management and preparation of responsive bids;
- Strengthen linkages with oversight and enforcement agencies including parliamentary finance and budget standing committee, OFAG and involve civil society in demanding for transparency and accountability in public procurement.
- Sufficient resources and facilities shall be allocated to procuring entities procurement professionals to handle their tasks to the required levels.
- Quality training on procurement planning activities and on preparation of procurement process documents at each stage of process shall be provided to all staffs
- All procurement staff need to take training before they take on in practical application of public procurement process,

- To improve the capacity of procurement staff in preparing procurement document, detail simulated training on each part of document(i.e. bidding/RFP documents, evaluation template, drafting contract documents, and contract management) very important to develop their skill,
- To encourage and improve low interest of most supplier in open bidding and sector having more supplier, there must be consultation with available supplier to discuss the challenge that contribute to low interest in such bid and increase transparency through disclosure and enforce accountability,
- To improve the capacity of supplier there must be a mechanism to give priority in foreign currency authorization to import goods under common user items as it has significant impact on annual budget utilization of most public bodies.
- Special attention need to be given to contract management to facilitate timely supply of goods and services to the public bodies. Strong system shall be in place to enforce compliance to contract term and closely collaborate with stake holders to monitor contract implementation,
- It is recommended to strengthen central procurement of common user goods and services through inclusion of more items, which allow public bodies to focus on their area of responsibilities, and reduce administrative cost of public procurement management and
- Regular close consultation with selected common user item supplier to create awareness on importance of their contribution in providing basic service to the public.
- Apply oversight and control mechanisms to support accountability throughout public procurement cycle through ensuring chain of responsibility are clear and define authority for approval of key procurement millstones.
- enforce submission of requirement as per timeline of directive, and
- Establish a mechanism to conduct periodic assessment and consistently the result of procurement planning, process, system .

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Annexes-A: Survey Questioners

Addis Ababa University, School of Graduate Studies, College of Business and Economics,
Department of Public Administration and Development Management

Questionnaire for to be filled by public procurement and disposal service (PPDS) Staffs

Dear Respondent,

My name is Abera Gelgelu; Candidate for masters in public Management and policy (MPMP) specialized in Development Management. I am doing a research for partial fulfillment of Masters Degree. This questionnaire is prepared to collect data for my research topic entitled “The assessment of public procurement Planning and Implementation effectiveness in Ethiopia: In the case of public Procurement and property disposal Service (PPDS) for partial fulfillment of Masters Degree in Development management and Policy. The study will provide information on current practice of public procurement planning and implementation effectiveness to the procuring entity as well as to policy makers. The main aim of this questionnaire is to undertake assessment on public procurement planning and implementation effectiveness .The purpose of the study is purely academic. Hence, I will assure you that it will have no any negative effect on you as an individual or on your organization. The effectiveness of the study depends on your genuine and frank response which will be kept confidential. I, therefore, request you to fill the questionnaire honestly and frankly. I would like to thank you for your kind cooperation in advance

- My Contact address in case you have question while completing questioners or to provide additional Information: Abera Gelgelu, Mobile phone # 09-68-56 -82-62 or email: aberag11@gmail.com
- **General Instruction:** Please **circle** the letter of your choice where alternative are given, in case where description response are require please write your response in space provided and also use tick mark where required. Please note that additional paper can be used where the space provided is not enough for descriptive response.

Section One: General information of respondents

1. Gender

a. Male

b. Female

2. Age category

a. 18-25 years

c. 36-45 years

e. Above 55

b. 26-35 year

d. 46-55 years

years

3. What is your highest Academic Educational qualification level?
- a. High school complete
 - b. Certificate holder
 - c. Diploma
 - d. Bachelor degree
 - e. Masters and above
4. What is your profession?
- a. Management
 - b. Economics
 - c. Engineering
 - d. Procurement
 - e. Other specify _____
5. What is your Professional qualification in procurement management?
- a. None
 - b. Certificate
 - c. Diploma
 - d. Bachelor degree
 - e. Masters and above
6. Your general work experiences
- a. Less than 2 years
 - b. 3- 5 year
 - c. 6-10 years
 - d. 11-15 years
 - e. 16-20 years
 - f. 21 and above years
7. Current Position you held
- a. Process owner
 - b. Senior Procurement officer
 - c. Procurement expert II
 - d. Procurement expert I
 - e. Other specify _____
8. How long have you been worked as procurement professional
- a. 0-2 years
 - b. 3-4 years
 - c. 5 -6
 - d. 7and above years
9. Have you received Procurement Training?
- a. No
 - b. Yes, but I need more training
 - c. Yes , It was sufficient training
 - d. I do not need training
10. Rate the quality of training you received in the following area (if any)? put thick mark for your answer

	None	poor	fair	good	excellent
Procurement planning	_____	_____	_____	_____	_____
Procurement Management	_____	_____	_____	_____	_____
Contract Management	_____	_____	_____	_____	_____
Preparing bidding document	_____	_____	_____	_____	_____
Evaluation of bid for Goods	_____	_____	_____	_____	_____
Evolution of bid for Works	_____	_____	_____	_____	_____
Evaluation of Consultant proposal	_____	_____	_____	_____	_____
Drafting procurement Contract	_____	_____	_____	_____	_____
Procurement record keeping	_____	_____	_____	_____	_____

11. Please respond to the following about procurement staffing in your organization? Put tick mark on space provided.

	No	Yes	No sure
Do you have Job description?	_____	_____	_____
Do you have adequate facility to do Work?	_____	_____	_____
Are you satisfied with current salary?	_____	_____	_____

Section Two: Procurement planning

- Have you ever been involved in procurement planning?
 - Yes
 - No
- Does your organization have staffs dedicated in procurement planning of goods, works and service procurement?
 - Agree
 - Strongly agree
 - Neutral
 - Disagree
 - Strongly disagree
- How often, do the public bodies / end user mostly sent their requirement to your organization?
 - Monthly
 - Quarterly
 - Bi annually
 - Any time as need arise
- Is procurement unit of your organization adequately staffed?
 - Yes
 - No
 - Not sure
- Are all procurement staffs trained in procurement planning, scheduling, expediting and cost estimating for all procurement type (Goods, Service and Work)?
 - Agree
 - Strongly agree
 - Neutral
 - Disagree
 - Strongly disagree
- Can you please indicate your level of experience to perform the following in procurement planning? put thick mark for your answer

	None	poor	fair	good	excellent
Consolidate required quantities for the plan	_____	_____	_____	_____	_____
Survey the current price in the supply market	_____	_____	_____	_____	_____
Align procurement plan with budget	_____	_____	_____	_____	_____
Schedule timeline for procurement task	_____	_____	_____	_____	_____
- Do you think procurement planning of your organization prepared in comprehensive way with sufficient detail to produce realistic quantification of needs, quality product/Services /works, achievable lead time for delivery and accurate cost estimate?
 - Agree
 - Strongly agree
 - Neutral
 - Disagree
 - Strongly disagree

8. Does technical issues, financial and implementation constraints taken in to account in determining lead time for each millstones of procurement stage during procurement planning process?
 - a. Agree
 - b. Strongly agree
 - c. Neutral
 - d. Disagree
 - e. Strongly disagree
9. Does the procurement requirements of common user items are submitted on time by public bodies,
 - a. Agree
 - b. Strongly agree
 - c. Neutral
 - d. Disagree
 - e. Strongly disagree
10. Does the procurement unit of your organization reviews the gap of procurement requirements received from public bodies before preparing consolidated procurement plan?
 - a. Agree
 - b. Strongly agree
 - c. Neutral
 - d. Disagree
 - e. Strongly disagree
11. Does the consolidated procurement plan of your organization obtain approval by responsible authority before starting the procurement process?
 - a. Agree
 - b. Strongly agree
 - c. Neutral
 - d. Disagree
 - e. Strongly disagree
12. Does your organization circulate approved consolidated procurement plan to all public bodies?
 - a. Agree
 - b. Strongly agree
 - c. Neutral
 - d. Disagree
 - e. Strongly disagree
13. Do you think Procurement planning helps your organization to achieve maximum value for expenditures, to identify and address all relevant issues to particular procurement?
 - a. Agree
 - b. Strongly agree
 - c. Neutral
 - d. Disagree
 - e. Strongly disagree
14. Does procurement unit of your organization regularly use the procurement plan as management and monitoring tools?
 - a. Yes
 - b. No
 - c. Not sure
15. Does procurement planning results into compliance to set procedure?
 - a. Agree
 - b. Strongly agree
 - c. Neutral
 - d. Disagree
 - e. Strongly disagree

16. Do you announce /made public the annual procurement plan as required by directive after procurement plan is finalized on appropriate media?
a. Yes b. No c. Not sure
17. Does the urgent or unplanned procurement requirement is a major challenge of actual procurement process?
a. Yes b. No c. Not sure
18. Is there trend of evaluating effectiveness of your procurement planning in terms of enabling to achieve goals, procurement method used, and delivery time, cost saving, meeting milestone date in procurement plan?
a. Yes b. No c. Not sure
19. Can you please assess your experience of using the following procurement methods?
- | | None | poor | fair | good | excellent |
|-------------------------------------|-------|-------|-------|-------|-----------|
| International competitive bid (ICB) | _____ | _____ | _____ | _____ | _____ |
| National competitive bid (NCB) | _____ | _____ | _____ | _____ | _____ |
| Restricted bid | _____ | _____ | _____ | _____ | _____ |
| Direct /single source | _____ | _____ | _____ | _____ | _____ |
| Two stage bidding | _____ | _____ | _____ | _____ | _____ |
| Request for quotation | _____ | _____ | _____ | _____ | _____ |
| Quality and Cost Based | _____ | _____ | _____ | _____ | _____ |
| Fixed budgeting | _____ | _____ | _____ | _____ | _____ |
| Lease cost selection | _____ | _____ | _____ | _____ | _____ |
| Consultant qualification | _____ | _____ | _____ | _____ | _____ |
20. Is the early technical and financial planning well coordinated so that funding is assured when procurement begins, based on accurate cost and quantity estimate?
a. Yes b. No c. Not sure
21. Does the end user /public bodies or departments raise the required specification/term of reference /statement of work for their procurement request on time?
a. Agree d. Disagree
b. Strongly agree e. Strongly disagree
c. Neutral
22. Are obtaining standard specification /term of references / statement of works are identified as a challenge to your procurement implementation?
a. Yes b. No
23. Does the procurement unit have a process to clarify and verify the requirements and specifications of the procurement requisition to ensure any potential constraints are adequately addressed?
a. Agree d. Disagree
b. Strongly agree e. Strongly disagree
c. Neutral

24. Does the procurement unit regularly conduct market survey to update their prevailing sources and price of existing suitable product and service, qualified supplier and capability in the market to satisfy requirement before initiating procurement process?
- a. Agree
 - b. Strongly agree
 - c. Neutral
 - d. Disagree
 - e. Strongly disagree
25. Can you please indicate some common challenges that limit the effectiveness of your organization procurement planning and how such challenges were treated to minimize their effect?

Section Three: Implementation effectiveness

1. Does your organization have capable staffs for preparation of bidding documents/Request for proposal?
 - a. Agree
 - b. Strongly agree
 - c. Neutral
 - d. Disagree
 - e. Strongly disagree
2. Does the bidding documents prepared contain all necessary information that helps potential supplier to prepare responsive bid and clearly understandable evaluation criteria in consistent way to ensure level playing field?
 - a. Agree
 - b. Strongly agree
 - c. Neutral
 - d. Disagree
 - e. Strongly disagree
3. Is the general quality of technical requirement (specification /Statement of Work/Term of reference), clarity, neutrality, and accuracy verified before initiating procurement process?
 - a. Agree
 - b. Strongly agree
 - c. Neutral
 - d. Disagree
 - e. Strongly disagree
4. Does qualification criteria appropriate and clearly described for bidders on bidding document and appropriate care taken in setting the criteria not to discourage bidders/suppliers/Service providers?
 - a. Agree
 - b. Strongly agree
 - c. Neutral
 - d. Disagree
 - e. Strongly disagree
5. Does the your organization maintain and regularly update list of qualified supplier, contractors and consultant and update market information on commonly procured goods, service and works?
 - a. Agree
 - b. Strongly agree
 - c. Neutral
 - d. Disagree
 - e. Strongly disagree

6. Does sufficient time allowed to bidder to obtaining bid documents and preparing responsive bids?

b. No

c. Not sure

7. What is your level of experience in performing the following procurement tasks?

None poor fair good excellent

8. Are request for clarification from bidders answered promptly and completely in written form and communicated to all prospective bidders with sufficient time and at the same time?

d. Disagree

e. Strongly disagree

c. Neutral

9. Are bids received prior to the deadline stored securely and bids are received in bid box specifically arranged for particular bid?

b. No

c. Not sure

10. Does public bid opening conducted at specified place following the deadline for submission immediately after closing, read out necessary information and minute of opening prepared and kept?

d. Disagree

e. Strongly disagree

c. Neutral

11. Does qualified evaluation committee appointed to conduct evaluation for each procurement bid?

d. Disagree

e. Strongly disagree

c. Neutral

12. Does bid evaluation carried out thoroughly and on the basis of the evaluation criteria and documentary requirement specified in the bidding documents?

d. Disagree

e. Strongly disagree

c. Neutral

13. Does bid evaluation report prepared containing all information such as clear and complete description of evaluation process , reason for rejection of any bid as non responsive (if any), how the stated evaluation criteria were applied and how post qualification done for successful bidder' ?

- | | |
|-------------------|----------------------|
| a. Agree | d. Disagree |
| b. Strongly agree | e. Strongly disagree |
| c. Neutral | |

14. Does Standard bid evaluation format or template used regularly?

- | | | |
|--------|-------|-----------|
| a. Yes | b. No | c. Unsure |
|--------|-------|-----------|

15. Does contracts required to be awarded to the lowest evaluated responsive bidder /Successful bidder's) qualification to perform the contract satisfactorily, determined solely on the basis of criteria stated on the bidding documents?

- | | |
|-------------------|----------------------|
| a. Agree | d. Disagree |
| b. Strongly agree | e. Strongly disagree |
| c. Neutral | |

16. After evaluation report is finalized, how it is endorsed and how notification of award to winner is notified?

17. Does appropriate contract monitoring system and procedure in place by your organization to monitor delivery, verify quantity, quality and timeliness as per contract documents?

- | | | |
|--------|-------|-------------|
| a. Yes | b. No | c. Not sure |
|--------|-------|-------------|

18. Who is responsible for monitoring the performance of the suppliers and what are the performance indicators utilized to monitor supplier performance?

19. Are contracts generally completed on schedule and within the originally approved contract price or cost and time?

- | | |
|-------------------|----------------------|
| a. Agree | d. Disagree |
| b. Strongly agree | e. Strongly disagree |
| c. Neutral | |

If cost and time overrun is frequent, what are the major reasons for such overrun?

20. Can you please indicate your level of experience in contract Management?

	None	poor	fair	good	excellent
Preparing procurement contract	_____	_____	_____	_____	_____
Managing change to contract	_____	_____	_____	_____	_____
Monitoring contract delivery	_____	_____	_____	_____	_____
Maintaining contract records	_____	_____	_____	_____	_____

-

a. Yes b. No c. Not sure

- a. Yes b. No c. Not sure

-

- a. Yes b. No

- a. Agree
b. Strongly agree
c. Neutral
- d. Disagree
e. Strongly disagree

- None poor fair good excellent

- Thank for your time and cooperation!**

Annexes-B: Interview guides

Interview questioners for procuring entity (in this case PPDS)

1. Are procurement unit staffed with appropriate professions and capable individuals to handle procurement of all type throughout procurement process? Is there code of ethics exist that procurement professionals are expected to follow? If so, is Code of Ethics based on generally accepted principles?

2. Is procurement unit staffs are adequately familiar with general procurement knowledge such as planning , implementation procedures for common user items as well as strategic procurements including import planning, importation procedures, shipping and other trade documents?

3. How do you examine, the general communication system with end user? Is there written communication procedures?

4. How do you review requirement received from end user? Is requirement is analyzed and packaging is done for procurement purpose? How procurement methods are selected for particular package?

5. Does procurement planning prepared in a way that ensure prudent economic decision, open up market opportunities and avoid or reduce emergency procurement?

6. How does procurement unit assemble the requirements of end user and prioritize them to meet their needs?

7. Are requirements for advertisement of public procurement / contracting opportunities adequate?

8. Are requirements regarding public bid opening, if any, appropriate?

9. Are requirements for preliminary bid examination and evaluation promoting a fair and transparent process?

10. Is there a requirement for public notice of contract awards?

11. Are contracts to be awarded by competitive bidding publicly advertised?

12. Is approval required at each stage of procurement process? If so, at what approval is required? Is approval process is a challenge and contribute for delay in procurement?

13. What do you think, in general term on the current practice of public procurement planning and implementation? Is it effective? If no what are challenges in these regards?

14. Do you think, the organization is achieving its goal in terms of ensuring value for money to public resources? Delivering right product, at right price, place and time?

15. Is there a pre-shipment verification procedure? Is it carried out according to generally accepted practice? Who carries out pre-shipment inspections?

16. Are goods, Service and Works inspected upon arrival (goods), completion of service or works?

17. Is there regular procurement audit system t to carry out procurement/contract management audits? By whom? If so what was the major finding?

Interview questions for end users

1. Does all procurement requirement of your organization handled centrally? If no how do you handle procurement not covered under central procurement?

2. How does the procurement needs identified and communicated to public procurement property disposal service (PPDS)?

3. Is there pre- defined and clear procedure and time schedule for need identification and requirement submission to PPDS –for central procurement?

4. How does, the specifications, TORs, or Statement of Works (SOW) for procurement requirements are prepared and sent to PPDS? In terms of Standard Quality, timeliness, and

ensuring availability in the market? Is there a problem of using outdated specification is frequent?

5. Is there close consultation mechanism with procuring entity (in this case PPDS) during procurement planning and procurement process? At what stage do you participate?
-

6. How do you see the effectiveness of procurement, need identification and planning of your entities? Are the activities requiring procurement identified as part of overall plan of the organization?
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7. Does PPDs communicate the consolidated procurement plan? If so, is there any mechanism to consider urgency and time of requirement?
-

8. How do you observe the effectiveness of central procurement in terms of efficiency, cost, time of delivery, quality and quantities of goods, service and works? Are there appropriate procedures to monitor delivery of goods and services to verify quantity, quality and timeliness?
-

9. How do you assess inspection procedure (under-inspection, over-inspection and/or improper rejection of goods, materials or methods of carrying out the works a common problem?) and who is responsible to conduct inspection of goods, service and works delivered?
-

10. What do you think the most common challenges (if any) regarding central procurement at stage of planning, preparing and submitting requirement, procurement process, contract management and delivery ?
-

11. Do you thing central public procurement is useful? If so in terms of what?
-

12. What do you suggest for further improvement and ensure effectiveness of public procurement planning and implementation in the future?
-