

**THE ROLE OF PROCUREMENT PROCESSES ON THE EFFECTIVENESS
OF THE PUBLIC PROCUREMENT SYSTEM IN TANZANIA**

LWITIKO JOEL MWANDOBO

**A DISSERTATION SUBMITTED IN PARTIAL FULFILMENT OF THE
REQUIREMENTS FOR THE MASTER OF BUSINESS ADMINISTRATION
(LOGISTIC AND TRANSPORT MANAGEMENT) OF THE OPEN
UNIVERSITY OF TANZANIA**

2013

CERTIFICATION

The undersigned certifies that he has read and hereby recommends for acceptance by the Open University of Tanzania a dissertation entitled "*The Role of Procurement Processes on the effectiveness of Public Procurement System in Tanzania*" in partial fulfilment of the requirements for the degree of Master of Business Administration (Logistic and Transport) of the Open University of Tanzania.

.....

Dr.Omari K. Mbura

(Supervisor)

Date:

COPYRIGHT

This dissertation is copyright material protected under, the Copyright Act 1999 and other international and national enactments in that behalf on intellectual property. It may not be reproduced by any means in full or part, except for short extracts in fair dealing, for research or private study, critical scholarly review or discourse without the written permission of the author or the Open University of Tanzania in that behalf.

DECLARATION

I, **Lwitiko Joel Mwandobo** declare that this submission is my own work and that it has not been presented and will not be presented to any other University for a similar or any other degree award.

.....

Signature

.....

Date

DEDICATION

With my heart, this dissertation is dedicated to my lovely wife, Mrs. Tumaini E. Lwitiko and our children, Gerald, Gabriel and Getrude for their understanding and patience throughout the study.

ACKNOWLEDGEMENTS

My foremost gratitude goes to the Almighty God for his guidance in undertaking this study. It is through God's will that made this vital assignment possible.

Secondly, I am highly indebted to my supervisor Dr. Omar K. Mbura, for his tireless support on mentorship and constructive academic criticism. He provided abundance guidance as he particularly read draft after draft of my dissertation. Many thanks are extended to Dr. Salim who taught me research methodology and techniques. The knowledge gained proved a positive impact to this study.

I feel indebted to my employer for tolerance and human kind for allowing to pursue the masters programme. I know, somewhere there were inconveniences because of the pursuance of this programme. This particular appreciation goes to my supervisor, Mr. Deogratius B. Kumalija and colleagues under the department for their valuable support and the encouragement they provided to me during the entire process of the study.

Undertaking and accomplishment of this study was, in many ways, made possible by the tireless support of my family and friends in and outside the Open University of Tanzania. I thank them all for their warmth, solidarity and patience, especially during the final stages of the research. In particular I thank my lovely wife, Mrs. Tumaini E. Lwitiko. May Almighty God bless you all.

ABSTRACT

The study was triggered by the fact that the government has made number of efforts in addressing weaknesses in the public procurement process. However there still complaints that public procurement processes are characterized by delays, poor quality and non cost effective delivery. This study sought to analyze procurement processes in achieving effectiveness of the public procurement system. The study focused on procuring entities based in Dar es Salaam due to budget constraints and existence of major procuring entities in terms of procurement volume. Explanatory research design was used to analyse the procurement proceses. The study used structured questionnaires and interviews as primary tools for data collection. A total of 119 respondents out of the expected 155 respondents returned the survey instruments. The study revealed that procuring entities do not conduct market survey for establishing cost estimates, inadequate users cooperation with PMU staff and poor solicitation documents due to inadequate technical specifications, schedule of requirements, and drawings and poor terms and conditions of contract. The weak evaluation critieria and inadequate tender evaluations, and delays in contract awards are hampering efficient procurement process which results to ineffective procurement system. Furthermore weak controls in procurement contracts for payments to delivery of substandard goods or services and delays of due payments to suppliers or contractors and generally poor contract management were noted. The study recommends that procuring entities should conduct market survey for cost estimates of major procurements and enhance cooperation between User Departmemnts and PMU staff.

TABLE OF CONTENTS

CERTIFICATION	ii
COPYRIGHT	iii
DECLARATION.....	iv
DEDICATION.....	v
ACKNOWLEDGEMENT.....	vi
ABSTRACT	vii
LIST OF ABBREVIATIONS AND ACRONYMS	xiii
LIST OF TABLES	xiii
LIST OF FIGURES	xiii
CHAPTER ONE	1
1.0 INTRODUCTION AND BACKGROUND OF THE STUDY	1
1.1 Introduction.....	1
1.1.1 Background of Public Procurement Reform in Tanzania	1
1.1.2 The Background of the Study	4
1.2 Statement of the Problem.....	5
1.3 Research Objectives	7
1.4 Research Questions	8
1.5 Relevance of the Study	8
1.6 Organization of the Study	9
CHAPTER TWO	10
2.0 LITERATURE REVIEW	10
2.1 Overview.....	10
2.2 Definitions of Concepts	10

2.2.1	Procurement	10
2.2.2	Public Procurement	11
2.2.3	Public Funds.....	11
2.2.4	Procurement Process	12
2.2.5	Value for Money	12
2.3	Theoretical Analysis of the Study.....	13
2.3.1	Principles of Public Procurement System	13
2.3.2	Procurement Legal Framework in Tanzania	17
2.3.3	Procurement set up Within Procuring Entity	18
2.3.4	Procurement Complaints Review Mechanism	20
2.3.5	Procurement Methods in Public Procurement.....	22
2.3.6	Procurement Process	24
2.3.6.1	Tendering Process	27
2.3.6.2	Contract Management	31
2.4	Empirical Studies	33
2.4.1	General Studies	33
2.4.2	Studies in Africa.....	34
2.4.3	Studies in Tanzania	35
2.5	Research Gap	37
2.6	Conceptual Framework	38
CHAPTER THREE		42
3.0 RESEARCH METHODOLOGY		42
3.1	Overview	42
3.2	Research Strategies and Design	42

3.3	Survey Population	43
3.4	Area of the Study	44
3.5	Sampling Design	44
3.5.1	Sampling Frame	44
3.5.2	Sampling Technique	45
3.6	Variables and Measurement Procedures	46
3.7	Methods of Data Collection	46
3.7.1	Primary Data Collection	47
3.7.2	Secondary Data Collection	47
3.8	Data Reliability and Validity	48
3.9	Data Processing and Analysis	48
	CHAPTER FOUR.....	49
	4.0 DATA PRESENTATION, ANALYSIS AND DISCUSSION OF THE	
	FINDINGS	49
4.1	Introduction.....	49
4.2	Characteristics of the Respondents	49
4.3	Findings, Analysis and Discussion	51
4.3.1	Procurement Planning Process and Effectiveness of Public Procurement System.....	52
4.3.1.1	Cost Estimate/Budget for Procurement Requirements	53
4.3.1.3	Use of Procurement Method as per Procurement Plan	56
4.3.1.4	Proper Planning of Tender Board Meetings	56
4.3.1.5	Timely Approval and Issuance of the General Procurement Notice to the Public.....	57

4.3.1.6 Publication of General Procurement Notice in PPRA's Website, PE's Website and Local Newspapers For Public Access	58
4.3.2 Tendering Process and Effectiveness of the Public Procurement System	59
4.3.2.1 Timely and Appropriate Submission of Procurement Requirements	59
4.3.2.3 Advertisement of Tender Opportunities	63
4.3.2.4 Adequacy of the Tender Board Quorum.....	65
4.3.2.5 Timely Tender Evaluation	66
4.3.2.6 Conducting Due Diligence Prior to Award of Tender	68
4.3.2.7 Adhering to the Original Tender Validity Period	69
4.3.2.8 Adherence to Tender Evaluation Criteria	71
4.3.2.9 Verification of Successful Bidder's Price to the Market	73
4.3.3 Contract Management and Effectiveness of the Public Procurement System .	75
4.3.3.1 Appointment of Contract Manager	75
4.3.3.2 Preparation of Contract Documents	77
4.3.3.4 Procurement Records Keeping.....	86
4.3.3.3 Contract Execution and Monitoring.....	82
CHAPTER FIVE	89
5.0 SUMMARY OF THE FINDINGS, CONCLUSION AND RECOMMENDATIONS.....	89
5.1 Introduction.....	89
5.2 Summary of the Findings	89
5.3 Implications of the Results.....	94
5.4 Conclusion	95
5.5 Recommendations.....	97

5.5.1 Improvement of Procurement Processes.....	97
5.5.2 Procurement Capacity to the Public Entities	99
5.6 Limitations of the Study.....	101
5.7 Area for Future Studies	102
REFERENCES.....	103
APPENDICES	110

LIST OF TABLES

Table 4.1: Summary of Response Rate50

LIST OF FIGURES

Figure 2.1: Procurement Legal Frame Work within Procuring Entities	18
Figure 2.2 : Procurement Complaints Review System in Tanzania	21
Figure 2.3: Conceptual Framework for the study	38
Figure 4.1: Distribution of the Respondents' Years Experience	50
Figure 4.2 : Respondents' Opinions on Procurement Planning Process.....	53
Figure 4.3: Crosstabulations to Cost Estimates Basing on Market Survey	54
Figure 4.4: Submission Of Appropriate And Timely Procurement Requirements....	60
Figure 4.5: Response on Adequacy of the Bidding Documents	61
Figure 4.6: Crosstabulation on Adequacy of Bidding Document.....	62
Figure 4.7: Response on Publishing Procurement Opportunities in Appropriate Media	64
Figure 4.8: Response on Delays by Tender Board Quorum	66
Figure 4.9: Respondents' Opinions to Tender Evaluation Completion on Time	
Figure 4.10: Respondents' Opinions on Conducting Due Diligence to Suppliers, Contractors and Service Providers.....	69
Figure 4.11: Respondents' Opinions on Bid Validity Period	70
Figure 4.12: Respondents' Opinions on Compliance to Tendering Evaluation criteria by PEs	72
Figure 4.13: Respondents' Opinions on Tendering Evalauation Criteria by Suppliers	73
Figure 4.14: Respondents' opinions on Bidders' price against market price.....	74
Figure 4.15: Opinions on Appointment of Appropriate Contract Manager.....	75

Figure 4.16: Respondents' Opinions on Preparation of Contract Documents and Its
Implementation78

Figure 4.17: Respondents' Opinions on Preparation of Contract Documents78

Figure 4.18: Crosstabulations on Sufficeint Provisions for Controlling Delays of
Works or Goods Delivery79

Figure 4.19: Crosstabulations on Provision of Adequate Controls on Effecting
Payments To Suppliers or Contractors80

Figure 4.20: Respondents' opinions on Contract execution and Monitoring.....82

Figure 4.21: Crosstabulation on Preparation of Inspection reports for Goods
and Progress reports for Works.....86

Figure 4. 22: Maintainance of procurement records within PEs.....87

Figure 4.23: Crosstabulations on Responses from PEs on Procurement Records88

LIST OF ABBREVIATIONS AND ACRONYMS

AO	Accounting Officer
CPAR	Country Procurement Assessment Report
CTB	Central Tender Board
CUIS	Common Use Items and Services
EPC	European Policy Committee of European Commission
GN	Government Notice
GOJ	Government of Jamaica
MOF	Ministry of Finance
NPPPU	National Public Procurement Policy Unit
PCCB	Prevention and Combating Corruption Bureau
PEs	Procuring Entities
PMU	Procurement Management Unit
PPA	Public Procurement Act
PPAA	Public Procurement Appeals Authority
PPRA	Public Procurement Regulatory Authority
PPU	Procurement Policy Unit
PSPTB	Procurement and Supplies Professional and Technicians Board
OECD	Organisation for Economic Cooperation and Development
RTT	Republic of Trinidad and Tobago
SPB	State Procurement Board of South Australia
SPSS	Statistical Package for Social Science

CHAPTER ONE

1.0 INTRODUCTION AND BACKGROUND OF THE STUDY

1.1 Introduction

This chapter introduces the study on the role played by procurement function in the public expenditure management and various public procurement reforms in Tanzania. The need for procurement processes in achieving effective public procurement system are discussed. The reasons for why many governments in developing countries pay attention to public procurement are also presented. Furthermore, this chapter covers the background of the study, statement of the research problem, objectives of the research, research questions, relevance of the study and organisation of the study.

1.1.1 Background of Public Procurement Reform in Tanzania

The public procurement has a tremendous impact on the economic, social, political and legal environment (RTT, 2005). The public procurement of services, goods and works on average, accounts to an estimate of 15 per cent of the gross domestic product (GDP) worldwide (OECD, 2008). According to annual report of PPRA (2013), PEs expenditure on procurements represent 41 per cent of the total Government budget for the financial year 2010/2011. This is after collecting awarded contracts from 80 per cent of the PEs.

The Government of Tanzania has realized the importance of public procurement to the economic development of the country and its contribution to poverty reduction as well as good governance. As part of its effort to improve public procurement system,

in 1996 Crown Agent was engaged as consultant to study the country's procurement system and assess its adequacy. Based on the Crown Agents report, the Government enacted the Public Procurement Act No. 3 of 2001 (PPA, 2001) and its Regulations. This Act provided for the establishment of the Central Tender Board as the central coordinating body for public procurement activities within the government. The same Act established Public Procurement Appeal Authority (PPAA) to deal with resolution of complaints and disputes arising from the government procurement process. Under this procurement regime, CTB was mandated to regulate procurement activities and procuring entities were allowed to do procurement up to a certain threshold and those that were above the threshold provided in the regulations CTB has to process the procurement on behalf of the PEs.

The shortcoming of this arrangement was that, CTB was performing procurement functions and working as regulator while there was no other regulatory body to monitor it. There were also no time limits to process procurement actions. In 2002, the World Bank engaged a consultant to carry out a country procurement assessment. The Country Procurement Assessment Report (CPAR, 2003) came up with a number of recommendations for improving procurement system. These recommendations include the establishment of procurement journal, amendment of PPA 2001 to PPA 2004 and its Regulations of 2005, and the establishment of Public Procurement Regulatory Authority, and Public Procurement Appeals Authority.

Furthermore, the Tanzanian procurement system established Government Procurement Service Agency to handle procurement of Common Use Items System through framework agreement used by procuring entities. Furthermore, the

Government has recently enacted PPA, 2011 to address some of the weaknesses noted under the PPA,2004. The new regulations are under preparation by the Ministry of Finance. It should be noted that most procurement procedures are unchanged as per regulations of 2005. However, the legal power and functioning of some institutions like PPRA, PPAA and organs within procuring entity such as PMU, AO, TB, Governing Bodies are clearly stipulated in the new Act. Furthermore, a function of complaints review by PPRA has been shifted to PPAA.

To ensure that public entities comply with the Public Procurement Act and attain value for money in spending public funds, the Government created control system that consists of Controller and Auditor General office for overall control on enforcement of Public Finance Act, 2001 on public expenditure and PPRA on overall control on procurement functions to public entities using public funds. Also, there are established Internal Audit Units in every public procuring entity for monitoring and periodic audits, and advising on the best use of public funds accordingly on finance and procurement procedures.

The Ministry of Finance and Economic Affairs has other units namely; Technical Audit Unit and Government Asset Management Unit responsible for monitoring performance of construction projects and verification of assets acquired by public entities respectively. Finally, there is established Prevention and Combating Corruption Bureau as oversight body and mandated to prosecute any wrongdoings in spending public funds and entrusted authorities by public officers on matters related to corruption.

1.1.2 The Background of the Study

Public procurement process is a function that includes all stages of the process of acquiring property, works and services, involving the use of public funds to accomplish specified public goals. It begins with the identification of the need to completion of the contract. The needs are evaluated, scope of works, products, or services identified, form of delivery and methodology for making contractual choices determined, contractual arrangement entered into and works or services performed (RTT, 2005).

Efficient public procurement system is a part of the requirement of the public expenditure management in modern budget systems. The sound procurement policy and practice can reduce the costs of public expenditure; produce timely results, stimulate the development of private sector; and reduce waste, delays, corruption and government inefficiency (Djurovic-Todorovic and Djordjevic, 2009). On the other hand, the inefficient use of public funds can be generated from problems across the entire procurement process from the definition of the needs and creation of the bidding documents, to a lack of transparency and competition in the process followed for announcements, bidding, evaluation and award of contracts, to poor contract supervision (OECD, 2005).

Public procurement process is bound to be executed within stipulated legal framework while advancing government goals (Murray,1999). The procuring entities may have internal objectives such as cost, efficiency and timely delivery of services or goods. On the other hand, the entities has to serve the goals of the general public who are tax payers and may happen that all of them have conflicting goals (Schapper

et al, 2006). This makes the procurement process more complex to the procuring entities for attaining expected objectives. As a result, many PEs are suffering from huge losses due to poor management in the procurement processes (Shirima, 2009). The procurement process mainly encompasses procurement planning, tendering and contract management (OECD, 2010).

The procurement planning and tendering processes had impact on duration taken to execute works, services or goods to be delivered as well as quality and cost of the acquired goods, works or services. The contract management phase enables public entities to get desired quality of deliverables, at the targeted time and within budget. There is need for paying attention to procurement processes such as procurement planning, tendering and contract management, and needs holistic approach. Procurement planning and tendering processes play a pivotal role of the procurement process for having smooth contract management and ultimately delivering expected outputs. Thus, in order to have sound procurement system, efficient procurement processes are of paramount importance to procuring entities.

1.2 Statement of the Problem

Effective and efficiency procurement process have positive results to social impacts which include improved prospects of achieving other government objectives, increased access by local market to government contracts, enhanced reputation for government institutions, and improved social services such as better roads, airports, schools, clean water, reliable electricity, hospitals (Erridge, 2005). A poor public procurement process results in higher cost to the government and the public. It results to delays in executing projects or delivery of goods or services which result to

cost escalation, poor project execution and delays the delivery of benefits to the beneficiary of the procurement requirement (Shirima, 2009). It also results to poor workmanship of works contracts, delivery of substandard goods, delays of benefits anticipated by beneficiaries and foster element of corruption in the procurement process (Sarfo, 2011).

The assessment on effectiveness of the procurement process revealed that 43.8 per cent of contract assessed do not have adequate provision for administering quality, time, cost and scope (CPAR, 2007). It revealed that 62 per cent of contracts assessed had incomplete records. The sound record keeping of procurement process plays an important role for easier contract management and more effective as without complete records may result to difficulties in dealing with disputes or claims raised by suppliers or contractors and consuming a lot of time for settling it (Alex, 2007). However the PPA (2004) provides guidance to procuring entities on standard processing times in the tendering process, complaints review mechanisms, selection of appropriate procurement methods as well as procedures for managing procurement proceedings and contract management for goods or works. On other hand, PPRA as an oversight body on procurement functions in the country has been issuing various guidelines and circulars for interpretation of the PPA and its regulations in order to expedite execution of the procurement process.

Despite of all these efforts made to streamline public procurement processes in the country, still there are complaints that procurement processes are ineffective and do not provide value for money. There are opinions that, procurement processes are among other things that hinder in realizing value for money to procurements made

to public sector (Shirima, 2009). The procurement processes had a problem on PEs attempting to modify legal provisions through solicitation documents or evaluation teams using criteria other than those stipulated in the solicitation documents issued to prospective bidders. Furthermore, there is also a problem of PEs failing to observe issues like bid validity period and thus awarding tender beyond stipulated time (Mamiro, 2010).

Limited studies have been conducted to assess the elements of procurement processes resulting to poor performance of procurement functions. This created the need for undertaking further studies on procurement process in public procurement towards sound procurement processes from submission of the procurement requirements, procurement planning, tendering and contract administration. It is an opinion of the researcher that, these public outcries and weaknesses noted on procurement processes need a thorough study. This entailed to analyse the role of procurement processes from initiation of procurement to contract management.

1.3 Research Objectives

The main objective of this study was to analyze the role of procurement processes towards achieving effectiveness of public procurement. The specific research objectives were:

- i) To examine the extent to which procurement plan affects effectiveness of public procurement system;
- ii) To examine the extent to which tendering process leads to effective public procurement system; and

- iii) To examine the extent to which contract management contributes to effective public procurement system.

1.4 Research Questions

The study was guided by the following questions:

- i) To what extent does procurement plan affect the effectiveness of public procurement system?
- ii) To what extent does tendering process leads to effective public procurement system?
- iii) How does contract administration contribute to effectiveness of public procurement system?

1.5 Relevance of the Study

This study has a significant impact to many stakeholders including various institutions of the Government, private sectors, academicians and the researchers. To the Government insitutions like procuring entities who form part of these study, will use the findings of this study as a tool towards improving their current procurement practices in achieving targets of the their organisations.

For the policy makers like Ministry of Finance and Economic Affairs through their Directorate of Procurement Policy, PPRA, PPAA, Procurement and Supplies Proffessional and Technicians Body (PSPTB), Government Procurement Service Agency (GPSA) and similar bodies, this study will act as a trigger in improving public procurement policies and regulations where appropriate. Again, to academicians and other researchers, this study will motivate them in carrying out

further studies for the purpose of contributing in their findings regarding the analysis of procurement processes towards the effectiveness of public procurement system. Above all, this study is a partial fulfilment of the requirements for the award of the Masters of Business Administration (MBA) in Logistic and Transport Management.

1.6 Organization of the Study

The study is structured in five chapters. Chapter One presents the introduction part of the study which covers the background, statement of problem, research objectives, specific objectives, research questions, significancy of the study and its limitations. Chapter Two presents the literature review on theoretical analysis and empirical studies. The theoretical analysis covers pillars of public procurement, the procurement legal framework, institution set within procuring entities, complaints review mechanism, competitive procurement methods, and procurement processes in the public procurement system.

The empirical studies review is presented on some practical studies which have been done similar or relevant to this study in Africa and Tanzania. Chapter Three presents a brief description of the research design and methodology used for undertaking this study. Chapter Four presents the data analyses and discussion of the key findings of the study on the procurement processes. Chapter Five presents a last part of the study. It provides conclusions and recommendations. Also, it presents recommended areas for future studies.

CHAPTER TWO

2.0 LITERATURE REVIEW

2.1 Overview

This chapter presents the literature review related to the topic under the study. It attempts to define different concepts as used in the study. It also reviews both theoretical and empirical studies conducted by other professionals in the context of procurement processes and its challenges in the public sector.

2.2 Definitions of Concepts

To make this study understandable and meaningful, an effort has been made to briefly define some of the concepts pertinent to the study. The concepts are used in different discussions of this study.

2.2.1 Procurement

Procurement means buying, purchasing, renting, leasing or otherwise acquiring any goods, works, services by a procuring entity spending public funds on behalf of the ministry, department or regional administration of the Government or public body and includes all functions that pertain to the obtaining of any goods, works, or services including description of requirements, selection and invitation of tenders, preparation and award of contracts (PPA, 2004). Procurement is all about purchasing the right quality of material at the right time, in right quantity, from the right source and at the right price. Thus, public procurement means acquisition of goods, services and public works in a timely manner that results in the best value to the government and the people (Baily,1998). In this study, the term procurement was used in the same sense.

2.2.2 Public Procurement

Public procurement means procurement made by procuring entity using public funds to acquire goods, works and services required to satisfy certain needs in the right quantity, time, quality and price. It involves management of the acquisition of goods, works and services to achieve value for money through professional, auditable and transparent framework (Alex, 2007). It ranges from the purchase of routine supplies or services to formal tendering and placing contracts for large infrastructure projects by a wide and diverse range of contracting authorities (NPPPU, 2005).

According to Mamiro (2010), public procurement process stretches from procurement planning, budget allocation, bid invitation, bid evaluation, contract award, and contract management. The public procurement has both economic and social benefits which are reflected in the legal framework of procurement functions and it has a crucial role of integrating social and economic sustainable benefits to stimulate employment strategy (Wickenberg, 2004). PEs follow PPA (2004) and its regulations (2005) and are subject to government audits in their use of public funds. The same views were used in this study.

2.2.3 Public Funds

Public funds mean monetary resources appropriate to procuring entities through budgetary processes, including the Consolidated funds, grants, loans, and credits put at the disposal of the procuring entities by local or foreign donors and revenues generated by the procuring entities (PPA, 2004). Public money in this context, includes money received by a public body regardless of source, or money received

by a non-public body from a public body. The underlying philosophy is that once a body is spending public money there follows an obligation on that body to account for value for money, which by definition encompasses efficient and effective delivery of the property or services for which public money is spent (RTT, 2005).

A procuring entity refers to a public body or any other body or unit established and mandated by the government to carry out public functions (PPA, 2004). This means any Ministry, Department, Local Government Authority, Statutory Body, Executive Agency, Public Company or any other agency in which the Government owns controlling interest, that is at least 51 percent and/or in which the Government is in a position to direct the policy of the entity. In this study, the same views were taken into consideration.

2.2.4 Procurement Process

Procurement process means successive stages in the procurement cycle, including planning, choice of procedures, measures to solicit offers from tenderers, examination and evaluation of those offers, award of contract and contract management (PPA, 2004). In other words, the procurement process spans a life cycle from identification of the need, through the selection of suppliers, to post-contract award management, including disposal (Sarfo, 2011). The study used the same views in discussing on the procurement process.

2.2.5 Value for Money

According to Msita (2007), value for money is defined as the optimum combination of the whole-life cost and quality (fitness for the purpose) to meet the users'

requirement. The users' requirement among others includes quality of acquired goods, timely delivery, customer satisfaction, reasonable price and quality of people undertaking procurement functions (Kakwezi and Nyeko, 2010). Value for money, needs continuous improvement in the efficiency of internal processes and systems and requires public entities to maintain structures that avoid unnecessary costs (Mamiro, 2010). In this study value for money was used in the same context.

2.3 Theoretical Analysis of the Study

This study focused on procurement processes towards the effectiveness of public procurement system. The public procurement system entails institutional set up and legal framework in executing procurement processes.

2.3.1 Principles of Public Procurement System

According to the World Bank (2000) and PPA (2004), the public procurement system is based on the four suggested basic principles of maximizing economy and efficiency; promoting competition and encouraging maximum participation by suppliers, contractors and consultants; fair and equitable treatment of all suppliers, service providers and contractors; encouraging national manufacturing, contracting and service industries; integrity, and achieving transparency and accountability in the procurement process.

Maximizing economy and efficiency in procurement process is concerned with purchasing of goods/services to the required quality of intended purpose in the required time and at the right price (Arrowsmith, 2010). In other words it is termed as value for money (VfM). The principle of economy and efficiency requires the

usage of funds allocated in way that envisaged goals will be attained while on the other side achieving desired results on the procurement process with minimum resources involved. Broadly, the term value for money is concerned with the economy, effectiveness and efficiency of a product, work or service in the procurement process (Mamiro, 2010).

In general terms, economy refers to minimising the costs of resources used without compromising quality. Efficiency refers to maximising the output for a given level of input, and effectiveness refers to actual outcomes compared to intended outcomes (Bucharest, 2003). Secondly, it refers to promoting and encouraging competition among eligible suppliers, contractors or service providers in acquisition of goods, works and services by PEs provides better value in terms of lower price and acceptable quality in the procurement process (EPC, 2007). This principle plays the role of minimizing opportunities for corruption and collusive activities through the elimination of environment that do not allow many eligible suppliers or contractors to participate in public procurement offerings (GOJ, 2010). The issue of selecting procurement method and setting requirements on particular tender has to be guided by this principle. The type of procurement method selected has repercussion on the effectiveness and efficiency of the procurement process.

Thirdly, ensuring fairness and equity in procurement proceedings is an important pillar in public procurement. This is attained by PEs through taking into account the best interests of a public authority, in giving all eligible suppliers, contractors, and service providers equal opportunities to compete in providing goods or executing works or providing services (PPA, 2004). It requires that comparable situations

should not be treated differently and that different situations are not treated similarly otherwise the differences or similarity in treatment can be justified objectively (Weller *et al*, 2011).

The Act requires that all payments due to suppliers, contractors or service providers are made promptly in accordance with terms of the procurement contract so as to maintain credibility and creditworthiness of a public authority. Where not suppliers or contractors not paid on time interests must be charged for compensation of loss of value and the same be applied to suppliers or contractors delaying delivery of works or goods by imposing liquidated damages. Fourthly, the importance of integrity, accountability, and transparency in procurement process forms other basic principles of public procurement.

The principle of transparency is concerned with the legality, openness and publicity of public procurement awarding procedures adopted by PE. Timely and proper notices of procurement processes carried out as well as equal criteria and conditions known in advance and providing a room for accessing information on procurement proceedings contribute to attainment of transparency (Mlinga, 2008). The transparency principle requires that information regarding the procurement process be in the public domain. Potential suppliers of property and services should have full access to information on the procurement requirements, rules and decision-making criteria. Bids are opened publicly and award decisions are published (RTT, 2005). For effective public procurement system, there is a need of ensuring competition and equal access, probity, and accountability by making the public procurement processes as transparent as possible, requiring the public disclosure of all relevant

information (Jones, 2007).

Accountability is defined as situation where the government or PEs and individual officials on the one hand and suppliers, contractors or service providers on the other hand must be accountable for the correct and complete execution of their tasks and duties and the decisions and actions being made in their areas of responsibility. The records explaining and justifying all decisions and actions made should be created and archived (Wiehen and Olaya, 2006).

The principle of integrity requires that the procurement process are honest and in compliance with the respective laws, regulations and guidelines that the best available, most suitable technical expertise is employed in a non discriminatory manner, fair and open competition resulting to a quality product , service or works execution at fair price that take into consideration of expected goals by PE and the public at large (*Ibid*). The procurement has to be carried out without any influence of corruption which can be in the form of bribes, personal interests, political reasons or any other grounds favouring one firm to be awarded the contract (Arrowsmith, *et al*, 2010).

Lack of integrity in the procurement process, prevents PEs in achieving value for money and results to delay of the procurement process due to delayed decision and complaints which may be lodged by suppliers, contractors or service providers involved on the particular procurement. For procurement to achieve its goals, integrity need to be exercised through professionalism in undertaking procurement proceedings. Professionalism is a discipline whereby educated, experienced and

responsible procurement officers make informed decisions regarding procurement operations (Sarfo, 2011). For the purpose of this study, principle of efficiency, economy, transparency, accountability and fairness as well as integrity of the procurement processes in public procurement was a major concern. The extent to which these procurement processes adhere to the hallmarks of public procurement aforementioned has a vital role in attaining the effectiveness of public procurement system. The procurement system operations depends on legal framework which includes policy, law, regulation, complaints review and institutional set of procurement functions within PEs.

2.3.2 Procurement Legal Framework in Tanzania

The legal framework of the procurement system in Tanzania since the enactment of PPA(2004) has the PPRA as an oversight body of all related procurement functions. PPRA oversees through monitoring procurement proceedings. Also, it carries out procurement contract, and performance audits, investigations where appropriate and development of procurement guidelines such as standard bidding documents and request for proposals as well as evaluation guidelines.

Furthermore, there is established PPAA with the function of resolving complaints and disputes arising from the procurement process. This is an authority which provides an opportunity for aggrieved contractors or consultants, suppliers or service providers to appeal for review of the tender processes. Where misprocurement is revealed, PPAA may recommend among other things termination of procurement proceedings, payment of compensation for any reasonable costs incurred by the supplier or contractor. It has final decision unless unsatisfied party appeals to the

court of law. On other hand, PE has overall responsibility of initiating, processing and managing its own procurements. Therefore, PPAA and PPRA exercise its mandate based on procurement reports from PEs. PPAA and PPRA has independent powers on procurement process but PE has to report to both authorities where required as provided under the PPA (2004).

2.3.3 Procurement set up Within Procuring Entity

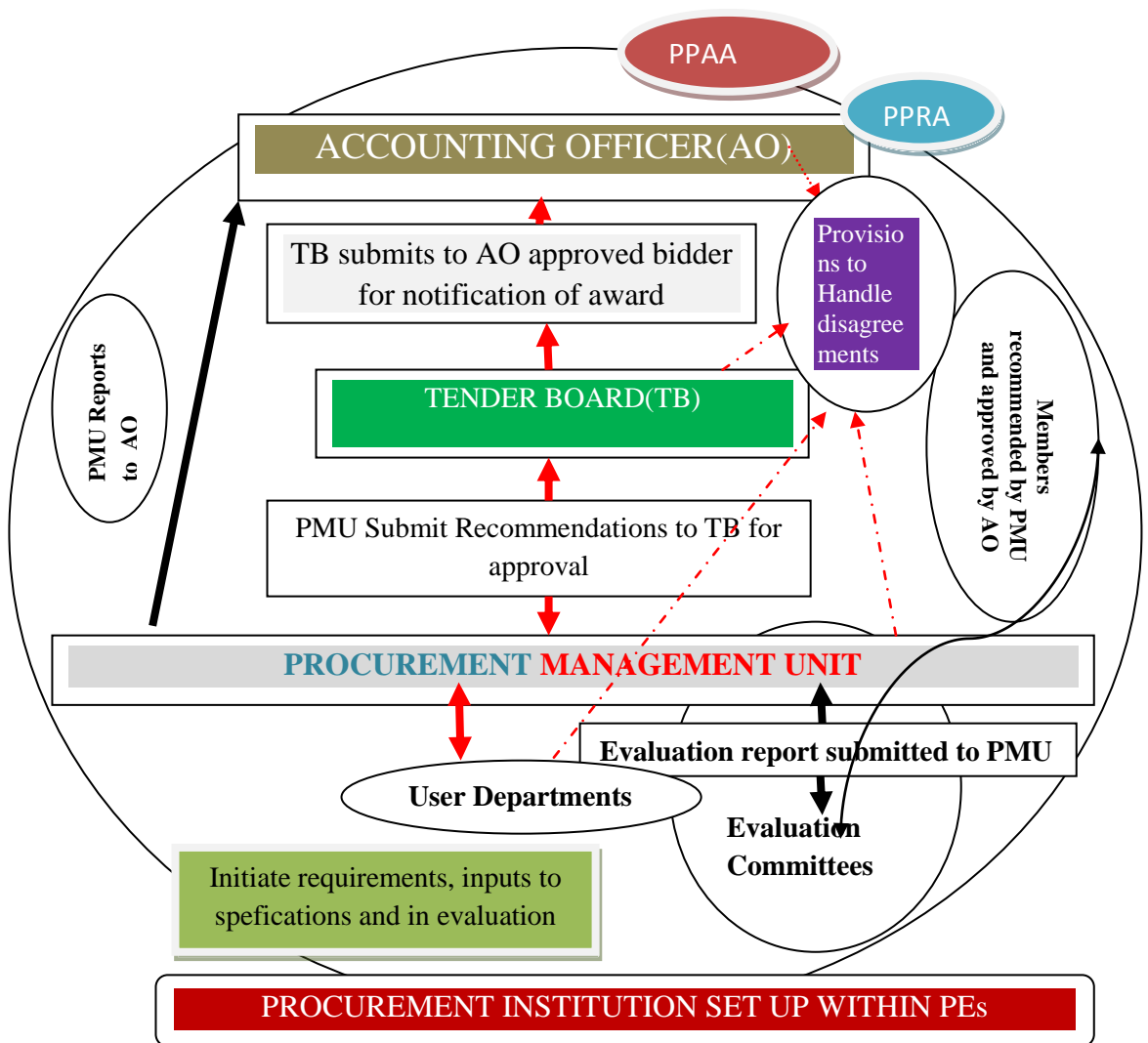


Figure 2.1: Procurement Legal Frame Work within Procuring Entities

Source: Mlinga (2006)

To ensure compliance with the PPA(2004), PEs has legal organs established under the Act for executing procurement functions. These organs include AO, Tender Boards, PMU, user department and Evaluation Committee. According Section 38 of the PPA (2004), these organs have to work independently while dealing with procurement functions and usually evaluation committees are appointed on ad hoc basis for specific tender evaluation. The functioning and responsibilities of these organs in the procurement process are as indicated in the Fig.2.1.

The Act stipulates responsibilities of each organ and its limit of jurisdiction. The user department has a duty of assisting PMU throughout the procurement process to point of contract placement. Also, it has the responsibility of providing technical inputs to statement of requirements, technical specifications, certifying payment to suppliers, contractors or service providers, preparing any report required by PMU, Tender Board or the AO, reporting any departure from terms and conditions of awarded contract as well maintaining and archive records of contract management. Furthermore, user department prepares work plan for procurement based on approved budget and submits it to the PMU. The PMU has overall responsibility to manage all procurement of the PE except adjudication and award of contract, prepares advertisements of tender, prepares tender and contract documents, preparation of procurement plan, recommends procurement procedures and act as a secretariat to the Tender Board.

The Tender Board is mandated to adjudicate recommendations from PMU and award of tenders, review applications for variations, addenda or amendments to ongoing contracts, approving procurement procedures as well as tendering and contract

documents. Section 31 of the Act, gives powers to Tender Board that no PE shall advertise, invite, award or sign contract unless it has been approved by the Tender Board. Pursuant to Section 33 of PPA (2004), AO has overall responsibility for the execution of the procurement process including communicating award decision, certifying availability of funds, signing contracts, ensuring the implementation of awarded contract adheres to the terms and conditions of the contract. Also, the AO is mandated to appoint TB for tenure as provided in the Act, PMU staff on permanent basis and evaluation committee on ad hoc basis to carry out tender evaluation for specific procurement. The Head of PMU reports to the AO on his or her daily procurement proceedings. The procurement process commences with the user departments by submitting its requirement to the PMU. The PMU prepares documents and advertises, issues and receive bids. The evaluation committee is proposed by HPMU and approved by AO.

The committee recommends award of tender to the PMU after completion of tender evaluation. The HPMU reviews evaluation reports and submit its recommendations to the Tender Board for adjudication. Once approved by the Tender Board, the HPMU prepares a briefing on the decision and submit to the AO for approval. The AO where satisfied himself or herself with the Tender Board decision communicates award of tender. Therefore, this indicates clear distribution of responsibilities for each organ established under the Act of 2004 within procuring entities.

2.3.4 Procurement complaints Review Mechanism

The legal and regulatory framework of the country procurement system provide for procurement complaints resolution. Section 79,80,81 and 82 of PPA, 2004 provides

procedures to be followed by the bidder when aggrieved by any decision in the tendering process as shown in Figure 2.2.

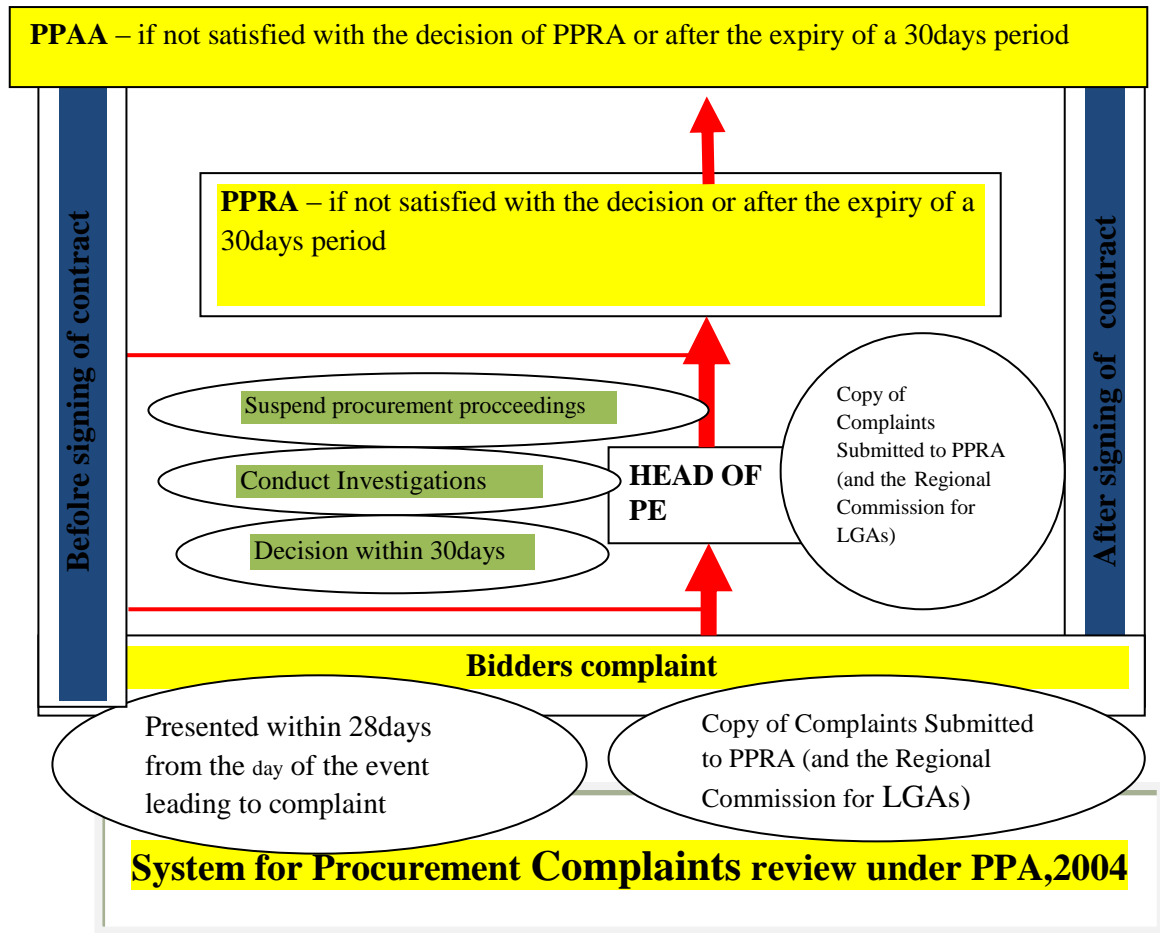


Figure 2.2 : Procurement Complaints Review System in Tanzania

Source: Mlinga (2006).

This is a three tier appeal system which involves PPAA, PPRA and AO. However, with the new enactment of PPA,2011, the tier for resolving complaints has been reduced to two tier system whereby the PPRA has been exempted in the process. However, the complaints review mechanism has time limit. This has an impact on delays of the procurement process. The time taken to review the tender decision will result to increase lead times of the expected goods or works.

2.3.5 Procurement Methods in Public Procurement

In public procurement, default procurement method is competitive tendering except otherwise, as provided in the Act and its regulations. For Tanzania, the basis for selecting the type of procurement method are provided in the PPA (2004) under Regulations 65 -71. These include competitive methods, restricted competitive method, single source procurement method, competitive quotations and minor value procurement (direct quotations). Each procurement method selected has impact on achieving effectiveness of public procurement process. However, default procurement methods used as per law are two open competitive methods which include International Competitive Bidding and National competitive bidding.

International Competitive Bidding(ICB) requires PEs to advertise the invitation for bids to all eligible and qualifies prospective bidders in international and national media such as international journal and newspapers, dg-market and local newspapers. Furthermore, the bid prices are quoted in foreign currencies in whole or partly in local currency. According to the PPA, 2004, the Intenational Competitive Bidding requires maximum processing time of 126 days where there is no prequalification and 146 days where it involves prequalification of prospective bidders. Time provided covers just part of the procurement process from the preparation of solicitation documents to contract signature.

The other known competitve tendering method is National Competitive bidding (NCB). The NCB is used where the goods, works or services are available locally at prices below the international markets. Both local and foreign suppliers or

contractors are eligible to participate in the tendering process. The only difference between ICB and NCB is the limitation of invitation in local media only such as newspapers and PPRA journal. Also, payment to selected bidders may be made wholly in Tanzanian Shillings. The procurement processes for NCB is the same as for ICB with exception to maximum processing times provided in the Act. The Act provides indicative maximum processing times for NCB as 111 days and 137 days without and with prequalification time respectively. According to Shirima (2009), where NCB is used as a method of procurement, the procurement process of getting supplier or contractor may require 120 days and the duration can be reduced if the PEs conduct the process more efficiently.

Generally the method of procurement that the PE can choose to use for a particular procurement requirement depends on the nature and size of a procurement in terms of value, its procurement element and the urgency with the goods, works or services to be procured (Worldbank, 2003). Competitive bidding is a default procurement method, thus is inevitable by the procuring entity. This is due to the fact it provides open and fair procedures and adheres to hallmarks of the public procurement which includes transparency, accountability, fairness as well as economy.

The purpose of competitive tendering is to achieve value for money in the public money spent through the level of competition in a single tender. The two methods described above have very long procurement process as evidenced the maximum time given. Furthermore, the time for no objection from donors or bank has not been included. This is another area of outcry of the procuring entities when dealing with donor funded procurements.

2.3.6 Procurement Process

The procurement process adopted in the public sector needs to be consistent and transparent in such way that its decisions are clearly made and well documented (Mlinga, 2008). According to PPA(2004), procurement process starts where the need of the procurement arises through planning, choice of procurement method, tendering (implementation of the procurement plan), contract award, and contract management.

2.3.6.1 Procurement Planning

Preparation of procurement plan and budget as well as packaging of procurement in a manner that will speed up implementation is an area that faces a lot of challenges (Shirima, 2009). Planning is a process that consists of many steps and the bottom line is that, planning is not concerned with future decisions but rather with the future impact of decisions made today (Thai, 2004). Furthermore, procurement planning involves the process of identifying which business needs can be best met by procuring goods, works or services outside the organisation.

This process involves where to procure, how to procure, what to procure, how much to procure, and when to procure (Garret and Rendon, 2005). This concurs with the study by Boma (2007) which revealed that procurement plan describes which product will be acquired from suppliers, when and how they will be acquired. This process requires user departments to support the PMU by timely and appropriate submission of the procurement requirements. Also, PEs are required to conduct regular market survey on prices of various procurement requirements for establishing realistic budget/cost estimate.

The preparation of procurement plan is a mandatory requirement under Section 45 of PPA(2004) for procuring entities for the purpose of avoiding emergency procurements and splitting to defeat the use of appropriate procurement method wherever possible. Furthermore, procurement plan enables aggregation of its requirements wherever possible, both within the PE and between PEs to obtain value for money and reduce procurement costs and make use of framework contract wherever appropriate to provide an efficient, cost effective and flexible means to procure works, services or suppliers that are required continuously or repeated over the a set of period time.

The annual procurement plan addresses all the need of user departments within the procuring entities. It indicates the appropriate procurement methods to be used for each procurement, and finds the best way of minimizing the cost of the procurement process without compromising the quality of the material required as well as meeting users delivery time line (Mlinga, 2008). Frequent changes of the procurement methods indicated in the approved procurement plan, is an indication of poor procurement planning process thus resulting to ineffective procurement process.

Procurement plan preparation commences with the identification of the need for procurement arising from the government budget, which indicates the total sum of money allocated for procuring entities in fulfilling its objectives and set targets in a given financial year. In compiling such plans, a PE shall establish the appropriate method of procurement to be employed for each requirement as set out in the regulations and the time scale for each procurement shall then be calculated on the

basis of the standard processing times, as set out in the regulations, allowing any necessary margin for delays in transmission of documents or clarification of tenders. From this timescale, the start dates and critical points in the procurement process shall be set out in the procurement plan.

In order to maximize economy and efficiency in its procurement or disposal, a procuring entity may group goods, works, or services of a broadly similar or related nature, or pool assets for the purposes of common disposal into single tender or number of tenders of a size and type that will be likely to attract the most prospective bidders provided that is practicable and will not cause unreasonable delay in the procurement process(*ibid*). Moreover, procurement plan needs to organise TB meetings in a minimum number so as to minimize transactions costs for tender proceedings and avoid some delays caused by inadequate TB members qorum due to frequent absence of some members (PPA, 2004). Furthermore, the procurement plan needs publication through all approved media so that transparency and competition can be improved. This includes publishing through newspapers, websites of PPRA and PEs website (PPA, 2004). Also, timing of the publication of the procurement plan makes the procurement processes more effective and suppliers are provided with ample time for preparation to work with PEs.

The paucity of procurement plan in PEs is a major weakness which may result to deviation from using appropriate procurement method. Thus, triggering inefficiency of the whole procurement process or may warranty ad hoc unjustifiable emergency procurement (Basheka, 2008). The effect of poor procurement planning is escalation of cost due to changes of prices, emergency procurement, contract variations as well

interests charges over time and overrun of time in implementation phase (Vafaisee, 2010). Preparing proper procurement plan provides a good basis for effectiveness of other procurement processes in the public procurement system which reduce delays, and ensure compliance with procurement law in acquiring goods, works or services in the public sector.

2.3.6.1 Tendering Process

The extent to which contracting of services provides benefits to the public entity, and the community is more dependent on the efficient and effectiveness of the competitive tendering process. The tendering stage is the critical part of the procurement process for achieving value for money in the procurement cycle. The subactivities of the tendering process are hereby summerized.

First is the preparation of the bidding documents. This is a requirement of the procurement law under Regulation 47 of GN. 97 of 2005 that, there must be genuine intention by AO to proceed with the procurement process or by inclusion in the procurement plan. This is a responsibility of the procurement officers to prepare tender documents in collaboration with the user department as priveded under Section 35 and 36 of the PPA (2004). Furthermore, the law requires the PMU to submit the completed tender document to the Tender Board (TB) for approval prior to issuing to prospective bidders (Section 30).

The efficiency and effectiveness of the procurement process will solely depend on how frequents TB members are available for adjudication and granting of approvals. The tender document contains all the necessary information for invitation of bids

(advertises), evaluation criteria, and terms and conditions of the future contract. The prepared tender document put in place procedures for the management of the contract, which includes contract variations including change control, cost monitoring, ordering procedures, payment procedures, payment procedures and reporting. According to (Garrett and Rendon, 2005), this is a stage where documents needed to support solicitation process are prepared. It involves documenting program requirements and identifying potential sources.

The poorly prepared solicitation documents has several negative effects to procurement process, thus resulting to delays of delivery of the goods, works or services required. The negative effects include among others selection of unqualified contractor, supplier or service provider which in turn results to poor performance by failing to deliver the goods, works or service on time, at right cost, and quality prescribed. Also, delays and cost overrun of the procurement process may occur due to queries or addenda arising from ambiguous specification, terms of reference, weak terms and conditions of the contract set forth in the bidding document or request for proposal for consultancy services. According to PPA(2004), the appropriate specifications, schedule of requirements and drawings submitted by users minimizes all the risks aforementioned. Also, adequately prepared bidding documents can minimize cancellation of tenders and lodging of complaints, hence contributing to effective procurement process.

The second process is the evaluation of bids. Procuring entities issue approved tender advertisement on media prescribed by the governing procurement guidelines.

Usually, the PPA (2004) requires advertising tender opportunities in newspapers of wider circulation and PPRA's website and journal, PE's website, and other media as deemed appropriate. The PMU issues prepared bidding documents, register all submitted bids and convene public opening ceremony meeting. The minutes of opening submitted bids are maintained and archived in respective procurement file. The PMU recommends the composition of the tender evaluation committee with consideration of their experience, expertise and skills on the procurement at hand for evaluation (Section 37) to the Accounting Officer for approval.

It is normal practice to appoint some members of the committee from user department and procurement specialists with adequate knowledge and skills on the tender floated. Lack of skills and knowledge governing the procurement at hand to the appointed evaluation committee may have detrimental effect to completion of evaluation tasks and submission of inadequate tender evaluation report to the PMU (Jones, 2007). However, the PPA (Section 37) allows PEs to compose evaluation committee with external members where required skills or experience are not available from within. Dedicated, energetic, and ethical employees are always hard to find, and hiring individuals with special skills is even harder (Lan *et al*, 2005).

The adequacy and proper tender evaluation enables PEs to select the appropriate suppliers or contractors which provide assurance for better performance of the contract and reduce unnecessary complaints (Mamiro, 2010). For observing fairness and ethical procurement processes, evaluation committees needs to adhere to evaluation criteria set forth in the bidding documents issued (PPA, 2004).

The approval process is yet another stage to be followed. From initialization of the procurement process to delivery of goods, works or services require various approval from different approving authorities within and outside the PE. For tendering process, the PPA (2004) requires approval of AO for procurement requirements which were not included in the approved annual procurement plan, procurement method chosen, draft tender advertisement and bidding document by the Tender Board. Also, in the same tender one needs to obtain approval of evaluation committee members by AO and tender evaluation report by Tender Board and granting acceptance of award of tender to the successful bidder by AO.

Furthermore, where tender award decision requires negotiation procedures then, the approval of issues to be negotiated is required, where the minimum and maximum limits of negotiation are set and approval of recommended members of negotiation committee shall be obtained from the Tender Board by PMU and approval on the same after completion of negotiation prior to granting acceptance of award of tender by AO. This bureaucratic procedures on procurement process approval has repercussion on cost to the PE as a result of inflation and interest rate on delayed payments as well delaying benefit of the project or procurement required to the government and taxpayers (Sarfo, 2011). As a result, may hinder achieving effectiveness of public procurement system.

The other stage is award of contract and contract signature. According to the PPA(2004), procurement process provide 7days for completion of award and contract signature. At this phase, there will be some negotiations where required and obtaining no objection where the procurement is donor funded. However, improper

tender evaluation has had repercussion in attaining envisaged effectiveness and efficiencies of the procurement processes. It is at this stage where the evaluation report may not be approved by the Tender Board or donors and instructing re-evaluation or re-tendering depending on the deficiencies noted in the evaluation. The same can be done by the AO and donors where not satisfied by decision of the Tender Board and PE respectively. Hence, procurements may result to back and forth which may delay the procurement process and service delivery. Also, it is an area prone to complaints from aggrieved bidders.

In general terms, where award of contract is granted by the Tender Board and AO, PEs through PMU has to communicate award decision to the successful bidder and unsuccessful bidders participate in the subject tender for the purpose of transparency as one of the key pillars of public procurement. The transparency of the procurement process adds confidence to the unsuccessful bidder and trust in participating in the future procurement opportunities thus attracting more prospective bidders resulting to firm competition which results to awarding tender at competitive prices (Arrowsmith *at el*, 2010).

2.3.6.2 Contract Management

Contract management commences after contract signature and all precedence conditions of the contract such as performance security or bond are finalized. The process enables both parties to the contract to meet their obligations in order to deliver the objectives required in the contract. Contracts are in most cases complex, involves multiple actors, may last long and may consume a lot of resources if not properly managed (OECD, 2011). It is concerned with the mechanics of the

relationships between the buying agency and supplier for development and implementation of procurement contract. This corresponds to the requirement of the law (Regulations 97 of 2005) which recognize the entry of force of the contract when written letter of acceptance has been issued to the supplier or contractor, or written procurement contract has been sign between parties.

The PEs through Contract Manager are responsible for effective management and monitoring of scope, quality and timely delivery of goods or services, process and timely completion of works at acceptable quality in accordance with the terms and conditions of each contract (Procurement Regulations 121 of 2005). The competence of the contract manager in managing procurement contracts are indispensable attaining the best results of the procurement contract. Regulations 117 - 127 of GN.97 of 2005 provide guidance on management of contracts entered on issues like, treatment of variations orders, time extension of the contract, inspection and acceptance of goods, enforcement of penalties where non performance has been experienced and certifying of paymenets to suppliers, contractors or service providers.

Contract administration ensures that each party's performance meets the contractual requirements. The process includes activities such as measuring contractors' or suppliers' performance, managing contract change control process, disputes resolution, measuring and reporting's contractors performance, and conducting risk management (Garrett and Rendon, 2005). The better contract performance depends on the terms and conditions of the contract and willingness to implement it accordingly. The adequacy of clauses such as disputes resolutions, price fluctuation

and adequate controls for effecting payments improves performance of the contract. Therefore, it eliminates issuing of payments to suppliers or contractors to undelivered or substandard goods or works. The procurement law requires procuring entities to carry out inspection of goods upon delivery and its inspection and acceptance reports should be prepared as basis for certifying and issuing payments to suppliers.

On other hand, the procurement law requires preparation of progress report for works executed by contract manager for monitoring performance of contractors in terms of time, quality of works and cost. Also, it forms a basis for granting time extension where requested by contractors. Furthermore, for delayed works contractors has to pay liquidated damages and procuring entities are obliged to pay interests on delayed payments to contractors or suppliers. Poor contract management leads to undefined roles and responsibilities, lack of the satisfactory level of performance, delivery of poor quality product or works, and untimely decision or approval on contractual issues (Alex, 2007).

2.4 Empirical Studies

This section provides various studies undertaken within and outside Tanzania especially in Africa in relation to the topic under study. The study compares various outcomes and scrutinized findings for establishing a research gap.

2.4.1 General Studies

Generally, procurement oriented problems arising from planning, and tendering plays a key role in delaying various procurements during contract management.

These problems have resulted to delays. They are associated with cost overrun in the contract execution phase. In construction industry, causes of delays and cost overrun are results of inefficient procurement process (Sweis *et al*, 2008). Failure to comply with the existing procedures of project procurement process resulted to delays and cost overrun within the project (Vafaiee *et al*, 2010). Moreover, the study revealed that, lack of comprehensive plan for conducting deliveries, from the first project inception up to the project close out made it constantly behind the schedule and led to many effects on project budget. Westring (1997) pointed out attributes that causes of delays to extensive post-award negotiations, delays in the preparation of technical specifications and drawings, delays in evaluation, an extensive system of controls, reviews and approvals and land ownerships disputes.

The aforementioned reasons fall under the procurement cycle as discussed in the public procurement process and justifying the existence of inefficient and ineffective public procurement system. According to Brandmeier and Rupp (2010), success factors for overall procurement process include use of cross sectional teams, high hierarchical positioning of the procurement function, strong cooperation with other functions, training and development of the procurement personnel as well as continuous evaluation. The successful procurement processes lead to effective public procurement system.

2.4.2 Studies in Africa

Within Africa, public procurement system is the song of everyday. Most African countries spend a lot of public moneys through procurement transactions. These include own funds from taxpayers and donor funds which are allocated for

development projects in Africa. Empirical studies from Ghana on effects of Public Procurement Act (663) on public financial management performance, revealed that the preparation of procurement plan takes longtime thus causing delays in procurement process. Moreover, the study revealed that, long time evaluation of tenders, payment to contractors or suppliers, and cumbersome procedures in procurement were among causes of delay in procurement process (Sarfo, 2011).

Again, studies on procurement planning and local governance in Uganda revealed that procurment planning has paramount importance in facilitating the governance process in local governments and critical stages of procurement planning are essential for ensuring accountability. Also, it can be noted that, cooperation between Accounts or Finance department, PMU and other user departments is an essential key factor for proper preparation of procurement plan (Basheka, 2008). Another study from Kenya by Patrick *et al* (2010) procurement practices among Secondary Schools in Mosoch Division of Kisii County in Kenya revealed that regulations have had a significancy influence on procuring of goods, lead time while the same regulations has less significant influence on transparency of the procurement process and quality of goods procured.

2.4.3 Studies in Tanzania

Since the introduction of public procurement reforms in Tanzania and the enactment of PPA in 2001, many studies have been conducted relating to public procurement system. Some studies focused on the procurement planning and value for money challenges in the public procurement which forms part of effective public

procurement process. The studies reveal that procurement planning is a key tool for achieving efficient procurement process in order the procuring entities to meet its envisaged goals (Haraba, 2008).

According to Kaswaka (2009), inefficient procurement planning is caused by many factors including presence of stakeholders' negative perception to role of procurement plan as a results were not proper prepared and implemented. The low level of understanding and capacity in preparation of procurement plan were also noted as major constraints as well as delay in release of funds were major constraints to effective procurement plan implementation. Also, noted were lack of skills and capacity of staff entrusted with handling procurement functions.

Another study by Mamiro (2010), revealed that achieving value for money in public spending is a big challenge due to lack of appropriate procurement skills and incompetence among managers and staff responsible for procurement requirement within the procuring entity. They reiterated further that rigid rules regulating public procurement function exacerbate the challenge and may results to difficulties in achieving value for money. Haraba (2008) in his study on factors affecting preparation and controlling of procurement plan, revealed that lack of cooperation between Procurement Management Unit and other departments in the course of preparation of procurement plan, results to inadequate procurement plan not exhausting all procurement requirements from user departments, and delays in submitting procurement requirements by user departments. This was echoed by Mapande (2008) on the study of the impact of procurement plan in enhancing performance of the organisation.

The study conducted by Kisinga (2011) on establishing challenges that hinder application of preferential treatment to local bidders in Tanzania, shows that lack of support from top management, lack of knowledge by PEs and service providers or suppliers are the main issues persisting in public procurement. Furthermore, the study revealed that poorly trained workforce in the procurement department and lack of political will contribute to ineffective application of preferential treatment to local providers or contractors hence leading to ineffective public procurement system.

The study conducted by Rashid (2009) on assessment of attitude of bidders towards public procurement process shows that tendering process on aspect of evaluation takes about 60 to 90 days contrary to the requirement of PPA No.21 of 2004. The law provides maximum time for evaluation of 30 calendar days. Also, the study reveals that most bidders and some of public procurement practitioners lack knowledge of the public procurement act and its regulations in areas of preparing tender document, tendering procedures and tender evaluation. The study went further to give evidence that there are noted transparency in tender opening procedure and evaluation criteria provided in the bidding document issued. The study aimed at investigating transparency practised in undertaking different stages of procurement process in Urban Water Supply and Sewerage Authorities.

2.5 Research Gap

From the empirical studies sampled, it is evident that there are studies undertaken on the effect of Public Procurement Act on public financial management performance and some have touched just part of the procurement process, particularly on delays

to procurement planning and contract management. The effectiveness of procurement process varies from country to country and the type of procurement as well as financing arrangement. The reasons for inefficient public procurement in Uganda and other countries might be different to Tanzania. Furthermore, the majority of the studies undertaken are based on case study of single procuring entity. This provided an opportunity for undertaking research on analysis of procurement processes on effectiveness of public procurement to a number of procuring entities, to explore contribution of procurement processes in achieving effective public procurement functions and recommending appropriate measures of minimizing and controlling challenges therein.

2.6 Conceptual Framework

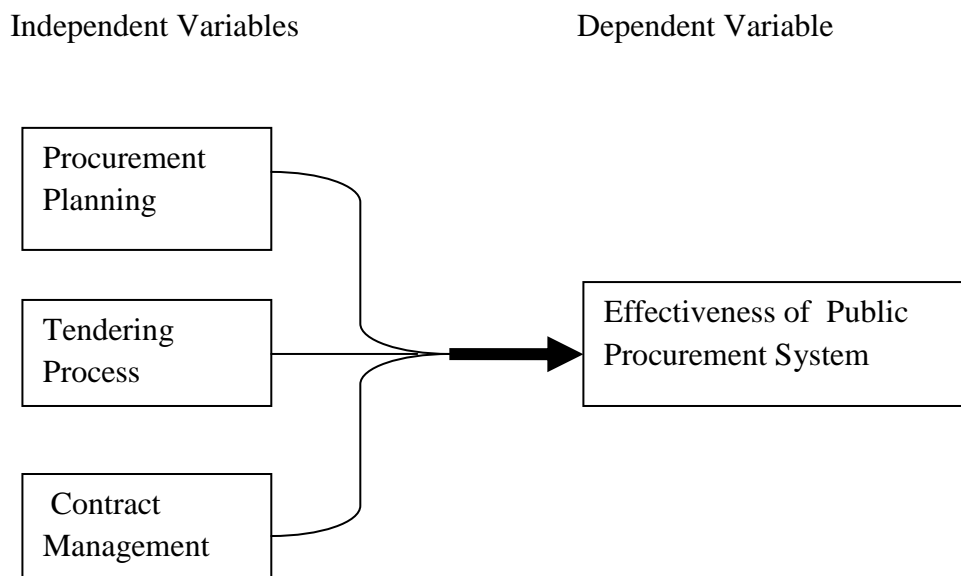


Figure 2.3 Conceptual Framework for the study

Source: Own Developed Model (2013)

The study has established a conceptual framework for achieving effective procurement process. The concept consists of two variables namely the "dependent variable" and "independent variables" as shown in the Figure 2.3. The Conceptual framework of the study is discussed below to present the relationships between dependent variable and independent variables as illustrated in Figure 2.3.

On Effective Public Procurement System the management of public procurement process is one of the vital responsibility of the procuring entity as it has a wider implication in ensuring good governance because all government departments charged with providing services depend on the performance of the procurement process. Thus there is a need of devoting maximum efforts to procurement functions to improve systems of governance in public sector (Kabaj, 2003). The procurement process needs holistic approach from planning to contract management, where its actual outcomes are expected. The successful procurement process should provide outcomes that give value for money and ultimately attaining effectiveness of public procurement system (Mamiro, 2010). The achievement needs to have effective and efficient procurement processes described in the following paragraphs.

The Procurement Planning is the most important activity in the procurement cycle. Any delay on its preparation or insufficient procurement plan will result to lagging behind of the subsequent activities and transaction cost overrun in acquiring goods, works or services required by the public sector in accomplishing its goals and the taxpayers at large (Mlinga, 2008). The cost escalation may be due to time elapsed which suffers fluctuation of prices of services, goods or works materials and equipment. A proper and sufficient prepared procurement plan will result to

minimized delays and transactions costs in the procurement proceedings through the selection of appropriate procurement method and well planned Tender Board and PMU meetings (Mlinga, 2008).

Moreover, Tendering Process is a key phase of procurement process which involves preparation of solicitation documents, evaluation of bids received, approvals and negotiations. The solicitation documents play an important role towards successful procurement process. It is through these documents, procuring entity are able to select the best supplier, service provider, contractor or consultant for undertaking or supply of procurement requirement (Mlinga, 2008). Evaluation of bids or proposal is arguably the most complex and significant part of any procurement process, and central to evaluation is the formulation and application of suitable award criteria.

Proper evaluation will follow stipulated evaluation criteria setforth in the solicitation document. The degree of adequacy of the evaluation report will depend on the competence of appointed evaluation committee. Also, approvals are very important part of the tendering process. In public procurement, there has been all the time complaints on the government procedures to be bureaucratic tending to slow the procurement process which results in the long procurement cycle (Sarfo, 2011). Again, where financing are by donors and donor procurement guidelines are used, then every stage of procurement has to be submitted for no objection and at the same time their guideline requires to obtain all internal approvals prior to submission of the same (PPA, 2004). This means there are two approval for each stage of tendering process, which consumes alot of time, thus lengthening procurement cycle which make it inefficient and ineffective procurement process.

Furthermore, Contract Management is another crucial part of the procurement process and it plays a big role to ensure that targets and anticipated deliverables are attained by the procuring entity (SPB, 2011). It is where the actual goods, works or services are delivered as per terms of reference, specification and terms and conditions of the contract entered by PE. Successful contract management, PEs will be able to manage cost/budget, contract period/time and quality of service, goods or works delivered (Alex, 2007). The goods, works, or services acquired will be delivered on time, cost and quality and payment due to suppliers, service provider or contractor will be made on time. The good contract management requires timely decision making on requested approval from the service provider or contractor as well as timely release of funds from financing authority (SPB, 2011).

CHAPTER THREE

3.0 RESEARCH METHODOLOGY

3.1 Overview

This chapter provides the roadmap of the research adopted in order to meet the objectives of the study as described in Chapter One. A brief description of the research process and approaches in collecting and analysing data and the reasons thereof in selecting a particular methods are presented. Therefore, the chapter provides the research strategies and design, the population of the study, area of the study, sampling procedure, variables and measurement procedures, methods of data collection as well as data processing and analysis.

3.2 Research Strategies and Design

This study was an explanatory study. The explanatory research aimed at formulating a problem for more precise investigation or developing the working hypothesis from an operational point of view. Its major emphasis is on the discovery of ideas and insights (Kothari, 2004). Given the nature of the study and objectives outlined of the study, the research used quantitative method by collecting data using structured questionnaires and interviews at some point.

The study used graphs which generate numerical data as a means of data analysis collected using questionnaires. Krauss (2005) reveals that many qualitative researchers operate under different epistemological assumptions from quantitative researchers. For instance, according to him, many qualitative researchers believe that the best way to understand any phenomenon is to view it in its context. They see all

quantification as limited in nature, looking only at one small portion of a reality that cannot be split or unitized without losing the importance of the whole phenomenon. On the other side, the quantitative research involves an objectives of studying things by collecting and using numerical data (White, 2000). Under this method, mathematical and statistical treatment were to help and evaluate the findings of the study. Two important concepts to be build into the research design are validity and reliability (White, 2000).

In this regard, validity concerned with the idea that all the research design fully addresses the research questions and objectives thus requiring much efforts on planning prior to conducting the research. To ensure validity of measures, data were gathered from the respondents. Questionnaires and interviews were applied to clear any ambiguity that would have arisen. The unity were ensured adequate representation. On other hand, reliability is concerned with consistency and research, and whether another research can use the research design and obtain the similar findings. In this study questions were asked to different respondents thus data can be compared to get concrete information. Also, the data collection instruments were pre - tested.

3.3 Survey Population

The population for conducting this study was drawn from Government procuring entities. According to PPRA, procuring entities are categorized under Ministries, Independent Departments, Agencies, Authorities, Parastatals organisations, Regional Administrative Secretariat (RAS) which are called Central Government and Local

Government Authorities (LGAs) which consists of Cities, Municipals, and District Councils.

3.4 Area of the Study

Due to time and budget constraints, procuring entities were conducted within Dar es Salaam City. This minimized time consuming for collection of data and correction of data where necessary as were within perimeter of researcher's residence. But also major procuring entities in terms of procurement volume (high expenditure on procurement functions) are established within Dar es Salaam City.

3.5 Sampling Design

This part focused on detailing the sampling frame and techniques used in conducting this study. The detail for each part of the sampling design are as explained below.

3.5.1 Sampling Frame

The sample frame of this study composed of contractors, suppliers or service providers and procurement specialists or officers working directly or indirectly in discharging procurement functions in public procuring entities. The questionnaires were distributed to 125 procurement specialists or officers in the procuring entities sampled for this study. The sampling were on PEs that indicated to have high value of procurement transactions in the annual performance evaluation report of PPRA for the financial year 2010/2011. PPRA is the only mandated authority for dissemination of performance results on procurement functions within mainland Tanzania. This period was selected to enable the findings reflect the current practice

of undertaking procurement processes towards effectiveness of public procurement functions. On the other hand, 30 questionnaires were distributed to contractors, suppliers and service providers for the purpose of eliminating biasness of response from the procurement officers.

3.5.2 Sampling Techniques

Twenty five (25) procuring entities from the category of Agencies /Authorities, Ministries, parastatals, Independent Departments, one Regional Administrative Secretariate office and Local Government Authorities of Dar es Salaam. The first five PEs with high spending of public funds on procurement functions from each group were selected. This was done on the assumptions that PEs with high volume will be in a better position to share their vast experiences and challenges they are facing than PEs with low volume of procurements. But also, the sampling assumed that these were PEs furnished to great extent with main facilities for undertaking procurement functions and they are not limited with options of engaging economic operators.

As the study was based in Dar es salaam City, there were only four LGAs and one Regional Administrative Secretariat Office selected instead of five from each category. A purposive total of at least 125 procurement specialists or officers from all PEs were provided with questionnaires. Moreover, 30 contractors, suppliers or service providers had experience in public contracts and that were willing to respond on pre set questions in analysing procurement processes were used as part of this study. The study concentrated on procurement related to goods, works and non-consultancy services only. This is due to the fact that both goods, works and non-

consultancy services use the same regulations under the PPA(2004) and both are the most spending of the government funds. According to PPRA annual report (2010/2011), works procurement accounts 60.0% , Goods accounts 30.1% , Non Consultancy accounts 5.9% and Consultancyservices account 4.0%.

3.6 Variables and Measurement Procedures

The study used both primary and secondary data in addressing the independent and dependent variables. The main objective was to analyze procurement processes as independent variables which include procurement planning, tendering process and contract management. The conceptual framework on variables of the study is presented on Figure 2.3.

The data for analyzing procurement processes were collected from primary sources by undertaking survey to procurement specialists and contractors, suppliers or service providers. The primary data were obtained using structured questionnaires distributed to PEs staff and economic operators. The independent variables were measured qualitatively using the quantitative data analysed for each elements of the procurement processes. Moreover, interview was conducted to seek their opinion on their reasons for their responses on some of the key issues related to procurement processes.

3.7 Methods of Data Collection

In this study various methods were adopted for data collection for analysing procurement processes on the effectiveness of public procurment system as discussed in the subsequent paragraphs.

3.7.1 Primary Data Collection

Primary data are those data which are collected afresh and for the first time, and thus are regarded to be origin in character (Kothari,2004). In analysing the procurement processes, primary data were collected through structured questionnaires and person interviews. These interviews with individuals were unstructured personal interviews. According to White (2000), this approach is a favourable method as it provides more information that are in greater depth and enables the researcher by his/her own skills to overcome resistance if any from respondents as well as its flexibility in restructuring questions.

The structured questionnaire as the main tool assisted the researcher in answering research questions of the study. This approach has advantage of being free from the biasness of the interviewer and where respondents are not easily reached can be easy to meet conviniently (Kothari, 2004). The questionnaire was designed in such way that it was easier and took minimum time for respondents to attend the questions. The Likert Scale was adopted for analysing procurement processes: 1- Strongly Disagree ; 2 - Disagree ; 3 - Uncertain; 4 - Agree, 5 - Strongly Agree.

3.7.2 Secondary Data Collection

The secondary data for this study included documentary, multiple sources and survey data. Documentary data includes but are not limited to organisation's data and other sources such as government publications, reports, website, journals and others that are already available in PEs or related authorities. In analysing procurement processes, procurement related documents issued by PPRA on periodical basis particulalry annual performance report and procurement journals were consulted.

3.8 Data Reliability and Validity

In order to ensure the reliability and validity of the data collection instrument, pre-test was carried out. Questionnaires developed were shared with my colleagues in the department of procurement and other procurement professionals. The comments and their observations were taken into consideration. This stage revealed the suitability of the methods and instruments that were employed in the study. This consequently led to early detection of errors and distortions in the questionnaire which were corrected in the process.

3.9 Data Processing and Analysis

The collected data from the entities and private sectors such as suppliers, contractors or service providers were analysed using triangulation method. Part of the data collected were analysed using qualitative method and responses from collected questionnaires were analysed using quantitative method. The findings were computed into percentages and subsequently presented in the form of bar charts and tables.

The support of computer programmes such as Microsoft Excel and Statistical Package for Social Science (SPSS) were employed to analyse the collected data to help interpret the findings. The reasons for selection of these programmes were that, these techniques facilitated word processing and data analysis very easy and accurate pictorial presentations. The open-ended questions were analysed by listing all the important responses given by the respondents. The responses were considered based on the relevance to the study. This gave the general idea of the study with respect to the analysis of the procurement processes.

CHAPTER FOUR

4.0 DATA PRESENTATION, ANALYSIS AND DISCUSSION OF THE FINDINGS

4.1 Introduction

This chapter is primarily concerned with the presentation and analysis of data and discussion of the findings collected from questionnaires opinion survey. It includes identification of the main problematic areas in the procurement processes under different stages of the procurement cycle and their effects towards effectiveness of public procurement system. Also, the chapter presents the comparisons of responses results from different categories of the procuring entities. Moreover, the chapter covers the individual interviews on procurement processes towards effectiveness of public procurement.

4.2 Characteristics of the Respondents

The respondents of the administered questionnaires were grouped into two main groups. The first category covered the respondent from public sector (procuring entities) and on the other side respondents from economic operators. For the purpose of this study, the economic operators' respondents were the one from contractors, suppliers or service providers. The procuring entities were categorized as per PPRA classification which includes respondents from Ministries, Local Government Authorities, Independent Departments, Agencies/Authorities and Parastatals.

The questionnaires were distributed equally to procurement specialists or officers directly or indirectly who performed procurement functions in their respective categories of PE. Also, questionnaires were distributed equally to staff working

under contractors, suppliers and service providers who participate in the public procurement. Through survey, 119 questionnaires were received from individuals, from both PEs and economic operators which accounts 77 per cent of the questionnaires distributed physically. The target for response on administered questionnaires was 75 per cent. Table 4.1 shows the response on the distributed questionnaires.

Table 4.1: Summary of Response Rate

Category	Entity Type	Questionnaires Distributed	Response Received	Response Rate
Procuring Entities	Ministries	25	20	80%
	Agencies/Authorities	25	21	84%
	Independent Departments	25	18	72%
	Local Government Authorities	25	15	60%
	Parastatals	25	22	88%
Economic Operators	Contractors	10	7	70%
	Suppliers	10	8	80%
	Service Providers	10	7	70%
Overall		155	119	77%

Source : Field Data (2013).

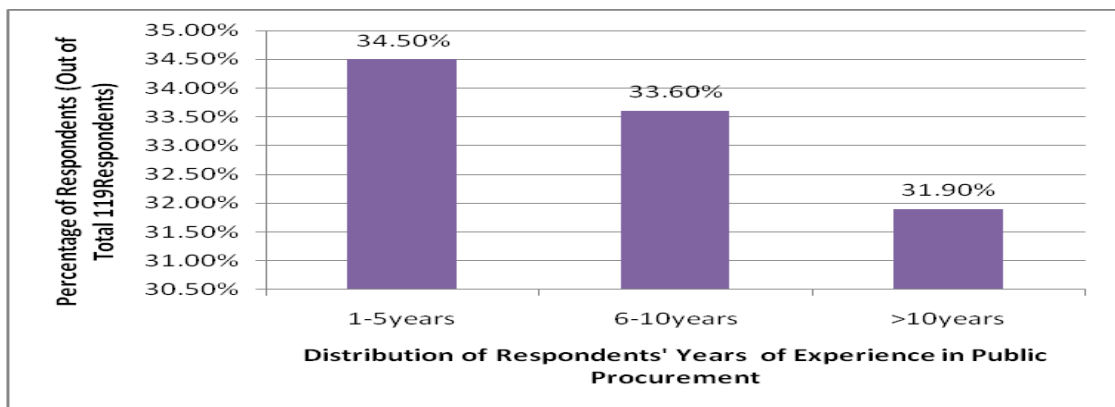


Figure 4.1: Distribution of the Respondents' Years Experience

Source: Field Data (2013).

In PEs, questionnaires were directed to the Heads of Procurement Management Units of respective procuring entities for response and distribution to the their staff expereined in the public procurement. The same were distributed to technical staff of economic operators responsible for preparation of tender documents and contract administration with PEs for response and distribution to their staff experienced in public procurement system. 34.5 per cent of the respondents had less than five(5) years of experience in the public procurement system, and 33.6 per cent of respondents had experience between 5 years and 10 years.

Also, 31.9 per cent of the respondents had more than ten (10) years of experience in public procurement system. The majority of the respondents had experience more than 5 years, which yield 65.5 per cent of the respondents surveyed. The Public Procurement Act of 2004 is eight years old and its Public Procurement Regulations of 2005 has seven years of age. It is discernible that many of the respodents had worked with the Act and its regulations for adequate time thus indicating that the information provided through questionnaires survey are reliable and realistic.

4.3 Findings, Analysis and Discussion

After collection of data from administered questionnaires, the data were entered into Excel sheet, where responses were sorted and processed ready for transferring them to SPSS sheet for analysis. After running SPSS, the results were presented in the form of table, diagrams and charts for interpretation of the findings. The Likert scale of five points were transformed to three points scale as follows: 1-2 represent Disagree(2); 3 response represent Uncertain(3); and 4-5 represent Agree (5). The

frequency distribution table for questionnaires' response of transformed results are presented as Appendix IV and Appendix V.

The main objective of this study was to analyze procurement processes in public sector towards effectiveness of public procurement system. The specific objectives were to examine the extent to which procurement plan contribute to effectiveness of public procurement system, the extent to which tendering process leads to effective public procurement system and the extent to which contract management contribute to effective public procurement system. Therefore, the analysis and discussion of the findings are as per aforementioned study objectives.

4.3.1 Procurement Planning Process And Effectiveness of Public Procurement System

It should be noted that the first study objective was to examine procurement planning process towards achieving effectiveness of public procurement system. The findings and discussion are presented in the context of preparation of cost estimates basing on market survey, whether tenders are floated as per prepared procurement plan, whether procurement method used are the same as planned, timely approval of procurement plan, and publishing of General Procurement Notices in appropriate media. Since the enactment of the Public Procurement Act of 2004, there had been emphasis on the preparation of the procurement plan for achieving effective public procurement process. The study sought to find out whether or not procurement plan are prepared adequately to achieve envisaged goals.

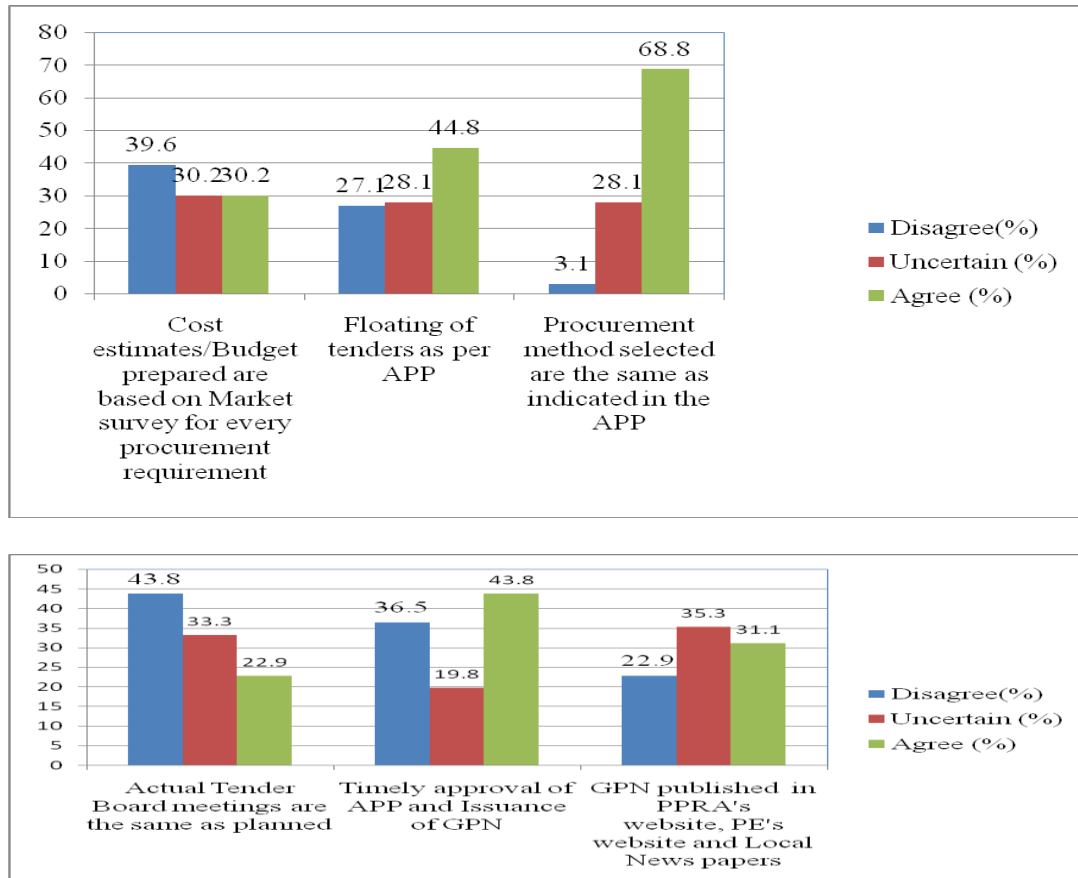


Figure 4.2 : Respondents' Opinions on Procurement Planning Process

Source: Field Data (2013)

4.3.1.1 Cost Estimate/Budget for Procurement Requirements

It is apparent that most of the cost estimate prepared by the procuring entities on individual procurement requirement are not realistic. From Figure 4.2 above, 39.6 per cent respondents from procuring entities disagreed that cost estimate/budget are prepared basing on market survey. On other hand, 30.2 per cent agreed that market survey are conducted in preparing cost estimate for each procurement requirement. The remaining 30.2 per cent were uncertain on conducting market surveys in public sector. The challenge of obtaining realistic cost estimates or budget for each procurement requirement is supported by study conducted by Ambe (2012) which

revealed that poor planning and budgeting affected public procurement. Failure to obtain actual prices through market survey has negative impact on the performance of the contract as well as tendering process. Such impacts are cancellation of tender process due to inadequate budget, excessive variation orders and failure to achieve anticipated quality of services or goods.

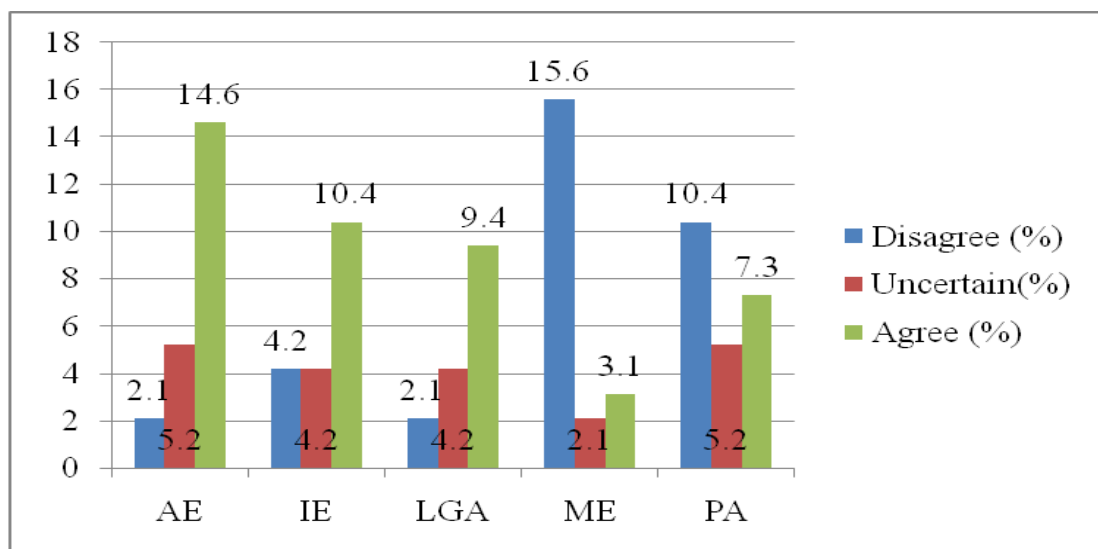


Figure 4.3: Crosstabulations to Cost Estimates Basing on Market Survey

Source: Field Data (2013).

The study through crosstabulations of responses from PEs indicated that the majority of disagreement that cost estimates do not base on market survey comes from ministries (ME) by 15.6 per cent followed by 10.4 per cent of Parastatals (PA). On other hand, support from Agencies and Authorities by 14.6 per cent followed by 10.4 per cent of Independent Departments and 9.4 per cent of Local Government Authorities (LGA) that market survey are conducted for preparation of cost estimates.

4.3.1.2 Floating of Planned Tenders

The public have been complaining that most of tenders appearing in the procurement plan by the procuring entities are only indicated in the paper and that are actually not implemented. They had an opinion that preparing procurement plan is meaningless as not all tenders shown in the plan are implemented. This study as per Figure 4.2 above, has revealed that 45 per cent of the respondents agreed that tenders are implemented as per annual procurement plan. However 27 per cent and 28 per cent of respondents disagreed and were uncertain respectively on floating tenders as per procurement plan.

This is close related to the responses by suppliers which indicate that only 30.4 per cent agrees with the question. The remaining 30.4 per cent and 39.2 per cent were for disagreement and provided uncertain responses respectively. This is an indication of not implementing all planned tenders by the PEs thus resulting to failure of the some activities to be accomplished as per action plan of the organization. On other hand, most of the procuring entities respondents blame the system of disbursement of funds, especially for entities entirely dependant on the treasury from the Ministry of Finance and Economical Affairs.

The entities revealed that they are experiencing delays in receiving appropriated funds and they come in piecemeal. The funds allocated to specific projects or activities received either no fund or half funds of the approved budget. The failure to process all tenders results to ineffective procurement system as the envisaged goals are not achieved.

4.3.1.3 Use of Procurement Method as per Procurement Plan

The study on adherence to the use of the procurement methods indicated in the annual procurement plan indicated that 68.8 per cent of the respondents agreed that the methods are implemented as per plan. The response concurs with the response from suppliers on the same question which agreed at 73.9 per cent of the respondents. This is more than half of the respondents agreeing that PEs stick on procurement method indicated in their procurement plans. This reveals an improvement of the procurement process as indicated that PEs have adequate understanding on the use of procurement methods thus, avoiding unnecessary changes during the implementation.

4.3.1.4 Proper Planning of Tender Board Meetings

One of the challenges of public procurement process is proper planning of the Tender Board meetings while preparing the annual procurement plan. The numbers of meetings have to be predetermined so that the associated costs, especially transactions costs are known in advance for budgeting purposes. Secondly, for improving efficiency of procurement process of the PE, meetings are prior determined by setting more than one approval from the Tender Board. Otherwise, every tender will have its own approval from the Tender Board. This is very costly to the Government and results to ineffective public procurement system as a lot of money are spent on transactions cost instead of the actual anticipated targets. The study conducted revealed that 22.9 per cent of the respondents agreed that actual Tender Board meetings are the same as planned. The rest 77.1 per cent of respondents consists of 43.8 per cent of disagree and 33.3 per cent of uncertain.

4.3.1.5 Timely Approval and Issuance of the General Procurement Notice to the Public

According to PPRA, the main objective of the GPN is to alert the public on various procurement opportunities available for each PE on particular financial year. This enables the private sector to forecast and prepare themselves on where to establish their business or trade with the public entities. The advertisement of the GPN to the public encourage competition as many suppliers, contractors or service providers become aware of the opportunities available hence improving the effectiveness of the public procurement system.

This study revealed that 43.8 per cent of the respondents from PEs agreed that GPN is approved and timely issued to the public. While the remaining 56.2 per cent consists of 36.5 per cent of respondents that disagree and 19.7 per cent of respondents were uncertain on whether the GPN is approved on time and issued to the public. The same question to suppliers revealed that none of the respondent agreed on timely issuance of the GPN to the public. The respondents indicated that 52.2 percent disagree and 47.8 percent were uncertain on whether or not publication of GPN was made on time. When asked for reasons of disagreement, suppliers said that they had experienced delay of publication of GPN and some do not publish at all during the beginning of the financial year.

One supplier was quoted saying, *"the financial year commence on July each year while most of GPN are advertised in September, October and November. At this point, we do not see the importance of the GPN. He argued further on why the GPN*

is not published before July of each financial year." To my understanding this might be due to delay of approval of the budget by the Parliament on the respective ministries. The PEs that publish their GPN on time, the majority are the one that have their own source of funds. They do not depend on the Ministry of Finance for operational costs and capital budget of their entities.

4.3.1.6 Publication of General Procurement Notice in PPRA's Website, PE's Website and Local Newspapers For Public Access

It is customary under the Public Procurement Act, all procurement opportunities have to be advertised in the local newspapers, PPRA's website, PPRA's journal and PEs website for ensuring transparency, fairness and adequate competition on a particular procurement requirement. This ensured the PEs in achieving competitive bidding process and thus enabling the PE selecting service providers or suppliers with competitive prices. The study revealed that only 31.1 per cent of respondents from PEs agreed that procurement opportunities are advertised in all media. The remaining 68.9 per cent consisting of 23.5 per cent disagreed and 45.4 per cent save uncertain responses. This indicates how transparency is limited in public procurement system thus making it inefficient and ineffective.

Again, responses from suppliers indicates that only 4.3 per cent agreed that all recognized media are used for advertising procurement opportunities. On other hand, the remaining 95.7 per cent consisting of 34.8 per cent disagreed and 60.9 per cent were uncertain. In both respondent type, the low percent of agreement with the issue indicates there is serious problem on publishing procurement opportunities when PEs are acquiring various goods or services.

When asked the reason for disagreement with the issue, some respondents blamed the failure of the PEs to publish procurement opportunities in their own website and most of the time PEs website are not updated regularly. The adverts are not posted in the same day as appearing in the newspapers. Again, the efforts made by PPRA in summarizing various procurement opportunities which are posted in its own website and weekly Tanzania Procurement Journal give just alert to the suppliers or service providers. The weekly journal appear in the DailyNews of every Tuesday as a suppliment attachment. However it did not have details for prospective bidders to understand exactly the need of the procurement and instruction for interested ones.

4.3.2 Tendering Process and Effectiveness of the Public Procurement System

The second objective of the study was to examine the extent to which tendering process leads to effective public procurement system. The analysis and discussion of findings focused on timely and appropriate submission of requirements, adequacy preparation of bidding documents, adequacy of tender opportunities advertisements, Tender Board Qorum, timely tender evaluation, bid validuty period, adherence to tender evaluation criteria, conducting due deligence on successful bidder, and verification of awarded bid price against maket prices. In assessing the practical extent to which the tendering process is exercised to achieve successful procurement process which ultimately results to effective public procurement system the findings are provided as illustrated in figures below.

4.3.2.1 Timely and Appropriate Submission of Procurement Requirements

The timely submission of procurement requirements like specification, drawings, Bill of Quantities, schedule of requirements and technical inputs to special

conditions of the contract enables the PMU to have adequate time for processing the requirement and hence sticking to the procurement plan with minimum alteration. On other hand, the quality of procurement requirements submitted for processing is a vital determinant for achievement of targets. For procurement like works or specialized equipments, the quality of technical specification or terms of reference as well as scope of works or services are of paramount importance towards successful tendering process which ultimately affects efficient of the procurement process.

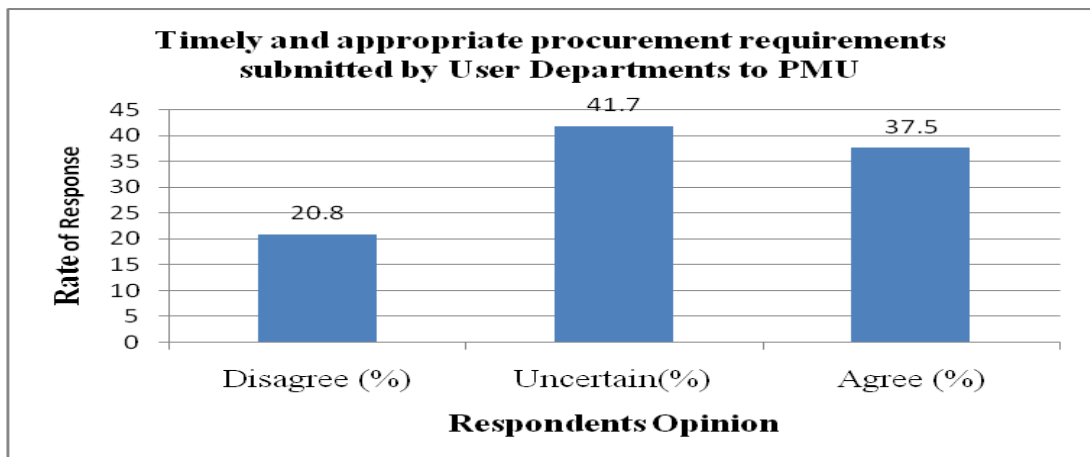


Figure 4.4: Submission of Appropriate and Timely Procurement Requirements

Source: Field Data (2013)

The study revealed that only 37.5 per cent of the respondents agreed that procurement requirements from user departments are submitted timely and well defined. However, 20.8 per cent of respondents disagreed and 41.7 per cent of the respondents were uncertain. The big number of uncertain and disagreement press an alarm on the research question. This indicates that to some extent there is a problem on submission of user requirements to the PMU for planning and initiation of the

tendering process.

The delay and inadequate inputs for procurement requirements from user departments cause delay of the tendering process and costly to the organisation. Poor defined requirement will motivate prospective bidders to submit ambiguous bid prices and sometimes complaints of unclear specification. When some respondents were asked the reason for such weaknesses, they clearly mentioned the incompetence of some user staff in their area of specializations and lack of knowledge on procurement legislation requirement.

4.3.2.2 Preparation of Appropriate Bidding Documents

The solicitation document is a determining factor for the future performance of the contract delivery. The quality and time for delivery of goods or works will solely depend on adequacy of the bidding documents issued to prospective bidders.

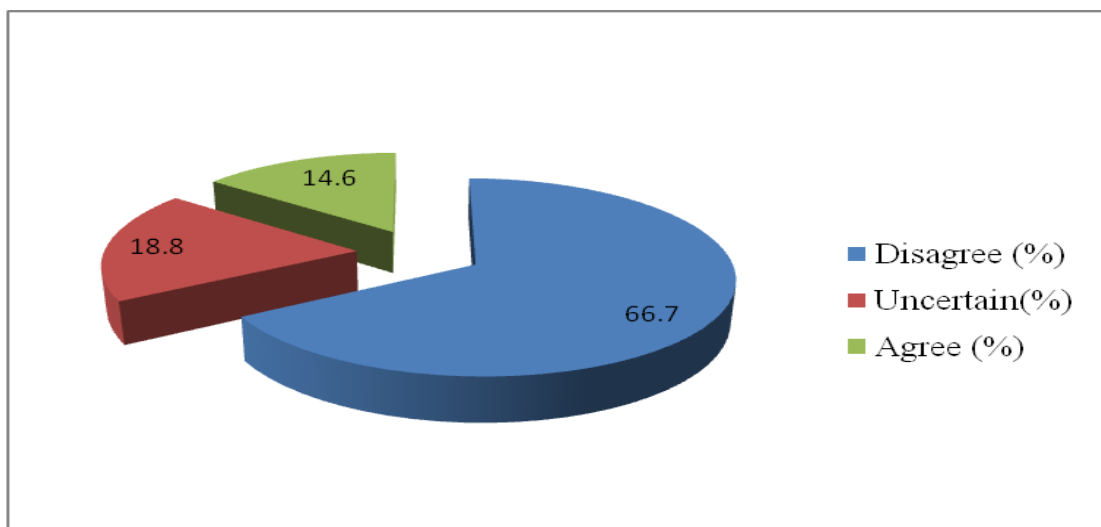


Figure 4.5: Response on Adequacy of the Bidding Documents

Source: Field Data(2013).

The findings of the study revealed that 66.7 per cent of the respondents from PEs did not agree that bidding documents were prepared adequately. This was supported by response from suppliers and service providers where 17.4 per cent agreed that bidding documents are adequately prepared by PEs. The public sector agreed by only 14.6 per cent on adequacy of the bidding documents issued to suppliers, contractors or service providers. This is echoed by the study conducted by Larasati and Watanabe (2010) that unclear bidding document is one of the major risk in procurement process experienced by the public sector. The poorly prepared bidding documents may result to submission of non-responsive bids, selection of incompetent suppliers or contractors and complaints by some bidders which also may delay the whole tendering process. Moreover, the poorly prepared bidding documents has impact on contract management such as cost escalation, delays, disputes, poor quality of deliverables and excessive variations.

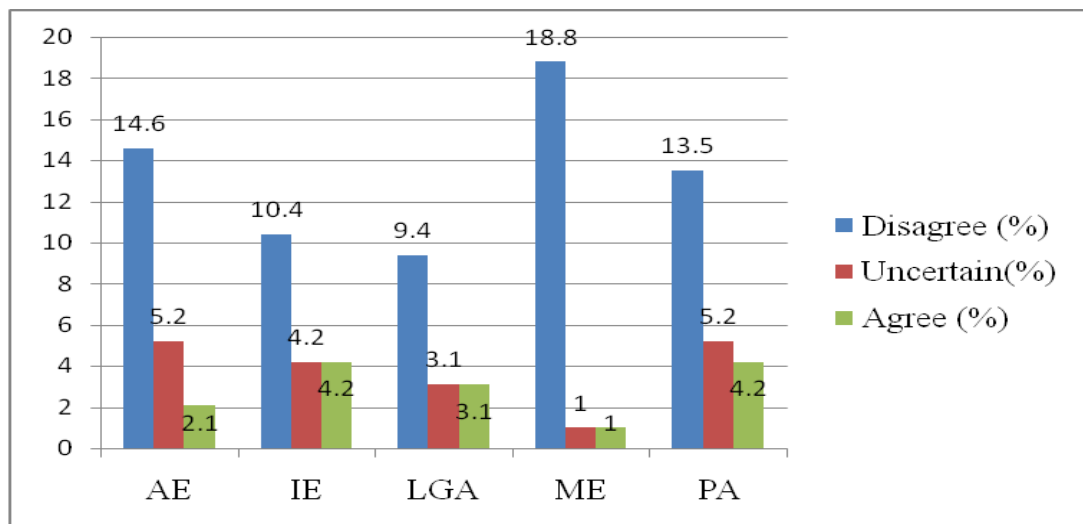


Figure 4.6: Crosstabulation on Adequacy of Bidding Document

Source: Field Data (2013)

When looked at across categories of procuring entities under the study, it was revealed that 18.8 per cent from ministries disagreed, followed by 13.5 per cent from parastatals and 10.4 per cent of Independent departments (IE). This indicates how all responses from categories support that there is a big challenge on preparing bidding documents hence affecting attainment of efficiency procurement process which lead to ineffective public procurement system.

4.3.2.3 Advertisement of Tender Opportunities

The Public Procurement regulations of GN.97 of 2005 requires every PE to advertise approved tender notices at least twice in one or more newspapers of national circulation. In case of international tendering, a similar notice should be published in appropriate foreign or international publications or journals which are likely to be seen by greatest number of suppliers, contractors or service providers. The findings of this study indicates that 20.8 per cent of respondents from PEs agree that procurement opportunities are adequately advertised in approved media. About 79.2 per cent consists of 46.9 per cent disagreed and 32.3 per cent were uncertain. When the same question was asked to suppliers and contractors, it was revealed that only 17.4 per cent of the respondents agreed and 69.6 per cent disagreed.

The essence of adequate publication is to provide equal opportunity by all eligible suppliers or contractors and attract as many number of economic operators as possible to ensure high competition, hence attaining value for money. The opposite of this practice is to deny access to public procurement opportunities and encourage malpractice in the procurement process.

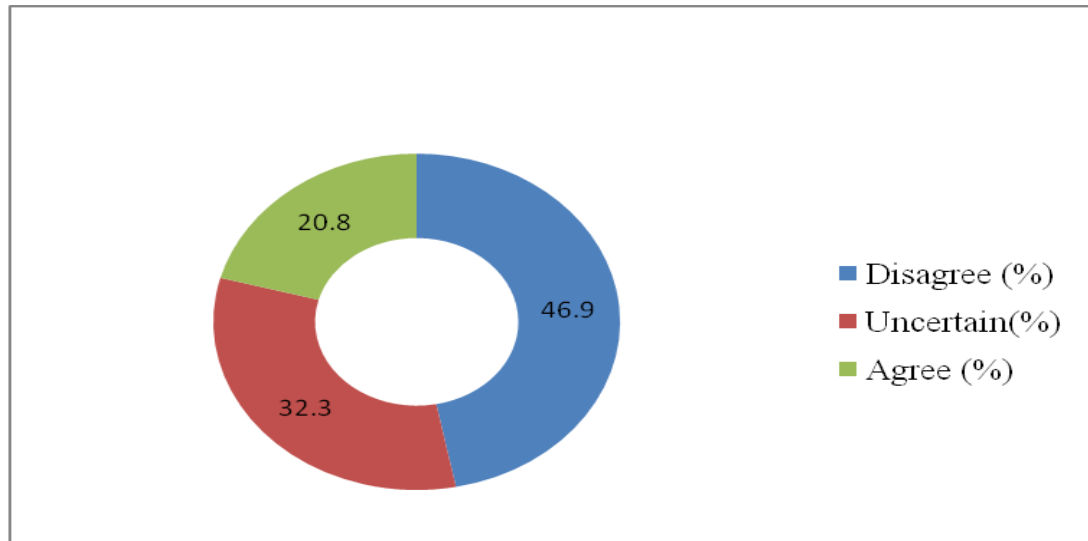


Figure 4.7: Response on Publishing Procurement Opportunities in Appropriate Media

Source: Field Data (2013)

In the interviewing suppliers and procurement officers were much concerned on the budget constraints for advertising open tenders, corruption, poor communication between Information Technology staff and PMU, and malfunctioning PEs website. The majority of public entities do not frequently maintain their website and update with various new events and information, resulting to PMU staff not using organisation's website as a media for publishing procurement opportunities. A poor link between Information Technology department and PMU becomes an obstacle for timely publication of tender notices in their own website.

Moreover, many Accounting Officers of PEs see advertisements of tenders as costly activities. There is a time Procurement Officers are told the budget is exhausted and can not approve more expenditure on publication of tender notices. During the interview it was revealed that allocation of budget for publishing procurement

opportunities and other transaction of the procurement process is still a challenge, on where the money comes for such activities. Again, the use of PPRA journal and website seem by PEs to be optional for publishing tender opportunities. On other hand, suppliers claim that tenders were not adequately published due to corruption as Procurement Officers focus to award tenders to only known companies and sometimes their own companies. Thus, they do not prefer advertisement of tender notice to the public for their own interest.

4.3.2.4 Adequacy of the Tender Board Quorum

One of the critical step in the tendering process is to obtain approval of the Tender Board at various stages of the tender proceedings. However, the approval to be legitimacy need the minimum quorum of the Tender Board members in every meeting. The study revealed that 83.3 per cent of the respondents from PEs agreed that there were no approval delays caused by inadequate quorum of the Tender Board members. Also, 16.7 per cent of respondents from PEs having disagreed and had uncertain opinions on the research question. This was not in agreement with the suppliers and contractors, where only 17.4 per cent of respondents agreed with the research question that there are no approval delays caused by lack of adequate quorum of the Tender Board. The other 82.6 per cent of the respondents from suppliers or contractors had an opinion of 43.5 per cent of disagreement and 39.1 per cent of uncertain.

When respondents were asked the reasons behind, they asserted that the Public Procurement Act has conferred all powers of approvals to the Tender Board, so any approval delay experienced is caused by the Tender Board. This was different when

procurement Officers were asked, they said it was true some approval delays are caused by the Tender Board and some by Accounting Officer and others by financing agency when seeking no objection incase of donor funded projects.

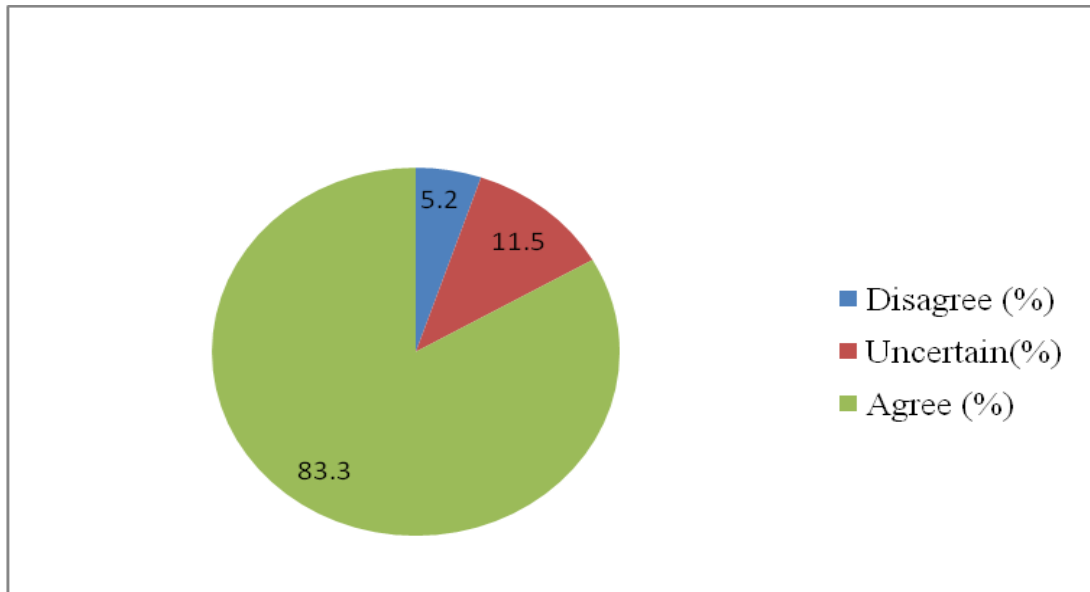


Figure 4.8: Response on Delays by Tender Board Quorum

Source: Field Data (2013).

4.3.2.5 Timely Tender Evaluation

Evaluation of bids submitted to the PE is a major critical activity as it is one of the determining factor for selection of the best supplier or contractor. It provides assurance of the goods , services or works to be delivered by successful bidder. The high quality tender evaluation report, the more the better performance of the contract is expected. However, the quality of evaluation depends on the capacity of the evaluation committee provided a quality bidding documents were issued. The competence of the committee in the respective procurement requirement has significant impact to the effectiveness and quality of anticipated deliverables. The

response from public sector and economic operators on completing tender evaluation in time is presented in the pictorial view of the Figure 4.7.

The findings reveal that only 35.4 per cent of the respondents from PEs agreed that they conducted due diligence on selected bidders prior to award of the contract. While 34.2 percent disagreed and 30.2 percent were uncertain. When the respondents were asked why they were uncertain, they responded that not to all tenders due diligence were conducted. It is usually undertaken on the same to the majority of the international procurements for very sensitive goods, works or services. It is a must obligation for PEs to examine the existence of both local and foreign suppliers, service providers or contractors prior to making decision of award of contract.

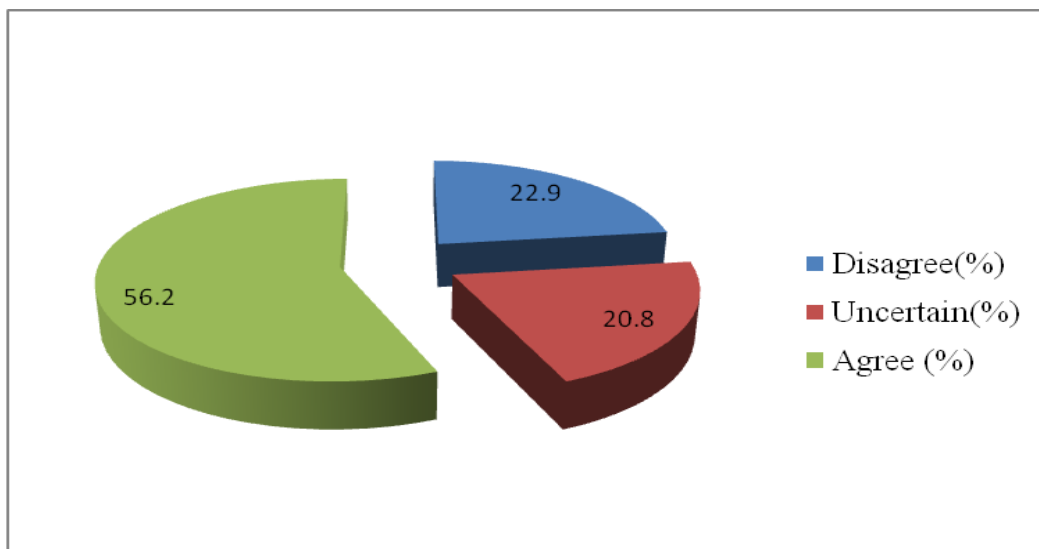


Figure 4.9: Respondents' Opinions to Tender Evaluation Completion on Time

Source: Field Data (2013)

The findings of the study revealed that 56.2 per cent of the respondents from PEs asserted that tender evaluation is completed in time. Also, about 22.9 per cent of the

respondents disagreed and 20.8 per cent were uncertain on whether or not tender evaluation were completed on time. The percentage of disagreement echoed by suppliers and contractors by 18.2 per cent of the respondents disagreed that tender evaluation are completed in time. But the majority of suppliers and contractors distributed with questionnaires indicated that they were not sure if the evaluation process are completed on time by 54.5 per cent and 27.3 per cent of respondents agreed that there are timely evaluation in public procurement. The element of disagreement is not new as the study conducted by Rashid(2009) revealed that tender evaluation are not completed on time.

The delay of evaluation process or insufficient evaluation may result to failure by contracting authority to achieve envisaged goals as per action plan. Moreover, insufficient and unfair evaluation report may cause rising of complaints from bidders participated in the particular procurement proceedings. This may create unanticipated delays due time taken for handling complaints raised by agrieved bidders or re-evaluation due to disapproval by the Tender Board or financing agency in case of donor funded procurements.

4.3.2.6 Conducting Due Diligence Prior to Award of Tender

Conducting due diligence prior to award of contract is an exercise undertaken by contracting authority to satisfy themselves that the selected and recommended supplier or contractor has all the legal support to enter into contract with the public entity as provided under the Section 14 of the PPA,2004. The study sought to find out the practical experience in daily public procurement functions as presented in the Figure 4.10.

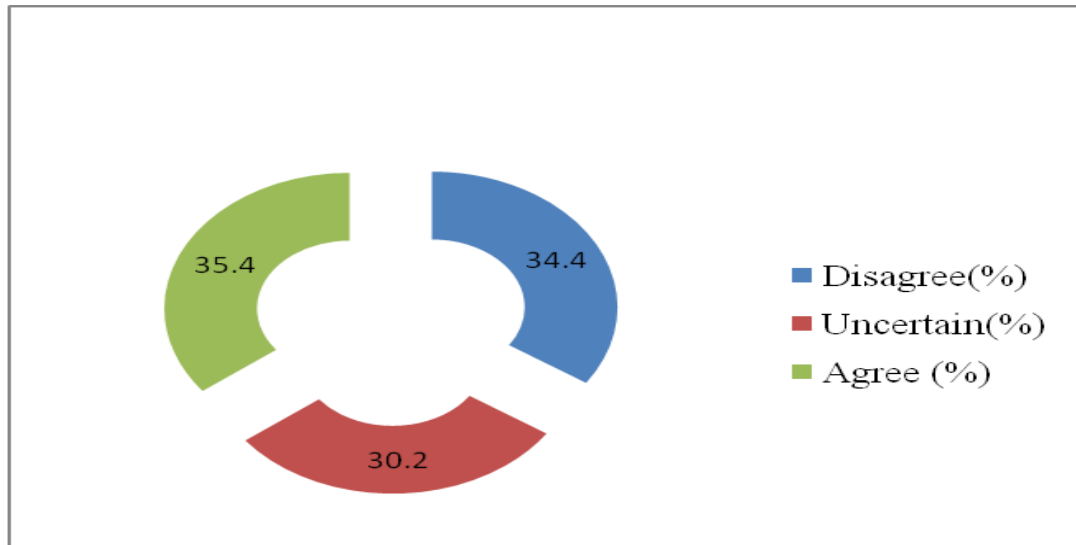


Figure 4.10: Respondents' Opinions on Conducting Due Diligence to Suppliers, Contractors and Service Providers

Source: Field Data (2013).

The issues of forgery of documents and fraud can be well established under this process. The importance of this exercise is that, it provides assurance and safeguard the public entity from non-performance of the suppliers, contractors or service providers and any other illegal acts. This process ensures that successful bidders have legal capacity required to execute the procurement contract without illegal acts, unnecessary delays and poor quality of deliverables. It eliminates the chance of awarding tender to pocket companies which ensure that the procurement processes are efficient and effective resulting to effective public procurement system.

4.3.2.7 Adhering to the Original Tender Validity Period

The bid validity period is very crucial for tendering process so that the bid remain effective for a fixed time by PE that usually do not exceed the limit stipulated in the Public Procurement Regulations. The researcher study sought to ascertain the degree

of adherence to this important condition for bids effectiveness. The findings are presented in figure 4.11.

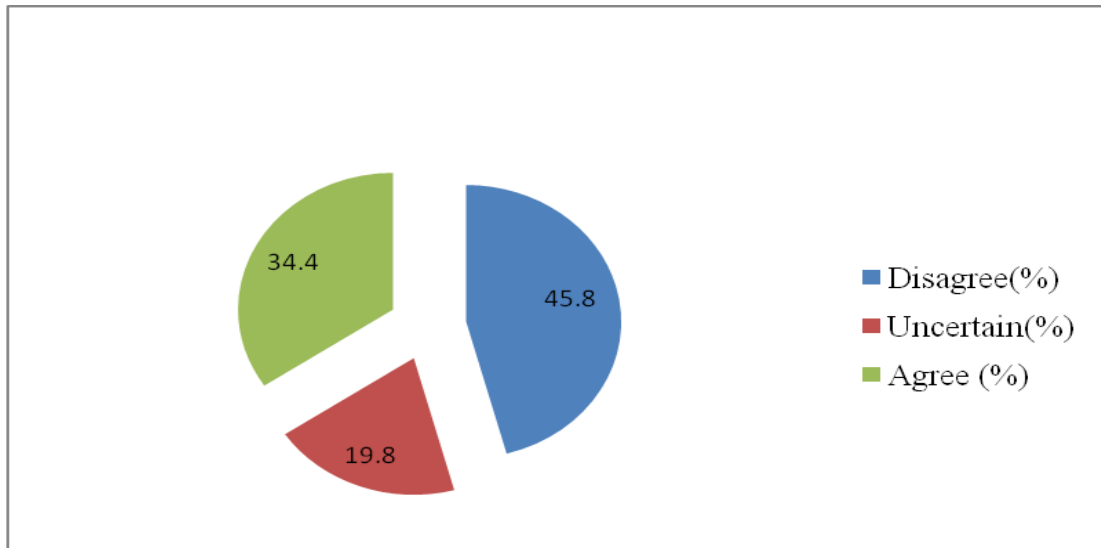


Figure 4.11: Respondents' Opinions on Bid Validity Period

Source: Field Data (2013)

Figure 4.6, reveals that 34.4 per cent of the respondents from PEs agreed that tenders were awarded within original bid validity period while 45.8 per cent disagreed and 19.8 per cent were uncertain. The response from PEs were echoed by responses from suppliers, contractors and service providers whereby 17.4 percent of respondents agreed that tenders were awarded within original bid validity period. Moreover, 52.2 per cent of the respondents disagreed and 30.4 per cent were uncertain. This indicates how a number of tenders are not awarded within the original bid validity period thus manifesting delays in the procurement process.

When asked respondents from public entities the reasons for such weakness, respondents asserted that delay in review by PMU staff, disagreement between

evaluation Committees and PMU, poorly prepared evaluation reports as well as failure to obtain approvals on time are major problems. They further commented that delay of evaluation are results of incompetence of the Evaluation Committee, PMU staff and unclear evaluation criteria set forth in the bidding documents as well as delays in obtaining relevant approvals by the Tender Board and /or financing agency in case of donor funded procurements.

They further narrated that it is because of lack of common understanding between the Procurement Officers and Evaluation Committee thus affecting the whole procurement process and resulting to inefficiency and ineffective public procurement process. The study findings is supported by PPRA (2008) that delays in procurement process is caused by inaccurate or improper evaluations that leads to Tender Boards rejecting the recommendations of evaluations committees and delays in finalizing the notification of award and subsequent expiry of the bid validity period.

4.3.2.8 Adherence to Tender Evaluation Criteria

Evaluation process is a key step towards successful selection of the qualified supplier, service provider or contractor for a particular procurement. According to PPA(2004), evaluation has to be conducted according to the criteria set forth in the solicitation document. The study was interested to look at this, and whether or not PEs carried out evaluation work in accordance with the tender evaluation criteria. The study reveals that 43.8 per cent of respondents from the public entities agreed, and 39.6 per cent were uncertain.

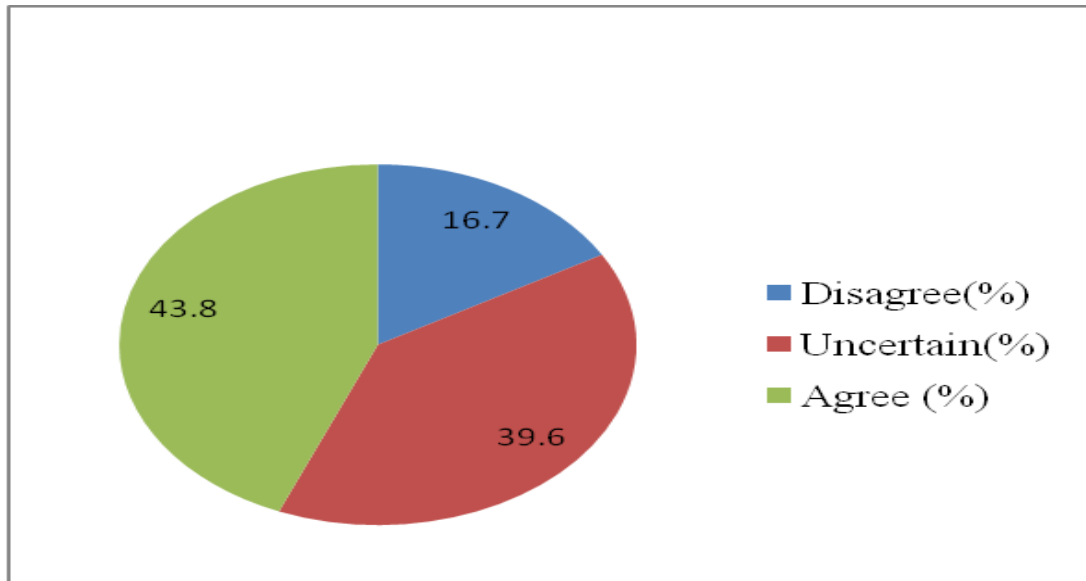


Figure 4.12: Respondents' Opinions on Compliance to Tendering Evaluation criteria by PEs

Source: Field Data (2013).

On the other hand, only 16.7 per cent disagreed with assertion. This was contrary to the private sector when asked on the same question. The study revealed that 78.3 per cent of supplier or contractors disagreed that evaluation adhered to the evaluation criteria set in the bidding documents and 21.7 per cent were uncertain. In their response to personal interviews indicates that their difference on opinions was due to the fact that suppliers always perceive that in public procurement evaluation criteria are not determinant for decision making of contract award. This implies that some evaluation are unfairly conducted due to corruption and low capacity of understanding the procurement requirement from public officers. This concurs with PPRA(2008) audit report in one of the District Councils that tender evaluation criteria are introduced at the time of tender evaluation process. This includes use of point system (scores) to procurement of goods and works.

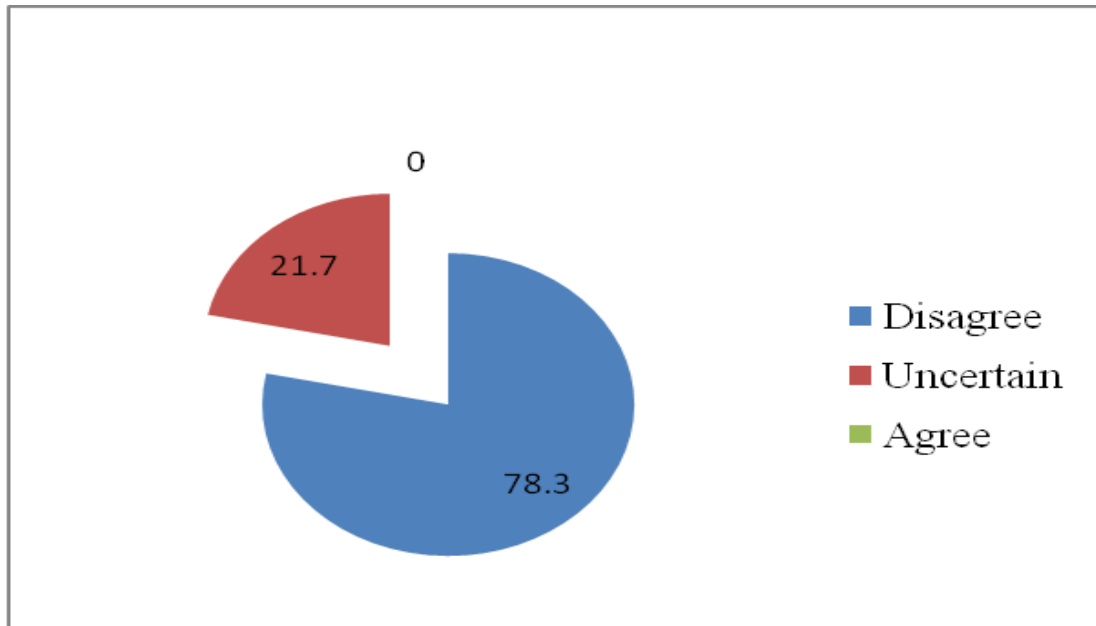


Figure 4.13: Respondents' Opinions on Tendering Evaluation criteria by Suppliers

Source: Field Data (2013).

Although there are two difference opinions but still gives us some alert on evaluation process. The response from the public sector justifies that there is a problem in evaluation of tenders in public procurement.

4.3.2.9 Verification of Successful Bidder's Price to the Market

The expectation of the public is that cost incurred by the PEs for acquiring or purchasing of goods, works or services do not have substantial difference on prices from different PEs on procurement of the same or similar nature and type. The excersize intents to verify the cost of the successful bidders against the market prices. The study on conducting verification of bid prices for successful bidders are as detailed in the Figure 4.14.

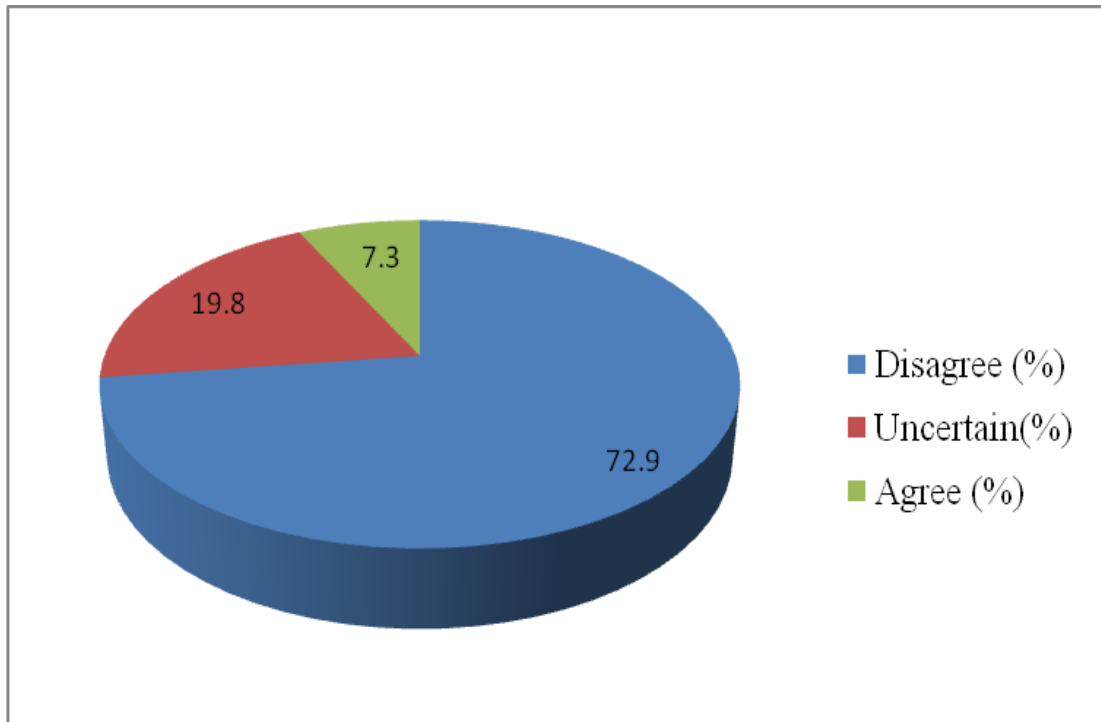


Figure 4.14: Respondents' Opinions on Bidders' Price Against Market Price

Source: Field Data (2013).

The findings of the study reveal that 72.9 per cent of the respondents from public sector disagreed that, bid prices are verified prior to award to the successful bidder while only 7.3 per cent agrees with the assertion. This may results to uneconomical contract awards particularly excessive higher prices than the market prices, though their contract prices are within the budget. However, when they were asked the reason behind they said that it was due to the silence of the governing procurement act. According to them, the PPA (2004), is silence on what should be done when the tender followed the competition procedures but prices are high compared to the market price and are within the budget. According to Section 67(3) of the PPA (2004) any procedure under which tenders above or below a predetermined assessment of tender value are automatically disqualified is not acceptable.

4.3.3 Contract Management and Effectiveness of the Public Procurement System

The third objective of the study was to examine the extent to which contract management contributes to effective public procurement system. The analysis and discussion of findings on contract management as per study objective are summarized on issues related to appointment of appropriate contract manager or supervisor, adequacy of the contract document, contract execution and monitoring issues, and maintenance of procurement records. The contract management ensures that goods, works or services delivered conforms to the terms and conditions of the contract in the specified quality, on agreed time and cost, thus achieving effectiveness of the public procurement system.

4.3.3.1 Appointment of Contract Manager

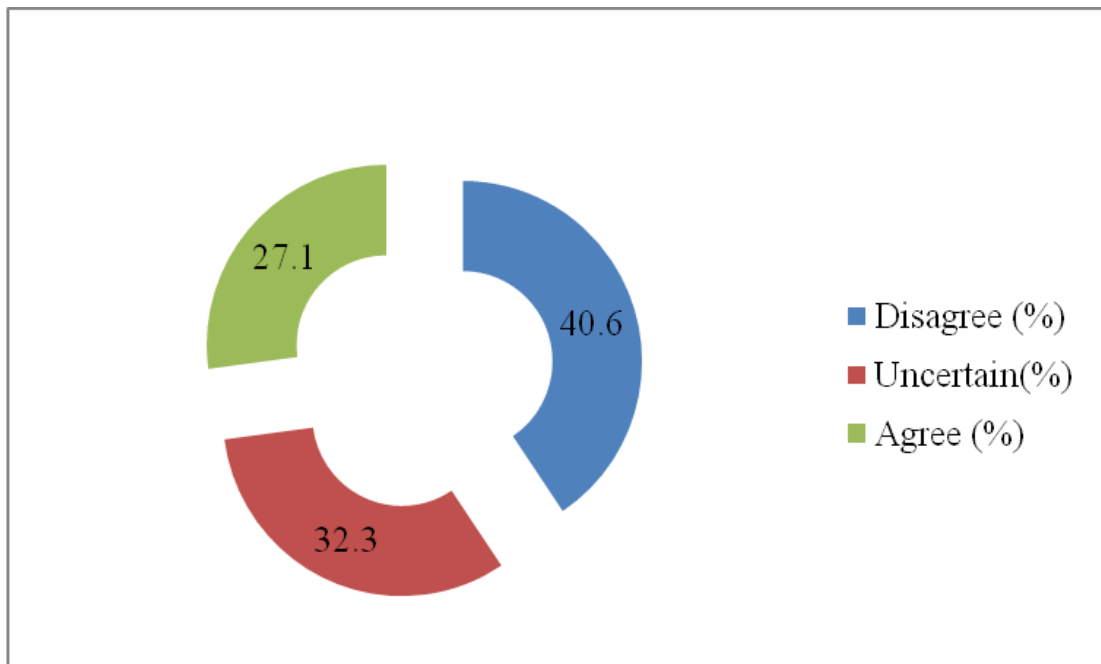


Figure 4.15: Opinions on Appointment of Appropriate Contract Manager

Source: Field Data (2013)

Assigning a personnel to supervise a procurement contract is indispensable action and has implication on end results of the contract. This has been a challenge on procurement contracts for goods and services. For works contract, this has been not a big challenge to PEs with established departments responsible for design and supervision as well as contract management. But where PEs has no department or division dedicated for works, there are confusions to whom shall be responsible for managing the contract. The study was interested to ascertain the extent to which the appropriate contract managers are appointed by PEs.

From Figure 4.15, the study reveals that 40.6 per cent of the respondents disagreed that appropriate contract manager are appointed and 32.3 per cent were uncertain while 27.1 per cent agreed with the research question. This was different from the perspective view of the suppliers and contractors which responded that 69.6 per cent of the respondents agreed that appropriate contractor manager are appointed. When PEs respondents were asked the reason behind, they claimed that some procurement contract are managed by PMU and others by user departments without considering their competence.

The law requires user departments to certify payment to suppliers or service providers while in practice this is not the case to some procurements, especially goods or services. Payment claims from suppliers or service providers are certified by PMU while others by users. This cause conflict management and finally jeopardizing attainment of effective public procurement. It is required to be certified with the person who has knowledge on the deliverables. However, for works

contracts usually engineers or architects are the ones involved in certifying payments and other pertinent reports.

4.3.3.2 Preparation of Contract Documents

Most of people have been blaming that public contracts are not well prepared which in one way or another cause the government to get loss when it comes to disputes. From Figure 4.16 above, under this study on contract management phase, five aspects fell under contract document preparation. These are provisions of dispute resolutions, price fluctuation adjustments, control of effecting payments, delays of payments to suppliers, and delays of works or delivery of goods. The researcher study intended to ascertain on whether or not appropriate provisions of aspects aforementioned are provided in the contract documents and implemented accordingly.

From the Figure 4.17, the findings reveal that 58.3 per cent of the respondents from PEs agreed on adequate dispute resolution provisions; 45.8 per cent agreed for price adjustment provisions and 17.7 per cent agreed on provisions for effecting payments to suppliers or contractors. Also, the study revealed that 55.2 per cent of respondents disagreed that adequate provisions for delays of payment to suppliers are provided and implemented and 41.7 per cent of the respondents agree on sufficient provisions for controlling delays of works or delivery of goods and services.

Moreover, the findings of the study revealed disagreements of 29.2 per cent of the respondents on disputes resolution, 26 per cent on price fluctuation adjustments, 46.9

per cent on controlling effecting payments to suppliers, and 26 per cent on controlling delays of works or delivery of goods while agreement of 21.9 per cent on delays of payment to suppliers were noted.

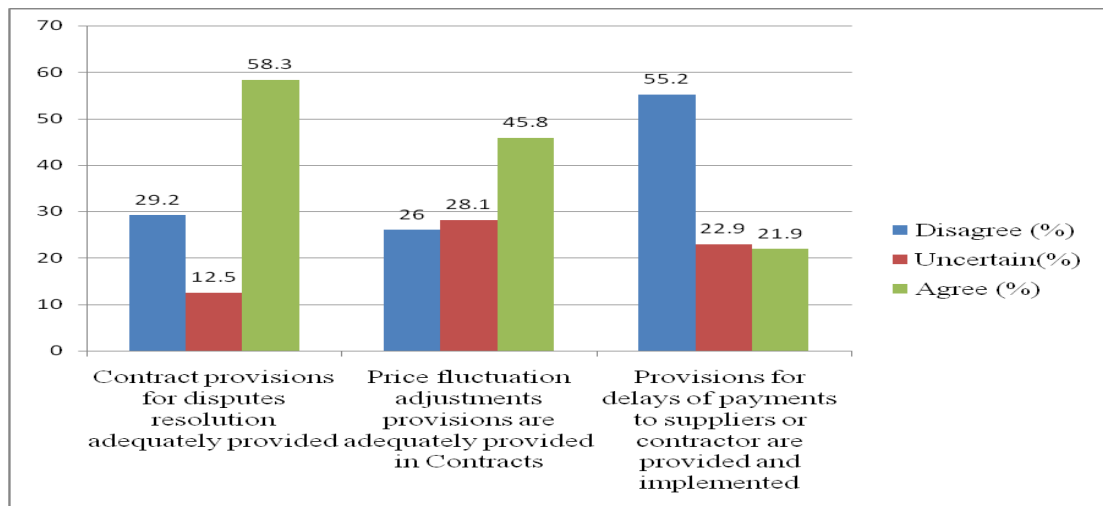


Figure 4.16: Respondents' Opinions on Preparation of Contract Documents and Its Implementation

Source: Field Data (2013).

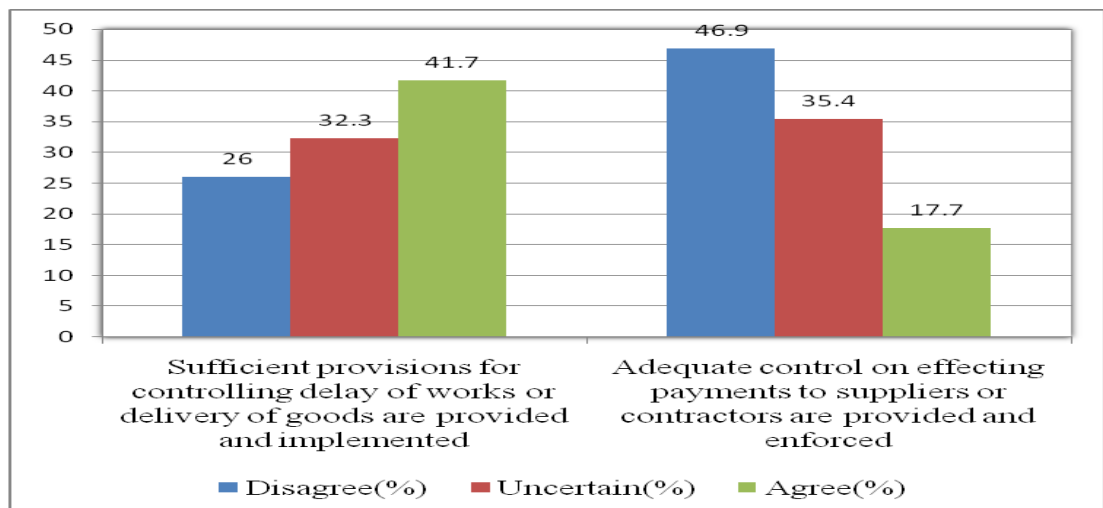


Figure 4.17: Respondents' Opinions on Preparation of Contract Documents

Source: Field Data (2013)

On other hand, respondents from suppliers disagreed by 65.2 per cent on price fluctuation adjustments and 82.6 per cent on control provisions for effecting payments to suppliers. Also, the study reveal that supplier's respondents agreed by 65.2 per cent on sufficient provision for controlling delays of works or goods delivery and services, 30.4 per cent on provisions for dispute resolutions and 30.4 per cent on provisions for controlling delays of payment to suppliers while suppliers's respondents were uncertain by 52.2 per cent on dispute resolutions and 39.1 percent on controlling delays of payment to suppliers.

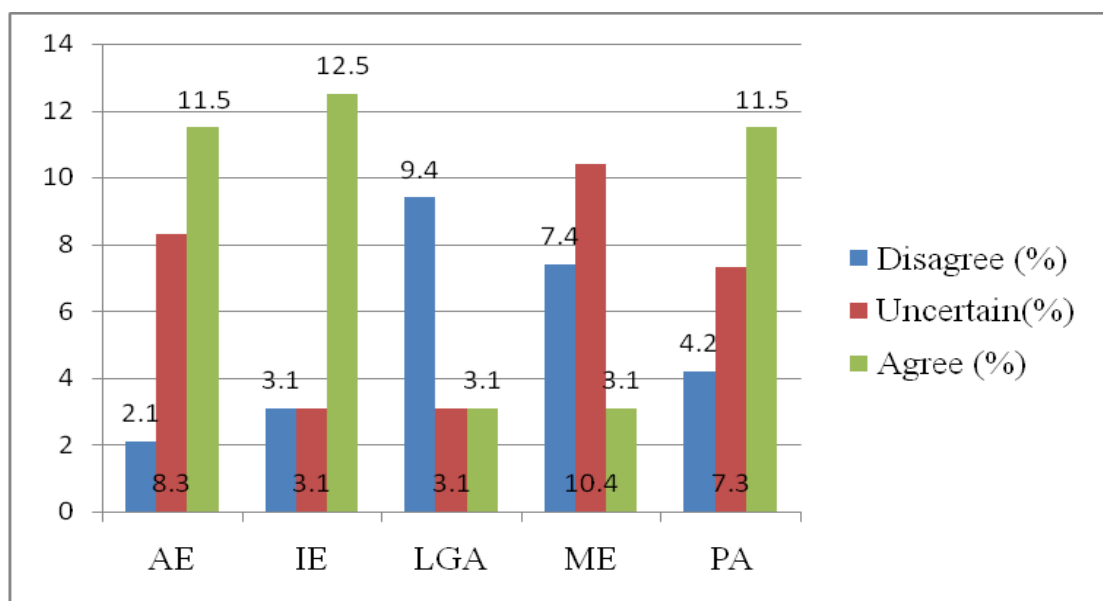


Figure 4.18: Crosstabulations on Sufficeint Provisions for Controlling Delays of Works or Goods Delivery

Source: Field Data (2013)

Despite the mixed opinions experienced from suppliers, it is clear that there is a big challenge on the preparation of contract documents. When suppliers were asked on the reasons for inadequacy of contract documents, they responded that the majority

are caused by incompetence of the PEs in understanding the importance of these clauses. According to the respondents even if are provided, they are not implemented as per contract. Therefore, PEs staff see easier to omit them in the preparation of bidding documents in order to avoid their use in the course of contract execution.

The responses from different categories of PEs indicate that a great number of respondents by 12.5 per cent from Independent Department(IE) followed by 11.5 per cent from Agencies/Authorities and 11.5 per cent from Parastatals agrees that sufficient provisions are provided for controlling delays of works or goods delivery. On other hand, 9.4 per cent from Local Government authorities (LGA) disagreed followed by ministries. This attempt give us a brief picture to which public entities experience such weaknesses in their contract documents, thus affecting achieving effective public procurement system.

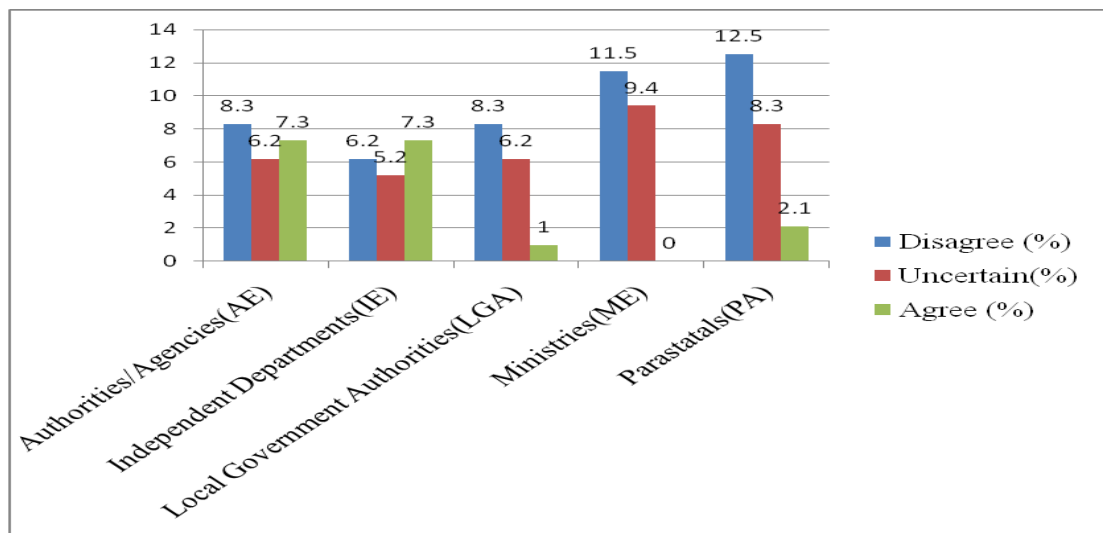


Figure 4.19: Crosstabulations on Provision of Adequate Controls on Effecting Payments to Suppliers or Contractors

Source: Field Data (2013)

The crosstabulations indicates that, all PEs support that most contracts do not have adequate controls for processing due payments to suppliers or contractors. The analysis indicates that 12.5 per cent from parastatals lead disagreement followed by respondents from Ministries by 11.5 per cent, Agencies/Authorities with 8.3 per cent and LGA with 8.3 per cent. This weakness has detrimental impact to PEs by effecting payments to substandard works or goods delivered due to the weakness on the payment clause. One of the experienced clause on payments in public contract are *"payment shall be made upon delivery of the goods or executed works"* This is different from saying *"payments shall be made after delivery, inspection and acceptance by PEs"* So when the first sentence is provided as clause for payments in the contract, most of the PEs are on the looser side as suppliers will demand payment as per contract clause.

Also, when respondents from PEs were interviewed on the grounds for allegations responded that, lack of adequate knowledge on preparing bidding documents by PMUs and tender boards, inadequate knowledge by user departments on particular procurement requirement, poor cooperation between users and PMU during preparation of bidding documents, inadequate risks assessment during preparation of bidding documents and negligence or dilatory conduct by PMU staff contribute to the great extent in preparing inadequate contract document. This leads to contract disputes which delays and jeopardize the quality of the deliverables thus creating ineffective public procurement system. This is supported by Kisinga (2011) on the study of challenges in applying preference treatment of local firms in public procurement where he concluded that lack of adequate knowledge by PEs and poorly

trained workforces in PMUs are some of the stumbling blocks.

4.3.3.3 Contract Execution and Monitoring

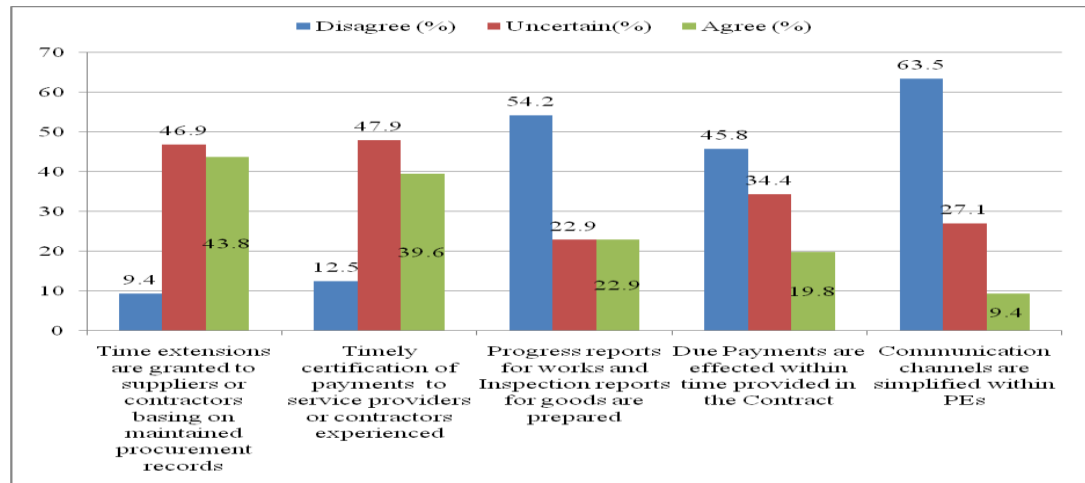


Figure 4.20: Respondents' Opinions on Contract Execution and Monitoring

Source: Field Data (2013)

It is obvious from the Public Procurement Act that approving time extension, timely certification of payments, preparing progress reports for works and inspection reports for goods, effecting due payment within time provided in the contract and reducing bureaucracy in the communication are requirements of the best contract management for effective public procurement system. The findings reveal that 63.5 per cent of respondents (from PEs) disagreed with simplified communication channels within PEs, claiming that communication is cumbersome and most of their time is wasted due to bureaucratic procedures in the Government.

This was echoed by respondents from suppliers by 82.6 per cent declaring that communication channels within the PEs are not simplified and therefore are bureaucratic. This confirms the study by Sarfo(2010) that communication in

executing procurement functions is cumbersome, thus delaying procurement process. Excessive bureaucracy has negative impact on efficiency of the procurement process ultimately resulting to ineffective public procurement system.

On assessing the response on timely payment, the findings of the study reveal that 45.8 per cent disagreed that most of payments are made out of time stipulated in the contract and 34.4 per cent and 19.8 per cent were uncertain and agreed responses respectively. This is also supported by response from suppliers respondents by 73.9 per cent declaring that there are no timely certification and effecting of due payments to supplier or contractors. This discourages economic operators from being interested in working with public entities, thus limiting anticipated competition and failure to attain cost effective procurement process. Because of this new suppliers or contractors with limited technical capacity and financial muscles are the one frequently affected, thus becoming a barrier to the growth of infants economic operators.

It is also clear that the PPA requires extension time for contract execution be granted basing on maintained procurements records. The findings reveal that 43.8 per cent of respondents from PEs agreed that time extension are approved granted on the basis of maintained procurement records while 46.9 per cent of the respondents were uncertain and 9.4 per cent disagreed with the statement. This concurs with the suppliers respondents who agreed that 30.4 per cent time extension is granted basing on written procurements records and 52.2 per cent were uncertain while 17.4 per cent disagreed. From this fact, indicates tha majority are not sure if time extension adhered to the requirement of the Public Procurement Act. When

asked the reason behind, most of the respondents were not sure on the approach adopted in issuing extension of time.

There are not aware of which procedures are to be used for granting time extension to suppliers or contractors. However, it was clear that for works contract it is not a challenge provided the Engineer or Architect has the knowledge of establishing grounds of extension. However, the majority of PEs under the study claimed that they usually approve as per request. So if the supplier or contractor requests two months of extension, the same is granted without indepth scrutiny on the actual time required for extension. This has negative impact to the contract performance when the economic operator realises that PEs do not provide close monitoring of the progress.

It may get careless and delivery will be less than acceptable or may demand variations which are not provided for in the contract. For the purpose of quality control and monitoring performance of the contractor incase of works contract, progress report preparation is a mandatory requirement under the PPA and inspection and acceptance reports for delivered goods. The findings reveal that 54.2 per cent of the respondents from PEs disagreed that progress and inspection reports are prepared, while agreed respondents were 22.9 per cent and other 22.9 per cent were not sure if they are prepared.

However, during interview the respondents declared that technical goods are inspected by user departments without formal inspection and acceptance reports. In some PEs permanent inspection and acceptance committees are appointed instead of

being on ad hoc basis. Progress reports for works forms a basis for establishing efficiency of the contractor and monitoring work programme of the project so that early remedial action can be taken by the PEs, and thus enabling avoidance of unnecessary project delays. Inadequate supervision of procurement contracts results to delivery substandard goods or works which ultimately impedes attainment of envisaged goals of the organization.

According to Sarfo (2010), delays of procurement processes, especially delay of payment and certification as well as bureaucratic procedures lead to low participation of the private sector in procurement activities. The study of Palaneeswaran and Kumaraswamy (2000) cited in Raymond (2008) support that public entities are very bureaucratic in nature and are extremely reluctant to change their current habits and practices. This raises a host of questions on the integrity of the procurement activities in the public sector, thus creating ineffective public procurement system which cannot deliver the expected results. The findings of the study on contract management are supported by PPRA (2008) assessment results of procurement audits that poor contract management characterized by poor quality of works, goods and service, cost and time overruns, payment delays and payment to undelivered goods, works and services are common in procuring entities.

The crosstabulation of responses from PEs on monitoring contract execution through time control and quality of goods or works delivered by economic operators by means of preparing progress reports at agreed time interval in case of works and inspection reports for goods delivered revealed that 18.8 per cent from parastatals

followed by 15.6 per cent and 11.5 per cent of Ministries (ME) and Local Government Authorities (LGA) respectively do not prepare aforementioned reports. In most contracts for goods do not have formal inspection reports and most of PEs do not prepare progress reports.

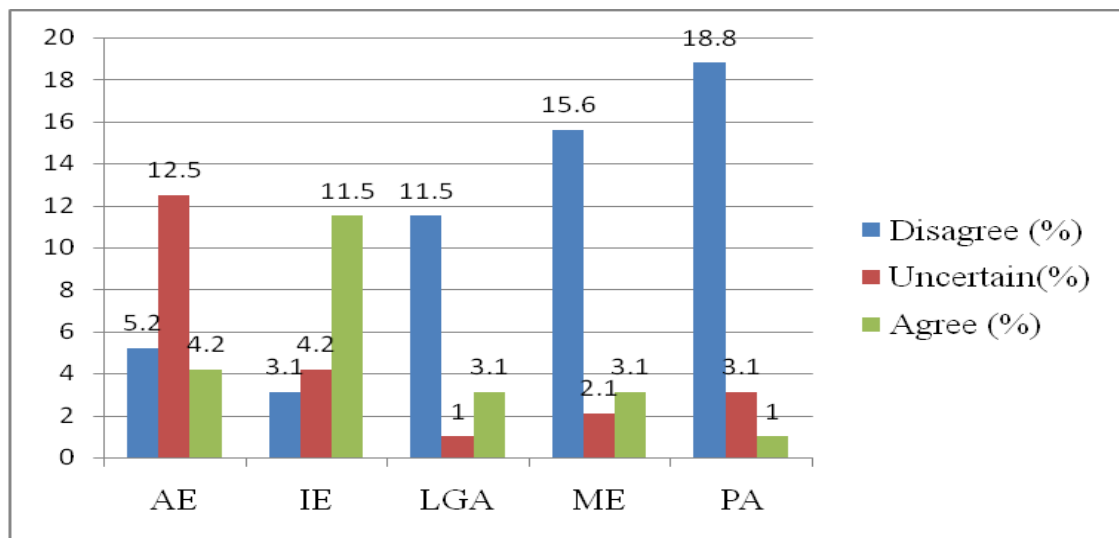


Figure 4.21: Crosstabulation on Preparation of Inspection Reports for Goods and Progress Reports for Works

Source: Field Data (2013)

4.3.3.4 Procurement Records Keeping

The importance of record keeping is very clear and plays a significant role in enhancing transparency, auditing and accountability of the procurement system. The study sought to ascertain whether procurement records are well maintained and archived as required under the PPA of 2004. Figure 4.22 illustrates the findings. The findings of this study indicate that only 19.8 per cent of respondent from PEs agreed on the system for maintaining procurement records. 40.6 per cent and 39.6 per cent of respondents were disagreed and were uncertain respectively. When the same

question was asked to suppliers and contractors, 69.6 per cent of the respondents declared that procurement records are not well maintained in public entities and only 4.3 per cent of the respondents from suppliers and contractors agreed that they had experienced well documentation of procurement records.

In the course of interview they explained that during payments follow ups they always experience delays due to misplaced submitted invoice or claims and one file handling multiple contracts. For example, one of the PE file all contracts were entered with suppliers or contractors in one file. This has repercussion on processing any communication required and may be prone to lost if not handled with care. This may result to questioning the integrity of the procurement processes, indicating probably the element of corruption.

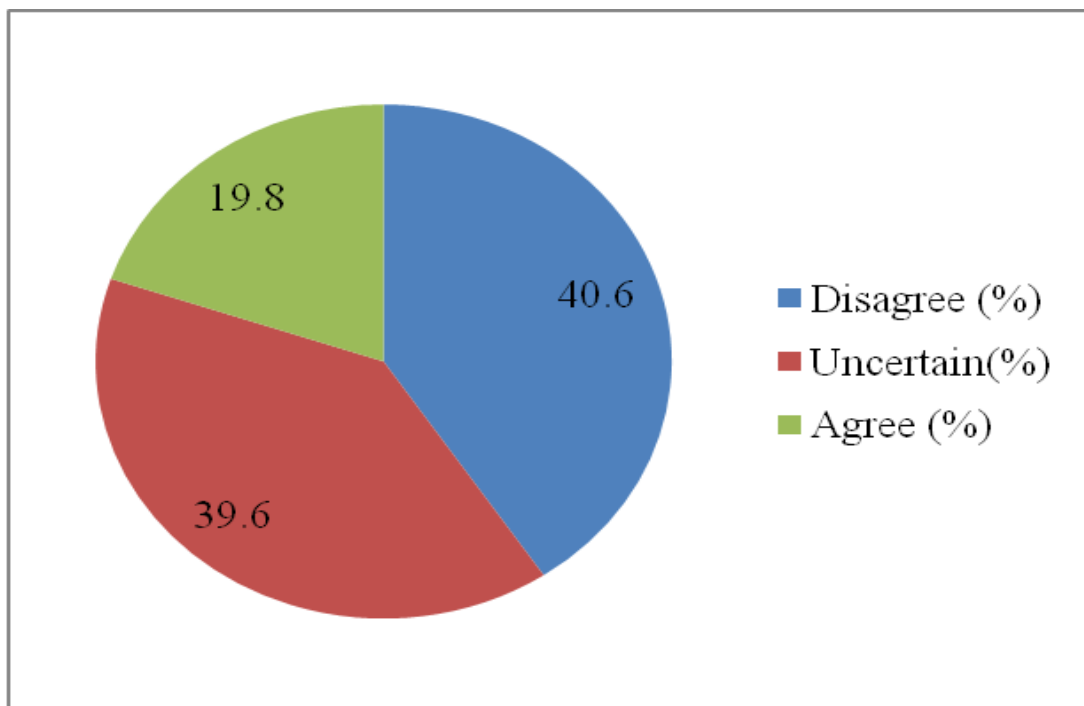


Figure 4. 22: Maintainance of Procurement Records Within PEs

Source: Field Data (2013)

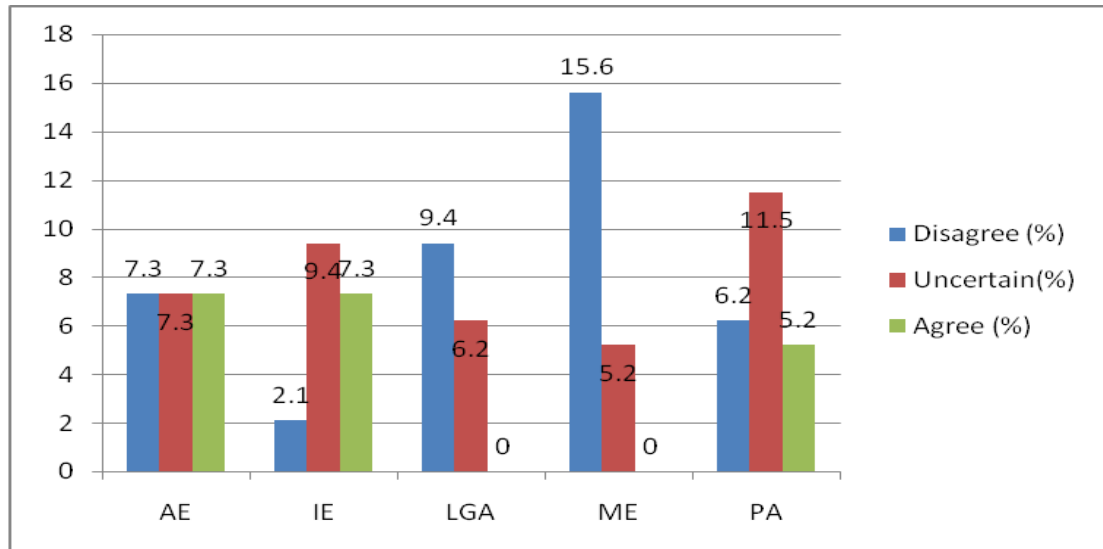


Figure 4.23: Crosstabulations on Responses from PEs on Procurement Records

Source: Field Data (2013)

The study further considered the analysis of the response from PEs on record keeping system. The findings reveal that, Ministries (ME) are the most affected on poorly maintained procurement records with highest disagreement by 15.6 per cent followed by Local Government Authorities (LGA) by 9.4 per cent. This due to the bureaucratic nature of their proceedings opposed to other public entities as they are more independent compared to LGA and Ministries. This needs change of the way of doing procurement functions as it affects good governance.

CHAPTER FIVE

5.0 SUMMARY OF THE FINDINGS, CONCLUSION AND RECOMMENDATIONS

5.1 Introduction

This chapter draws the summary of findings of the study. It further presents the conclusion and recommendations. The chapter also provides areas for further studies.

5.2 Summary of the Findings

This study analyzed procurement processes towards achieving effectiveness of public procurement system and means of minimizing and controlling challenges found therein. This was meant for not only for academic pursuit but also for regulators and implementing public entities. After indepth review and analysis of the materials related to procurement processes of the public procurement system, the study found a number of issues related to the study.

Procuring entities prepare unrealistic cost estimates for each procurement requirement as only 30.2 per cent of their estimates are based on information gathered from market. The majority are computed from their experiences by plus or minus a certain agreed percentage. The market survey is not conducted by procurement specialist as the best practice for acquiring goods. The Public Procurement Act requires a qualified personnel in case of works procurement to prepare cost estimate. In this case the Registered Engineers, Architects or Quantity Surveyors are mandated to carry out the function.

It was found out that not all tenders appearing in the procurement plan are implemented. This is supported by the fact that only 45 per cent from public entities agreed that procurement plan is implemented as planned. This affects the effectiveness of public procurement system as a result majority of the PEs targets are not met. The study revealed that procuring entities adhere to the planned procurement methods as indicated the procurement plan. Use of appropriate and planned procurement methods eliminate unnecessary transaction costs due to change of methods and enhance effective public procurement system.

The study found that the tender board meetings are not properly planned. The more meetings of the tender board increase transaction costs and thus making the procurement process ineffective. It should be noted that through these meetings, some entities consider as one of the source of income for its members instead of facilitating the procurement process and reducing transactions costs so as to realize value for money. The findings revealed that procuring entities do not publish general procurement notice on time, thus jeopardizing an opportunity for acquiring goods or services from qualified suppliers or contractors. Some of procuring entities publish GPN while some tenders has already been processed. The delay of publishing GPN to the public eliminates the essence of the preparing it.

Most of the Procuring entities do not publish tender opportunities and procurement information in their website and PPRA's website as required under the Public Procurement Act. Only 31 per cent and 20 per cent agreed that GPN and tender opportunities respectively are advertised in all approved media. This is due to the

poor link between the Information Technology department and PMU as well as limited budget for covering advertisement costs. This limits access to procurement information and affects transparency which is one of the public procurement pillars to effective public procurement system. However, PPRA has been assisting PEs by summerizing tender opportunities from local newspapers and publishing them in its website.

It has also been revealed that the user departments do not submit timely and well defined procurement requirements to the Procurement Management Units of their respective procuring entities. This manifested by the poorly prepared bidding documents and submission of unrealistic bid prices from suppliers or contractors. Also, delay of submission of specification and schedule of requirements to the PMUs lead to inefficient procurement process. Moreover, the study findings' revealed that most of the Procuring entities do not prepare adequate bidding documents. This leads to selecting unqualified supplier or contractors and preparing poor contract documents as the special condition of contract and specification are transfered as appear in the bidding documents. The findings revealed that 66 per cent of the respondents from public sector agreed that inadequate bidding documents are prepared. Despite of issuing prepared standard bidding documents by PPRA where PEs are allowed to modify them to suit their requirements, but still there are challenges on preparing them in public sector.

The findings further revealed that Tender Board quorum do not have significant effect to approvals of procurement proceedings as 83 per cent agreed that they are

not affected by quorum of the tender board members. However, this depends from one organisation to another and competence of the PMU staff in planning tender board meetings. Generally tender evaluations are completed on time since 56 per cent of procuring entities agreed to that. However, most of them noted that the efficiency of tender evaluation process depends on the competence of the Evaluation Committees and PMU staff.

Furthermore, the findings revealed that most of the procuring entities do not conduct due diligence on suppliers or contractors awarding contracts. The study revealed that 35 per cent of the respondents from public sectors agreed that indepth scrutiny is not undertaken prior to awarding the contract to successful bidders. This practice encourages fraud and corruption practices as some dishonest firms might not have existence. Also, it was noted that most of the procuring entities do not award tenders within original bid validity period. This is due to incompetence of some of the Evaluation Committees and PMU in evaluation and managing procurement functions. This creates lack of common understanding on evaluation work as required by the Public Procurement Act. The majority of members involved in tender evaluation work do not have a knowledge of procurement as are drawn from user departments. These staff do not have regular training on procurement procedures which lead to unnecessary conflict between the user departments and the PMU.

Furthermore, the study revealed that tender evaluations do not thoroughly follow evaluation criteria set forth in the bidding documents. About 43 per cent of the

respondents from public sector agreed not sticking to evaluation criteria set forth in the solicitation documents and 78 per cent of the respondents from private sector augmented the issue by supporting it. Some of evaluation criteria are added in the course of evaluation after noting that some of important criteria were not provided in the issued bidding document.

Also, the issue of lack of adequate knowledge of procurement on identifying major deviation and non-deviation during evaluation as well as inflexible minds are big challenges in public procurement system. Verifying lowest evaluated bid against the market price is very important to attain value for money in acquiring the procurement requirement. The findings reveal that 72.9 per cent of the respondents from public sector agreed that successful bidder's price are not checked against the market as a result procurement are acquired at high price than the market price. The sound public procurement system expected to be cost effective which is not achieved with the current trend.

Appointing of the contract manager is mandatory as required under the PPA. The findings of the study revealed that there is no clearly demarcation on contract management between the user departments and the PMU, and there is no appropriate contract manager appointed by the procuring entities. Also, the findings revealed that only 41 per cent appoints appropriate contract manager in managing procurement contracts. Most of the procuring entities do not provide adequate provisions in the contract documents to safeguard both suppliers and themselves. The major area of weaknesses noted are price adjustment provisions, control on delays of payments to suppliers or contractors, control on delays of delivery for goods or services and

control on effecting payments to suppliers. In some cases it was noted that control provisions are provided in the contract but not implemented by procuring entities.

The findings also, revealed that contract administration is one the of the biggest challenge in the public sector. The contract administration affects scope or quantity of goods, works or services to be delivered and has significant impact on delivery time and quality of the end product. The major areas of weaknesses observed are granting time extension without adequate procurement records, delays in certification of payments to suppliers or contractors, delay issuing due payments and excessive bureaucracy in communication. On the other side, generally progress reports for works and inspection reports for goods are prepared in some of the procurement contracts.

Also, the study found out that most of the procuring entities do not have proper system in for procurement record keeping and maintenance. The findings revealed that 19.8 per cent of respondents agreed that procurement records are well maintained. The major shortcomings are keeping information of the same procurement in different file, or keeping contracts of different procurements in one contract file. There is a tendency of misplacing invoices or claims pertinent to payments and other crucial communication information which ultimately cause delays of payments and payments with missing credentials.

5.3 Implications of the Results

Based on the analysis and discussion of responses to this study, generally shows that our public procurement system marred by inefficiency and ineffectiveness. Thus the

public procurement do not deliver value for money and integrity of the procurement process is questionable, regardless procuring entities have complied with requirements of the Public procurement Act or not. Further more, it implies that we have a serious problem on maintaining credibility and creditworthiness due to poor public procurement management from planning to contract administration as well as poor procurement record keeping system. As a result the government experiences acquiring goods, works or services at loss due substandard delivery, costly and failing to meet his own targets on time.

5.4 Conclusion

The government has been putting much efforts through its Ministry of Finance and Economical Affairs to make sure that the public procurement system is improved and becomes a model in delivering services to the public. The government for the first time established PPA, 2001 and reviewed it to accommodate challenges which were faced in the course of implementing the Act of 2001. The review resulted to enacting the new PPA in 2004 and its regulations of 2005. The major changes made from PPA, 2001 to PPA 2004 were establishment of the PPRA as a regulator and decentralization of procurement functions as well as eliminating thresholds in procurement to the procuring entities so that procuring entities has full autonomy in acquiring its own procurements. It is now after eight years of implementing the PPA, 2004 and its regulations of 2005, still there are complaints from the public that the procurement processes are inefficient thus leading to ineffective public procurement system. The government has reviewed the PPA (2004) by enacting the new Public Procurement Act of 2011. The new Act has been assented by the president.

However, its implementation has been stalled due to the long waiting of the regulations which are still in draft form pending signature by the Minister responsible for finance and economic affairs. The study focussed on the current PPA of 2004 and was interested to assess the areas of procurement processes which affect the effectiveness of the public procurement system. This study was therefore set out to analyze the procurement processes on aspects of procurement planning, tendering process, and contract management. Despite of the efforts made by the government in addressing inefficient and ineffective public procurement system, the study has drawn the following conclusion:

Procuring entities experience delay in preparing the procurement plan and the prepared procurement plan do not reflect the reality of implementation as risks associated are not well addressed during planning stage. Again, the majority of the cost estimates for each procurement requirement established during budgeting process are unrealistic. They are not obtained from actual market survey rather than basing on historical costs. Poorly prepared bidding documents/ solicitation documents for each procurement requirements are issued to suppliers, service providers or contractors during the tendering process. The prepared bidding documents have major weaknesses such as inadequate specification, insufficient schedule of requirements, inadequate drawings and Bills of Quantities, and poorly prepared special conditions of contract.

Despite the separation of the roles of the procurement institution set up within procuring entities as provided under the PPA, yet there is no effective cooperation between User departments and PMU in undertaking procurement functions. They are

not working as a team in ensuring that expected deliverables are attained through effective cooperation from commencement of procurement process to the contract closure.

Procuring entities failed to maintain credibility and creditworthiness as public authority through poor contract management. These poor contract administration lead to delays in completing procurement contracts, delays in issuing due payments to suppliers or contractors, delivery of substandard products, works or services and cost escalation due to excessive variation orders. Again, much efforts concentrated to whom the tender is going to be awarded rather than taking it as holistic procurement process.

5.5 Recommendations

From the above summary of the findings and conclusions, the following recommendations are made to improve the effectiveness of the public procurement system through improvement of procurement processes in the country:

5.5.1 Improvement of Procurement Processes

- i) Procuring entities must conduct market survey on prices for major purchases to establish reasonable cost estimates as input for budgeting process. This will minimize overbudgeting and underbudgeting of the procurement requirements. The under budget has repercussion on cost, quality and time for delivery of goods or works which lead to poor service delivery to the public.

- ii) The Annual Procurement Plan should be prepared along with the budget. Procuring entities prepares first the budget and thereafter the procurement plan. This procedures takes long route as a result the procurement plan lag behind the beginning of the financial year. The two output should be delivered during budgeting process and do any adjustments accordingly where necessary, after obtaining approval from the approving authority. The budget should be approved with the procurement plan as an annex to it. This will eliminate time lagging for preparation and approval of the procurement plan.
- iii) Procuring entities should prepare adequate solicitation/ bidding documents with well prepared technical specifications and schedule of requirements. Also, the bidding document should have well set specific evaluation criteria and special conditions of contract in addressing specific needs of the procurement requirement. This is an area which addresses payments terms, disputes handling mechanism, prices changes and delays of works delivery or goods. Proper preparation of bidding documents will ensure selection of qualified suppliers or contractors, minimized complaints, effective and smooth contract administration after awards. This is because there is no chance of changing terms and conditions of the contract which are provided in the bidding documents during tendering process.
- iv) Procuring entities should publish procurement opportunities in all approved media by the PPA and conditioned to use their website for publishing the same. This means instead of advertising in newspapers only, websites can help suppliers or service providers to access easily tender opportunities

within a very short time through websites. The majority PEs websites do not publish tender notices concurrently with the newspapers. This enhances competition as many competent suppliers or contractors get interested in the procurement opportunities advertised.

- v) Also, the procuring entities should ensure that their tender evaluations adhere to evaluation criteria set forth in bidding documents and abide with the requirement of the PPA in attaining the public procurement pillars. This can be achieved through the appointment of the competent personell in the evaluation committee with adequate knowledge on the subject procurement requirement.
- vi) Bureaucratic process on approvals can be reduced by the use of framework contracts approved by the Government Procurement and Service Agency (GPSA) for common use items as required under the PPA.
- vii) Inorder to maintain credibility and creditworthiness of the public entities to the suppliers, service procivers or contractors, procuring entities must excersize paying interests to delayed payments and enforce deduction of liquidated damages to delayed delivery of goods, works or services.

5.5.2 Procurement capacity to the Public Entities

- i) Procuring entities should have in place the training and development plan and implemented to user departments in their respective areas of specialization to abridge with emerging skills gap. This will improve submission of timely and appropriate terms of reference and technical specifications as input to the preparation of solicitation documents.

Again, it will strengthen their capacity and become useful in the course of preparation of bidding documents, tender evaluation and contract administration of various procurements.

- ii) The Government should improve academic curriculum for procurement cadres by addressing all the weaknesses experienced in the procurement industry. It should be taken as feedback to the products of higher learning institutions running procurement courses and other courses related to procurement. Special attention should be made to coverage of tendering procedures and contract management. This will improve performance of procurement cadres and change their mindsets of concentrating from initiation to contract award only, instead of ending to contract administration.
- iii) The Government through the Public Procurement Regulatory Authority(PPRA) and other training institutions should prepare capacity building strategy on contract management to all procuring entities by touching all levels which means from management to middle staff in public entities. It should be remembered that, PPRA and other organisations are putting much efforts on educating the Public Procurement Act and its regulations instead of extending to contract management.
- iv) The government should have capacity building strategies on preparation of solicitation documents and contract documents in all public entities especially PMU staff, Tender Board members and economic operators (suppliers, contractors or service providers).

- v) It is high time for the Government to implement uplifting the hierarch of Procurement Management Units and their respective staff to match with other professionals in all public entities (that means MDAs and LGAs). This will increase confidence and accountability to PMU staff in making decision on procurement matters.

5.6 Limitations of the Study

Due to time and budget constraints, the study focused on procurement processes which includes procurement planning, tendering and contract management only. The other issues of the procurement process that contribute to effectiveness of the public procurement such as competence of procurement officers or specialists and user departments as well as role of the Public Procurement Act were not addressed. Also the focus was on analyzing the procurement processes for goods, works and non consultancy services only. The procurement of consultancy services were not considered .

This due to the fact that the later has different public procurement regulations which govern its procurement process. Furthermore, at time of the study Tanzania mainland had about 393 procuring entities spending public funds and 48 per cent of these entities are stationed within Dar es Salaam City. Thus sample size was drawn from entities based in Dar es Salaam for easy access for collection and verification of data and because of all major entities that can share their vast experience and challenges experienced are available within the City. It should be noted that all LGA considered for this study are within the City and majority are on upcountry which means majority of the Local Government Authorities were not covered.

5.7 Area for future Studies

The following areas were identified for further research:

- i) The Impact of skilled procurement personnel on procurement processes
- ii) The impact of the Public Procurement Act on achieving value for money
- iii) An analysis of Procurement Process to Local Government Authorities only

REFERENCES

- Akech, M. (2005). *Development partners and Governance of Public Procurement in Kenya: Enhancing Democracy in the Administration of Aid*. Nairobi: University of Nairobi.
- Alarcon, F, Rivas, R, & Serpell, A. (1999). Evaluation and Improvement Process in Construction Projects. *Evaluation and Improvement of the Procurement Process in Construction Projects* , pp. 219 - 230.
- Alex, T. (2007) *Assessment of Contract Management for Goods in Public Procurement Entity in Tanzania: Case study of Dar es Salaam City Council*. Dar es Salaam.
- Ambe, I. M. (2012). Procurement challenges in the South African Public Sector. *Transport and Supply Chain Management* , pp 242 -261.
- Anvuur.A and Kumaraswamy, Male.S. (2006). Taking Forward Public Procurement Reforms in Ghana. *CIBW107 Construction in Developing Countries International Symposium "Construction in Developing Economies: New Issues and Challenges"* Santiago, Chile.
- Arrowsmith, S., Treumer, S., & Fejo, J. (2010). *Public Procurement Regulation: An Introduction*. London, United Kingdom: The EU Asia Inter University Network for Teaching and Research in Public Procurement Regulation.
- Baily, P (1998). *Purchasing Principles and Management* . Chapman Hall
- Basheka, B. (2008). *Procurement Planning and Local Government in Uganda: A factor Analysis Approach* .
- Basheka, C. (2010). *Public Procurement Skills Requirement Framework for Local Government System in Uganda: Perception from Professionals* .

- Bolton, P. (2006). *Grounds for Dispensing with Public Tender Procedures in Government Contracting* .
- Brandmeier, R & Rupp, F. (2010). Benchmarking Procurement Functions: Causes for Superior Performance. *An International Journal Vol.17* , 5-26.
- Bucharest. (2003). Performance Audit. *Performance Auditing Guide* . Romania: The Court of Accounts.
- Carter, R. (1995). *The Journal of Purchasing and Supply Management. Volume 3* .
- Chambua (2008). *The Assessment of Procurement Plan in Public Sector as a yard sticks to Successful public procurement Principles* .
- CPAR. (2003). *Tanzania Country Procurement Assessment Report*. Dar es Salaam: Public Procurement Regulatory Authority.
- Djurovic - Todorovic, J & Djordjevic, M. (2009). The Importance of Public Expenditure Management in Modern Budget Systems. *Economics and Organisation Volume 6 No.3*, 281- 294.
- EPC (2007). *Initiatives to Improve the efficiency and effectiveness of Public spending: Modernising Public Administration*. Directorate General for Economic and Financial Affairs, European Commission. Brussels.
- Erridge, A. (2005). *United Kingdom Public Procurement policy and the delivery of public value*. London: PrAcademics Press. pp 335- 352.
- Eyaa, S & Oluka, P. N. (2011). Explaining Non - Compliance in Public Procurement in Uganda. *International Journal of Business and Social Science Vol.2 NO.11* , 35 - 44.
- Garret, G & Rendon, G (2005). *Contract Management : Organisational Assessment Tools*. National Contract Management Association.

- GOJ. (2010). *Public Sector Procurement Policy*. Jamaica: Ministry of Finance and Public Service.
- Mapande, A. (2008). Masters of Business Administration - Procurement and Logistic Management. *Assessment of the impact of Procurement Plan in enhancing performance of the Organization* .Mzumbe University.
- Harpe, S. P. (2009, November). *Public Procurement Law: A Comparative Analysis* .
- Jone, S. (2007). Public Procurement in Southeast Asia: Challenge and Reform. *Journal of Public Procurement, Volume 7, Issue 1* , pp.3-33.
- Kabaj, O. (2003). *The Challenge of African Development*. Oxford University Press.
- Kakwezi, P & Nyeko, S. (2010). *Procurement Process and Performance: Efficiency and Effectiveness of the Procurement Function* . Kampala, Uganda: Makerere University.
- Kaswaka, E. (2009). Masters of Business Administration (Procurement and Logistic Management). *An assessment of the Factors behind ineffective Implementation of Procurement Plan in Local Government Authorities: The Case of Temeke Municipal Council*, Dar es Salaam, Tanzania: Mzumbe University.
- Kisinga, C. (2011, August). Masters of Science in Procurement and Supply Chain Management. *The Challenges in Applying Preferential Treatment of Local Firms in Public Procurement* . Dar es Salaam, Tanzania: Mzumbe University.
- Kothari.C.R. (2004). *Research Methodology: Methods and Techniques*. New Delhi: New Age International (P) Ltd.

- Krauss.S.E. (2005, December 4). The Qualitative Report Volume 10 No.4. *Research Paradigms and Meaning Making: A Primer* , pp. 758-770.
- Lan, Z., Riley, L., & Cayer, J. (2005). How can Local Government become Employer of Choice for Technical professionals? . *Review of Public Administration Volume 29, No.3* , 225 - 242.
- Larasati, D & Watanabe, T. (2010). *Direction for Reform of Public Procurement System; Lesson from Practices*. Indonesia: Kochi University of Technology.
- Mamiro, G. (2010). Value for Money, The Limping Pillar in Public Procurement - Experience from Tanzania.
- Mlinga, R. (2006). Implementation of Public Procurement Act of 2004, Seminar for Secretaries of Tender Boards. *Tanzania Procurement Journal Volume 1 No.15*, pp 37.
- Mlinga, R. (2008). Ethics in Public Procurement: A missing Link in the Education and Training of Construction Industry Practitioners. *Tanzania Procurement Journal* , 23- 24; 37 - 45.
- Mlinga, R. (2009). Promoting Integrity in Public Procurement. *Tanzania Procurement Journal Volume II No.5* , 13 - 39.
- Mlinga, R. (2008). Re - emphasizing the need for procurement planning. *Tanzania Procurement Journal Volume 1 No.17* , pp 3 - 5.
- MOF. (2005). *Public Procurement (Goods, Works, Non Consultancy services and Disposal of Public assets by Tender) Regulations*. Dar es Salaam: Government Printer.
- Msita, K. (2007). Value for Money. *Construction Business Journal* .

- Murray, J. (1999). Local Government demands more from purchasing. *European Journal of purchasing and Supply Management Volume 5 No.1* , 33 - 42.
- NPPPU. (2005). *National Public Procurement Policy Framework*: National Public Procurement Policy Unit, Department of Finance.Ireland.
- OECD. (2005). Harmonizing Donor Practices for Effective Aid Delivery, *Vol.3 Strengthening Procurement Capacities in Developing Countries*. Paris France
- OECD. (2010). *Handbook on Contracting out Government Functions and Services in Post Conflict and Fragile Situations*. OECD Publishing.
- PPRA (2004).The Public Procurement Act No.21, Dar es Salaam; Government Printer.
- PPRA. (2008, October). Assessment for major weaknesses observed in the Procurement Audits in Procuring Entities. *Tanzania Procurement Journal*, pp 5 -11.
- PPRA. (2008). Procurement Audit Results: Key Findings and Recommendations for Audited Procuring Entities. *Tanzania Procurement Journal* , pp 5-12.
- Rashid, J. (2009, October). Masters of Business Administration. *Attitude of bidders towards Public Procurement Process: The Case of Urban Water Supply and Sewerage Authorities* . Dar es Salaam, Tanzania: Dar es Salaam University Press.
- Raymond, J. (2008). Benchmarking in Public Procurement. *Benchmarking: An International Journal* , pp 782 -793.
- Rendon G R & Garrett, G. (2005, September). Contract Management. *Managing Contracts in Turbulent Times* , pp. 48 - 57.

- Rendon, G. (2007). Best Practices in Contract Management. *92nd Annual International Supply Management Conference*.
- RTT. (2005). *Reform of Public Sector Procurement Regime*. Trinidad and Tobago: Ministry of Finance.
- Sarfo, A. (2011). *Assessing the Effects of the Procurement Act (663) on Public Financial Management in Ashanti Region*. Ghana.
- Saunders, M, Lewis, P., & Thornhill, A. (2009). *Research Methods for business Students, Fifth Edition*. England: Pitman Publishing imprint.
- Schapper P.R, Malta J.N and Gilbert, D.L (2006). An analytical framework for the management and reform of public procurement. *Journal of Public Procurement*, Volume 6, pp 1-26.
- OECD (2011).Support for Improvement in Governance and Management. *Public Procurement : Contract Management*. European Commission.
- Shirima, L. (2009). Procurement of Roadworks and Standardizing for Improvement of Absorption Capacity. *Tanzania Procurement Journal* , 38-41.
- SPB. (2011). *Contract Management Guideline Version 3.0*. Government of South Australia.
- Thai, K. (2005). *Challenges in Public Procurement*. Florida Atlantic University, USA
- Thai, K. (2004). *Introduction to Public Procurement. First Edition*. Florida Atlantic University, USA
- Vafaiee, M. Owlia, M., & Vahdat, M. (2010). Procurement Management Challenges in Gas Projects of Iran. *Proceedings of the 2010 International Conference on Industrial engineering and Operations Management*. Dhaka, Bangladesh.

- Weller, C, Pritchard, J., & Maitre, E. (2011, October). Identifying Opportunities for Sustainable Public Procurement Briefing Series. *Briefing No.3: The guiding principles of public procurement transparency, equal treatment and proportionality* .
- Westring, G (1997) *Ghana Public Procurement Reform*. An Audit Report prepared for the World Bank, Stockholm.
- White, B. (2000). *Dissertation Skills for Business and Management Students*. London: Martins the Printers Ltd.
- Wickenberg, B.(2004). *Translation of Sustainability into Public Procurement Practices in Swedish Municipalities*, Lund University Press, Sweden.
- Wiehen, M., & Olaya, J. (2006). *Curbing Corruption in Public Procurement*. Berlin, Germany: Transparency International.
- World Bank, (2000). *Can Africa Claim the Twenty First century?* The World Bank, Washington D.

APPENDICES

Appendix I: List of Selected Procuring entities for conducting this study and their Procurement Volumes as per Financial Year 2011/2013

S/NO	NAME OF PROCURING ENTITIES	VALUE (Tshs)
1	Ministry of Health and Social Welfare	31 Billion
2	Ministry of Labour	44 Billion
3	Ministry of Home Affairs	40 Billion
4	Ministry of Justice and Constitution	27 Billion
5	Ministry of Agriculture and Cooperatives	25 Billion
6	Tanzania Electricity Supply Company (TANESCO)	836 Billion
7	National Social Security Fund (NSSF)	63 Billion
8	National Health Insurance Fund (NHIF)	44 Billion
9	Parastatals Pension Fund (PPF)	43 Billion
10	National Housing Corporation (NHC)	31 Billion
11	Tanzania National Roads Agency (TANROADS)	1.5 Trillion
12	National Identification Authority (NIDA)	244 Billion
13	Tanzania Ports Authority (TPA)	174.1 Billion
14	Tanzania Revenue Authority (TRA)	49.9 Billion
15	Registration Insolvency and Trusteeship Agency (RITA)	37 Billion
16	Medical Store Department (MSD)	191.7 Billion
17	National Assembly	16.8 Billion
18	National Election Commission (NEC)	16.8 Billion
19	Tanzania Commission for AIDS	11.4 Billion
20	Government Employees Provident Fund	15 Billion
21	Regional Administrative Secretary -Dar es Salaam	1.0 Billion
22	Ilala Municipal Council	6.7 Billion
23	Temeke Municipal Council	Not submitted to PPRA
24	Kinondoni Municipal Council	16.6 Billion
25	Dar es Salaam City Council	16 Billion

Appendix ii: Structured Questionnaire For Procuring Entities

SUBJECT: THE ROLE OF PROCUREMENT PROCESSES ON THE EFFECTIVENESS OF PUBLIC PROCUREMENT SYSTEM IN TANZANIA

Dear Respondent,

The researcher would like to request your professional opinion and comments on this pilot study with respect to the subject mentioned above. This questionnaire will be used by researcher to collect direct data from **Procurement Specialists** or **officers** involved directly in procurement functions within sampled procuring entities.

It should be noted that maximum confidentiality will be exercised on the information provided and it will be exclusively used only for academic purposes with the Open University of Tanzania. Therefore, personal particulars may be provided optionally.

Work Experience Duration (Practice) :

Name of Company (optional) :

Name of Professional (optional) :

Title Held (Post in Practice) :

Date :

A. Procurement Planning on Effective Public Procurement system

The following are identified as main attributes that procuring entities experienced in actual practice of carrying out procurement functions in your respective organisation.

Please, rate the degree of attributes application on effectiveness of public procurement system basing on the scale provided in the table :

(**1** - Strongly Disagree; **2**- Disagree; **3** - Uncertain ; **4** - Agree ; **5**- Strongly Agree):

S/No	Attributes	Scale				
		➔				
		1	2	3	4	5
A1	Cost Estimate/Budget are obtained from market survey of prices for every procurement requirement					
A2	All procurements/tenders made/floated appear in the Annual Procurement Plan					
A3	Method of procurement used is the same as appearing in the Annual Procurement Plan					
A4	Proper planned Tender Board meetings (Numbers of meetings are the same as planned in the procurement plan)					
A5	Timely approval of Annual Procurement Plan and issuance of General Procurement Notice to the public					
A6	General Procurement Notice are published in PPRA's website, PEs website and Local Newspapers for public access					
	Please, add any other attributes as above.					
1						
2						
3						
4						
5						

B. Tendering Process on Effectiveness of Public Procurement System

The following are identified as main attributes that procuring entities experienced in actual practice of carrying out procurement functions in your respective organisation during tendering process. Please rate the degree of attributes application on effectiveness of public procurement system basing on the scale provided in the table : (**1** - Strongly Disagree; **2**- Disagree; **3** - Uncertain ; **4** - Agree ; **5**- Strongly Agree)

S/No	Attributes	Scale				
		1	2	3	4	5
B1	Provision of timely and appropriate procurement requirements to the PMU (Specification, drawings, schedule of requirements/Bills of Quantities and technical evaluation criteria) by User departments					
B2	Appropriately prepared bidding document					
B3	Tender Advertisements issued in approved media by Act					
B4	No experience of delayed approval due to absence of adequate Qorum of Tender Board Members					
B5	Completion of Tender Evaluation on time					
B6	Conducting due diligence to prospective successful bidder and documented before award of tender					
B7	Awarding tender within planned bid validity period					
B8	Evaluation report are based only on criteria stipulated in the bidding document issued					
B9	Verification of successful bidder's price to the market prices prior to award of tender					
	Please, add any other attributes and indicate degree of validity as above					
1						
2						
3						
4						

C. Contract Administration/Management on Effectiveness of Public Procurement

The following are main areas usually are provided in the bidding documents issued in the course of tendering process by procuring entities. Can you rate the degree of each attribute application as you have experienced in public contract administration/management:

(1 - Strongly Disagree; 2- Disagree; 3 - Uncertain ; 4 - Agree ; 5- Strongly Agree)

S/No	Attributes	Scale
------	------------	-------

		➔				
		1	2	3	4	5
C1	Appropriate Contract Manager for each procurement contract is appointed					
C2	Adequate provision on dispute resolution mechanism are provided					
C3	Price fluctuation adjustment provisions provided in the contract					
C4	Provisions for delays of payment to service provider or contractor is provided and implemented					
C5	Sufficient provision on delayed works or goods delivery is provided in the contract and enforced					
C6	Adequate control provisions are provided for effecting payments to supplier or contractor and enforced					
C7	Time extension granted on the basis of maintained records and analysed accordingly					
C8	Minimum time is taken by Contract Manager to certify payments on works done or goods delivered					
C9	Monitoring performance of supplier or contractor is by means of progress reports for works and inspection report incase of goods delivered					
C10	Due payments are effected within time stipulated in the contract.					
C11	Communication channels are very simplified with procuring entities					
C12	All procurement proceedings records are well maintained and no experience of misplacement of some records					
1	Please add any other attributes and indicate degree of validity as above.					
2						
3						
4						

D. Comment or Suggestions on the Study for Improvement

Please if you have any additional comment or suggestion for improvement you can share

.....
.....
.....
.....

Thank you for your contribution

Appendix iii: Structured Questionnaire For Economic Operators

SUBJECT: THE ROLE OF PROCUREMENT PROCESSES ON THE EFFECTIVENESS OF PUBLIC PROCUREMENT SYSTEM IN TANZANIA

Dear Respondent,

The researcher would like to request your professional opinion and comments in this pilot study with respect to the subject mentioned above. This questionnaire will be used by researcher to gather data from **suppliers, contractors or service providers** trading with government entities.

It should be noted that maximum confidentiality will be exercised on the information provided and it will be exclusively used only for academic purposes with the Open University of Tanzania. Therefore, personal particulars may be provided optionally.

Work Experience Duration (Practice) :

Name of Company (optional) :

Name of Professional (optional) :

Title Held (Post in Practice) :

Date :

1.0 Procurement Planning on Effective Public Procurement system

The following are identified as main attributes that suppliers or contractors experienced in actual practice when trading with procuring entities on procurement planing. Please rate the degree of attributes basing on the scale provided in the table:

(**1** - Strongly Disagree; **2**- Disagree; **3** - Uncertain ; **4** - Agree ; **5**- Strongly Agree)

S/No	Attributes	Scale				
		1	2	3	4	5
QA1	Cost Estimate/Budget prepared are realistic for each procurement requirement.					
QA2	All procurements/tenders made/floated are the same as appearing in General Procurement Notice (GPN)					
QA3	Method of procurement used is the same as appearing in the General Procurement Notice (GPN)					
QA5	Timely issuance of the General procurement notice to the public					
QA6	Information on General Procurement Notice appears in the PPRA's website, PEs website and advertised in the newspapers for public access					
	Please, add any other attributes and indicate degree of validity					
1						
2						
3						
4						

2.0 Tendering Process on Effectiveness of Public Procurement System

The following are identified as main attributes that suppliers or contractors experienced in actual practice when trading with procuring entities in the course of tendering process. Please rate the degree of attributes basing on the scale provided in the table :

(1 - Strongly Disagree; 2- Disagree; 3 - Uncertain ; 4 - Agree ; 5- Strongly Agree):

S/No	Attributes	Scale				
		1	2	3	4	5
QB2	Solicitation documents are adequately prepared (well addressed specification, drawings,schedule of requirements/Bills of Quantities and technical evaluation criteria, and special conditions of contract)					
QB3	Tender oppotunities advertised adequately					
QB4	No experience of delayed approval due to absence of adequate Qorum of Tender Board Members					
QB5	Tender evalauation are completed on time					
QB6	Due dilgence is conducted to prospective successful bidder prior to award of tender					
QB7	Tenders are awarded within tender validity period					
QB8	Evaluation report are based on criteria stipulated in the bidding document					
QB9	Successful bidder's price verified against market prices prior to award					
	Please, add any other attributes and indicate degree of validity as above					
1						
2						
3						
4						

3.0 Contract Management on Effective Public Procurement

The following are main areas usually are provided in the Contract documents and experienced in the course of contract implementation. Please rate the degree of practicability basing on the scale provided in the table:

(1 - Strongly Disagree; 2- Disagree; 3 - Uncertain ; 4 - Agree ; 5- Strongly Agree)

S/No	Attributes	Scale				
		1	2	3	4	5
QC1	Appropriate Contract Manager for each procurement contract is appointed					
QC2	Provisions of adequate dispute resolution mechanism are provided					
QC3	Price fluctuation adjustment provisions are provided in the contract					
QC4	Provisions for delays of payment to service provider or contractor is provided (interest on delayed payments)and enforced					
QC5	Sufficient provision on delayed works or goods delivery is provided in the contract and implemented					
QC6	Adequate control provisions are provided for effecting payments to supplier or contractor					
QC7	Time extension granted on the basis of maintained records and analysed accordingly					
QC8	Minimum time is taken by Contract Manager/PMU to certify payments on works done or goods delivered					
QC9	Monitoring performance of supplier or contractor is by means of preparing progress reports for works and inspection report incase of goods delivered					
QC10	Due Payments are effected within time stipulated in the contract					
QC11	Communication channels are very simplified with procuring entities					
QC12	All procurement proceedings records are well maintained and no experience of misplacement of some records with your clients (procuring entities)					
	Please, add any other attributes and indicate degree of validity					
1						
2						
3						
4						
5						

4.0 Comment or Suggestions on the Study

Please if you have any additional comment or suggestion for improvement you can share

.....
.....
.....
.....

Thank you for your contribution

Appendix iv: Processed Frequency Tables for Responses from Procuring Entities Using Statistical Package for Social Science (SPSS)

Frequency Table: Responses Results from Procuring Entities Officers

Are prepared Cost Estimate/ budget by PEs based on market survey?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	38	39.6	39.6	39.6
	3	29	30.2	30.2	69.8
	5	29	30.2	30.2	100.0
	Total	96	100.0	100.0	

Are all tenders floated in APP?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	26	27.1	27.1	27.1
	3	27	28.1	28.1	55.2
	5	43	44.8	44.8	100.0
	Total	96	100.0	100.0	

Are procurement method used is the same as indicated in APP?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	3	3.1	3.1	3.1
	3	27	28.1	28.1	31.2
	5	66	68.8	68.8	100.0
	Total	96	100.0	100.0	

Are planned TB meetings are the same as actual meetings?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	42	43.8	43.8	43.8
	3	32	33.3	33.3	77.1
	5	22	22.9	22.9	100.0
	Total	96	100.0	100.0	

Are APP approved and GPN Issued on time?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	35	36.5	36.5	36.5
	3	19	19.8	19.8	56.2
	5	42	43.8	43.8	100.0
	Total	96	100.0	100.0	

Are GPN published in PPRA website, PE's website and local newspapers?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	28	23.5	23.5	23.5
	3	54	45.4	45.4	68.9
	5	37	31.1	31.1	100.0
	Total	119	100.0	100.0	

Do User Departments submit timely and appropriate procurement requirement to PMU?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	20	20.8	20.8	20.8
	3	40	41.7	41.7	62.5
	5	36	37.5	37.5	100.0
	Total	96	100.0	100.0	

Are Bidding documents prepared adequately?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	64	66.7	66.7	66.7
	3	18	18.8	18.8	85.4
	5	14	14.6	14.6	100.0
	Total	96	100.0	100.0	

Are tender opportunities advertised adequately?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	45	46.9	46.9	46.9
	3	31	32.3	32.3	79.2
	5	20	20.8	20.8	100.0
	Total	96	100.0	100.0	

Are always the Quorum of TB members adequate?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	5	5.2	5.2	5.2
	3	11	11.5	11.5	16.7
	5	80	83.3	83.3	100.0
	Total	96	100.0	100.0	

Are always tender evaluation completed on time?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	22	22.9	22.9	22.9
	3	20	20.8	20.8	43.8
	5	54	56.2	56.2	100.0
	Total	96	100.0	100.0	

Are due diligence conducted to successful bidders prior to award?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	33	34.4	34.4	34.4
	3	29	30.2	30.2	64.6
	5	34	35.4	35.4	100.0
	Total	96	100.0	100.0	

Are tenders are awarded within tender validity period?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	44	45.8	45.8	45.8
	3	19	19.8	19.8	65.6
	5	33	34.4	34.4	100.0
	Total	96	100.0	100.0	

Are tender evaluation based on evaluation criteria setforth in the issued bidding documents?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	16	16.7	16.7	16.7
	3	38	39.6	39.6	56.2
	5	42	43.8	43.8	100.0
	Total	96	100.0	100.0	

Are successful bidder's price verified against market price prior to award?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	70	72.9	72.9	72.9
	3	19	19.8	19.8	92.7
	5	7	7.3	7.3	100.0
	Total	96	100.0	100.0	

Are appropriate Contract Manager appointed for each contract?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	39	40.6	40.6	40.6
	3	31	32.3	32.3	72.9
	5	26	27.1	27.1	100.0
	Total	96	100.0	100.0	

Are Contract provisions for disputes resolution adequately provided?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	28	29.2	29.2	29.2
	3	12	12.5	12.5	41.7
	5	56	58.3	58.3	100.0
	Total	96	100.0	100.0	

Are Price fluctuation adjustments provisions are adequately provided?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	25	26.0	26.0	26.0
	3	27	28.1	28.1	54.2
	5	44	45.8	45.8	100.0
	Total	96	100.0	100.0	

Are adequate control provisions for effecting payments to suppliers or contractor provided and enforced?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	45	46.9	46.9	46.9
	3	34	35.4	35.4	82.3
	5	17	17.7	17.7	100.0
	Total	96	100.0	100.0	

Are provisions for delays of payment to suppliers provided and implemented?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	53	55.2	55.2	55.2
	3	22	22.9	22.9	78.1
	5	21	21.9	21.9	100.0
	Total	96	100.0	100.0	

Are sufficient provisions for controlling delays of works or goods delivery provided and implemented?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	25	26.0	26.0	26.0
	3	31	32.3	32.3	58.3
	5	40	41.7	41.7	100.0
	Total	96	100.0	100.0	

Are time extension granted basing on maintained procurement records?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	9	9.4	9.4	9.4
	3	45	46.9	46.9	56.2
	5	42	43.8	43.8	100.0
	Total	96	100.0	100.0	

Are timely certification of payments experienced?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	12	12.5	12.5	12.5
	3	46	47.9	47.9	60.4
	5	38	39.6	39.6	100.0
	Total	96	100.0	100.0	

Are progress reports for works and Inspection reports for goods prepared?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	52	54.2	54.2	54.2
	3	22	22.9	22.9	77.1
	5	22	22.9	22.9	100.0
	Total	96	100.0	100.0	

Are payments effected within time provided in Contracts?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	44	45.8	45.8	45.8
	3	33	34.4	34.4	80.2
	5	19	19.8	19.8	100.0
	Total	96	100.0	100.0	

Are communication channels simplified within PEs?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	61	63.5	63.5	63.5
	3	26	27.1	27.1	90.6
	5	9	9.4	9.4	100.0
	Total	96	100.0	100.0	

Are procurement records well documented within PEs?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	39	40.6	40.6	40.6
	3	38	39.6	39.6	80.2
	5	19	19.8	19.8	100.0
	Total	96	100.0	100.0	

Appendix V: Processed Frequency Tables for Responses from Economic Operators Using Statistical Package for Social Science(SPSS)

Frequency Distribution Tables: Economic Operators Responses

Are Cost Estimate (budget) prepared realistic?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	16	69.6	69.6	69.6
	3	6	26.1	26.1	95.7
	5	1	4.3	4.3	100.0
	Total	23	100.0	100.0	

Are all tenders floated as per APP?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	7	30.4	30.4	30.4
	3	9	39.1	39.1	69.6
	5	7	30.4	30.4	100.0
	Total	23	100.0	100.0	

Are procurement method used is the same as per APP?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	2	8.7	8.7	8.7
	3	4	17.4	17.4	26.1
	5	17	73.9	73.9	100.0
	Total	23	100.0	100.0	

Are timely approval of APP and Issuance of the GPN?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	12	52.2	52.2	52.2
	3	11	47.8	47.8	100.0
	Total	23	100.0	100.0	

Are GPN published in PPRA website, PE's website and local newspapers?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	8	34.8	34.8	34.8
	3	14	60.9	60.9	95.7
	5	1	4.3	4.3	100.0
	Total	23	100.0	100.0	

Are appropriate bidding document prepared by PEs?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	7	30.4	30.4	30.4
	3	12	52.2	52.2	82.6
	5	4	17.4	17.4	100.0
	Total	23	100.0	100.0	

Are tender adverts published in approved media by Act?				
		Frequency	Percent	Valid Percent
Valid	2	16	69.6	69.6
	3	3	13.0	13.0
	5	4	17.4	17.4
	Total	23	100	100

Are there no experience of approval delays by TB due to Quorum?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	10	43.5	43.5	43.5
	3	9	39.1	39.1	82.6

5	4	17.4	17.4	100.0
Total	23	100.0	100.0	

Are tender evaluation completed on time?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	4	17.4	18.2	18.2
	3	12	52.2	54.5	72.7
	5	6	26.1	27.3	100.0
	Total	22	95.7	100.0	
Missing	System	1	4.3		
Total		23	100.0		

Are due diligence conducted to successful bidders?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	2	8.7	8.7	8.7
	3	4	17.4	17.4	26.1
	5	17	73.9	73.9	100.0
	Total	23	100.0	100.0	

Are tenders awarded within tender validity period?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	12	52.2	52.2	52.2
	3	7	30.4	30.4	82.6
	5	4	17.4	17.4	100.0
	Total	23	100.0	100.0	

Are tender evaluation based on criteria stipulated in the bidding documents?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	18	78.3	78.3	78.3
	3	5	21.7	21.7	100.0
	Total	23	100.0	100.0	

Are appropriate Contract Manager appointed for each contract?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	5	21.7	21.7	21.7
	3	2	8.7	8.7	30.4
	5	16	69.6	69.6	100.0
	Total	23	100.0	100.0	

Are Contract provisions for disputes resolution adequately provided?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	4	17.4	17.4	17.4
	3	12	52.2	52.2	69.6
	5	7	30.4	30.4	100.0
	Total	23	100.0	100.0	

Are Price fluctuation adjustments provisions are adequately provided?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	15	65.2	65.2	65.2
	3	7	30.4	30.4	95.7
	5	1	4.3	4.3	100.0
	Total	23	100.0	100.0	

Are Control provisions for effecting payments to suppliers or contractor adequate?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	19	82.6	82.6	82.6
	3	4	17.4	17.4	100.0
	Total	23	100.0	100.0	

Are provisions for delays of payment to suppliers provided and implemented?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	7	30.4	30.4	30.4
	3	9	39.1	39.1	69.6
	5	7	30.4	30.4	100.0
	Total	23	100.0	100.0	

Are adequate control on effecting payments to suppliers provided and enforced?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	4	17.4	17.4	17.4
	3	4	17.4	17.4	34.8
	5	15	65.2	65.2	100.0
	Total	23	100.0	100.0	

Are time extension granted basing on maintained records?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	4	17.4	17.4	17.4
	3	12	52.2	52.2	69.6
	5	7	30.4	30.4	100.0
	Total	23	100.0	100.0	

Are timely certification of payments to service providers or contractors experienced?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	17	73.9	73.9	73.9
	3	4	17.4	17.4	91.3
	5	2	8.7	8.7	100.0
	Total	23	100.0	100.0	

Are progress reports for works and Inspection reports for goods prepared?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	2	8.7	8.7	8.7
	3	9	39.1	39.1	47.8
	5	12	52.2	52.2	100.0
	Total	23	100.0	100.0	

Are communication channels simplified within PEs?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	19	82.6	82.6	82.6
	5	4	17.4	17.4	100.0
	Total	23	100.0	100.0	

Are procurement records well documented within PEs?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	16	69.6	69.6	69.6
	3	6	26.1	26.1	95.7
	5	1	4.3	4.3	100.0
	Total	23	100.0	100.0	

Appendix vi: Crosstabulation Tables for Responses from Procuring Entities

Using Statistical Package for Social Science(SPSS)

Are prepared Cost Estimate/ budget by PEs based on market survey?

			Are prepared Cost Estimate/ budget by PEs based on market survey?			Total
			2	3	5	
Category	AE	Count	7	7	7	21
		% of Total	7.3%	7.3%	7.3%	21.9%
	IE	Count	2	9	7	18
		% of Total	2.1%	9.4%	7.3%	18.8%
	LGA	Count	4	6	5	15
		% of Total	4.2%	6.2%	5.2%	15.6%
	ME	Count	15	2	3	20
		% of Total	15.6%	2.1%	3.1%	20.8%
	PA	Count	10	5	7	22
		% of Total	10.4%	5.2%	7.3%	22.9%
Total	Count		38	29	29	96
	% of Total		39.6%	30.2%	30.2%	100.0%

Are all tenders floated as per APP?

			Are all tenders floated as per APP?			Total
			2	3	5	
Category	AE	Count	2	5	14	21
		% of Total	2.1%	5.2%	14.6%	21.9%
	IE	Count	4	4	10	18
		% of Total	4.2%	4.2%	10.4%	18.8%
	LGA	Count	2	4	9	15
		% of Total	2.1%	4.2%	9.4%	15.6%
	ME	Count	7	8	5	20
		% of Total	7.3%	8.3%	5.2%	20.8%
	PA	Count	11	6	5	22
		% of Total	11.5%	6.2%	5.2%	22.9%
Total	Count		26	27	43	96
	% of Total		27.1%	28.1%	44.8%	100.0%

Are procurement method used is the same as indicated in APP?

			Are procurement method used is the same as indicated in APP?			Total
			2	3	5	
Category	AE	Count	0	5	16	21
		% of Total	.0%	5.2%	16.7%	21.9%
	IE	Count	2	2	14	18
		% of Total	2.1%	2.1%	14.6%	18.8%
	LGA	Count	0	1	14	15
		% of Total	.0%	1.0%	14.6%	15.6%
	ME	Count	0	10	10	20
		% of Total	.0%	10.4%	10.4%	20.8%
	PA	Count	1	9	12	22
		% of Total	1.0%	9.4%	12.5%	22.9%
Total	Count		3	27	66	96
	% of Total		3.1%	28.1%	68.8%	100.0%

Does planned TB meetings are the same as actual meetings?

			Does planned TB meetings are the same as actual meetings?			Total
			2	3	5	
Category	AE	Count	11	6	4	21
		% of Total	11.5%	6.2%	4.2%	21.9%
	IE	Count	8	4	6	18
		% of Total	8.3%	4.2%	6.2%	18.8%
	LGA	Count	1	8	6	15
		% of Total	1.0%	8.3%	6.2%	15.6%
	ME	Count	15	5	0	20
		% of Total	15.6%	5.2%	.0%	20.8%
	PA	Count	7	9	6	22
		% of Total	7.3%	9.4%	6.2%	22.9%
Total	Count		42	32	22	96
	% of Total		43.8%	33.3%	22.9%	100.0%

Are APP approved and GPN Issued on time?

			Are APP approved and GPN Issued on time?			Total
			2	3	5	
Category	AE	Count	3	7	11	21
		% of Total	3.1%	7.3%	11.5%	21.9%
	IE	Count	6	2	10	18
		% of Total	6.2%	2.1%	10.4%	18.8%
	LGA	Count	1	4	10	15
		% of Total	1.0%	4.2%	10.4%	15.6%
	ME	Count	16	1	3	20
		% of Total	16.7%	1.0%	3.1%	20.8%
	PA	Count	9	5	8	22
		% of Total	9.4%	5.2%	8.3%	22.9%
Total		Count	35	19	42	96
		% of Total	36.5%	19.8%	43.8%	100.0%

Are User Departments submit timely and appropriate procurement requirement to PMU?

		Are User Departments submit timely and appropriate procurement requirements?				
		2	3	5	Total	
Category	AE	Count	0	7	14	21
		% of Total	.0%	7.3%	14.6%	21.9%
	IE	Count	0	10	8	18
		% of Total	.0%	10.4%	8.3%	18.8%
	LGA	Count	9	6	0	15
		% of Total	9.4%	6.2%	.0%	15.6%
	ME	Count	10	9	1	20
		% of Total	10.4%	9.4%	1.0%	20.8%
	PA	Count	1	8	13	22
		% of Total	1.0%	8.3%	13.5%	22.9%
Total		Count	20	40	36	96
		% of Total	20.8%	41.7%	37.5%	100.0%

Are Bidding documents prepared adequately?							
			Are Bidding documents prepared adequately?			Total	
			2	3	5		
Category	AE	Count	14	5	2	21	
		% of Total	14.6%	5.2%	2.1%	21.9%	
	IE	Count	10	4	4	18	
		% of Total	10.4%	4.2%	4.2%	18.8%	
	LGA	Count	9	3	3	15	
		% of Total	9.4%	3.1%	3.1%	15.6%	
	ME	Count	18	1	1	20	
		% of Total	18.8%	1.0%	1.0%	20.8%	
	PA	Count	13	5	4	22	
		% of Total	13.5%	5.2%	4.2%	22.9%	
	Total		Count	64	18	14	96
			% of Total	66.7%	18.8%	14.6%	100.0%

Are tender opportunities advertised adequately?

Are tender opportunities advertised adequately?							
			Are tender opportunities advertised adequately?			Total	
			2	3	5		
Category	AE	Count	7	12	2	21	
		% of Total	7.3%	12.5%	2.1%	21.9%	
	IE	Count	13	0	5	18	
		% of Total	13.5%	.0%	5.2%	18.8%	
	LGA	Count	8	2	5	15	
		% of Total	8.3%	2.1%	5.2%	15.6%	
	ME	Count	7	12	1	20	
		% of Total	7.2%	12.5%	1.0%	20.8%	
	PA	Count	10	5	7	22	
		% of Total	10.4%	5.2%	7.3%	22.9%	
	Total		Count	45	31	20	96

			Are tender opportunities advertised adequately?			Total
			2	3	5	
Category	AE	Count	7	12	2	21
		% of Total	7.3%	12.5%	2.1%	21.9%
	IE	Count	13	0	5	18
		% of Total	13.5%	.0%	5.2%	18.8%
	LGA	Count	8	2	5	15
		% of Total	8.3%	2.1%	5.2%	15.6%
	ME	Count	7	12	1	20
		% of Total	7.2%	12.5%	1.0%	20.8%
	PA	Count	10	5	7	22
		% of Total	10.4%	5.2%	7.3%	22.9%
	Total	Count	45	31	20	96
		% of Total	46.9%	32.3%	20.8%	100.0%

Are always the Quorum of TB members adequate?

			Are always the Quorum of TB members adequate?			Total
			2	3	5	
Category	AE	Count	0	2	19	21
		% of Total	.0%	2.1%	19.8%	21.9%
	IE	Count	0	0	18	18
		% of Total	.0%	.0%	18.8%	18.8%
	LGA	Count	0	0	15	15
		% of Total	.0%	.0%	15.6%	15.6%
	ME	Count	4	6	10	20
		% of Total	4.2%	6.2%	10.4%	20.8%
	PA	Count	1	3	18	22
		% of Total	1.0%	3.1%	18.8%	22.9%
	Total	Count	5	11	80	96
		% of Total	5.2%	11.5%	83.3%	100.0%

Are always tender evaluation completed on time?

		Always tender evaluation completed on time				Total
		2	3	5		
Category	AE	Count	2	5	14	21
		% of Total	2.1%	5.2%	14.6%	21.9%
	IE	Count	4	4	10	18
		% of Total	4.2%	4.2%	10.4%	18.8%
	LGA	Count	0	3	12	15
		% of Total	.0%	3.1%	12.5%	15.6%
	ME	Count	12	3	5	20
		% of Total	12.5%	3.1%	5.2%	20.8%
PA	Count	4	5	13	22	
	% of Total	4.2%	5.2%	13.5%	22.9%	
Total		Count	22	20	54	96
		% of Total	22.9%	20.8%	56.2%	100.0%

Are due diligence conducted to prospective bidders?

		Due diligence are conducted to prospective bidders				Total
		2	3	5		
Category	AE	Count	5	10	6	21
		% of Total	5.2%	10.4%	6.2%	21.9%
	IE	Count	4	4	10	18
		% of Total	4.2%	4.2%	10.4%	18.8%
	LGA	Count	2	1	12	15
		% of Total	2.1%	1.0%	12.5%	15.6%
	ME	Count	13	4	3	20
		% of Total	13.5%	4.2%	3.1%	20.8%
PA	Count	9	10	3	22	
	% of Total	9.4%	10.4%	3.1%	22.9%	
Total		Count	33	29	34	96
		% of Total	34.4%	30.2%	35.4%	100.0%

Are tenders awarded within tender validity period?

		Tenders are awarded within tender validity period				
		2	3	5	Total	
Category	AE	Count	10	4	7	21
		% of Total	10.4%	4.2%	7.3%	21.9%
	IE	Count	7	2	9	18
		% of Total	7.3%	2.1%	9.4%	18.8%
	LGA	Count	4	3	8	15
		% of Total	4.2%	3.1%	8.3%	15.6%
	ME	Count	14	3	3	20
		% of Total	14.6%	3.1%	3.1%	20.8%
	PA	Count	9	7	6	22
		% of Total	9.4%	7.3%	6.2%	22.9%
	Total	Count	44	19	33	96
		% of Total	45.8%	19.8%	34.4%	100.0%

Does tender evaluation base on evaluation criteria setforth in issued bidding documents?

		Does tender evaluation base on evaluation criteria setforth in issued bidding documents?				
		2	3	5	Total	
Category	AE	Count	4	11	6	21
		% of Total	4.2%	11.5%	6.2%	21.9%
	IE	Count	0	5	13	18
		% of Total	.0%	5.2%	13.5%	18.8%
	LGA	Count	1	5	9	15
		% of Total	1.0%	5.2%	9.4%	15.6%
	ME	Count	8	10	2	20
		% of Total	8.3%	10.4%	2.1%	20.8%
	PA	Count	3	7	12	22
		% of Total	3.1%	7.3%	12.5%	22.9%

Total	Count	16	38	42	96
	% of Total	16.7%	39.6%	43.8%	100.0%

Are successful bidder's price verified against market price prior to award?

			Are successful bidder's price verified against market price prior to award?			Total	
			2	3	5		
Category	AE	Count	1	3	17	21	
		% of Total	1.0%	3.1%	17.7%	21.9%	
	IE	Count	0	0	18	18	
		% of Total	.0%	.0%	18.8%	18.8%	
	LGA	Count	0	1	14	15	
		% of Total	.0%	1.0%	14.6%	15.6%	
	ME	Count	2	11	7	20	
		% of Total	2.1%	11.5%	7.3%	20.8%	
	PA	Count	4	4	14	22	
		% of Total	4.2%	4.2%	14.6%	22.9%	
	Total		Count	7	19	70	96
			% of Total	7.3%	19.8%	72.9%	100.0%

Are appropriate Contract Manager appointed for each contract?

			Are appropriate Contract Manager appointed for each contract?			Total
			2	3	5	
Category	AE	Count	6	12	3	21
		% of Total	6.2%	12.5%	3.1%	21.9%
	IE	Count	5	4	9	18
		% of Total	5.2%	4.2%	9.4%	18.8%
	LGA	Count	1	5	9	15
		% of Total	1.0%	5.2%	9.4%	15.6%
	ME	Count	15	3	2	20
		% of Total	15.6%	3.1%	2.1%	20.8%
	PA	Count	12	7	3	22

		% of Total	12.5%	7.3%	3.1%	22.9%
Total		Count	39	31	26	96
		% of Total	40.6%	32.3%	27.1%	100.0%

Are Contract provisions for disputes resolution adequately provided?

		Are Contract provisions for disputes resolution adequately provided?				Total
		2	3	5		
Category	AE	Count	10	3	8	21
		% of Total	10.4%	3.1%	8.3%	21.9%
	IE	Count	3	0	15	18
		% of Total	3.1%	.0%	15.6%	18.8%
	LGA	Count	4	2	9	15
		% of Total	4.2%	2.1%	9.4%	15.6%
	ME	Count	5	4	11	20
		% of Total	5.2%	4.2%	11.5%	20.8%
	PA	Count	6	3	13	22
		% of Total	6.2%	3.1%	13.5%	22.9%
	Total	Count	28	12	56	96
		% of Total	29.2%	12.5%	58.3%	100.0%

Are Price fluctuation adjustments provisions are adequately provided?

			Are Price fluctuation adjustments provisions are adequately provided?			Total	
			2	3	5		
Category	AE	Count	1	8	12	21	
		% of Total	1.0%	8.3%	12.5%	21.9%	
	IE	Count	2	0	16	18	
		% of Total	2.1%	.0%	16.7%	18.8%	
	LGA	Count	8	1	6	15	
		% of Total	8.3%	1.0%	6.2%	15.6%	
	ME	Count	8	10	2	20	
		% of Total	8.3%	10.4%	2.1%	20.8%	
	PA	Count	6	8	8	22	
		% of Total	6.2%	8.3%	8.3%	22.9%	
	Total		Count	25	27	44	96
			% of Total	26.0%	28.1%	45.8%	100.0%

Are Control provisions for effecting payments to suppliers or contractor adequate?

			Are Control provisions for effecting payments to suppliers or contractor adequate?			Total
			2	3	5	
Category	AE	Count	8	6	7	21
		% of Total	8.3%	6.2%	7.3%	21.9%
	IE	Count	6	5	7	18
		% of Total	6.2%	5.2%	7.3%	18.8%
	LGA	Count	8	6	1	15
		% of Total	8.3%	6.2%	1.0%	15.6%
	ME	Count	11	9	0	20
		% of Total	11.5%	9.4%	.0%	20.8%
	PA	Count	12	8	2	22
		% of Total	12.5%	8.3%	2.1%	22.9%

Total	Count	45	34	17	96
	% of Total	46.9%	35.4%	17.7%	100.0%

Are provision for controlling delays of payment to suppliers provided and implemented?

		Are provision for delays of payment to suppliers provided and implemented?				
		2	3	5	Total	
Category	AE	Count	10	6	5	21
		% of Total	10.4%	6.2%	5.2%	21.9%
	IE	Count	5	7	6	18
		% of Total	5.2%	7.3%	6.2%	18.8%
	LGA	Count	11	2	2	15
		% of Total	11.5%	2.1%	2.1%	15.6%
	ME	Count	16	3	1	20
		% of Total	16.7%	3.1%	1.0%	20.8%
	PA	Count	11	4	7	22
		% of Total	11.5%	4.2%	7.3%	22.9%
Total	Count	53	22	21	96	
	% of Total	55.2%	22.9%	21.9%	100.0%	

Are adequate provisions for controlling delays of goods or works delivery are provided and enforced?

		Are adequate provisions for controlling delays on goods or works delivery provided and enforced?				
		2	3	5	Total	
Category	AE	Count	2	8	11	21
		% of Total	2.1%	8.3%	11.5%	21.9%
	IE	Count	3	3	12	18
		% of Total	3.1%	3.1%	12.5%	18.8%
	LGA	Count	9	3	3	15
		% of Total	9.4%	3.1%	3.1%	15.6%
	ME	Count	7	10	3	20

		% of Total	7.3%	10.4%	3.1%	20.8%
	PA	Count	4	7	11	22
		% of Total	4.2%	7.3%	11.5%	22.9%
Total		Count	25	31	40	96
		% of Total	26.0%	32.3%	41.7%	100.0%

Are time extension granted basing on maintained records?

		Are time extension granted basing on maintained records?					
			2	3	5	Total	
Category	AE	Count	0	11	10	21	
		% of Total	.0%	11.5%	10.4%	21.9%	
	IE	Count	1	1	16	18	
		% of Total	1.0%	1.0%	16.7%	18.8%	
	LGA	Count	3	10	2	15	
		% of Total	3.1%	10.4%	2.1%	15.6%	
	ME	Count	2	16	2	20	
		% of Total	2.1%	16.7%	2.1%	20.8%	
	PA	Count	3	7	12	22	
		% of Total	3.1%	7.3%	12.5%	22.9%	
	Total		Count	9	45	42	96
			% of Total	9.4%	46.9%	43.8%	100.0%

Are timely certification of payments experienced?

		Are timely certification of payments experienced?				
			2	3	5	Total
Category	AE	Count	2	7	12	21
		% of Total	2.1%	7.3%	12.5%	21.9%
	IE	Count	3	5	10	18
		% of Total	3.1%	5.2%	10.4%	18.8%
	LGA	Count	1	10	4	15

		% of Total	1.0%	10.4%	4.2%	15.6%
	ME	Count	4	9	7	20
		% of Total	4.2%	9.4%	7.3%	20.8%
	PA	Count	2	15	5	22
		% of Total	2.1%	15.6%	5.2%	22.9%
Total		Count	12	46	38	96
		% of Total	12.5%	47.9%	39.6%	100.0%

Are progress reports for works and Inspection reports for goods prepared?

		Are progress reports for works and Inspection reports for goods prepared?				
			2	3	5	Total
Category	AE	Count	5	12	4	21
		% of Total	5.2%	12.5%	4.2%	21.9%
	IE	Count	3	4	11	18
		% of Total	3.1%	4.2%	11.5%	18.8%
	LGA	Count	11	1	3	15
		% of Total	11.5%	1.0%	3.1%	15.6%
	ME	Count	15	2	3	20
		% of Total	15.6%	2.1%	3.1%	20.8%
PA	Count	18	3	1	22	
	% of Total	18.8%	3.1%	1.0%	22.9%	
Total		Count	52	22	22	96
		% of Total	54.2%	22.9%	22.9%	100.0%

Are payments effected within time provided in the Contracts?

		Are payments effected within time provided in Contracts?				
			2	3	5	Total
Category	AE	Count	11	5	5	21
		% of Total	11.5%	5.2%	5.2%	21.9%
	IE	Count	16	1	1	18
		% of Total	16.7%	1.0%	1%	18.8%
	LGA	Count	5	7	3	15

		% of Total	5.2%	7.3%	3.1%	15.6%
	ME	Count	6	10	4	20
		% of Total	6.2%	10.4%	4.2%	20.8%
	PA	Count	6	10	6	22
		% of Total	6.2%	10.4%	6.2%	22.9%
Total		Count	44	33	19	96
		% of Total	45.8%	34.4%	19.8%	100.0%

Are communication channels simplified within PEs?

		Are communication channels simplified within PEs?				Total
		2	3	5		
Category	AE	Count	8	10	3	21
		% of Total	8.3%	10.4%	3.1%	21.9%
	IE	Count	6	8	4	18
		% of Total	6.3%	8.3%	4.2%	18.8%
	LGA	Count	13	2	0	15
		% of Total	13.5%	2.1%	.0%	15.6%
	ME	Count	15	3	2	20
		% of Total	15.6%	3.1%	2.1%	20.8%
	PA	Count	19	3	0	22
		% of Total	19.8%	3.1%	.0%	22.9%
Total		Count	61	26	9	96
		% of Total	63.5%	27.1%	9.4%	100.0%

Are procurement records well documented within PEs?

		Are procurement records well documented within PEs?				Total
		2	3	5		
Category	AE	Count	7	7	7	21
		% of Total	7.3%	7.3%	7.3%	21.9%
	IE	Count	2	9	7	18
		% of Total	2.1%	9.4%	7.3%	18.8%
	LGA	Count	9	6	0	15

		% of Total	9.4%	6.2%	.0%	15.6%
	ME	Count	15	5	0	20
		% of Total	15.6%	5.2%	.0%	20.8%
	PA	Count	6	11	5	22
		% of Total	6.2%	11.5%	5.2%	22.9%
Total		Count	39	38	19	96
		% of Total	40.6%	39.6%	19.8%	100.0%