

**KWAME NKRUMAH UNIVERSITY OF SCIENCE AND TECHNOLOGY,**

**KUMASI**

**COLLEGE OF ARCHITECTURE AND PLANNING**

**DEPARTMENT OF BUILDING TECHNOLOGY**

**EVALUATION OF PROUCUREMENT CHALLENGES IN THE COLLEGES OF  
EDUCATION, VOLTA REGION**

BY

**AKRONG, FORSTER GEORGE (BSc. Hons)**

A DISSERTATION SUBMITTED TO THE DEPARTMENT OF BUILDING  
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## CERTIFICATION

I hereby declare that this submission is my own work towards the MSc in Procurement Management and that to the best of my knowledge, it contains no material previously published by another person nor material which has been accepted for the award of any other degree of the University, except where due acknowledgement has been made in the text.

KNUST

**AKRONG FORSTER GEORGE**.....

(20292195, PG 7176312)

Signature

Date

Certified by:

**Prof. Joshua Ayarkwa** .....

Supervisor

Signature

Date

Certified by:

**Prof. Joshua Ayarkwa** .....

Head of Department

Signature

Date

## ABSTRACT

The Government of Ghana passed the Public Procurement Act 663 in the year 2003 and it also passed the Colleges of Education Act 847 in 2012. The Colleges of Education Act paved the way for the elevation of the then Thirty-Eight (38) Teacher Training Colleges in the Country to tertiary status.

This study aimed at identifying some if not all the challenges, militating against the implementation of Act 663(2003) following the elevation of the Colleges of Education to tertiary status by Act 847(2012). To do this research, interviews were conducted out of which questions were framed and distributed to principal offices of the seven (7) Colleges of Education. Their responses were collected and analyzed in using relative importance indices. The result of the analysis showed key challenges such as; High cost of doing business, threshold limitations in the choice of appropriate procurement methods and contract packages stated in clause 21 and schedule 3 of the Public Procurement Act 663(2003) a confirmation in the Ugandan Procurement report presented in Tunisia and finally, delay in paying contractors, suppliers and consultants.

The study also revealed that the key recommendations to deal with the challenges include; (a) Cost of procuring goods, works etc. should be reduced by entities. Large monetary guarantees from bidders as a condition for bidding may prevent otherwise qualified small bidders from entering the tender process. (b) Procurement Practitioners should be trained and retrained. (c) Cartels and Corruption should be discouraged by putting in place more stringent laws to prosecute offenders and implementing the existing laws under the Public Procurement Act 663(2003) while ensuring transparency at all levels.

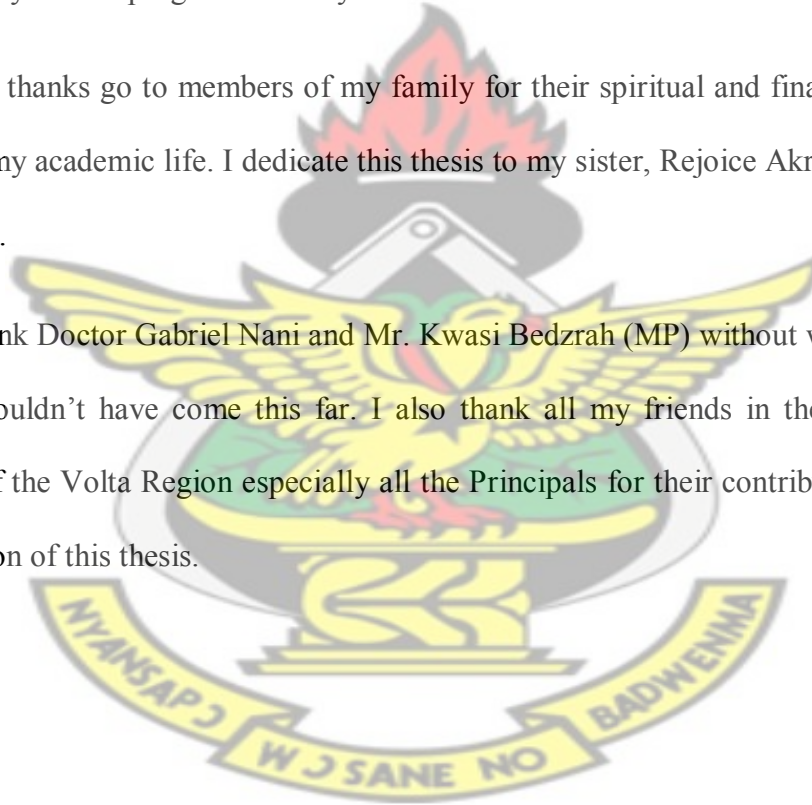
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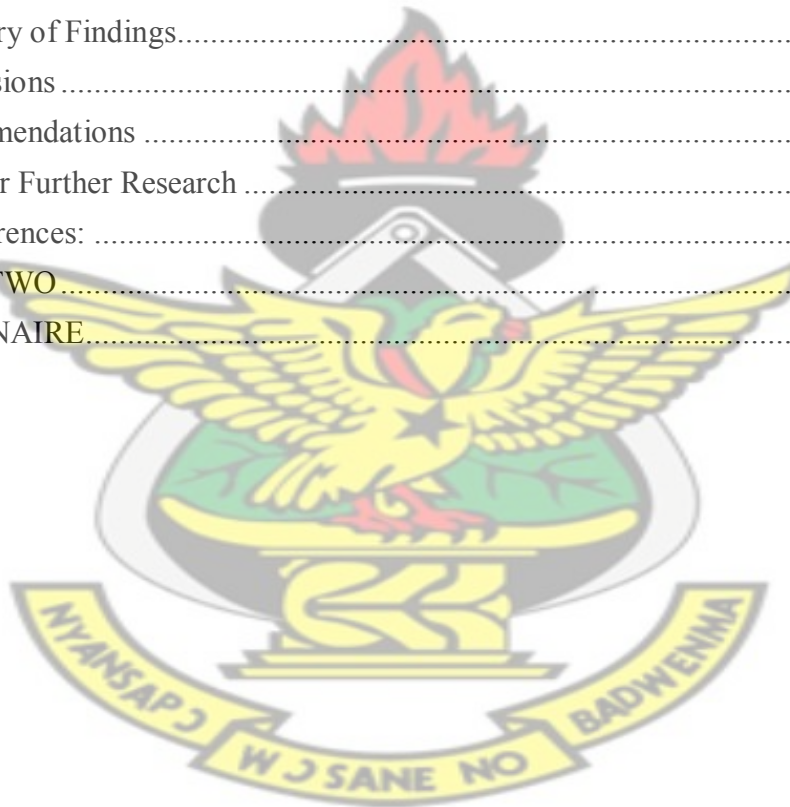
## Table of Contents

ABSTRACT.....	iii
ACKNOWLEDGEMENT .....	iv
LIST OF TABLES .....	viii
LIST OF FIGURES.....	ix
ABBREVIATION AND ACRONYMS.....	x
CHAPTER ONE .....	1
GENERAL INTRODUCTION.....	1
1.1 Background of the Study.....	1
1.2 Problem Statement.....	2
1.3 Specific Research Questions .....	3
1.4 Aim of study.....	4
1.5 Objectives of study .....	4
1.6 Scope of the Study .....	4
1.7 Justification of the Study.....	5
1.8 Organization of the study.....	5
CHAPTER TWO .....	7
2.1 Tracing Public Procurement Practices and Concerns .....	7
2.2 Public Procurement Bill of Ghana (Act 663, 2003) .....	8
2.3 Public Procurement Act 663(2003) and implementations .....	11
2.4 Public procurement principles.....	12
2.4.1 Transparency, accountability and ethics (Public Procurement Manual 2003) .....	12
2.5 Procurement rules and procedures in Ghana.....	13
2.5.1 Procurement plan .....	13
2.5.2 Qualification of tenderers .....	14
2.5.3 Prequalification proceedings.....	14
2.5.4 Form of communication.....	15
2.5.5 Record of procurement proceedings.....	15
2.5.6 Rejection of tenders, proposals and quotations .....	15
2.5.7 Entry into force of the procurement contract .....	16
2.5.8 Public notice of procurement contract awards .....	16
2.5.9 Inducements from suppliers, contractors and consultants .....	16
2.5.10 Description of goods, works or services.....	17



2.5.11 Language .....	17
2.5.12 Procedures for inviting tenders or applications to prequalify .....	17
2.6 Procurement methods .....	19
2.7 Disposal of Stores, Plant and Equipment.....	23
2.8 Framework Contract/Agreement .....	23
2.8.1 Framework under Public Procurement Act 663 (2003) .....	24
2.8.2 Processes of framework contracting/ agreements.....	25
2.8.3 Rationale for framework agreements (FWA).....	25
2.8.4 Is framework agreement the anti-dote to bulk breaking?.....	26
2.8.5 Types of framework agreements (FWA) .....	27
2.8.6 Challenges in the implementation of framework agreements in Ghana .....	27
2.9 Low/Minor Value Procurement.....	27
2.10 Colleges of Education ACT 847(2012) .....	28
2.11.0 Procurement Challenges for Goods, Works and Services .....	28
CHAPTER THREE.....	34
MATERIALS AND METHODS.....	34
3.1 Introduction.....	34
3.2 Research Design.....	34
3.3 Selection of Study Area .....	34
3.4 Sampling Methods.....	34
3.5 Data Sources and Collections Instruments.....	35
3.5.1 Relative Important Index.....	36
3.6 Data Processing and Analysis .....	36
3.7 Profile of study area.....	37
3.7.1 Profile of the Volta Region .....	37
3.7.2 Dambai College of Education.....	38
3.7.3 Jasikan College of Education .....	39
3.7.4 St. Theresa College of Education .....	40
3.7.5 St. Francis College of education.....	42
3.7.6 E.P. College of Education .....	43
3.7.7 Peki College of Education.....	45
3.7.8 Akatsi College of Education.....	46
CHAPTER FOUR.....	48
RESULTS AND DISCUSSIONS.....	48

4.1 Introduction .....	48
4.2 Data Collection .....	48
4.3 Analyses of Results.....	49
4.3.1 Personal Data .....	49
4.3.2 Works/Goods/Services Procurement .....	52
4.3.3 Procurement challenges.....	57
4.3.4 Recommendations to mitigate Procurement challenges .....	61
4.3.5 General comments .....	64
CHAPTER FIVE.....	67
CONCLUSIONS AND RECOMMENDATIONS .....	67
5.0 Introduction .....	67
5.1 Summary of Findings.....	67
5.2 Conclusions .....	70
5.3 Recommendations .....	71
5.4 Areas for Further Research .....	73
6.0 References: .....	74
APPENDIX TWO.....	76
QUESTIONNAIRE.....	76



## LIST OF TABLES

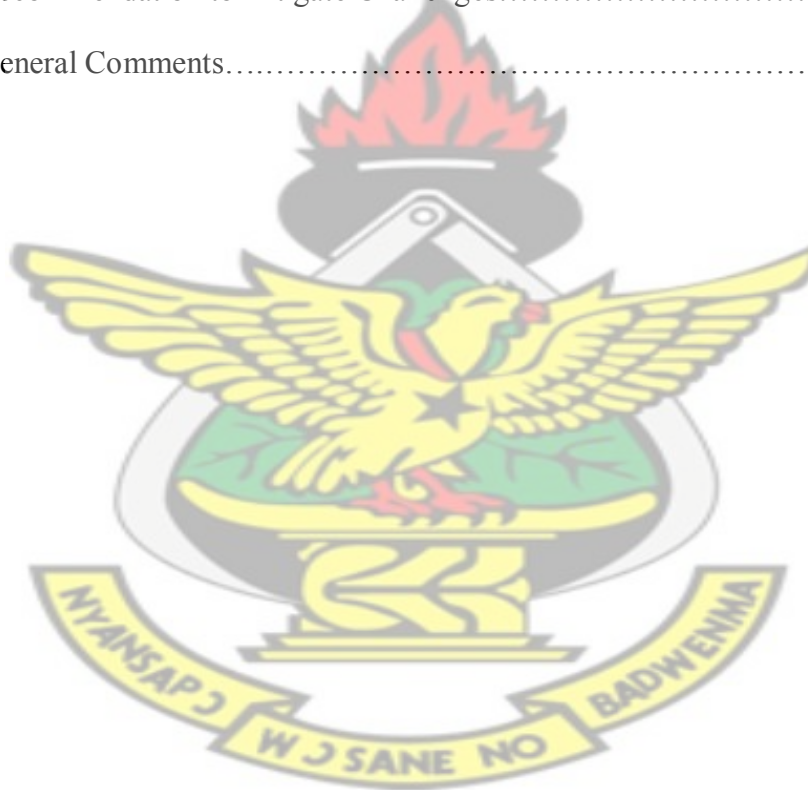
Table 4.1 Questionnaire Distribution and responses.....	48
Table 4.2 Personal Data.....	50
Table 4.3 Work/Good/Services Procurement.....	54
Table 4.4 Procurement Challenges.....	58
Table 4.5 Recommendations to mitigate Challenges.....	62
Table 4.6 General Comments.....	64



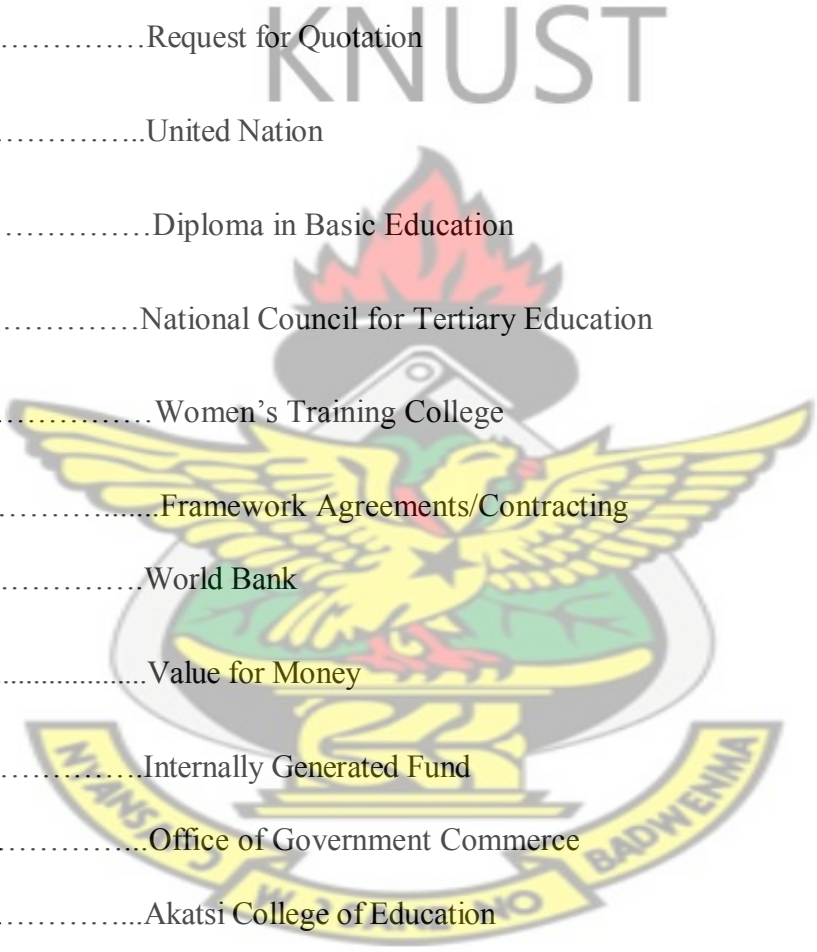


## LIST OF FIGURES

Figure 2.1: Public Procurement Act 663(2003) Roles and Responsibilities.....	11
Figure 2.2: Procurement Cycle .....	18
Figure 2.3: Decision process for selecting a procurement method.....	22
Figure 4.1 Recommendations to mitigate framework agreements.....	55
Figure 4.2 Procurement Challenges.....	59
Figure 4.3 Recommendation to mitigate Challenges.....	62
Figure 4.4 General Comments.....	64



## ABBREVIATION AND ACRONYMS



PPA.....	Public Procurement Act
PPB.....	Public Procurement Board
PUFMARP.....	Public Financial Management Reform Programme
RFQ.....	Request for Quotation
UN.....	United Nation
DBE.....	Diploma in Basic Education
NCTE.....	National Council for Tertiary Education
WOTRACO.....	Women's Training College
FWA.....	Framework Agreements/Contracting
WB.....	World Bank
VFM.....	Value for Money
IGF.....	Internally Generated Fund
OGC.....	Office of Government Commerce
AKATSICO.....	Akatsi College of Education
GOVCO.....	Government College
UNCCI.....	Ugandan National Chamber of Commerce and Industry

## CHAPTER ONE

### GENERAL INTRODUCTION

#### 1.1 Background of the Study

Procurement has a long history. The earliest procurement order was written on a red clay tablet, found in Syria. This order dates between 2400 and 2800 B.C. and was for “50 jars of fragrant smooth oil for 600 small weights in grain” (Coe, 1989). Other evidence of historical procurement includes the development of the silk trade between China and a Greek colony in 800 B.C. Procurement is the process of obtaining goods and services from another for some consideration (Hacket et al., 2007).

Before the passing of the Public Procurement Act, Public Financial Management Reform Programme (PUFMARP) identified shortcoming and organizational weaknesses inherent in Ghana’s procurement system. These include the absence of a comprehensive public procurement policy and the lack of a comprehensive legal regime to safeguard the integrity of the public procurement system. Others are the absence of a central body with the requisite capability, technical expertise and competence to develop a coherent public procurement policy. The Act became effective and operational on 27th August, 2004 and Public Procurement in Ghana therefore is subjected to the Act and its Implementing Regulations and Administrative Instructions. The Public Procurement Act (2003) provides for a comprehensive public procurement system and establishes the Public Procurement Board. The Act takes into account the country’s decentralization policy and local industry development.

Finally, the Act revokes the District Tender Board Regulations, 1995 (L.I.1606) and repeals the Ghana National Procurement Agency Decree 1976 (SMCD 55) and the Ghana Supply Commission Law, PNDCL 245 (1990).

According to World Bank Report of 2003 on Ghana, Public Procurement for goods, works, and consultant services amount to US\$600 million representing about 10% of the country's GDP. An improvement in no doubt therefore creates wealth and reduces poverty. The Colleges of Education are one of the public institutions in Ghana whose procurement activities the PPA (Act 663) seeks to regulate. For training Basic Education teachers with a minimum qualification of a diploma, large volumes of goods, large numbers of work and services are procured with public funds annually. In this study, the searchlight is thrown on the Seven (7) Colleges of Education in the Volta Region of Ghana, to evaluate their procurement challenges.

## **1.2 Problem Statement**

The Colleges of Education until recently were called Teacher Training Colleges. They derive their legal and regulatory framework from the 1992 Constitution. The Colleges of Education are institutions mandated to produce Basic Education Teachers with minimum qualification of Diploma in Basic Education. To achieve their core function, tutors in these institutions must be professionally qualified to teach and must therefore have a minimum qualification of Master's degree in Education or post graduate degree with appropriate qualifications. Following their elevation to tertiary status by Act 847 (2012). There has been an increasing need to resource all the 38 Colleges of Education. To do so, each of these institutions is involved in the procurement of goods, works and services essential for the core activities of the departments, offices and units.

From the perspective of the Colleges of Education, that there are a number of challenges in the implementation of Public Procurement Act 663(2003). Some of these challenges include; high cost of tendering, tenderers forming cartels to share projects among themselves, low capacity of private sector to participate in Public Procurement. The remaining challenges are; corruption in different forms, counterfeit products on the market resulting in low tender pricing and low quality goods, delay in paying contractors, consultants and suppliers. It is against this backdrop that this study seeks to answer the following question:

- What are the procurement processes and practices for goods, works and services that exist in the Colleges of Education and do they practice framework contracting in accordance with Public Procurement Act 663(2003)?
- What are the identified procurement challenges which exist in the seven Colleges of Education following the introduction of the Public Procurement Act 663 (2003) and the elevation to tertiary status?
- How can the identified challenges be mitigated?

### **1.3 Specific Research Questions**

Following the introduction of the Public Procurement Act 663 of 2003 and the elevation of the then Teacher Training Colleges to Colleges of Education, the following questions are proposed relating to procurement;

- a. What are the procurement practices embarked upon in the Colleges of Education with respect to goods, works and services?
- b. What are the challenges associated with the procurement practices for goods, works and services?



- c. How can the identified challenges in the practice of Public Procurement in the Colleges of Education are mitigated.

#### **1.4 Aim of study**

The aim of the research is to identify and evaluate the various challenges militating against the implementation of the Public Procurement Act 663(2003) and make recommendations to deal with them.

#### **1.5 Objectives of study**

The research has the following objectives;

- a. To assess the procurement practices for goods, works and services in the various Colleges of Education in the Volta Region of Ghana.
- b. To identify challenges in procurement of goods, works and services in the Colleges of Education in the Volta Region of Ghana.
- c. To make appropriate recommendations for improving procurement management practices in the various Colleges of Education.

#### **1.6 Scope of the Study**

For a detail study, the research is limited to only seven (7) Colleges of Education (Teacher Training College) in the Volta Region of the Republic of Ghana. These Colleges are 1. Akatsi College of Education in Akatsi, 2. Peki College of Education in Peki 3. Evangelical Presbyterian College of Education in Amedzofe 4. St. Francis College of Education in Hohoe 5. St. Theresa College of Education also in Hohoe 6. Jasikan College of Education in Jasikan 7. Dambai College of Education in Dambai.



### **1.7 Justification of the Study**

Procurement is considered part of budget and financial management in the national economy. Improvement in the public procurement system therefore has direct and beneficial effect on the overall economic performance of the economy. Public entities including College of Education spend large sums of money through the procurement processes in attempt to follow rules and regulations and be accountable as possible. Since passing of the Public Procurement Act in 2003, and the elevation of the Teacher Training Colleges to Colleges of Education to a tertiary status, no study has been conducted on the Colleges of Education to ascertain their procurement challenges.

This study would therefore reveal procurement challenges in the Colleges of Education especially those in the Volta Region of Ghana and make recommendations to the procurement practices which would consequently help to reduce cost, maximize productivity and improve efficiency in these Colleges.

Again the findings of this research would serve as a reference material for policy direction in procurement management especially goods procurement which is mostly embarked upon. Finally the study would add to the researcher's personal professional development.

### **1.8 Organization of the study**

The report of this study will contain five chapters in all based on logical arrangement where one chapter will form the basis for the succeeding chapter.

**Chapter one** basically gives introduction to the whole study. It contains the problem statement, the objectives of the study. It also contains the justification of the study as well as the scope and limitations of the study.

**Chapter Two** will contain review of literature on the concepts, processes and other issues that are regarded as relevant to the research topic. This is to ensure relevant materials are reviewed to guide the study.

**Chapter Three** focuses on the presentation of the methodology used to carry out the study. It presents information on the research design, sample determination, and the process by which data was be collected and analyzed. This chapter also gives a presentation of the profile of the study area.

**Chapter Four** This chapter focuses on the results and discussions of the data collected.

**Chapter Five** This is the final chapter which outlines the summary of the findings, conclusions and recommendations from the study. This chapter also proposed certain areas for further research.

## CHAPTER TWO

### LITERATURE REVIEW

#### 2.1 Tracing Public Procurement Practices and Concerns

In a study by Thai, 2001, the United States government procurement at the municipal level predates that of state and federal governments. In the settlements and colonies, printing was one of a few services contracted out by government. But there were no professional procurement officials; goods and services needed by government were supplied by commissioners or commissaries, who received a commission on what they bought for the militia or other administrative units. It was not until the late 1800s that state legislatures began to create boards or bureaus responsible for purchasing, but central purchasing was hardly a practice at that time. In 1810, Oklahoma was the first state government to create a board to procure centrally for all state departments and agencies. According to Thai (2001), many local governments soon followed Oklahoma's example. Since then, centralized purchasing has gradually become common in state and local government. However, the centralization trend has been challenged in recent years. Many practitioners and researchers have contended that purchasing authority, especially in government, must be decentralized in order to provide more responsive support to end users, eliminate bureaucratic obstacles to programme accomplishment, improve inter-departmental coordination, and empower service delivery managers to procure what they need without impediment by a centralized organization.

## **2.2 Public Procurement Bill of Ghana (Act 663, 2003)**

The Government of Ghana embarked upon an exercise to reform the Public Procurement System in 1996 as an integral part of a wider Public Financial Management Reform Programme (PUFMARP). The exercise was to improve the overall public financial management in the country.

The reform exercise identified shortcoming and organizational weaknesses inherent in the country's procurement system. In order to eliminate the various shortcomings and organizational weaknesses in the public procurement process, it is considered desirable to enact a comprehensive procurement law. This is to be supported with standard tender documents. Appropriate administrative and institutional arrangements are to be made with an oversight body to superintend the public procurement system. The new structure will promote the use of public procurement as a tool for national development. It will harmonize the application of procurement related rules with International conventions and treaties. It is expected to foster competition, efficiency, transparency and accountability in the public procurement process. There will be equal access for any citizen to participate in the public procurement process. This bill provides for a comprehensive public procurement system and establishes the Public Procurement Board. The Bill takes into account the country's decentralization policy and local industry development and is divided into nine Parts. Part 1 of the Bill establishes the Public Procurement Board. The Board is the central body for policy formulation on procurement with oversight responsibility for the process. The composition of the Board is eleven (clause 4) with a Chairperson nominated by the President. The private sector is represented on the Board by four persons, including a woman, who have experience in procurement. The Vice-Chairperson is elected from among these four persons as in clause 3 of the PPA 2003 (Act 663). Training is an important function of the Board.

The Board also has investigative powers among others. A Chief Executive heads the Secretariat (clause 9). By two stage tendering, restrictive tendering or single source tendering clause 35-40, procedures for each type are stipulated. A procurement entity may also request for quotations (clause 41) Part V is on tendering procedures.

It is divided into three Sub- Parts on the invitation of tenders and applications to prequalify, the submission of tenders and the evaluation and comparison of tenders. Provision is made for national competitive tendering and international competitive tendering (clauses 43 and 44).Part VI deals with the methods and procedures to procure consultants. A notice of invitation of interest is to be prepared and candidates shortlisted. Direct invitation for economic and efficiency reasons is permitted in certain circumstances with the approval of the Board (clause 65). The criteria for the evaluation of proposals are spelt in clause 68. The evaluation of proposals is to be carried out in two stages; first the quality and then the cost (clause 73). Selection procedure depends on whether price is or is not a factor (clauses 74 and 75). Under clause 76, confidentiality is to be respected. Part VII is on review. Clause 77 establishes the right to review which any supplier, contractor, or consultant has.. Administrative review by the Board follows in certain circumstances (clause 79) Part VIII is on the disposal of stores and equipment. A Board of Survey is to be convened by the head of an entity in clause 82. This Board of Survey will make recommendations about the best method of disposing of obsolete or surplus stores, plant and equipment. The disposal may be by transfer, sale by public tender, sale by public auction or destruction. The miscellaneous Part IX contains provisions on code of conduct, investigation by the Board, statutory audits, offences and the review of threshold levels amongst others.

Memorandum from Honourable Yaw Osafo Marfo Available from:  
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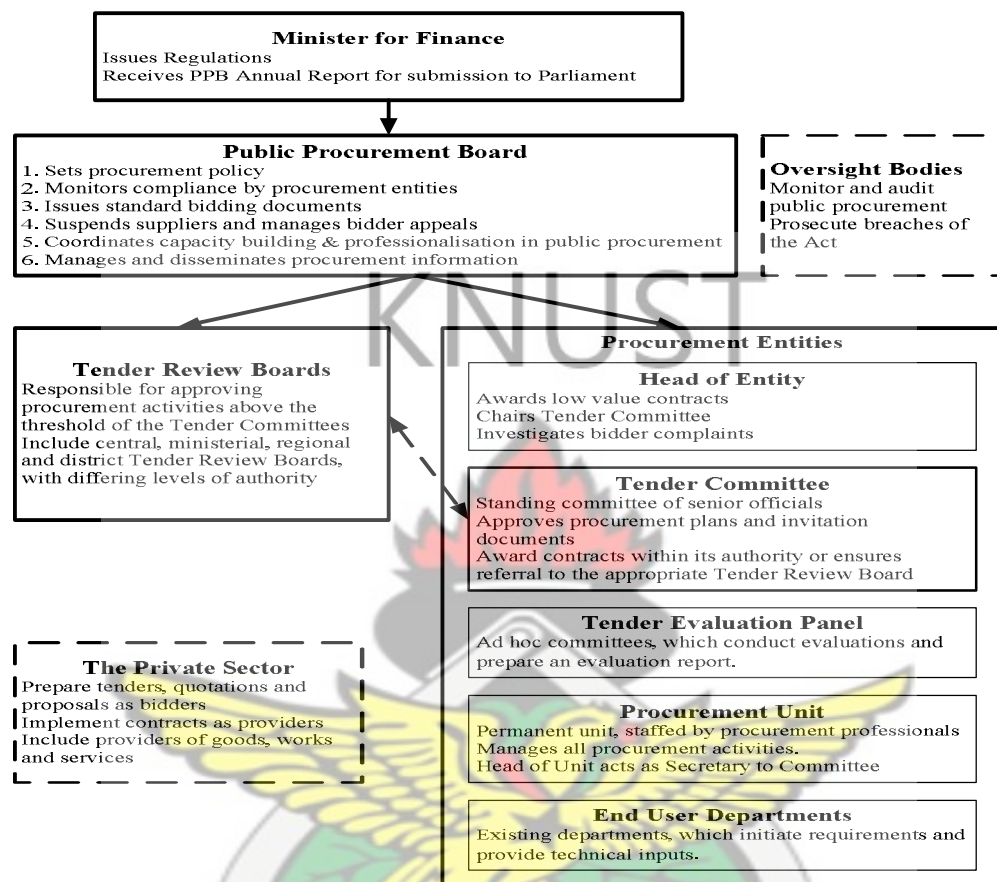
Finally, the Bill revokes the District Tender Board Regulations, 1995 (L.I.1606) and repeals the Ghana National Procurement Agency Decree 1976 (SMCD 55) and the Ghana Supply Commission Law, 1990 (PNDCL 245) both of which are now spent.

Part 11 of the Bill is on procurement structures and provides for the administrative and institutional arrangements for procurement. The Bill applies to the procurement of goods, works and services financed in whole or in part from public funds unless Cabinet decides otherwise (clause 14). The responsibilities of a procurement entity are stated in clause 15. Each entity is to have a tender committee (clause 17) to ensure compliance with the Act. Tender Review Boards have been established in clause 19 to provide concurrent approvals for recommendations for contract award made by tender committees. Part 11 deals with procurement rules. The qualifications of tenderers have been spelt out in detail in clause 21. The pre-qualification proceedings are stated in clause 22. Other matters relate to participation by suppliers, contractors and consultants and the record of procurement proceedings in clauses 24 and 27. A procurement entity may reject a tender, proposal or quotation at any time prior to acceptance on economic grounds (clause 28) Part IV of the Bill is on methods of procurement. This may be by competitive tendering clause 34.

Memorandum from Honourable Yaw Osafo Marfo Available from:

<http://www.ppbghana.org/about/ppahistory.asp>





**FIGURE 2.1** Public Procurement Act 663 Roles and Responsibilities  
(Source: PPB Training Manual, October 2006)

## 2.3 Public Procurement Act 663(2003) and implementations

According to the Budget Statement presented to Parliament by the Hon. Minister of Finance on 27th February 2003, the Government indicated that it would spend an estimated amount of ₦21,347.6 billion in the year 2003. Out of this amount, about ₦9,362.7 billion, representing 43.8 percent would invariably be spent on procurement. It is clear that year in, year out, almost half of the nation's budget is disbursed through procurement related activities. It is also estimated

that as much as 90 percent of all development partners' in-flows are spent through procurement related activities.

## **2.4 Public procurement principles**

The Public Procurement Manual (2003) under section 1.6 states that, the overall objective of the Public Procurement System is to provide value for money to the Government by ensuring that public funds are spent in transparent, efficient and fair manner.

### **2.4.1 Transparency, accountability and ethics (Public Procurement Manual 2003)**

The procurement system under section 1.7 of the Public Procurement Manual added further that the Government must ensure value for money in the procurement of goods, services and works. The procurement system must aim at procuring goods, services and works of the right quality, at the right price, at the right time and at the right place through an open competitive tendering process. The Government is entrusted with public funds to provide services to the public. The use of public money must be conducted in a transparent and open manner, allowing stakeholders and the general public access to information on procurement actions by the Government as well as a means to control and audit all procurement cases. Furthermore, the rules governing public procurement must be readily available to all interested parties. The Government requires that:

- 1.all public officials and practitioners of procurement shall be held accountable and responsible for their actions;
- 2.all suppliers, contractors and consultants will be treated fairly and given
3. Equal opportunity to obtain contracts with the Government;
4. Procurement shall be done in the most efficient manner, upholding the
- 5.principles of value for money, transparency and fairness
6. Funds will be used solely for the purposes for which they have been entrusted;
7. Appropriate procedures of the Government or the Development Partners are applied;
- 8.all transactions are properly authorised and fully supported by written records;
- 9.value for money can be

demonstrated by comparison with market rates; and 10. an appropriate Code of Ethics is followed by all staff involved in the procurement process.

## **2.5 Procurement rules and procedures in Ghana**

According to Public procurement Act 663 (2003), there is provision for Public Procurement, establishment of the Public Procurement Board; make administrative and institutional arrangements for procurement; stipulate tendering procedures and provide for purposes connected with these.

### **2.5.1 Procurement plan**

A procurement entity shall prepare a procurement plan under clause 21 sub clause of Act 663 in order to support its approved programme and the plan shall indicate (a) contract packages, (b) estimated cost for each package, (c) the procurement method, and (d) processing steps and times. Under Sub clause 2 of this same act, a procurement entity shall submit to its Tender Committee not later than one month to the end of the financial year the procurement plan for the following year for approval. Sub clause 3 also states that after budget approval and at quarterly intervals after that, each procurement entity shall submit an update of the procurement plan to the Tender Committee. The procurement entity shall send to the Tender Review Board, procurement notices for contracts and procurement plans above the thresholds stipulated in Schedule 3 for publication in the Public Procurement Bulletin (sub Clause 4). Finally, sub clause 5 talks about the fact that a procurement entity shall not divide a procurement order into parts or lower the value of a procurement order to avoid the application of the procedures for public procurement in this Act 663(2003).

### 2.5.2 Qualification of tenderers

Clause 22 sub clauses 1 to 6 of the Public Procurement Act 663(2003) indicate that all the necessary qualification requirements and all the grounds for disqualification of tenders.

### 2.5.3 Prequalification proceedings

Prequalification proceedings are vividly spelt out under cause 23 Sub clause 1 of Act 663(2003). This states that a procurement entity may engage in prequalification proceedings to identify tenderers who are qualified prior to the submission of tenders. Sub clause 2 says that tenderers for prequalification proceedings shall meet the qualification criteria of the procurement entity and the proceedings shall be conducted pursuant to Part IV and V. Sub clause 3 further adds that a procurement entity shall supply a set of prequalification documents to each supplier or contractor that requests them; and the price that a procurement entity charges for the prequalification documents shall reflect the cost of printing and provision to suppliers or contractors. Sub clause 5 encourages the procurement entity to respond to any request by a supplier or contractor for clarification of the prequalification documents if the request is made at least within ten days prior to the deadline for the submission of applications to prequalify. Sub clause 6 ensures that the response by the procurement entity shall be given within a reasonable time and in any event within a period of at least seven working days so as to enable the supplier or contractor to make a timely submission of its application to prequalify. Finally sub clause 7 states that the response to any request that might reasonably be expected to be of interest to other suppliers or contractors shall, without identifying the source of the request, be communicated to other suppliers or contractors provided with the prequalification documents by the procurement entity.

(Public Procurement Act 663, 2003)

#### **2.5.4Form of communication**

Clause 26 (Act 663, 2003) says that communication between procurement entities and tenderers shall be in writing and communications in any other form shall be referred to and confirmed in writing.

#### **2.5.5Record of procurement proceedings**

Clause 28 sub clause 1 to 5(Act 663, 2003), focus on how to record procurement proceedings. Sub clause 'a' to 'n' of main clause 28 deals with the record of procurement proceedings. Sub clause 6 states that records and documents maintained by procurement entities on procurement shall be made available for inspection by the Public Procurement Board, an investigator appointed by the Board and the Auditor-General upon request; and where donor funds have been used for the procurement, donor officials shall also upon request to the Minister have access to relevant procurement files for purposes of verification and review.

#### **2.5.6Rejection of tenders, proposals and quotations**

Tenders, proposals and quotations are rejected under clause 29(Act 663, 2003). Sub clause 1 states that a procurement entity may reject tenders, proposals and quotations at any time prior to acceptance if the grounds for the rejection are specified in the tender documents or in the request for proposals or quotations. Sub clause 2 mentions that, the grounds for rejection shall be communicated to the tenderer but justification for the rejection is not required and the procurement entity shall not incur liability towards the tenderer. Sub clause 3 states that notice of the rejection shall be given to participating tenderers within two days from the date the procurement entity decides to discontinue with the tender process.



Sub clause 4 further added that, If the decision to reject tenders is taken before the closing date, tenders received shall be returned unopened to the tenderers submitting them. Finally, sub clause 5 brings to fore the fact that, the rejection of the tender, proposal, offer or quotation with reasons shall be recorded in the procurement proceedings and promptly communicated to the supplier or contractor. (Public Procurement Act 663, 2003).

#### **2.5.7Entry into force of the procurement contract**

Clause 30 Act 663(2003) sub clause 1, in tender proceedings, acceptance of the tender and entry into force of the procurement contract shall be carried out in accordance with section 65 of this Act. Under Sub clause 2, in the other methods of procurement, the manner of entry into force of the procurement contract shall be notified to the suppliers or contractors at the time those proposals, offers or quotations are requested. (Public Procurement Act 663, 2003).

#### **2.5.8Public notice of procurement contract awards**

Act 663 clause 31 sub clauses 1 and 2 regulates that a procurement entity shall promptly publish notice of procurement contract awards and that regulations shall provide for the manner of publication of the notice of procurement contract awards.

#### **2.5.9Inducements from suppliers, contractors and consultants**

Under section 32 of Act 663(2003), a procurement entity shall reject a tender, proposal, offer or quotation if the supplier, contractor or consultant that submitted it offers, gives or agrees to give, directly or indirectly, to any current or former officer or employee of the procurement entity or other governmental authority, (a) a gratuity in any form; (b) an offer of employment; or



(c) Any other thing of service or value as an inducement with respect to anything connected with a procurement entity and procurement proceedings.

#### **2.5.10 Description of goods, works or services**

Under section 33 of act 663(2003) describes vividly, the requirements for the description of goods, works and services. Sub-section 2 of this clause states that there shall be no requirement of or reference to a particular trade mark, name, patent, design, type, specific origin or producer, unless a precise or intelligible way of describing the characteristics of the goods, works or services to be procured does not exist, in which case, the words “or equivalent” shall be included. Subsection 3 of this same clause ensures that Standardised features, requirements, symbols and terminology relating to the technical and quality characteristics of the goods, works or services to be procured shall be used, where available, to formulate any specifications, plans, drawings and designs to be included in the prequalification documents, invitation documents or other documents for invitation of proposals, offers or quotations.

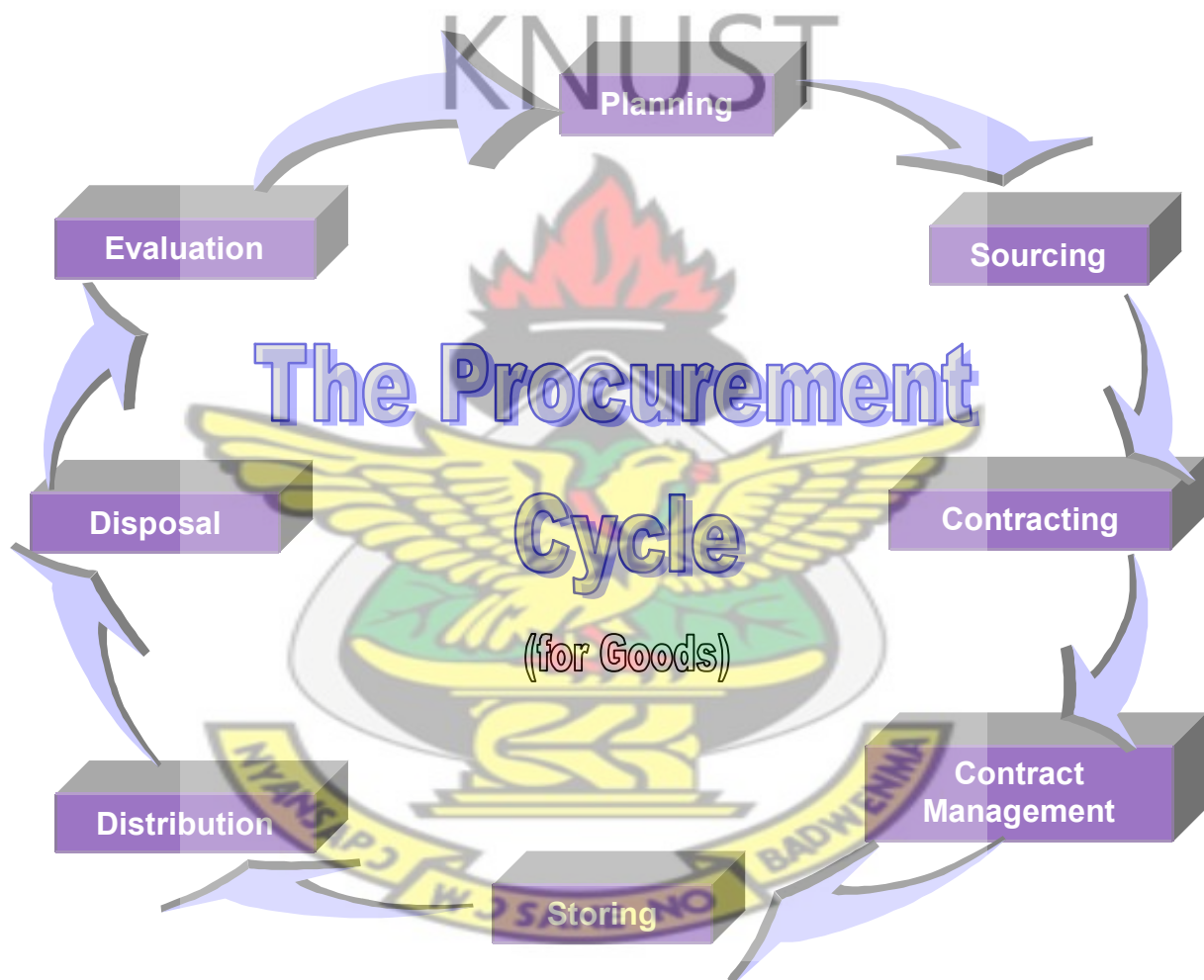
#### **2.5.11 Language**

The prequalification documents, invitation documents and other documents for invitation of proposals, offers or quotations shall be in English in accordance with section 34 of Act 663(2003).

#### **2.5.12 Procedures for inviting tenders or applications to prequalify**

Act 663(2003) Section 47 sub-section 1 stipulates that a procurement entity shall invite tenders or, where applicable, applications to prequalify by causing an invitation to tender or an invitation to prequalify, to be published in the Procurement Bulletin.

Sub-section 2 further stated that invitation to tender or invitation to prequalify shall also be published in at least two newspapers of wide national circulation. Finally subsection 3 mentioned that invitation may also be published in a newspaper of wide international circulation, in a relevant trade publication or technical or professional journal of wide international circulation.



**FIGURE 2.2: PROCUREMENT CYCLE** (source: PPB Training Manual, October 2006)

## 2.6 Procurement methods

Under Act 663(2003) there are various methods of procurement provided under the law for use by public procurement entities. The choice of particular method is based on the amount involved (threshold) and the circumstances surrounding the procurement.

Competitive tendering is one of the methods of procurement according to section 35 & part v of act 663. This method of Procurement is used in situations of standard high value procurement for goods, works and consultancy services. It is the most preferable method under the law, as it encourages maximum competition in the procurement system. It involves the use of standard tender documents to draft tender documents inviting potential suppliers/contractors/consultants to tender for public procurement opportunities. Such opportunities are always advertised and opened to all tenderers who are interested. The method also encourages public opening of tenders. There are two types of competitive tendering method. These include International Competitive Tendering (ICT) and National Competitive Tendering (NCT). The ICT system is normally used for high value and complex procurement, particularly when the nature of procurement is such that it is unlikely to attract enough competition locally and the value is also above the threshold stated in Schedule 3 of Act 663. The NCT, on the other hand is applicable when the value of procurement is relatively low and the nature of procurement is unlikely to attract foreign competition. It is also suitable for goods, works and services whose values are within the thresholds stated in the Schedule 3 of the Act. It should be noted that a good justification is required whenever procurement tendering system is restricted to domestic suppliers. According to sections 38-39 of act 663(2003), Restricted Tendering is a procurement method with limited competition.

Formal procedures with detailed invitation to tender documents are issued to short-listed suppliers who have been selected in accordance with the provisions of the Procurement Law. The procedure for short-listing suppliers should be transparent and non-discriminatory to ensure effective competition in the selected suppliers. A maximum of six and a minimum of three short-listed suppliers are required for the Restricted Tendering system. To apply this method a procurement entity requires specific approval from the Public Procurement Board (PPB). The law also requires that where procurement entity engages in restricted tendering it shall cause a notice of the selected-tendering award to be published in the Public Procurement Bulletin. The Restricted Tendering method is applied mainly where procurement requirement is of specialized nature and there is enough evidence to show that the number of potential suppliers is limited. It can also be applied where requirements are of public safety and security or due to urgency open competitive tendering is not practical.

Two-stage tendering (sections 36-37 of act 663 2003) is a method recommended where it is not feasible for the procurement entity to formulate detailed specification for goods or works that is to be bought. In the case of services, it is used to obtain proposal or offers on various means to meet its procurement requirements. A procurement entity shall also engage in two-staged tendering where it seeks to enter a contract for research, experiment, study and development purposes. The purpose is to invite tenderers at the initial stage to contribute detailed specification so that the right specifications can be prepared and issued to selected suppliers at second stage.

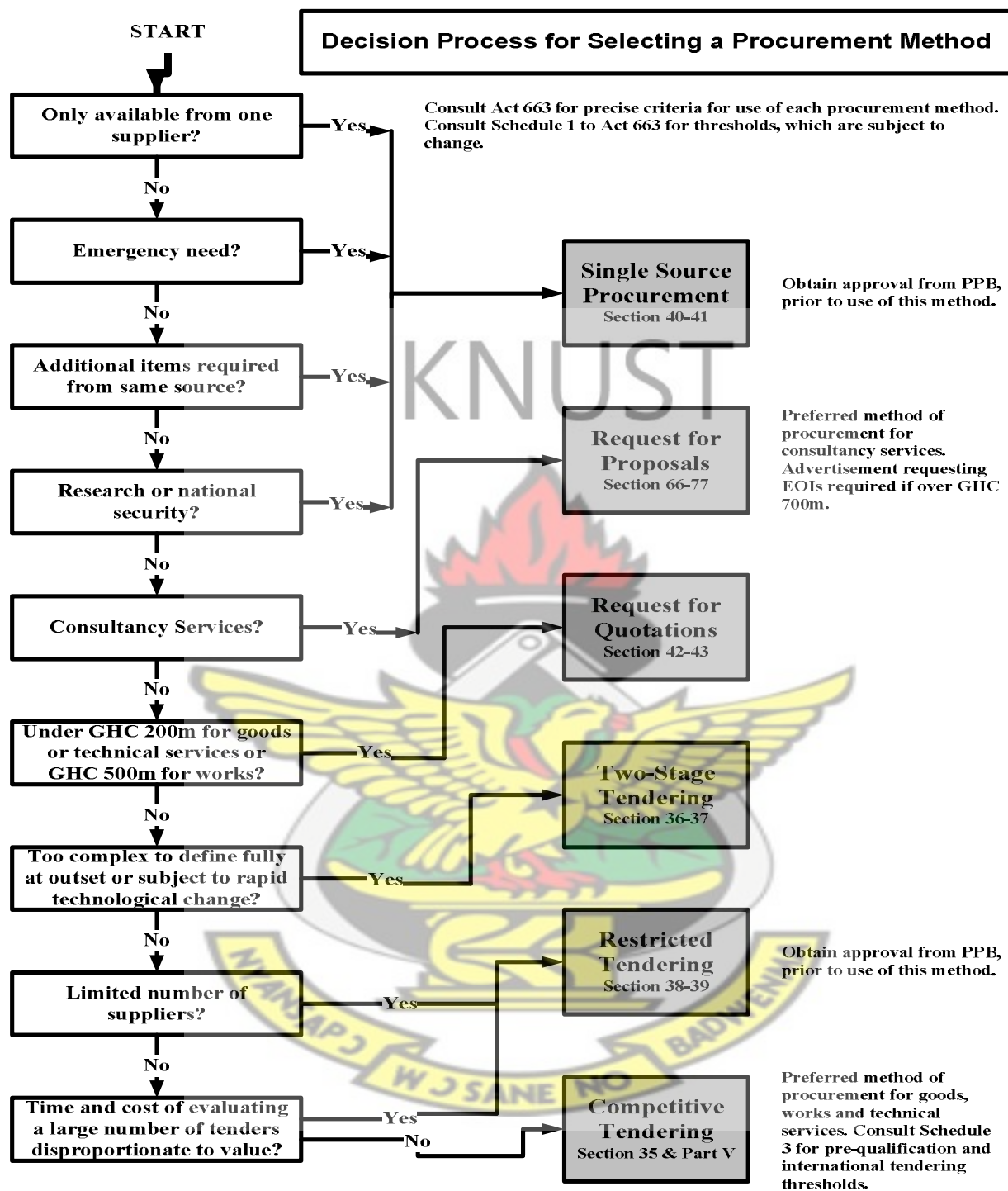
Another method of Procurement is the Single Source Procurement which can be found under sections 40-41 of act 663(2003). This involves procurement from a supplier without any competition. It is normally used for procurement of sole or single sourced requirements.

The law allows this method where 1.procurement is for justifiably urgent items 2.requirements can only be supplied by one source 3.additional requirements for purposes of standardization 4. Purposes for research, experiment, study or development 5.procurement that concerns national security.

Request for Quotations (sections 42-43 of act 663) is engaged in where the items to be bought are readily available of for technical services that are not specially produced or provided to a particular specification of the procurement entity. The Law requires that suppliers or contractors from whom quotations are requested should be informed of any additional costs apart from the cost of the goods or service. These additional costs may include transportation, insurance, custom duties and taxes. Under this system each supplier is required to give only one price quotation. No negotiation is allowed to take place between procurement entity and supplier/contractor prior to evaluation of quotations.

In other to procure consultancy or Technical services, the method of request for proposals (sections 66-77 of act 663) is employed. Under this method, two-staged approach is adopted for the RFP (request for proposal) if the threshold is beyond that is indicated in Schedule 3. In such situation, a procurement entity shall invite consulting services by causing a notice seeking expression of interest in submitting a proposal to be published in the public procurement bulletin. The contents of the notice should contain the name and address of the procurement entity and brief description of the service to be procured. The publication must be done in English language and in a newspaper of wider circulation except where participation is limited in accordance with section 44 (1) of the Act. Consultancy services are defined as services of an intellectual and advisory nature provided by firms or individuals using their professional skills to study, design and organise specific projects, advise clients, conduct training or transfer knowledge.





**FIGURE 2.3: Decision Process for Selecting a Procurement Method**

(Source: PPB Training Manual, October 2006)

## **2.7 Disposal of Stores, Plant and Equipment**

The authority to dispose lies in the head of the Procurement Entity who shall under clause 83 sub clause one convene a Board of Survey comprising representatives of departments with unserviceable, obsolete or surplus stores, plant and equipment which shall report on the items and subject to a technical report on them, recommend the best method of disposal after the officer in charge has completed a Board of Survey form.

Under Sub clause two, the Board of Survey's recommendations shall be approved by the head of the procurement entity and the items shall be disposed of as approved. In a situation where items become unserviceable for reasons other than fair wear and tear, such as through accident or expiry, a set procedure established by the Board for handling losses shall be followed before the items are boarded and disposed of. In order for this to be done, the Public Procurement Act 663 under clause 84 stipulates that disposal of obsolete and surplus items shall be by transfer to government departments or other public entities, with or without financial adjustment or sale by public tender to the highest tenderer, subject to reserve price or sale by public auction, subject to a reserve price or destruction, dumping, or burying as appropriate.

## **2.8 Framework Contract/Agreement**

The Office of Government Commerce of the United Kingdom defines a framework agreement as: “an agreement or other arrangement between one or more contracting authorities and one or more economic operators which establishes the terms (in particular the terms as to price and, where appropriate, quantity) under which the economic operator will enter into one or more contracts with a contracting authority in the period during which the framework agreement applies”.

In other words, a framework agreement is a general term for agreements with providers that set out terms and conditions under which specific purchases (call-offs) can be made throughout the term of the agreement. However, the term ‘framework agreement’ is normally used to cover agreements which are not, themselves, covered by the definition of a contract to which the EU rules apply (though they may create certain contractually binding obligations). Such agreements set out the terms and conditions for subsequent call-offs but place no obligations, in themselves, on the procurers to buy anything. With this approach, contracts are formed under the Regulations only when goods, works and services are called off under the agreement.

OGC (Office of Government Commerce), 2008. Guidance on Framework Agreements in the Procurement regulations.

### **2.8.1 Framework under Public Procurement Act 663 (2003)**

The current Public Procurement System is characterized by situations where a number of Entities purchase similar common use items in small uneconomic quantities from diverse sources resulting in high transaction costs. In order to obtain better prices through economies of scale in purchase volumes, to operate without contravening the requirements of the Procurement Act through bulk breaking and to ensure competitive tendering therefore, Entities are encouraged to enter into Framework Agreements/Contracting (FWAs) with suppliers for common use items by pooling together the procurement of various institutions and engage in strategic sourcing.

### **2.8.2 Processes of framework contracting/ agreements**

Framework agreement is in two main stages. Stage one involves pre-qualifying contractors / suppliers and entering into the framework agreement, and Stage two involves specific contracts also called Call-offs are issued to the framework contractors/suppliers based on the terms established in stage 1 of the framework arrangement, as calls for supplies are made. The terms and conditions in the Framework Agreement become binding on both purchaser and contractor/supplier only for requisitions from the framework agreement.

(Public Procurement Authority: Electronic Bulletin Sep-Oct 2013 Vol. 4, Issue 5)

### **2.8.3 Rationale for framework agreements (FWA)**

The following factors, among others, are bases for applying framework agreements:

Framework contracting becomes the vehicle for rationalizing a public procurement system that is characterized by fragmentation of purchase actions and help minimize administrative costs involved in 'repeat' tendering. Which means that framework still ensure the necessary procurement methods under part IV of the Act 663(2003) are used. Some agencies of government, lacking the capacity to undertake procurement, can make use of the existing framework agreement, if their requirements fall within the agreement. To facilitate sustainable social and economic development, framework agreement with local suppliers, would stabilize their operations, increase their profit margins, and so may result in more investment and growth in a sustain thereby increasing community wealth.

Through framework contracting, the need to reduce the number and cost of individual tendering processes becomes a legitimate way of streamlining the procurement process and help to ensure value for money (VFM).

Where there is uncertainty about the actual usage (demand) of the product; there is the flexibility of increasing or decreasing quantities which form the basis for the supplier's price.

The Buyer has the comfort and flexibility of calling off the quantities required to meet its immediate requirements thereby saving it from holding stock of the full FWA quantity. The Supplier therefore acts like a Stockist/ Stockholder over the period of the Agreement. This will bring about significant savings in transactions cost (cost of procurement) as a result of reduction in repetitive tendering processes which as the result of bulk breaking. Ultimately, this arrangement will bring about significant cost savings on the overall procurement expenditure as a result of the benefits of Economies of Scale. FWA is therefore a panacea for bulk breaking. (Public Procurement Authority: Electronic Bulletin Sep-Oct 2013 Vol. 4, Issue 5)

#### **2.8.4 Is framework agreement the anti-dote to bulk breaking?**

Currently Ghana's Procurement Act 663(2003), as stipulated in section 21(5), frowns on bulk breaking of requirements. PPB's Procurement Planning Software will not take on any package number which deals with an item description already captured by an earlier package number. The tendency therefore is that Entities are forced to collate their annual requirements of individual items and procure them in one process whether all those items are immediately required or not.

Bulk deliveries will amount to holding large stocks and huge sums of state resources would have to be made available to pay for these seemingly large deliveries, some of which may end up becoming obsolescent. This is why entities are tempted to break bulk. Use of FWAs can prevent both high stock holding and bulk breaking. Framework Agreements covers the bulk quantity which forms (Public Procurement Authority: Electronic Bulletin Sep-Oct 2013 Vol. 4, Issue 5)



### **2.8.5 Types of framework agreements (FWA)**

There are different types of framework agreement in practice these include between;

- One or more entities and one supplier,
- One entity and more than one supplier
- More than one entity and more than one supplier over agreed periods.

Taken from: PPAE, September to October 2013. Public Procurement Authority Electronic Bulletin. Vol4-issue 5.

### **2.8.6 Challenges in the implementation of framework agreements in Ghana**

There are a number of Challenges in the use of framework agreements. The challenges include;

- The need for an efficient distribution system from suppliers angle
- Extraction of the items from procurement plans; may be cumbersome.
- Monitoring of the whole framework agreement.
- Legal framework; there is the need to introduce amendments to Act 663 to simplify implementation of multi-supplier Frameworks Agreements.
- Small enterprises may be disadvantaged as they may be overshadowed by large enterprises.

Taken from: PPAE, September to October 2013. Public Procurement Authority Electronic Bulletin. Vol4-issue 5.

### **2.9 Low/Minor Value Procurement**

Under clause 2 of the Public Procurement Act 663(2003), the object of the Board is to harmonise the processes of public procurement in the public service to secure a judicious, economic and efficient use of state resources in public procurement and ensure that public procurement is carried out in a fair, transparent and non-discriminatory manner.

The Low/Minor Value Procurement was developed in response to demands from the Heads of Second Cycle Institutions after their appearance at the Public Hearings of the Public Accounts Committee of Parliament.

Taken from: PPAAE, November to December 2013. Public Procurement Authority Electronic Bulletin. Vol4-issue 5.

## **2.10 Colleges of Education ACT 847(2012)**

The Colleges of Education statute was drafted in the year 2011. It derived its legal and Regulatory Framework for Article 25(c) and Article 38(3) (a) of the 1992 constitution.

The passage of the Colleges of Education Act, 2012, Act 847 into law last year, paved way for the upgrade of the country's teacher training colleges into tertiary institution status hence the need to review its regulations to conform to its present status. Currently, like all Public Universities, the thirty-eight (38) Colleges of Education have been placed under National Council for Tertiary Education (NCTE).

### **2.11.0 Procurement Challenges for Goods, Works and Services**

Cambridge dictionary defines a challenge as something great physical and mental effort to be done successfully and which therefore tests a person's ability. Following the passing of the public procurement act 2003(663) and passing of the Colleges Act 2012(847), there has been a number of Public Procurement implementation challenges.

### **2.11.1 High cost of doing business**

Samples of documents cost a lot of money, over \$500 and yet some companies which have provided these samples may not be considered for pre-qualification. In addition there is loss of investment capital by the private companies and mechanisms to refund this money are not yet in place. Bank guarantees tie down the service providers' investment capital during the procurement process and yet these companies might not even be considered at pre-qualification. The cost of buying the pre-qualification document is very high. A few procuring entities place bid advertisements in the media without the intention of doing business. Consequently private companies have fallen prey of such institutions because they do not have the expertise to differentiate from authentic and non-authentic entities; this has also contributed to loss of their inadequate investment capital. Once a company is awarded the contract, the price quoted is always fixed (no allowance is provided for price variations) for the whole contract period of e.g. 120 days. However the dominance price fluctuations in the economy due to the uncertain dollar rate is hindering effective delivery of products and services in Public Procurement. The requirement for a tax clearance certificate for every contract makes the procurement process very expensive and prohibitive.

UNCCI November, 2009. Challenges and lessons learned from the participation of the private sector in procurement reform in Uganda. A paper presented at the high-level forum on public procurement reforms in Africa.

### **2.11.2 Financial Framework**

Under financial framework, most banks in the country have international connections. They are able to issue letters of credit, bid bonds and other guarantees for compliance with tenders.

The credit worthiness of the banks is guaranteed in that the Bank of Uganda, supervises and ensures that only credit worthy and professionally managed banks are licensed to operate in the country. High interest rates (e.g. 18% – 30%) appear to be a hindrance for national suppliers to access credit. Similarly, some national bidders find the 10% requirement for bid bond too high, and they end up not participating in tenders advertised locally. Local suppliers and contractors often do not have the capacity to raise credit, bid bonds and securities from local banks and insurance companies, in part due to the high rates of interest charged.

Entities request for expensive and prohibitive bid securities for example; certified cheques. Certified cheques are not readily available in most banking institutions therefore a private company is likely to be restricted in applying for a bid with this requirement.

UNCCI November 2009. Challenges and lessons learned from the participation of the private sector in procurement reform in Uganda. A paper presented at the high-level forum on public procurement reforms in Africa.

### **2.11.3 Low capacity of the private sector to profitably participate in Public Procurement**

Most Service Providers can hardly understand bid documents and consequently they have no idea of what questions to raise during pre- bid meetings. Suppliers who would like to participate in public procurement find the procurement procedures irrational and cumbersome.

They are sometimes excluded when the procurement is too big and they are apprehensive of unfamiliar procedures. They are not well informed of how the procurement process functions, which renders the process, open to abuse.

UNCCI November 2009. Challenges and lessons learned from the participation of the private sector in procurement reform in Uganda. A paper presented at the high-level forum on public procurement reforms in Africa.

#### 2.11.4 Corruption

Corruption is part and parcel of the community we live in, it is therefore estimated that corruption accounts for 25% of Africa's GDP. Public procurement has been perceived as an area of waste and corruption Thai (2004) cited by Ameyaw et al.(2012).

Procuring officials in government have brief case businesses and or companies which are pre-qualified and awarded the contracts.

There is evidence of malpractice that affects private sector procurement; e.g. vehicle repair documents are often not used. Sometimes invoices, receipts and other documents are faked. In other instances of government procurement, documents are "chased" by suppliers pushing them through the process in person. The assumption is that "chasing" will not be successful without bribes, commonly known as the "kitu kidogo" or "speed money". There are indications that over and under-invoicing in imports and local procurement are common practices. This is attributed to mainly inside dealings. However, long time lags and delays on the part of government to pay suppliers are some of the causes for over-invoicing. Under invoicing is due to uncertainties relating to a supplier's chances of winning a tender bid.

Information about pre-qualifications is not open to the public; because of corruption only a selected group of individuals is availed with this kind of information. After prequalification; competent private enterprises are disqualified under false allegations of say; missing documents, foreign companies are then pre-qualified because the procuring officials have a stake in these companies, or the foreign companies are ready and willing to part with a commission of e.g. ten percent (10%) or more of the contract. The stringent prequalification criteria de franchises local business enterprises and in most cases are tailored to suit specific companies. A number of private firms have under no circumstances won a contract for a bid and



or tender from the government, i.e. they have failed to break through the procurement process. This is due to the fact that corruption does not require merit but the availability of acquaintances in Procuring and Disposing Entities and/ or government institutions.

UNCCI November 2009. Challenges and lessons learned from the participation of the private sector in procurement reform in Uganda. A paper presented at the high-level forum on public procurement reforms in Africa.

#### **2.11.5 The presence of counterfeit product**

The presence of counterfeit products on the market demoralizes the abilities of companies that can supply authentic products, since companies with counterfeit products quote very low prices and hence become competitive.

UNCCI November 2009. Challenges and lessons learned from the participation of the private sector in procurement reform in Uganda. A paper presented at the high-level forum on public procurement reforms in Africa.

#### **2.11.6 Cartels**

Cartels is well known, at least since Stigler (1964) cited by Spagnolo (2009), pointed out that Public Procurement is particularly prone to generate bid rigging cartels among suppliers, both because of the repetitive nature of public acquisitions, and because of the disclosure rules that makes it very easy for cartel members to detect deviations from collusive strategies and punish them.

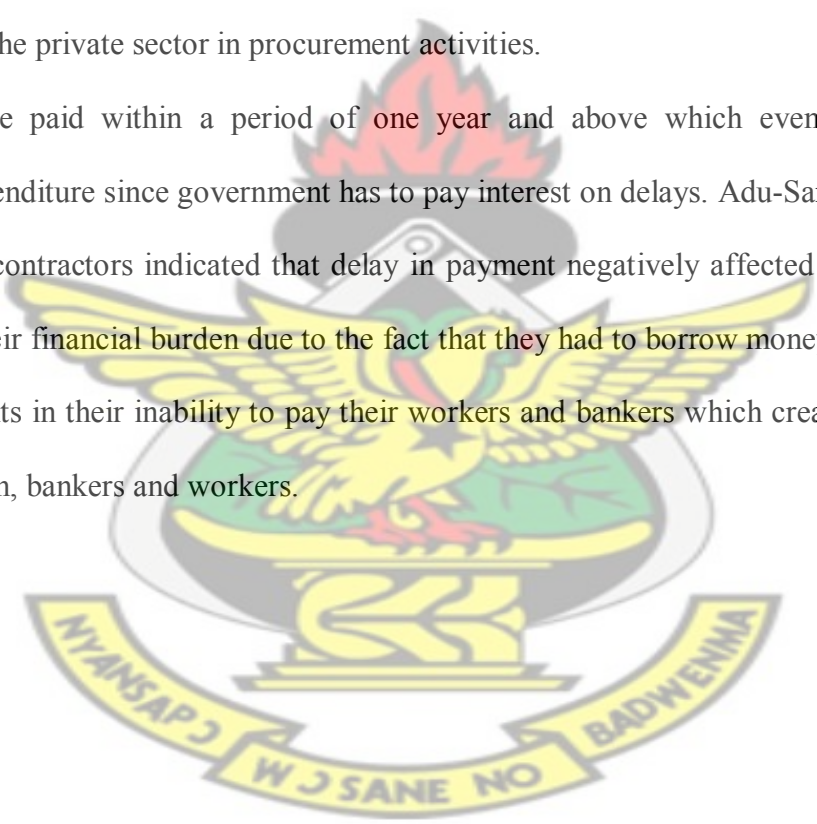
### **2.11.7 Procurement officers not proficient in procurement**

Most of the procurement officers in the entities surveyed were not proficient in procurement, thus using procurement methods which are inappropriate for some contracts especially services contracts. (Ameyaw *et al.*2012).

### **2.11.8 Delays in paying Contractors, suppliers and Consultants**

A study by Nketia-Asante (2009) cited by Adu-Sarfo (2011) revealed that contractors were not paid on time .The effects of the delays in payment on public financial management include low participation of the private sector in procurement activities.

Contractors were paid within a period of one year and above which eventually increased government expenditure since government has to pay interest on delays. Adu-Sarfo (2011) added further that the contractors indicated that delay in payment negatively affected their companies by increasing their financial burden due to the fact that they had to borrow money at high interest rate; it also results in their inability to pay their workers and bankers which creates confusion in their organization, bankers and workers.



## CHAPTER THREE

### MATERIALS AND METHODS

#### 3.1 Introduction

This chapter provides information on how the study is conducted. It presents information on the research design, sample size determination and the process by which data was collected and analyzed.

#### 3.2 Research Design

The research design for the study is the quantitative research. This involves collecting quantifiable data, which can be analyzed using statistical tools and techniques.

#### 3.3 Selection of Study Area

The choice of the study area is based on the fact that, the Colleges of Education are new to the practice of public procurement Act 663 (2003). They have just been elevated to a tertiary status by the Colleges of Education Act 847(2012) which takes it root from the 1992 constitution of Ghana. Hence their former practices are no more applicable following their elevation to tertiary status.

#### 3.4 Sampling Methods

The study adopted the census research approach where all the seven (7) Colleges of Education in the Volta Region were considered in the study. This was to ensure that, divergent views from the various Colleges of Education were gathered which was representative enough of the Colleges of Education in Ghana.

The purposive sampling procedure was used in selecting individuals in the various Colleges of Education for interview. In all, Five (5) key officials in procurement were selected from each of the colleges. These included the Principal, the Vice Principal, the Procurement Officer, the Finance Officer, Senior Hall Warden depending on the particular College. These are people depending on the particular College, matter as far as procurement issues are concerned. For the Seven (7) Colleges, their number added up to thirty-five (35). In all, thirty-five questionnaires were issued, out of which twenty-three responded constituting Sixty-six percent (66%) response rate.

### **3.5 Data Sources and Collections Instruments**

The study relied on data gathered and collected from primary sources, secondary and tertiary sources. Primary data was collected from the field by the use of self-administered questionnaire and observations. A two to five –point likert-scales, close- ended questions that had specific response such as ‘yes’ or ‘no’, ‘significant, not significant, adequate, inadequate etc. were used. Prior to the administration of the questionnaire, there were preliminary interviews. The interviews were conducted on randomly selected staff of the Colleges, to gather information on the challenges facing them. In certain circumstances open-ended question item which encouraged the respondent to provide free responses were also used. These questions were used to gather information for the study. Secondary data were gathered from relevant literature.

Other secondary data were gathered from journals, policy documents, reports of the Public Procurement Authority, and from specific website on the internet. Additionally, the research relied on thesis and books.

### 3.5.1 Relative Important Index

According to Odeh and Battaineh (2002), to determine the ranking of different factors from the viewpoint of respondents, the Relative Importance Index (I) was computed as:

$$I = \frac{\sum W_i X_i}{\sum x_i} \quad (1)$$

Where:

i = response category index

$W_i$  = the weight assigned to ith response = 1, 2, 3, 4, 5, respectively.

$X_i$  = frequency of the ith response given as percentage of the total responses for each factors

### 3.6 Data Processing and Analysis

This section deals with the methods of analysis of the data. Data collected were presented in a tabular form and analyzed. The results were computed into percentages and frequencies and subsequently presented in the form of bar charts and tables to help interpret results. The reason for the choice of these techniques was that it made processing and data analysis very easy and it gave accurate pictorial presentations.

The other questions that were open-ended were analyzed by listing all the important responses given by the respondents and ranking them. These responses were considered based on the relevance to the study.



### 3.7 Profile of study area

This section provides a brief description of the location, population and political (Administrative) characteristics of the study areas.

The Colleges of Education have traditionally played a major role in Ghana's development in that they have provided the manpower base of the educational system and other organisation. In terms of Ghanaian languages, the various institutions offer various ones, depending on their traditional area of location. Currently, the Colleges of education award Diploma in Education. Training takes three years and graduates are bonded to serve the Government for five years.

Generally about 20,000 people apply yearly and only about 9,000 are admitted. The overall student population at the Colleges of Education is normally about 27,000. (Funkor, 2013).

#### 3.7.1 Profile of the Volta Region

Volta Region is one of Ghana's ten administrative regions. It is to the east of Lake Volta. Its capital is Ho. The Volta region of Ghana lies to the east of the Volta Lake. The region covers an area of 20,570 square kilometres representing 8.6% of Ghana. Between latitudes 5° 45'N and 8°45'N. Between the Volta Lake by the west and east by the Republic of Togo and south by the Atlantic Ocean. 20,570 square Kilometers i.e. 8.6% of the total area of Ghana. The Region spans all the vegetation zones of the country stretching from the Atlantic coast in the south to the north. The region's population in 2000 was 1,635,421.

The following are the Municipal and District Authority in the Volta Region: 1. Adaklu-Anyigbe 2. Akatsi 3. Biakoye new 4. Ho Municipal 5. Hohoe Municipal 6. Jasikan 7. Kadjebi 8. Keta Municipal 9. Ketu North new 10. Ketu South 11. Kpando 12. Krachi East 13. Krachi West 14. Nkwanta North 15. Nkwanta South 16. North Tongu 17. South Dayi 18. South Tongu.

The age structure of the population indicates that all the districts of the region have a young population, typical of most developing countries.

Available from: <http://www.ghana.gov.gh/index.php/about-ghana/regions/volta>[Accessed 27 September 2013]

There are seven Colleges of Education in the Volta Region of Ghana. Below is summary of key information of the Colleges of Education in the Volta Region of Ghana. These include their location, gender of students, Ghanaian languages taught, courses offered and requirements for admission.

### **3.7.2 Dambai College of Education**

In the year 1974, the Chairman of the Dambai Town Development Committee, the late Opanyin Kwame Awuranya empowered his Vice Chairman Mr. Godfred Kwaku Ayesu to spearhead affairs regarding the establishment process of the College.

Dambai Teacher Training College was officially opened on the 4<sup>th</sup> October 1974 with thirty-five(35) students drawn from all parts of the country.

The initial staff included Messrs G.N. Busumprah from Ada; E.K Dogbey from Nkonyah, Vice Principal, Nana Kanya from Bejamasco, Agriculture Science Master and Mr. Agbo tutor and Senior Housemaster.

Dambai College used to run the Certificate 'A' but today, Dambai College of Education runs the Diploma, regular programme and the untrained Teachers Diploma Programme (UTDBE). Both are mounted by the University of Cape Coast. Other two programmes namely the Diploma (top-up) and the Post Diploma is sandwich courses mounted by the University of Education, Winneba.

The enrolment of the entire regular students body stands at 549men and 385women. Those of the sandwich are 48 and 12 for the diploma and post-diploma respectively.

So far, the College has turned out 3816 cerficated teachers who are serving different sectors of the Ghanaian economy by 2009. (Anon 2012)

### **3.7.3 Jasikan College of Education**

In 1952, the Evangelical Presbyterian Education Unit was charged with the responsibility of opening this third teacher training College by the then government. The new College was referred to as Body Corporate or simply 'Body Co'. In the latter part of 1952 a retired supervisor of the Presbyterian Schools, Mr. F.D. Harker, a Scottish missionary and a trained educationist was appointed as the substantive Principal. On the 12<sup>th</sup> of December, 1952, the College finally moved to Jasikan and was temporarily housed in Kwaku Addeys House (later the Boy's Hostel of Bueman Secondary School). In 1956, the College attained the full Co-educational status when the first batches of female students numbering fifteen, was admitted into the College.

Until the 1961/62 academic year when the College started the Certificate 'A' 4years coursed, it was running only 2years certificate 'B' course. The College never offered courses leading to certificate 'A' post 'B'.

The first batch of 4year group passed out in 1964. The first and the only batch of 2year Post-Secondary Students was admitted into the College in 1974 and the first batch of 3 year Post Secondary students was also enrolled a year later. Thus, the College in 1975 had three different categories of students pursuing courses leading to the award of different kinds of Teachers Certificate 'A'. In 1978, the 2 year Post Secondary Course was phased out at JASICO.

The College mounted a Science Programme and enrolled the first batch of an all Post-Secondary class in 1987 and they were all male students.

In 2001, when the new Teacher Training Programme dubbed “IN-IN-OUT” was introduced, students spent the first two years in College and were posted to ten villages within and outside Jasikan District for a one year attachment Programme.

Within the 50-year period of the College’s existence, a total number of five thousand five hundred and eighteen (5,518) teachers have passed out.

This number is made up of four thousand three hundred and twenty-one (4,321) male teachers and one thousand one hundred and ninety seven (1,197) females. (Anon 2012)

#### **3.7.4 St. Theresa College of Education**

St. Teresa’s College of Education, an all-female institution was established on 1st November, 1961 with 35 pioneer students drawn from all the then nine (9) regions of Ghana. The College was founded by His Lordship Rt. Rev Anthony Konings of blessed memory who was the Bishop of Keta Diocese. The College was initially opened as a 2-Year Certificate ‘B’ College and was called Women’s Training College (WOTRACO).

The name was changed to St. Teresa’s College in 1964 when the institution was placed under the patronage of St. Teresa of the Child Jesus and adopted the motto: ‘Live the Truth in Charity’.

The aim of the founder was to establish a Catholic Teacher Training College for Women in the Diocese which would give a sound moral, spiritual and professional education in the true Catholic tradition. The College inherited the facilities of a Sisters’ Convent which had been moved to Dzelukofe.



Since the piece of land on which the convent was situated was not big enough for the new idea of a Teacher Training College, there was the need for additional plots of land. The Bishop and the Parish Elders including Rev. Fr. John Beckers consulted the Asiamah Family of Gbi-Bla led by the late Mr. Joseph Achyemde Asiamah who responded favourably to this worthy cause and gave out a piece of land on which the College is today. From the beginning, the College had two separate storey buildings and one bungalow. The first storey building served two purposes. The top floor was the residence for the Principal and the Vice Principal while the Ground floor was the Administration Block. The bungalow was for the House Mistresses while the second building of two Storeys served several purposes.

The top was the dormitory for the students while the ground floor served as the classrooms and a dining hall with the kitchen attached to the back of the ground floor – the present St. Margaret Mary House. 1963 – 1967 was a period of great physical expansion. Most of the existing structures were put up at that time – the dining hall, classroom block, staff bungalows and the Art Shed. The great architect and builder was Rev Fr. Theo Manshanden. S.M.A. The first priest who built the OLA Sisters' Convent that became the beginning of St. Teresa's was Rev. Fr Theodore Brockhoff. S.M.A.

The recent addition to this structural improvement is the provision of two semi-detached bungalows by the Government of Ghana and GTZ (Germany) at the northern boundary of the college. It is however very sad to note that the college, since its establishment, has no Assembly Hall or Chapel (Anon 2012).

Just like a mustard seed, the college grew from year to year. Her first batch of trained teachers was sent out in 1963 to become her first ambassadors. 1962/63 academic year saw the arrival of the first batch of Cert 'A' 4 – Year students.



A turning point in the life of the college occurred in the mid-1970s.

The Government of the National Redemption Council (NRC) decided to close down the college and turn it into a Teachers' Resource Center. The Bishop, Rt. Rev Francis A.K Lodonu vehemently resisted the idea. The government however, turned the college into a resource centre in 1975 against all pleas and advice from the diocese.

The resource centre therefore operated alongside the continuing students from 1975. The Bishop threatened to take back all that belonged to the Catholic Church – the parcel of land on which the college is situated and all the structures on it and change the college into a Secondary Technical School.

It was this threat which weakened the strength of the government on the issue and in 1977, the Teacher Training Programme was re-introduced. The admissions that year included 20 men – a condition from government for the return of the college to a Teacher Training status. Subsequent years saw the admission of the same number and sometimes fewer men to satisfy the demands of the government of the day. Through the resilience and untiring efforts of His Lordship, Bishop Francis Kofi Anani Lodonu who strongly and still held the vision of the founding fathers, the college reverted to its original idea of training only females in 1990/91 academic year.

### **3.7.5 St. Francis College of education**

St. Francis College of Education was the first catholic institution established in the Lower Volta Vicariate in 1908 by the German SCD missionaries on a parcel of land donated by Bla, Kpeme, and Abansi. It was then called St. Augustine's College. It was reopened the third time on 14th February, 1947 and named St. Francis' College with St. Francis Xavier as the Patron Saint.

The College is now under the Episcopal jurisdiction of HO Diocese headed by His Lordship Most Rev. Francis Kofi Anani Lodonu.

The founding fathers were Rev. Fr. Bucking, Rev. Fr. Feldmann, and Most Rev. Fr. Joseph Gerald Holland. The College was started at a place called “Kpodziga” and the college was nicknamed “Gborto College”, Tsiveme College etc.

The 3 communities: Bla, Kpeme, and Abansi of the Gbi Traditional Area gave out the initial land of 63 acres. This was extended to 91 acres in 1975. The college was established as an all-male college with an initial intake of 30 students. It became a co-educational institution in 1954 when 30 women were admitted. The Catholic Church, the community, and the college have co-existed in a friendly atmosphere over the years. The College assists the community in terms of making the college vehicles available to convey people to places when need arises and the church regularly visits the college on Patron Saints Day and Missions sending. The college has had good academic records despite all odds. In the maiden Diploma in Basic Education results (2007), FRANCO topped all colleges by placing first. The products of the college can be found in all sectors of the Ghanaian and world economy despite the fact that the primary objective of the college is to train teachers. There are politicians, legal personnel, civil servants, professors, and lecturers. Available from: <http://stfranciscollge.wordpress.com/about/history-of-franco> [Accessed 26 June 2013]

### **3.7.6 E.P. College of Education**

The Evangelical Presbyterian College of Education, Amedzofe (formerly Evangelical Presbyterian Training College, Amedzofe) was opened on February 10, 1946. The College was an off – shoot of two earlier institutions established by the Bremen Mission in the second half of the nineteenth century at Keta. The German missionaries first established a school at Keta and later added a Theological Seminary to train Christian evangelists who were expected to teach Christian religion and allied subjects in the few schools opened in Ewe land.

Records have it that the German missionary, Rev. Seeger bought a large portion of the land at the eastern part of Amedzofe and in 1894, moved the Theological Seminary from Keta to Amedzofe. The Seminary lasted from 1894 to 1922.

It had to be closed down because of the unfavourable political conditions created for the German missionaries as a result of the First World War: 1914 – 1918. The need for a teacher training college in the territory was beginning to be urgently felt.

In 1944 a firm decision was taken to request the colonial government to site a training college at Amedzofe. The then Director of Education for the Gold Coast, Mr. Tom Barton, supported the idea and encouraged the E.P. Church Synod Committee to open a 2-year Certificate 'B' Teacher Training College at Amedzofe. On February 10, 1946, the E.P. Training College, Amedzofe, came into being – with 30 male students and Rev. W.M. Beveridge – a Scottish missionary and the then supervisor of E.P. Schools as the first Principal. Another important landmark was the conversion of the 2-year Certificate 'B' courses to a 4-year Certificate 'A' Programme in 1962. At the end of the 1961/62 academic session, Rev. W.M Beveridge – the first principal of the college, retired after 16 years meritorious service.

He left behind a rich professional legacy and a strong Christian tradition which are so ingrained in every "AMECO" trained teacher. A specialist course in Home Science was briefly introduced in 1974 but later transferred to Aburi. The 4-year course was also finally replaced in 1991 by a 3-year Post-Secondary Training programme. The latter also ended in August 2006. In September 2004, the college was upgraded to a Diploma awarding institution under Ghana Education Service. A 3 – year Diploma in Basic Education programme was introduced; the academic year was consequently split into two semesters of sixteen weeks each.

Mr. J.D. Koka took over the administration of the College on 10<sup>th</sup> February 2005 when the College was turning tertiary and laid a firm foundation for the Diploma in Basic Education Programme. The college was accredited to a tertiary institution on 1<sup>st</sup> October, 2007 and renewed in October 2010 for another three years. The First Matriculation was held in on November 8, 2008; it was a joint- matriculation for the first and second year students. The First Congregation was also held in 2009. Each successive year saw a growing improvement in the number of graduands and academic performance, all to the glory of God.

### **3.7.7 Peki College of Education**

Peki College of Education formerly known as Peki Training College was originally founded and established as Government Training College in the old Christian town of Peki Avetile on the 12th of February, 1954 with Mr A.F Neal as her first Principal. This explains why the College has retained the acronym GOVCO (short for Government College) till this day. The College was started with thirty men who were admitted to do the 2 Year Certificate 'A' Post 'B' Course.

The institution remained a male only College until 1961 when it was co-educational with the admission of her first batch of twenty-five women. Govco produced her first crop of teachers in 1956, The motto of the college is NIHIL SINNE LABORE.

In 1965, the college was moved to its present site overlooking the beautiful 'Wheto (mountain)'. The College runs the new Diploma in Basic Education. Available from [http://govco.wordpress.com/2010/01/28/history-of-peki-college-of-edu.\)](http://govco.wordpress.com/2010/01/28/history-of-peki-college-of-edu.) [Accessed 26 June 2013]



### 3.7.8 Akatsi College of Education

Akatsi College of Education, also known as AKATSICO, was established on the 1st of October, 1963 with forty-two (42) all male students and a teaching staff of four (4) including the Principal. The college became a co-educational Institution four years after its inception.

The first batch of female students, numbering twenty-four (24), was admitted in the 1967/68 academic year. The initial structures that housed the college were the abandoned corrugated roofing sheet structures of the Taylor Woodrow Construction firm that built the Aflao-Accra road. Since its inception, the College runs various courses at different stages of its growth.

The certificate “A” (4-year) programme was the main course stated in the college. The first batch of teachers completed their course in July, 1967.

The four-year post-middle course had remained till October 1974 when the first and only intake of two-year Agric Specialist Course was enrolled to run simultaneously with the four year Cert. “A” Course. When the government in 1975 announced a change in policy for the specialist Colleges to be converted into Diploma awarding institutions the course was discontinued to make way for the onset of the 3-year post-secondary programme. The first batch of the students for the new course was admitted in October, 1975. The four-year course came to a temporary halt in July, 1978 when the last batch of its students passed out. But in October 1981, the four-year course was restarted at the Modular programme consisting of two years of sandwich vacation studies and two year of regular college tuition for certification.

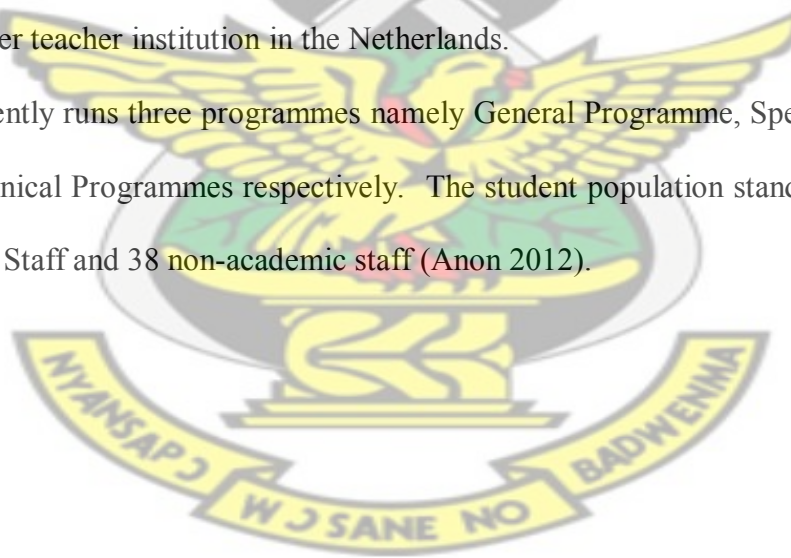
All these courses except the three-year post-secondary programme have been terminated. In fact, the College is one of ten, which offers Technical skills and Science courses to train teachers especially for Junior Secondary School in the country.



The changing role of the teacher and current social relevance of education require not only new but also practical policies and programmes for teacher education.

A policy document of a special committee set up by the government for the review of the Education Reforms Programme in Ghana (2002) posited that Training Colleges in Ghana be upgraded to Diploma awarding institutions to conform with the system in other countries. The college started the three – year Diploma in Basic Education (DBE) alongside the post-secondary course on the policy of the IN-IN-OUT Programme. The post-secondary course was phased out in the year 2006. In the year 2000, the college started an educational exchange and partnership programme with Jelling State College of Education in Denmark. There have been periodic visits by students from the Jelling College to AKATSICO and a number of students and members of staff have also paid reciprocal visits. A second such tie of partnership also exists between this college and another teacher institution in the Netherlands.

The College currently runs three programmes namely General Programme, Special Mathematics and Science/Technical Programmes respectively. The student population stands at 776 students with 45 Teaching Staff and 38 non-academic staff (Anon 2012).



## CHAPTER FOUR

### RESULTS AND DISCUSSIONS

#### 4.1 Introduction

This chapter presents the data analysis and discussions based on the questionnaire survey. The collected data were analyzed using the methods mentioned in Chapter Three.

#### 4.2 Data Collection

The principal officers of the Colleges of Education who received the questionnaire included the Principal/Rector of the College, the Vice Principal, the Finance Officer, the Procurement Officer/Estate officer, the Bursar, the Senior Housemistress, the Senior Hall Warden and the Secretary. The total number of questionnaire distributed to the Principal officers of the various Colleges of Education in the Volta Region who assist in the colleges' Procurement activities was thirty-five (35) represented on percentage basis as Hundred percent(100%). Twenty-three (23) constituting Sixty-six percent (66%) response rates were retrieved. The total number of questionnaires distribution and responses received have been analyzed and shown in table below (Table 4.1).

**Table 4.1** Questionnaire Distribution and Responses

Description	Number Distributed	Number Returned
Dambai College of Education	5	3
Jasikan College of Education	5	4
St. Theresa College of Education	5	3
St. Francis College of Education	5	2
E.P. College of Education	5	3
Peki College of Education	5	5
Akatsi College of Education	5	3
<b>Total</b>	<b>35</b>	<b>23</b>
<b>Percentages</b>	<b>100%</b>	<b>66%</b>

### 4.3 Analyses of Results

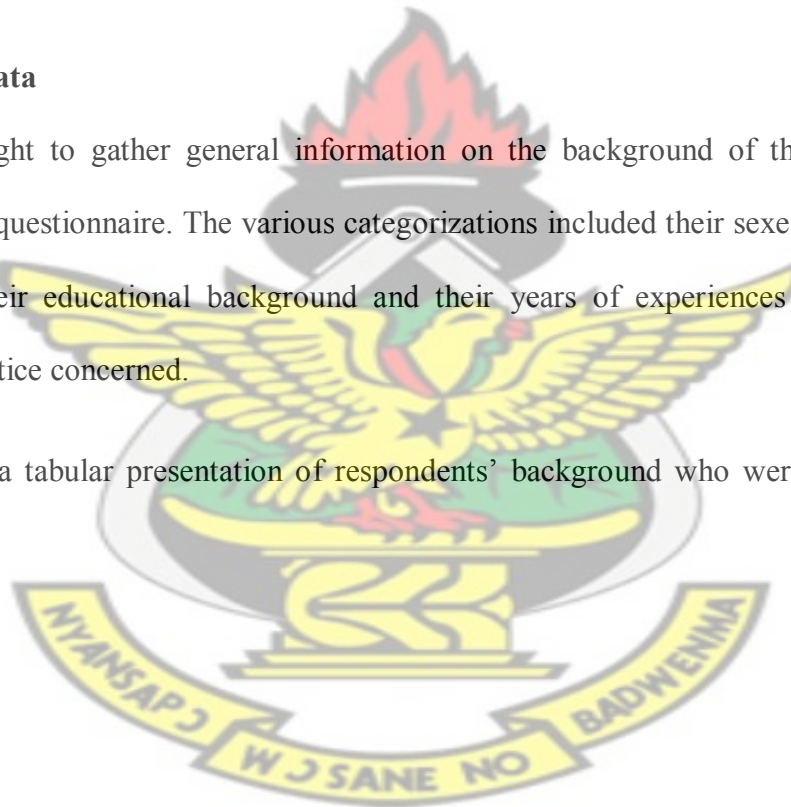
The objective of conducting the analysis for this section is to establish the factors under the groups of causes identified from the literature review and then ranking according to their significant influences.

A ranking method was used to achieve this objective and the significance of using these methods is to reveal the most influential factors within each category.

#### 4.3.1 Personal Data

This section sought to gather general information on the background of the personnel who responded to the questionnaire. The various categorizations included their sexes, age range, their qualifications, their educational background and their years of experiences as far as Public procurement practice concerned.

Tables 4.2 give a tabular presentation of respondents' background who were involved in the study.



**Table 4.2 Personal Data of respondents**

	<b>Personal Data</b>	<b>Frequency</b>	<b>Response rate (%)</b>
<b>1</b>	<b>Sex</b>		
	Male	18	82
	Female	4	18
<b>2</b>	<b>age range</b>		
	21-30yrs	10	32
	31-40yrs	4	13
	41-50yrs	10	32
	51yrs and above	7	23
<b>3</b>	<b>Years of experience in Public Procurement</b>		
	0-5yrs	19	68
	6-10yrs	5	18
	11-15yrs	3	11
	15yrs and above	1	4
<b>4</b>	<b>Level of education</b>		
	HND	1	4
	First Degree	8	32
	Master's Degree/Post Graduate Diploma/post Graduate Certificate	13	52
	PhD	0	0
	Others? State Chartered accountant, RSA	3	12
<b>5</b>	<b>Study of Procurement Management/Supply Chain Management or any related programme in procurement.</b>		
	Yes	4	22
	No	14	78
<b>6</b>	<b>Study of procurement related short course or training</b>		
	Yes	15	79
	No	4	21

Table 4.2 above reveals in question one, that Eighty-Two percent (82%) of the respondents were males while Eighteen percent (18%) were females. This indicates that, males pursued procurement related programmes more than females.

Question two shows that thirty-two percent (32%) of the respondents were within the ages of 21 to 30 years, thirteen percent (13%) were within the ages of 31 to 40 years, thirty-two percent (32%) were within the ages of 41 to 50 years and finally, twenty-three percent (23%) were above fifty-one years old. Since Public Procurement practices under Act 663(2003) is now emerging in the Colleges of Education, it is the young and vibrant who take keen interest in it.

Question three also reveals that for the number of years that the respondent has been practicing Public Procurement activities, Sixty-eight percent (68%) of them had been practicing it for the past 0 to 5 years, eighteen percent (18%) had been practicing it for the past 6 to 10 years, eleven percent (11%) had been practicing it for the past 11 to 15 years and finally four percent (4%) had been practicing it for more than fifteen years.

Question four sought to find out about their levels of education. The study revealed that four percent (4%) had Higher National Diploma (HND), thirty-two percent (32%) had a first degree, fifty-two percent (52%) had master's degree/post graduate diploma/post graduate certificate, none of the respondents had PhD and all together twelve percent (12%) had other qualifications such as Chartered accountancy and RSA.

Question five sought to find out if the respondent majored in Procurement Management/Supply Chain Management or any procurement related programme. The data gathered revealed that twenty-two percent (22%) had their majors in Procurement Management/Supply Chain Management or any procurement related programme while seventy-eight percent (78%) did not.



Question six under this section was to find out if the personnel or respondents had done any procurement related short course or programme. Out of the results summarized in table 4.2 above, seventy-nine percent (79%) said yes while twenty-one percent (21%) said no.

These background or personal information gathered in questions three, four, five and six suggest that, the respondents were knowledgeable enough. The respondents were also capable of exercising good judgment and as such the responses provided by them could be relied upon for study.

#### **4.3.2 Procurement of Works, Goods and Services**

This section sought to gather general information on the type of procurement (i.e. goods, works and Services), their compliance levels and the respondent take on framework contracting.

Table 4.3 above reveals in question one that one hundred percent (100%) of the respondents said that they practiced Public Procurement. This means that all the Colleges of Education practiced Public Procurement under Act 663(2003). Question two revealed that the type of Public Procurement mostly practiced by all the Colleges of Education in the Volta Region was Procurement of Goods. The percentages for the type of procurement practices were: for goods procurements, seventy one percent (71%); for works procurement twenty one percent (21%) and for Services procurement eight percent (8%). The Practitioners of Public Procurement under Act 663(2003) are abreast with the practices for the procurement of goods more than that of works and services.

Question two under this section was to find out about their compliance level. The data shows that sixty four percent (64%) of the respondents said that the Colleges of Education fully complied with the provisions of the Public Procurement Act 663; thirty four percent (34%) said that they complied on a partial basis. None of the respondent was represented by not sure and none said they really did not practice public procurement in the Colleges of Education. This information is an indication that there are some amount of deficiency or challenges as far Public Procurement Practices under Act 663(2003) is concerned.

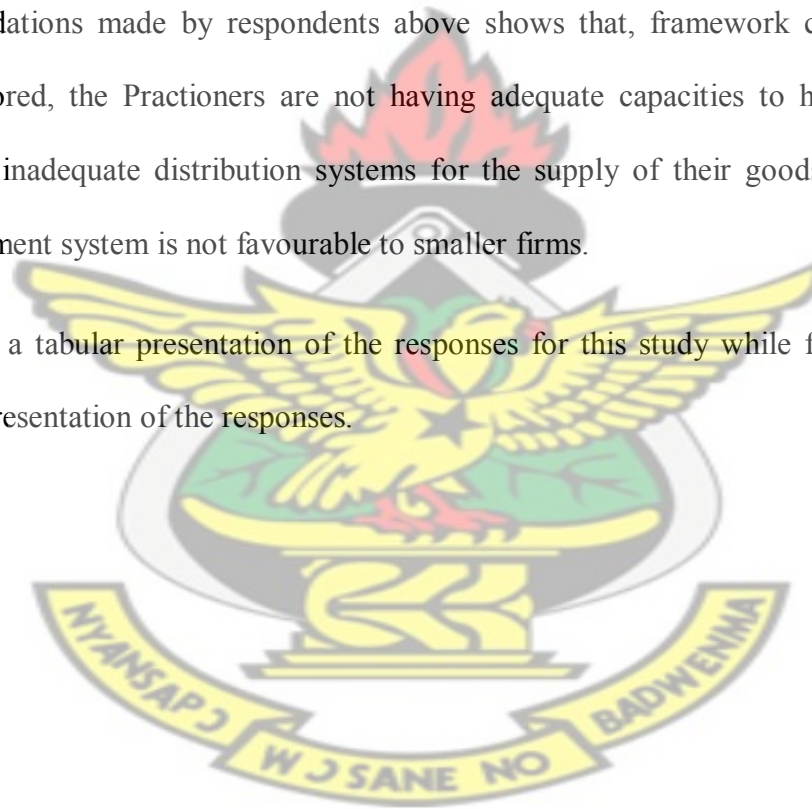
Question three, focused on finding out if framework agreement was being implemented in any of the Colleges of Education. The data gathered, revealed that sixty four (64%) percent of the respondents said that they practiced framework agreement. Thirty-four percent (34%) of the respondent said that they did not practice framework agreement contract. This data also indicates that there may be some difficulties in framework contracting which ought to be addressed in order to make improve its practice.

On recommendations to improve framework agreements, setting up appropriate monitoring systems to avoid abuse of the framework contracts was the first ranked on the relative importance index followed by practitioners should be better trained and retrained in its usage. The factors ranked third, were two in number. The first factor was an effective distribution system should be created and the second was that a level playing ground should be created for both small and big firms to compete. The fourth ranked factor was that proper procurement planning was necessary to aid the extraction of common used items for easy framework contracting/agreements. The fifth was the revision of the Public Procurement Act 663(2003) to include appropriate clauses to guide the use of framework agreements.

Respondents were given the opportunity to state other recommendations, if those other recommendations of theirs have not been represented by the options given in the questionnaire. Four recommendations were given. The first being periodic workshops should be organized for Practitioners. This was ranked sixth on the relative importance index scale, the next was Effective communication and feedback on delivery was ranked seventh. Setting up centres for effective distribution of goods was also ranked seventh and finally Framework agreement should be abolished since the lead times of individual institutions vary was ranked eight.

The recommendations made by respondents above shows that, framework contracting is not properly monitored, the Practitioners are not having adequate capacities to handle framework issues, there is inadequate distribution systems for the supply of their goods and finally, the current procurement system is not favourable to smaller firms.

Table 4.3 gives a tabular presentation of the responses for this study while figure 4.3 gives a diagrammatic presentation of the responses.

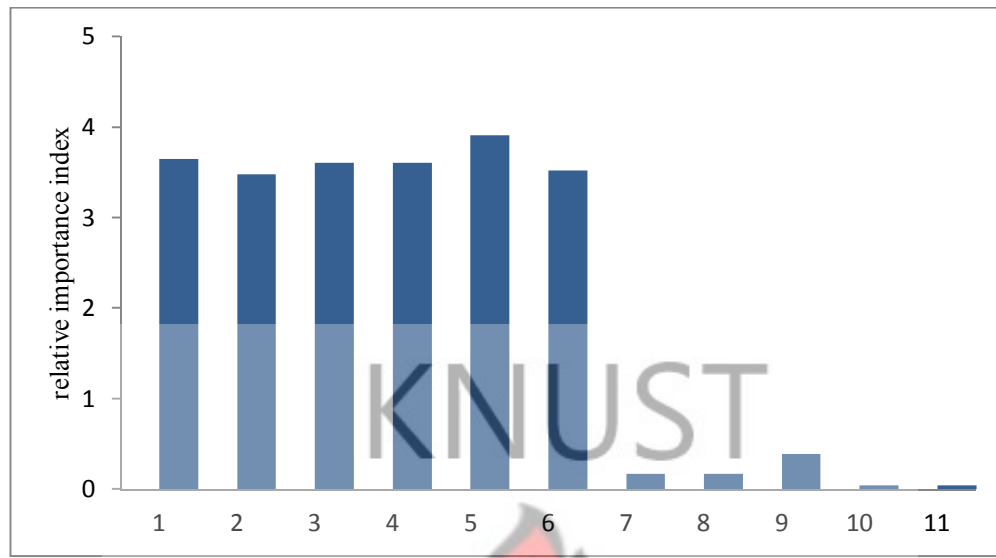


**Table 4.3 Procurement of Works, Goods and Services**

**Procurement of Works, Goods and Services**

		Frequency	Response rate (%)
<b>1</b>	<b>College being engaged in any procurement of Works /goods /services i.e. consultancy procurement before</b>		
	Yes	23	100
	No	0	0
	Not sure	0	0
<b>2</b>	<b>Type of Procurement often practiced</b>		
	Works	5	21
	Goods	17	71
	Services i.e. Consultancy or Technical services	2	8
<b>3</b>	<b>Compliance with public Procurement Act 663(2003)</b>		
	fully	14	64
	partially	8	36
	not really	0	0
	not sure	0	0
<b>4</b>	<b>Practice of framework</b>		
	Yes	14	64
	No	7	32
	Not sure	1	5

		Relative importance index	Rank
<b>1</b>	<b>Practitioners should be better trained and retrained in its usage</b>	3.65	2ND
<b>2</b>	<b>The revision of the Public Procurement Act 663(2003) should include appropriate clauses to guide the use of framework agreements.</b>	3.48	5TH
<b>3</b>	<b>An effective distribution system should be created</b>	3.61	3RD
<b>4</b>	<b>A level playing ground should be created for both small and big firms to compete</b>	3.61	3RD
<b>5</b>	<b>Setting up appropriate monitoring systems to avoid abuse of the framework contracts</b>	3.91	1ST
<b>6</b>	<b>Proper procurement planning to aid the extraction of common used items for easy framework contracting/agreements.</b>	3.52	4TH
<b>7</b>	<b>Setting up centres for effective distribution of goods</b>	0.17	7TH
<b>8</b>	<b>Effective communication and feedback on delivery</b>	0.17	7TH
<b>9</b>	<b>Periodic workshops should be organized for Practioners</b>	0.39	6TH
<b>10</b>	<b>Framework agreement should be abolished since the lead times of individual institutions vary</b>	0.04	8TH



**Figure 4.1: Recommendation to improve framework agreements**

Source: Author's Field Survey (June 2014)

Where on the horizontal scale:

1. Practitioners should be better trained and retrained in its usage
2. The revision of the Public Procurement Act 663(2003) should include appropriate clauses to guide the use of framework agreements.
3. An effective distribution system should be created
4. A level playing ground should be created for both small and big firms to compete
5. Setting up appropriate monitoring systems to avoid abuse of the framework contracts.
6. Proper procurement planning to aid the extraction of common used items for easy framework contracting/agreements.
7. Setting up centres for effective distribution of goods
8. Effective communication and feedback on delivery
9. Periodic workshops should be organized for Practioners



10. Framework agreement should be abolished since the lead times of individual institutions vary

11. All key officers should be trained on Public procurement act

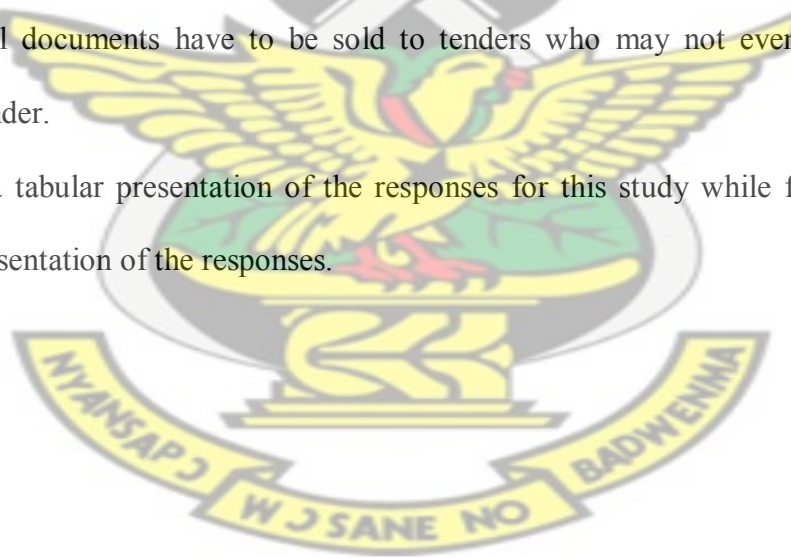
#### **4.3.3 Procurement challenges**

This section sought to gather information on the various challenges faced by the Colleges of Education in their implementation of the Public Procurement Act 663 in 2003. On the relative importance index scale, the challenges experienced by respondents were ranked from 1<sup>st</sup> to 14<sup>th</sup> with some of the challenges occupying the same ranking positions. The first ranked challenge was High cost of doing business i.e. high document cost high securities cost, high interest rates etc. from banks etc. The second ranked challenge was threshold limitations in the choice of appropriate procurement methods and contract packages stated in clause 21 and schedule 3 of the Public Procurement Act 663(2003). The third ranked challenge was Delay in paying contractors, suppliers and consultants. The fourth challenge was Low capacity of private sector to participate in public Procurement. The fifth challenge was non-proficient procurement practitioners in carrying out Public Procurement. The sixth factor was Tenderers forming cartels to share projects among themselves. The seventh challenge was inadequate procurement planning as stipulated in clause 21 of Public Procurement Act 663(2003). The eighth challenge on the scale was inducement by contractors, suppliers and consultants a contravention of clause 32 of Act 663(2003). The ninth challenge was improper record keeping which is not in accordance with clause 28 of Public Procurement Act 663(2003). The tenth challenge was corruptions in Public Procurement in the College i.e. fake documentations, under invoicing, over invoicing etc. The eleventh was counterfeit products resulting in low pricing hence low quality goods. The twelve, thirteenth and fourteenth challenges were those put forward by respondents.

The twelve challenge on the relative importance scale was mostly non-professionals are engaged in procurement. The thirteenth was strict adherence to procedures rather than expenditure control. The fourteenth ranked challenges were two in number. One of those challenges was speculation in price hikes of good and services. The other challenge on the fourteenth position was procurement act not well practiced.

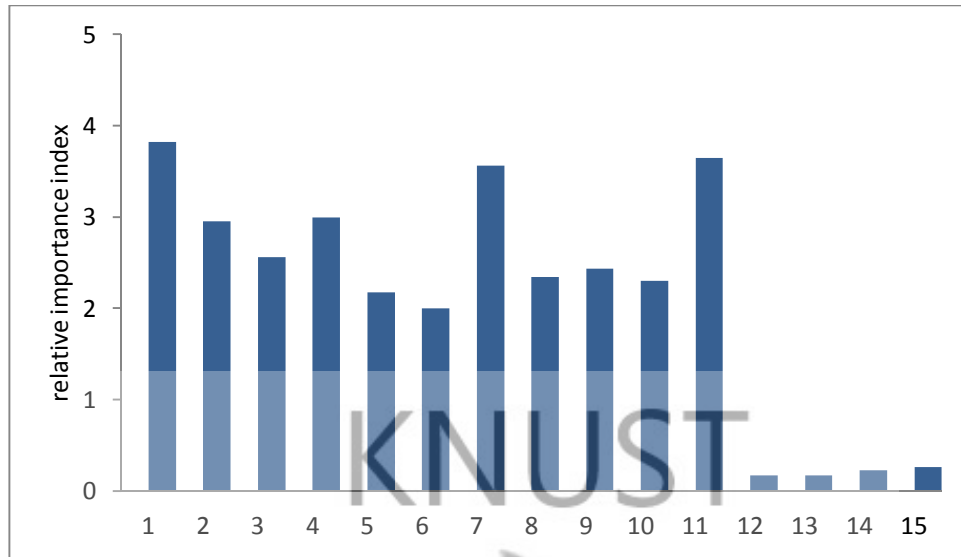
Documentations in Public Procurement are many and time consuming. It is logical for entities to pass on the cost of the procurement process to contractors and suppliers by increasing the cost of buying the tender documents. Due to the risky nature of our financial environment, the banks have learned to manage their lending risk by increasing their interest rate on loans. Threshold limitations encourage bulk breaking making otherwise single procurement to be subdivided into smaller units to avoid long approval process. Smaller procurements as a result increase document cost since several documents have to be sold to tenders who may not even be the eventual winners of the tender.

Table 4.4 gives a tabular presentation of the responses for this study while figure 4.4 gives a diagrammatic presentation of the responses.



**Table 4.4 Procurement challenges**

<b>Procurement Challenges</b>		<b>Relative importance index</b>	<b>Rank</b>
1	High cost of doing business i.e. high document cost, high securities cost, high interest rates etc. from banks etc.	3.83	<b>1ST</b>
2	Non-proficient Procurement Practitioners in carrying out Public Procurement	2.96	<b>5TH</b>
3	Tenderers forming cartels to share projects among themselves	2.57	<b>6TH</b>
4	Low capacity of private sector to participate in public Procurement	3.00	<b>4TH</b>
5	Corruptions in Public Procurement in your College i.e. fake documentations, under invoicing, over invoicing etc.	2.17	<b>10TH</b>
6	Counterfeit products resulting in low pricing hence low quality goods?	2.00	<b>11TH</b>
7	Delay in paying contractors, suppliers and consultants	3.57	<b>3RD</b>
8	Inducement by Contractors, suppliers and Consultants a contravention of clause 32 of Act 663(2003)	2.35	<b>8TH</b>
9	Inadequate procurement planning as stipulated in clause 21 of Public Procurement Act 663(2003)	2.43	<b>7TH</b>
10	Improper record keeping which is not in accordance with clause 28 of Public Procurement Act 663(2003)	2.30	<b>9TH</b>
11	Threshold limitations in the choice of appropriate procurement methods and contract packages stated in clause 21 and schedule 3 of the Public Procurement Act 663(2003).	3.65	<b>2ND</b>
12	Speculation in price hikes of good and services	0.17	<b>14TH</b>
13	Procurement act not well practiced	0.17	<b>14TH</b>
14	strict adherence to procedures rather than expenditure control	0.23	<b>13TH</b>
15	Mostly nonprofessionals are engaged in procurement	0.26	<b>12TH</b>



**Figure 4.2 Procurement challenges**

Source: Author's Field Survey (June 2014)

Where on the horizontal scale:

1. High cost of doing business i.e. high document cost, high securities cost, and high interest rates etc. from banks etc.
2. Non-proficient Procurement Practitioners in carrying out Public Procurement.
3. Tenderers forming cartels to share projects among themselves
4. Low capacity of private sector to participate in public Procurement
5. Corruptions in Public Procurement in your College i.e. fake documentations, under invoicing, over invoicing etc.
6. Counterfeit products resulting in low pricing hence low quality goods
7. Delay in paying contractors, suppliers and consultants.
8. Inducement by Contractors, suppliers and Consultants a contravention of clause 32 of Act 663(2003).

9. Inadequate procurement planning as stipulated in clause 21 of Public Procurement Act 663(2003)
10. Improper record keeping which is not in accordance with clause 28 of Public Procurement Act 663(2003).
11. Threshold limitations in the choice of appropriate procurement methods and contract packages stated in clause 21 and schedule 3 of the Public Procurement Act 663(2003).
12. Speculation in price hikes of good and services.
13. Procurement act not well practiced.
14. Strict adherence to procedures rather than expenditure control.
15. Mostly nonprofessionals are engaged in procurement.

#### **4.3.4 Recommendations to mitigate Procurement challenges**

This section sought to gather information on the various suggested recommendations to mitigate the challenges which the Colleges of education face in their implementation of the Public Procurement Act 663 following its introduction in 2003. Eight recommendations were identified and ranked on the relative importance index. Two of the recommendations were ranked 1<sup>st</sup> meaning they were the most important of all the recommendations to reduce to the minimum the challenges faced by the Colleges as far as Public Procurement is concerned. These two recommendations were Procurement Practitioners, contractors and suppliers should be trained and retrained for them to be capable enough to handle issues of procurement confidently and paying units should have funds readily available before embarking on projects so as to ensure that delays due to payments with their attendant cost be reduced or eliminated. Other innovative ways such as e.g. discounting by financial institutions should be facilitated by the colleges' entity.



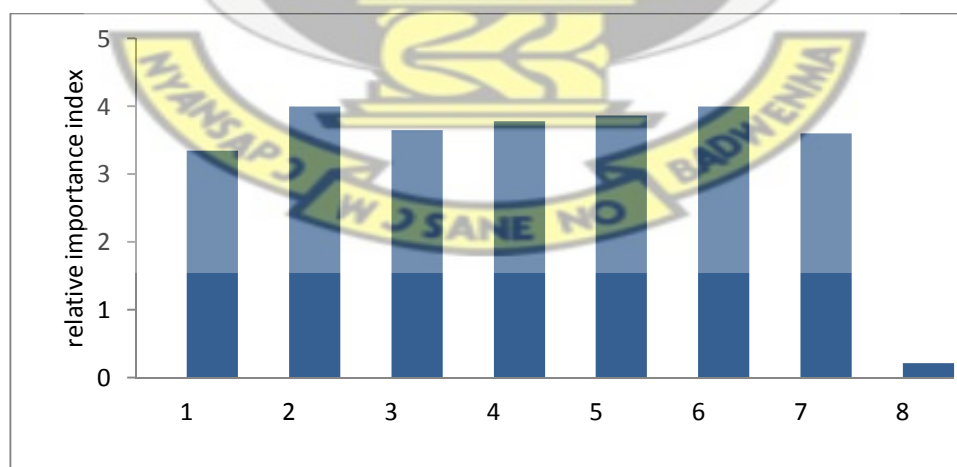
The second ranked recommendation on the relative importance index was that Ghana Standard Authority and allied law enforcement institutions to be properly resourced to deal with counterfeit products. Adequate specification requirements and appropriate checks are used to ensure quality of products. The third ranked recommendation was more competent procurement practitioners should be trained to deal with the challenges and implementation bottlenecks. The fourth ranked recommendation was, cartels should be discouraged by putting in place more stringent laws to prosecute offenders and implementing the existing laws under the Public Procurement Act 663(2003). The fifth position on the relative importance scale was revision of the Public Procurement Act 663(2003) to provide enough legal basis for framework contracting procedures as well as revising upward procurement threshold limitations. Sixth ranked recommendation was, cost of procuring goods, works etc. should be reduced. The seventh ranked recommendation on the relative importance index was Public Procurement according to Act 663(2003) should be abolished since the challenges are far more than the benefits. The seventh recommendation was a proposal from one of the respondents.

This section emphasis the fact the mandate of the Public Procurement Authority on issues of training and capacity building has not fully been realized. There is therefore the need for training programmes to be aggressively implement to address the inadequate capacities in Public Procurement issues.

Table 4.5 gives a tabular presentation of the responses for this study while figures 4.5 give a diagrammatic presentation of the responses.

**Table 4.5 Recommendations to mitigate Challenges**

Recommendations to mitigate challenges		Relative importance index	Rank
1	Cost of procuring goods, works etc. should be reduced	3.35	<b>6TH</b>
2	Procurement Practitioners, contractors and suppliers should be trained and retrained for them to be capable enough to handle with issues of procurement confidently.	4.00	<b>1ST</b>
3	Cartels should be discouraged by putting in place more stringent laws to prosecute offenders and implementing the existing laws under the Public Procurement Act 663(2003).	3.65	<b>4TH</b>
4	More competent procurement Practitioners should be trained to deal with the challenges and implementation bottlenecks	3.78	<b>3RD</b>
5	Ghana Standard Authority and allied law enforcement institutions to be properly resourced to deal with counterfeit products. Adequate specification requirements and appropriate checks are used to ensure quality of products.	3.87	<b>2ND</b>
6	Paying units should have funds readily available before embarking on projects so as to ensure that delays due to payments with their attendant cost be reduced or eliminated. Other innovative ways such as e.g. discounting by financial institutions should be facilitated by the colleges' entity.	4.00	<b>1ST</b>
7	Revision of the Public Procurement Act 663(2003) to provide enough legal basis for Framework Contracting procedures as well as revising upward procurement threshold limitations.	3.61	<b>5TH</b>
8	Public procurement should be abolished since the challenges are far more the benefits	0.22	<b>7TH</b>



**Figure 4.3 Recommendations to mitigate Challenges**

Source: Author's Field Survey (June 2014)

Where on the horizontal scale:

1. Cost of procuring goods, works etc. should be reduced.
2. Procurement Practitioners, contractors and suppliers should be trained and retrained for them to be capable enough to issues of procurement confidently.
3. Cartels should be discouraged by putting in place more stringent laws to prosecute offenders and implementing the existing laws under the Public Procurement Act 663(2003).
4. More competent procurement Practitioners should be trained to deal with the challenges and implementation bottlenecks.
5. Ghana Standard Authority and allied law enforcement institutions to be properly resourced to deal with counterfeit products. Adequate specification requirements and appropriate checks are used to ensure quality of products.
6. Paying units should have funds readily available before embarking on projects so as to ensure that delays due to payments with their attendant cost be reduced or eliminated. Other innovative ways such as e.g. discounting by financial institutions should be facilitated by the colleges' entity.
7. Revision of the Public Procurement Act 663(2003) to provide enough legal basis for Framework Contracting procedures as well as revising upward procurement threshold limitations.
8. Public procurement should be abolished since the challenges are far more the benefits

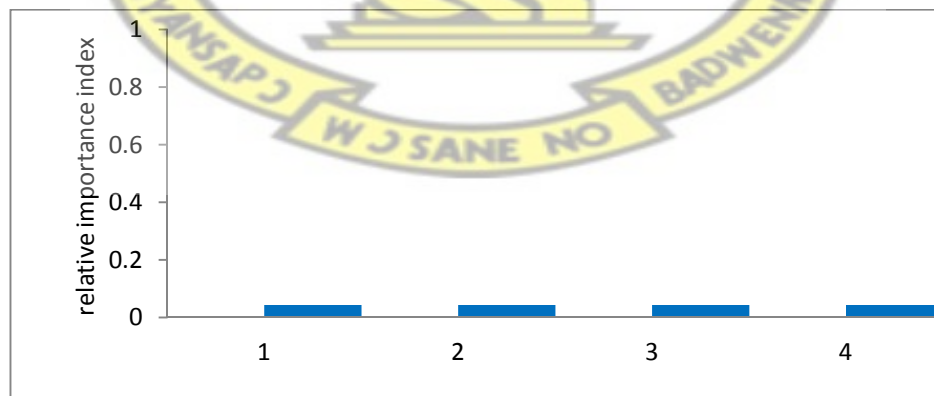
#### **4.3.5 General comments**

This section gave an opportunity for respondents to give a general comment about the public procurement implementation challenges.

Four comments were given by the respondents and on the relative importance index, all the four comments had the same index and so had the same rank. The four comments include 1. Public procurement should be abolished due to counterfeit product, bribery and high price quotations 2. Public procurement law has rather made the cost of certain goods and services more expensive.3. Public procurement looks insignificant to public workers because we do not understand fully what it is all about.4. Public procurement has helped to control fund in the public sector since one cannot just buy any how and anytime. These statements set the pace for further research to be conducted in those areas.

**Table 4.6 General comments**

	<b>General Comments</b>	<b>Relative importance index</b>	<b>Rank</b>
1	public procurement should be abolished due to counterfeit product, bribery and high price quotations	0.04	<i>1ST</i>
2	Public procurement law has rather made the cost of certain goods and services more expensive	0.04	<i>1ST</i>
3	Public procurement looks insignificant to public workers because we do not understand fully what it is all about.	0.04	<i>1ST</i>
4	Public procurement has helped to control fund in the public sector since one cannot just buy any how and anytime.	0.04	<i>1ST</i>



**Figure 4.4 General comments**

Source: Author's Field Survey (June 2014).

Where on the horizontal scale:

1. Public procurement should be abolished due to counterfeit product, bribery and high price quotations.
2. Public procurement law has rather made the cost of certain goods and services more expensive.
3. Public procurement looks insignificant to public workers because we do not understand fully what it is all about.
4. Public procurement has helped to control fund in the public sector since one cannot just buy any how and anytime.





## CHAPTER FIVE

### CONCLUSIONS AND RECOMMENDATIONS

#### 5.0 Introduction

Under this chapter there is the summary of the study, conclusions that have been arrived at and recommendations. Also presented in this chapter are areas for further research which were identified during the conduct of the study.

#### 5.1 Summary of Findings

This study was set out to evaluate the procurement challenges in the Colleges of Education. This research work was not only for academic pursuit but also to identify pertinent challenges facing the implementation of the Public Procurement Act 663(2003) in the Colleges of Education who are now a tertiary institution by virtue of Act 847 (2012).

After intensive reviews and analysis of relevant data, the following findings were made.

- I. The first objective of the study has been successfully executed. It has been established from the research that
  - The type of procurement practiced very often in the Colleges of Education is goods procurement followed by works procurement and finally services procurement.
  - Most of the Colleges of Education practiced some form of framework contracting or agreement. Some of the things that can be done to improve framework contracting include in the order of importance starting from the topmost are: setting up appropriate monitoring systems to avoid abuse of the framework contracts. Practitioners should be better trained and retrained in its usage.

A level playing ground should be created for both small and big firms to compete and an effective distribution system should be created.

Proper procurement planning to aid the extraction of common used items for easy framework contracting/agreements. The revision of the Public Procurement Act 663(2003) to include appropriate clauses to guide the use of framework agreements. Periodic workshops should be organised for Practitioners. Setting up centres for effective distribution of goods and Effective communication and feedback on delivery. Framework agreement should be abolished since the lead times of individual institutions vary and all key officers should be trained on Public procurement act.

- II. The second objective of this research was to identify challenges in the procurement of goods, works and services in the Colleges of Education, Volta. This objective has been successfully achieved. There were thirteen major challenges identified. These challenges are in the order of importance starting from the topmost. They challenges are;
- a. High cost of doing business i.e. high document cost, high securities cost, high interest rates etc. from banks etc.
  - b. Threshold limitations in the choice of appropriate procurement methods and contract packages stated in clause 21 and schedule 3 of the Public Procurement Act 663(2003).
  - c. Delay in paying contractors, suppliers and consultants.
  - d. Low capacity of private sector to participate in public Procurement.
  - e. Non-proficient Procurement Practitioners in carrying out Public Procurement.
  - f. Tenderers forming cartels to share projects among themselves.

- g. Inadequate procurement planning as stipulated in clause 21 of Public Procurement Act 663(2003).
- h. Inducement by Contractors, suppliers and Consultants, a contravention of clause 32 of Act 663(2003).
- i. Improper record keeping which is not in accordance with clause 28 of Public Procurement Act 663(2003).
- j. Corruptions in Public Procurement in your College i.e. fake documentations, under invoicing, over invoicing etc.
- k. Mostly non-professionals are engaged in procurement.
- l. Strict adherence to procedures rather than expenditure control.
- m. Procurement act not well practiced and speculation in price hikes of goods and services.

III. The third and final objective of this research was to make appropriate recommendations for improving procurement management in the various Colleges of Education. This objective has also been successfully achieved. Eight recommendations to mitigate the challenges have been identified. The recommendations are listed here in the order of importance.

- Procurement Practitioners, contractors and suppliers should be trained and retrained for them to be capable enough to handle issues of procurement confidently and paying units should have funds readily available before embarking on projects so as to ensure that delays due to payments with their attendant cost be reduced or eliminated.

- Ghana Standard Authority and allied law enforcement institutions to be properly resourced to deal with counterfeit products. Adequate specification requirements and appropriate checks are used to ensure quality of products.
- More competent procurement practitioners should be trained to deal with the challenges and implementation bottlenecks.
- Cartels should be discouraged by putting in place more stringent laws to prosecute offenders and implementing the existing laws under the Public Procurement Act 663(2003).
- Revision of the Public Procurement Act 663(2003) to provide enough legal basis for Framework Contracting procedures as well as revising upward procurement threshold limitations.
- Cost of procuring goods, works etc. should be reduced
- Public procurement should be abolished since the challenges are far more than the benefits.

## 5.2 Conclusions

Since the introduction of the Public Procurement Act 663(2003) was aimed at ensuring transparency, accountability, value for money. Eleven years down the line a lot of challenges have been identified and solutions proffered, it is the time to bring into being a new or revised Public Procurement Act and also put in place the necessary training and strategies to ensure that the benefits that the Procurement Act 663(2003) is to bring is fully realized.

### 5.3 Recommendations

The following recommendations are made to deal with the challenges facing the implementation of Public Procurement Act in the Colleges of Education in the Volta Region and those in other areas of Ghana;

- I. Since goods procurement is a type of procurement which is predominant in the Colleges of Education and framework contracting or agreement is has come to stay, certain things must be done to improve their practice. Some of the things which must be done to improve the practice of Public Procurement practice in the order of priority are;
  - a. Setting up appropriate monitoring systems to avoid abuse of the framework contracts. This affirms the world bank of assessment of country procurement report of 2003 on monitoring. A standing monitoring and quality control team in house should must be constituted to monitor activities of procurement especially goods supplied to ensure value for money goods are supplied to the various Colleges of Education. Auditing of Procurement activities annually under clause 28.6 and clause 91 of the Public Procurement Act should be reexamined. Auditing should be bi-annually or even on quarterly basis.
  - b. Practioners should be better trained and retrained in its usage. Public Procurement Authority(PPA) should intensity it responsibility under clause 3 sub clause k of the Public Procurement Act 663(2003) which states that they are to develop, promote and support training and professional development of persons engaged in public procurement, and ensure adherence by the trained persons to ethical standards.



The PPB should consider organizing more free procurement workshops and seminars and making available higher education scholarship schemes to procurement entities to be accessed by procurement Practitioners. Another approach to training is, that PPA should research on very good Public Procurement Entities and recommend that procurement practitioners do attachment with those entities. In the long term, PPA should support the formation of a strong procurement professional associations/institution like Ghana Institution of Surveyors who will regulate the procurement profession.

- c. A level playing ground should be created for both small and big firms to compete and an effective distribution system should be created. The ministry of water resources works and housing or allied Ministries must begin to set up criteria to grade suppliers into categories and financial classes just it is with building, civil, plumbing, electrical works etc.

II. The challenges could be dealt with by ;

- a. Cost of procuring goods, works etc. should be reduced by entities. Large monetary guarantees from bidders as a condition for bidding may prevent otherwise qualified small bidders from entering the tender process. If possible, amounts are set only so high as to achieve the desired goal of requiring a guarantee.
- b. Threshold limitations in the choice of appropriate procurement methods and contract packages stated in clause 21 and schedule 3 of the Public Procurement Act 663(2003).It is about time the Parliament of Ghana expedite action on passing the Public Procurement Act 663 review

- c. Paying units should have funds readily available funds before embarking on projects so as to ensure that delays due to payments with their attendant cost be reduced or eliminated.
- d. Other innovative ways such as e.g. discounting by financial institutions should be facilitated by the Colleges of Education Entity Committees. Strategic ways of boosting internally generated funds should be employed. The Colleges of Education Entity Committees should create special accounts so that Ghana Education trust funds could be lodged into those accounts so that there will readily available funds for projects to continue to run. This strategy would reduce delay in payment project delivery issues with their attendant cost to the nation.

#### **5.4Areas for Further Research**

The following areas were identified for further research;

1. Comparative analysis of the cost and the benefits of Public Procurement Act 663(2003).
2. Public procurement law has rather made the cost of certain goods and services more expensive.

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## APPENDIX TWO

### QUESTIONNAIRE

#### KWAME NKRUMAH UNIVERSITY OF SCIENCE AND TECHNOLOGY

##### COLLEGE OF ARCHITECTURE AND PLANNING DEPARTMENT OF BUILDING TECHNOLOGY

Dear Sir/Madam,

#### QUESTIONNAIRE SURVEY- AN EVALUATION OF PROCUREMENT CHALLENGES IN THE COLLEGES OF EDUCATION, VOLTA REGION

I am currently evaluating the Procurement Challenges in the Colleges of Education, Volta Region. The study is based on procurement activities in the Colleges of Education of the Volta Region of Ghana.

As part of the research, I am conducting a questionnaire survey to seek input from actors of Procurement Activities from your College. I would therefore be grateful if you could kindly devote Fifteen (15) minutes to complete the enclosed questionnaire to enable me undertake this study. Your response will be treated as strictly confidential. The information will be used for academic purposes only, in partial fulfillment for the award of the Master of Science Degree in Procurement Management. Please note that only the aggregated findings will be reported and a summary of the findings will be made available to you upon request.

Should you have any questions, do not hesitate to contact me by phone on 0246190809 or by email at [geoforst@yahoo.com](mailto:geoforst@yahoo.com)

Thank you very much for your participation in the survey.

Yours sincerely,

George F. Akrong  
MSc Candidate  
Dept. of Building Technology  
KNUST  
Private Mail Bag  
Kumasi

Prof. Joshua Ayarkwa  
Project Supervisor  
Dept. of Building Technology  
KNUST  
Private Mail Bag  
Kumasi



## QUESTIONNAIRE

### AN EVALUATION OF THE PROCUREMENT CHALLENGES IN COLLEGES OF EDUCATION, VOLTA REGION

Please provide the correct information by ticking (√) in the appropriate box and fill in the blank spaces where necessary.

#### *Section A: Personal Data*

1. Please indicate your sex? (a) ☐ Male (b) ☐ Female
2. Please indicate your age range? (a) ☐ 21-30yrs (b) ☐ 31-40yrs  
(c) ☐ 41-50yrs (d) ☐ 51yrs and above
3. Please indicate your years of experience in the procurement of works?(a) ☐ 0-5yrs (b) ☐ 6-10yrs (c) ☐ 11-15yrs (d) ☐ 15yrs and above
4. Please indicate your level of Education? (a) ☐ HND (b) ☐ First Degree  
(c) ☐ Master's Degree/Post Graduate Diploma/post Graduate Certificate (d) ☐ PhD (e) ☐ others? State:.....
5. Did you study Procurement Management/Supply Chain Management or any related programme in procurement as a major? (a) ☐ Yes (b) ☐ No
6. If no to question five (5) above have you done any procurement related short course or training? (a) ☐ Yes (b) ☐ No

#### **Section B: Works/Goods/Services Procurement**

1. Having attained Tertiary status, has your College been engaged in any procurement of Works /goods /services i.e. consultancy procurement before? (a) ☐ Yes  
(b) ☐ No (d) ☐ Not sure
2. If 'yes', which of them does your College participate in very often? (a) ☐ Works (b) ☐ Goods (c) ☐ Services i.e. Consultancy or Technical services
3. Do you comply with the Public Procurement Act 663(2003) in your Procurement Activities in terms of rules and procedures for Goods, Works and Services? (a) ☐ fully (b) ☐ partially (c) ☐ not really (d) ☐ not sure
4. Do you practice framework contract/agreement in your College?(a) ☐ Yes (b) ☐ No (c) ☐ Not sure

5. What can be done to improve the Practice of Framework Contract/Agreement? You can tick more than one (1).

**NB: Framework agreement is pooling together the procurement of various institutions for common used items and then entering into an agreements/Contracting called framework with the suppliers.**

*Recommendations to improve Framework contracts*

*On a scale of 1 to 5, how would you rate the effectiveness of the following recommendations to improve framework contracting/Agreements in your College? I.e. (1) Highly ineffective (2) ineffective (3) Neither ineffective no effective (4) Effective (5) Highly effective*

Q/N		Choose one answer only				
		1	2	3	4	5
1	Practitioners should be better trained and retrained in its usage					
2	The revision of the Public Procurement Act 663(2003) should include appropriate clauses to guide the use of framework agreements.					
3	An effective distribution system should be created					
4	A level playing ground should be created for both small and big firms to compete					
5	Setting up appropriate monitoring systems to avoid abuse of the framework contracts					
6	Proper procurement planning to aid the extraction of common used items for easy framework contracting/agreements.					
7	<b>Any other recommendations(please be concise as possible and rank)</b>					
8						
9						
10						
11						

### Section C: Procurement Challenges

On a scale of 1 to 5, how would you rate the significance of the following challenges in practicing Public Procurement in your College? I.e. (1) *Highly insignificant* (2) *Insignificant* (3) *Neither significant nor insignificant* (4) *significant* (5) *highly significant*

Q/N		Choose one answer only				
		1	2	3	4	5
1	High cost of doing business i.e. high document cost, high securities cost, high interest rates etc. from banks etc.					
2	Non-proficient Procurement Practitioners in carrying out Public Procurement					
3	Tenderers forming cartels to share projects among themselves					
4	Low capacity of private sector to participate in public Procurement					
5	Corruptions in Public Procurement in your College i.e. fake documentations, under invoicing, over invoicing etc.?					
6	Counterfeit products resulting in low pricing hence low quality goods?					
7	Delay in paying Contractors, Suppliers and Consultants?					
8	Inducement by Contractors, suppliers and Consultants a contravention of clause 32 of Act 663(2003)					
9	Inadequate procurement planning as stipulated in clause 21 of Pubic Procurement Act 663(2003)					
10	Improper record keeping which is not in accordance with clause 28 of Public Procurement Act 663(2003)					
11	Threshold limitations in the choice of appropriate procurement methods and contract packages stated in clause 21 and schedule 3 of the Public Procurement Act 663(2003)					
12	<b>Any other challenge (Please be concise as possible and rank them)</b>					

13						
14						

*Section D: Recommendations to mitigate challenges*

*On a scale of 1 to 5, how would you rate the effectiveness of the following recommendations to mitigate the challenges in practicing Public Procurement in your College? I.e. (1) Highly ineffective (2) ineffective (3) Neither ineffective no effective (4) Effective (5) Highly effective*

Q/N		Choose one answer only				
		1	2	3	4	5
1	Cost of procuring goods, works etc. should be reduced					
2	Procurement Practioners, contractors and suppliers should be trained and retrained for them to be capable enough to issues of procurement confidently.					
3	Cartels should be discouraged by putting in place more stringent laws to prosecute offenders and implementing the existing laws under the Public Procurement Act 663(2003).					
4	More competent procurement Practioners should be trained to deal with the challenges and implementation bottlenecks.					
5	Ghana Standard Authority and allied law enforcement institutions to be properly resourced to deal with counterfeit products. Adequate specification requirements and appropriate checks are used to ensure quality of products.					
6	Paying units should have funds readily available before embarking on projects so as to ensure that delays due to payments with their attendant cost be reduced or eliminated. Other innovative ways such as e.g. discounting by financial institutions should be facilitated by the colleges' entity.					
7	Revision of the Public Procurement Act 663(2003) to provide enough legal basis for Framework Contracting procedures as well as revising upward procurement threshold limitations.					

8	<b>Any other recommendations(please be concise as possible and rank them)</b>					
9						
10						
11						
12						
13						

39. Any other Comments:

Thank You for Your Participation

