

**KWAME NKRUMAH UNIVERSITY OF SCIENCE AND TECHNOLOGY,
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**The Role and Effect of the Entity Tender Committee in Sustainable
Procurement**

Practices in Public Hospitals in Ghana

by

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ABSTRACT

Public procurement systems in Ghana as a developing country lacks social and environmental integration. The introduction of sustainable public procurement practice in Ghana has necessitated the amendment of the country's Procurement Act; Act 663 of 2003 to include sustainable requirements such as environmental, social and economic issues of sustainability in public procurement. This descriptive study is aimed at exploring the role of entity tender committees in sustainable healthcare procurement and also to identify the challenges faced in the implementation of sustainable procurement practice in public hospitals in Ghana. The research data will be collected from the entity tender committees in the various public hospitals located in Greater Accra. A quantitative and qualitative combinations data collection instruments were used. Indications from this study reveals that although the procurement unit and tender committee is made up of person with high educational background, the level of knowledge demonstrated by the respondents on issues of sustainable procurement practice was generally poor. The lack of policy documents on sustainable procurement practice has resulted in wrong practices of sustainable procurement in most public hospitals and this has negatively affected healthcare delivery. Finally, healthcare service delivery was indicated to be significantly affected by the role of the entity tender committee. In addition, the role of entity tender committees in sustainable procurement had not significantly influenced the organizational goals of the health facilities and also the compliance of interested parties. The works of the committee has significantly affected the legal structures to allow the practice of sustainable procurement in the public hospitals, however, the committees' role has not significantly addressed the complexity of the SPP and the potential increase in cost of public procurement considering the practice of sustainable procurement. In the light of the findings, it is recommended that member of the procurement units be educated on the issues of sustainable procurement to improve knowledge levels and understanding of the objectives of the sustainable procurement practice so as not to lose focus what sustainable procurement is all about. The challenges expressed by the respondents need to be addressed through the adoption of appropriate solutions and an effective enforcement mechanism.

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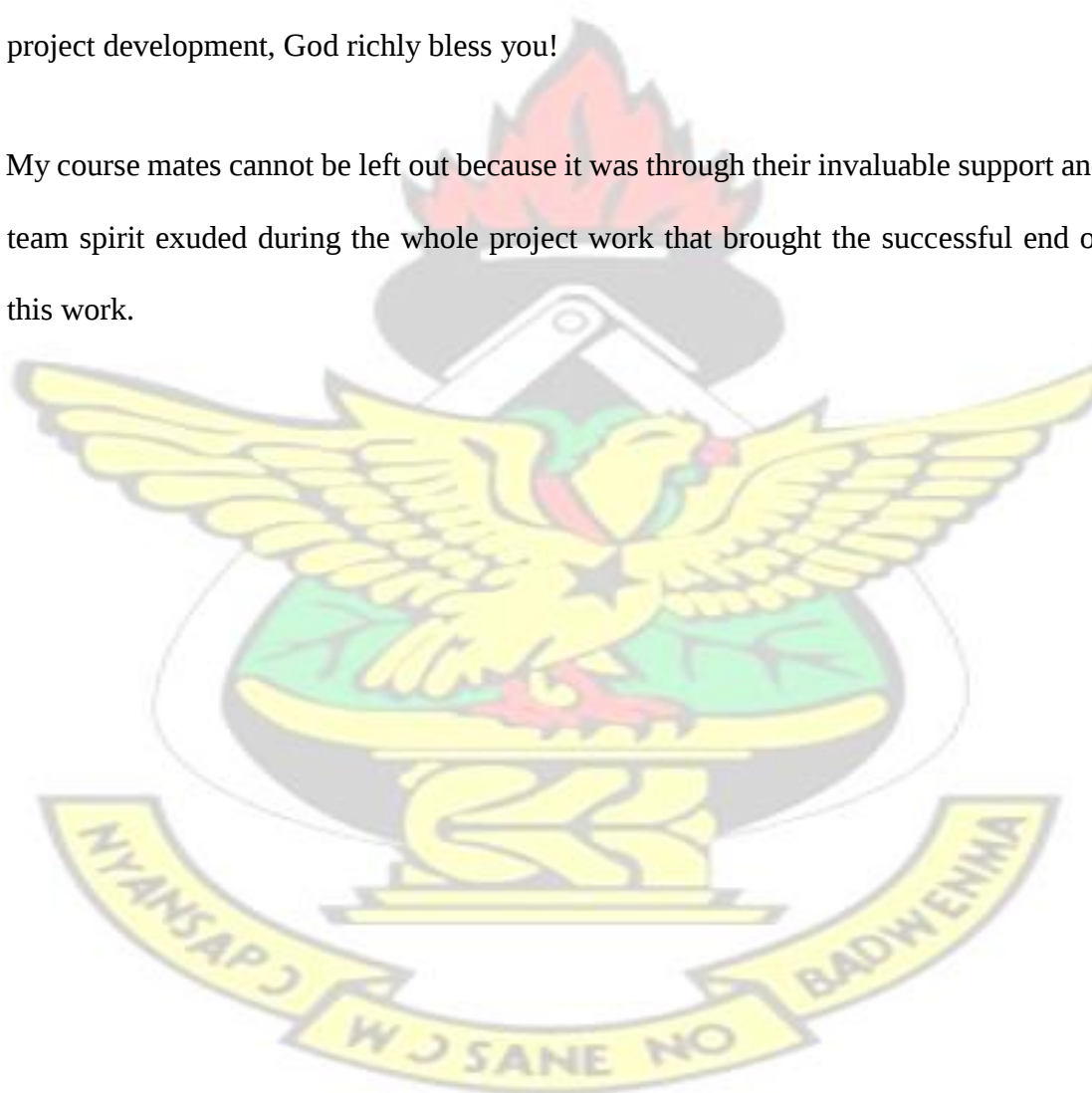
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ABBREVIATIONS

PPA-Public Procurement Authority

SP-Sustainable Procurement

CIPS-Chartered Institute of Procurement and Supply

NIGP-National Institute of Governmental Purchasing

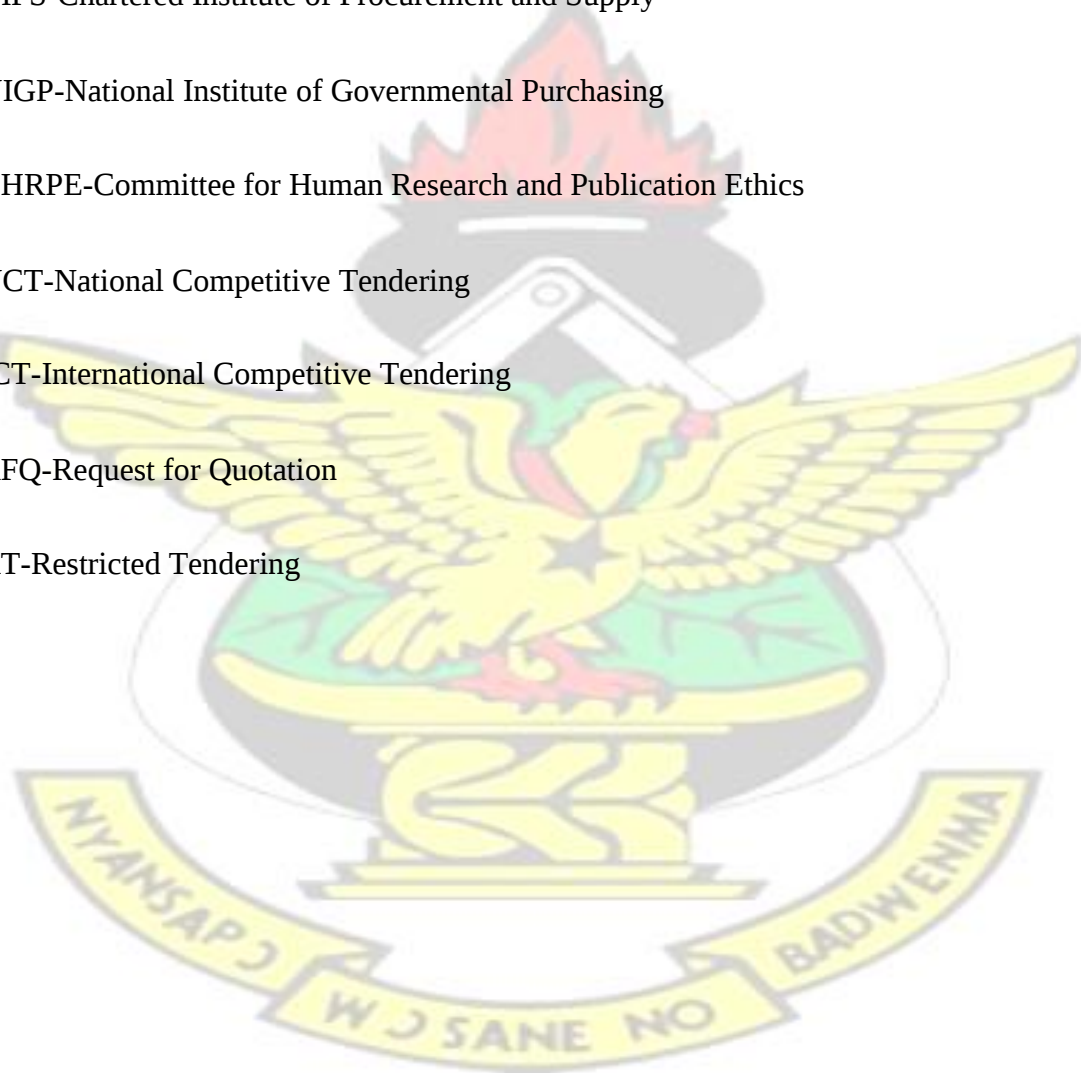
CHRPE-Committee for Human Research and Publication Ethics

NCT-National Competitive Tendering

ICT-International Competitive Tendering

RFQ-Request for Quotation

RT-Restricted Tendering



DEDICATION

I dedicate this work to God Almighty whose grace and mercy has brought me this far and also to my father for his love and support.



CHAPTER ONE INTRODUCTION

1.0 Background

The Public Procurement Act (2003) is the main law that governs public procurement practice in Ghana. It establishes the Public Procurement Authority, Tender Review Boards and Tender committees. The procedures and process for good and services procurement are provided by this Act. The Sustainable Procurement (SP) concept is conceptualized to include planetary, environmental, financial and social cultural considerations. Sustainable procurement practice involves achieving value for money by considering environmental, social, economic issues associated with buying goods and services, aimed at reducing possible adverse effects (Boomsma 2008).

Public procurement has significant political and economic implications, hence it is crucial to ensure the process is economical and efficient. This requires good understanding of the process by the stakeholders, including academic entities, professional associations, and the general public. However, for most developing countries this is not as such. Although reform steps have been taken by several developing countries, the procurement systems process in the public sector is still concealed by corruption, secrecy, inefficiency (Paliwoda, Slater and Borland 2009).

Literature suggests the significance of sustainable procurement in safeguarding availability of medicines and non-medicine consumables (Kumar, Ozdamar and Ning Zhang 2008a; Matopoulos and Michailidou 2013), however, practices in healthcare delivery, interventions and decisions are instead derailing the function's performance of public hospitals in Malawi (Kanyoma and Khomba 2013). In Ghana, reports suggest that qualified procurement personnel are not engaged in some hospitals and health services hence the corrupt behavior from the employees to top management (Verhage *et al.* 2002; Osei-Tutu, Mensdah and Ameya 2011). Besides, it is generally known that

increased public resources do not always translate into better outcomes, because Budgets are not well planned, misallocated, and/or misappropriated (Verhage *et al.* 2002).

Public Procurement Act, Act 663 of Ghana seems to address few issues relating to sustainable public procurement (section 59 of Act 663). The greatest challenges suggested by some studies in the procurement process in Ghana is how to possibly include environmental, economic or social aspects in the process while ensuring fair and transparent decisions (Mensah and Ameyaw 2012). In sustainable public procurement practice in Ghana, there have been many instances where professionals have flouted the procurement laws. Many of these malpractices can be attributed to ignorance, failure to observe and respect laws, sheer negligence and on many occasions, political influence (Anvuur, Kumaraswamy and Male 2006).

Although the procurement law exists, there are still loopholes in the sustainable public procurement processes. In spite of the fact that policy circles relating to sustainable procurement around the world has an increasingly high profile, not much is known within the practice of public procurement professionals globally about the extent to which SP policies and practices are embedded. The purpose of this thesis is therefore to explore the entity tender committees' role in sustainable procurement practice and its effect and also to identify the challenges faced in the implementation of sustainable procurement practice in Ghana public hospitals.

1.1 Problem Statement

Procurement is the acquisition of goods, services or works from an external source often through tendering or bid process (Ameyaw, Mensah and Osei-Tutu 2012). If organizations are mindful of how economic, social and environmental criteria may be used in public procurement without damaging the integrity of the process to achieve value for money (Mwangi and Kwasira 2015), then the practice of sustainable procurement would result in benefits for the organization as well as environment, economy and the society. Sustainable procurement opens up new avenues for performance improvement, reputational benefits, enhanced collaboration, adding social values, cost management and efficiency and among other benefits. Sustainable Procurement in Ghana has not been implemented in the sense that there are major challenges that have bedeviled the procurement practice in Ghana (Lewis 2006). Amongst them are; no policy document to provide guidelines which spells out criteria to the implementation of sustainable procurement practice. Public Entities procure without taking into consideration the effect of sustainability in the procurement process (Brammer and Walker 2007b). Several allegations of malpractices in the process of procurement were brought against public entities and somewhat against other principal actors involved in procurement as findings of the public procurement reforms. These includes allegations of increased cost of projects, procurement delays resulting from the procurement processes being long, inefficiency, the process not being transparent and fair (Ameyaw *et al.* 2012). In the absence of studies exploring sustainable procurement practice in public hospitals in Ghana, this research therefore will empirically investigate the effect of entity tender committee in the practice of sustainable procurement in public hospitals in Ghana.

1.2 Research Questions

- ✓ To what extent do the entity tender committees in the public hospitals understand and comply with the provisions of the SP practice?
- ✓ How does the entity tender committees' activity in the practice of SP affect public hospitals in healthcare delivery?
- ✓ What are the benefits and challenges of an entity tender committee in the implementation of the Sustainable Public Procurement practice in Ghana's public hospitals?

1.3 Aim

To assess the effect of entity tender committee's role in the practice of sustainable procurement in public hospitals in Ghana.

1.3.1 Specific Objectives

- ✓ To identify the role of entity tender committee in the sustainable procurement process in the public hospitals.
- ✓ To assess the effect of the entity tender committee's activities in the practice of sustainable procurement on healthcare delivery in the public hospitals.
- ✓ To identify implementation challenges of the sustainable procurement practice by the entity tender committees at the public hospital.

1.4 Justification

The enactment of the Public Procurement Act 663 (2003) was aimed at streamlining procurement activities and practices which would hinder the achievement of transparency and efficiency in the public sector. It is however evident by reason of reports on procurement irregularities, that the Public Procurement Act 663 (2003) has not fully achieved this target. The need to explore how the role of entity tender

committees affect healthcare delivery in the public health sector would help put measures in place to ensure all the loopholes are blocked. It would also bring to light some of the practices which are been conducted by these entities that are hindering sustainable health delivery in Ghana. This research among other things would enhance sustainable procurement practices in public hospitals as it would help improve transparency and efficiency in public procurement. This research would also aid decision makers to manage the functions with regards to its impact and significance on delivery of sustainable healthcare.

1.5 Scope of the Study

For the purposes of this research, the focus will be on tendering and sustainable healthcare procurement practices in public hospitals. The scope of the research is limited to three selected public hospitals in Greater Accra and only takes into account the current tendering systems in Ghana. In content, the study is confined to assessing the effect of the role of entity tender committee in sustainable procurement practice on healthcare delivery in the public hospitals.

1.6 Research Mythology/ Design

In the assessment of the effect of the role of entity tender committee in sustainable procurement in public hospitals in Ghana, a case study approach and the administration of a structured questionnaire were carried out. Information for the study was obtained from questionnaire directed at the entity tender committee members and some of the officials of the Public Procurement unit. Purposive sampling technique was employed in selecting respondents for the study. Criteria were developed to assess the role and how it affected healthcare delivery in such hospitals. The criteria developed were used to analyze the data collected. The research focused on sustainable procurement in the public hospitals with focus on entity tender committees at regional, municipal and

district hospitals.

1.7 Structure of the study

This research work is carefully structured in five chapters.

Chapter 1 outlines the background, problem, research questions, Aim and objectives of the study, justification of the study, scope, methodology and the structure of the study.

Chapter 2 provides reviewed literature on procurement structures and procedures outlined in the Public Procurement Act (2003), Act 663. The review also comprises definitions, concepts, details of legal provisions of the law (Act 663) and detailed expatiated account of related and existing relevant literature on sustainable procurement practice. It also examines the work of recognized authorities and previous researches carried out on the subject.

Chapter 3 presents the details on methodology used for collecting data, the determination of sample size and administration of questionnaires. The second part is devoted to the data process and analysis. Chapter 4 consists of Presentation, Analysis and discussion of the study's findings.

Chapter 5 finally concludes the report with conclusions and recommendations.

Bibliographic References and a copy of the structured questionnaire are attached to the study and appear at the appendix section.

CHAPTER TWO LITERATURE REVIEW

This chapter assembles relevant literature in connection with the project topic in order to provide theoretical foundation for the study. This chapter reviews literary works of previous studies into procurement processes. The review outlines the link between currently available knowledge and the problem for which the research is conducted. The rationale for the literature review is to provide the theory and methods to aid achieve the set objectives of the study. The review, therefore, looks at theory, methods and techniques suitable for the research problem under investigations with emphasis on similar and different ways earlier researchers have carried out studies into procurement.

2.1 The Public Procurement Act 663 (2003)

Procurement is the processes required to acquire works, goods and services from an external source. It should be done such that there is an attainment of the quantity required and worth the price bearing in mind the time, and place for delivery and bounded by a valid contract (PPA 2007).

The PPA (2003) provides the legal framework for the establishment of the procurement board, procurement structures, procurement rules, methods of procurement, tendering procedures, methods and procedures to engage the services of consultants, reviews, disposal of stores, plants and equipment, and other miscellaneous provisions (Acquaye 2011).

Anvuur *et al.* (2006) as cited by Gnanih (2012), identified five basic pillars established by the PPA (2003).

2.1.1. The institutional and legal structures

The PPA (2003) provides the Procurement Structures in respect of the Public Procurement Board and provides the administration and institutional arrangement for procurement in respect of Tender Committees, Tender Evaluating Panels and Tender

Review Boards. Each of these structures has its designated function to ensure the smooth flow of the procurement processes. The Board's objective is to harmonize the process of procurement in the public service for economic and efficient use of resources of the state and to ensure fair, transparent and non-discriminatory procurement is executed (Jones 2007).

Additional functions of the board includes proposal making for procurement policy formulation, ensuring implementation of policies and human resource development for public procurement; developing documents to regulate public; supervision and monitoring procurement practice to ensure statutory requirement compliance (Schooner 2002).

2.1.2 Standardized Procurement Procedures and Standard Tender Documents

The Act spells out procurement rules and procedures for the preparations of procurement plan, sizing of packages, qualification of tenderers, award of contracts by soliciting and evaluation of tenders. Pre-qualification proceedings, evidence of documentation in procurement proceedings, procurement proceedings records, criteria for rejection of tenders, quotations and proposals and, inducement from suppliers, contractors and consultants, and language.

2.1.3 Method of procurement

According to the Act, the default method is Competitive tendering. This can be either National Competitive Tendering or International Competitive Tendering.

Other methods like tendering via two-stage, Restricted Tendering, Request for Quotation, procurement via single sourcing and Request for Proposals are available for adoption depending on such condition like the need for prequalification and short listing, unclear specifications, proprietary rights, emergency and the need for

consultancy services respectively. It must be noted that the choice of method also depends on the threshold (McBrayer and New 2009; Wright 2009).

2.1.4 Independent control system

This means that the board of directors of the Public Procurement Authority has no mandate to engage in Public Procurement Practice under the Act but have the powers to independently control all other procurement entities (Anvuur *et al.* 2006).

2.1.5 Proficient Procurement Staff

The Act, through training and professional development of persons involved in the procurement practice, empowers the Public Procurement Authority to ensure adherence to ethical standards.

2.1.6 Anti-Corruption Measures

The Act also empowers the Authority to investigate and exclude contractors, suppliers, and consultants who have bridged their obligations as provided by the public procurement contract, those that have falsified qualification information. In addition, they are to communicate and maintain the list of debarred firms involved in public procurement to procurement entities on a regular basis. These are measures against corruption under the Act (Seiler and Madir 2012).

2.2 PROCUREMENT PRACTICES

Many public procurement researchers have outlined numerous challenges that bedevil the procurement systems in developing countries (Thai 2001; Ameyaw *et al.* 2012). As indicated by the national Public Procurement Authorities (PPA) of the respective countries. Albeit sustainable procurement in policy circles has a prominent rising profile globally, however, not much is known about the degree to which SP approaches and practices are implanted within the activities of professionals engaged in public

procurement Internationally (Brammer and Walker 2007b). Sound procurement practices do take into consideration environmental factors, economic factors and the social factors to ensure the sustainability of such practices. This is confirmed in the work of the chartered Institute of Procurement and Supply (CIPS) and National Institute of Governmental Purchasing (2012). It is worth noting that public procurement malpractices render procurement laws redundant, thereby raising questions on implementation. The authors of the Synthesis report (2013). were therefore on point when they stated that institutions set up to implement the law are important elements when used to effect change in the society to benefit both organizations and individuals alike.

This assertion gives meaning to the fact that empowering institutions to play their role in bringing about the needed change can go a long way in achieving the much needed result in the public procurement sector. This however, is not the case in many developing nations hence the numerous challenges facing these nations in their fight against militating factors in the area of public procurement to bring about sustainable development.

2.2.1 Procurement Principles and Ethics

The Public Procurement Act 663 (2003) also clearly outlines the principles and ethics of procurement expected to be exhibited by all procurement entities involved in one way or the other in public procurement activities. On time delivery of procurement goods at the requested place of delivery and at the right price; all aimed at maximizing quality at the lowest possible cost are what is required of procurement persons working on procuring items on behalf of the Country or Organisation. It must be pointed out that this should be and must be done in fairness in an ethical way in achieving procurement goals. Procurement processes are also expected to be transparent yet employing a

competitive bidding process professionally in attaining value for money (Ameyaw *et al.* 2012).

2.2.2 Professionalism and Transparency in Public Procurement

As indicated by Odei (2015), professionalism in procurement alludes to the business whereby, experienced, educated and responsible officers settle on informed choices regarding the acquisition of products and services with the contention that the activities of professionals engaged in the process of procurement is vital to the economic improvement of the nation. In acknowledgment, the Board of Public Procurement functions to develop professionalism in procurement and give the professional development, support for officers as well as Institutions occupied within Public Procurement. The Board is to guarantee adherence to moral gauges via trained personnel in the process of procurement. In the process of procurement, transparency then again means ensuring that procurement procedure is open to all suppliers and that the procurement procedure is fair to all partners and individuals willing to partake. Adjei (ibid) specifies that transparency requires the formation of fair and open technique to procure an item. Transparency prompts development in the country especially in the area of investments. It brings about healthy competitions and the general public becomes satisfied with decision taking by institutions which public funds have been entrusted in their care. Transparency is viewed as a major antidote to corruption as it ensures fairness and openness (Savas 2000; Mulgan 2000)

2.2.3 Ensuring Value for Money

Public procurement should provide the best quality of products and services to meet the said amount of money which was invested. This however does not preclude the purchase of low quality of products do meet the acceptable standard and thereby meets the needs for which such procurement is being made. It is also the totality of the life

span of the product vis-à-vis the money used in procuring the product to meet the requirement of the purchaser. Glendinning (1988) also is of the view that value for money is paying the exact money for a particular product and ensuring that its life span or durability justifies the acquisition. As suggested by Calleja *et al.* (2004), it is the Board of the Public Procurement's obligation to orchestrate the procurement processes of the public sector in order to ensure value for money. VFM aims at ensuring that National goals can be met through efficient, judicious and economic use of resources of the state. This measures critically the effectiveness of the process and therefore a strategic and integrated approach is required in achieving. Therefore, the easiest way to achieve it would be strictly following the Procurement Act and Regulations in all procurement activities.

2.2.4 Values in Public Procurement

Fairness and Accountability are values that are needed in the processes of procurement. Thomson and Jackson (2007) characterizes accountability as the process of holding an individual or an organization completely in charge of activities and inactions for roles they are occupied with. Demanding accountability from procurement practitioners will also oblige them to be fair in their undertakings thereby promoting efficiency in the public procurement sector.

2.2.5 Ethical Approach to Public Procurement

Ethical approach means an exemplary approach to all procurement processes that cannot be questioned or criticized. Talbot (2005) suggests that ethics needs to do with maintaining good moral standards and qualities which impacts a person's beliefs, activities and choices. Fortunately, what is said to be ethical is not subject to the individual of concern but rather outlined clearly in the dos and don'ts of the Public Procurement Act (2003). Schapper, Malta and Gilbert (2006) in their research outlined

a list of ethical standards in the procurement system. Ethical considerations and standards are very significant for the following reasons:

- a. professionals are representatives of their organizations and therefore their action and in action has impact on their organisation.
- b. Exhibition of excellent ethics in dealing with contractors and suppliers,
- c. buyer-supplier relationship is enhanced;
- d. exposure of procurement officers to complying ethically than most other employees.

2.2.6 Institutional Empowerment

Procurement Unit as defined by the Public Procurement Act, 663 (2003) is an outfit with the responsibility of superintending procurement in a Procurement Entity. The Procurement Units head of the procurement entity functions to assure and coordinate every activities of procurement. The manual further out lines responsibilities for those in this unit with the aim of presenting them with a guide to carrying out their responsibilities as a unit; these responsibilities, however, are hardly what one witnesses on the ground due to obvious reasons in the procurement system. The World Development Report (2000/2001) indicated as their reason behind weak institution is the fact that institutions are caught by the most influential and become buried in a society of crime, corruption, discrimination and exclusion, such that investments are not promoted or poverty reduced even though there are good principles, policies and projects. This anomaly in the manner institutions are managed in the public sector accounts largely for the corrupt approach to getting work done in many developing nations. North (1990) gives a simple yet very familiar definition of institutions, as “rules and norms that restrain human behaviour.” From this definition, institutions can comfortably be viewed as the body of law which must be enforced by those responsible

for the implementation of the law. However, those responsible for coordinating activities in the procurement system to get the work done form the institute or organizations in the public sector. Das (2005) defined this clearly in his work “an organization is a conceptual social entity,” and a social entity is a categorized group of people brought together under a common umbrella to achieve a common goal. These definitions bring to bear the role procurement entities play in the success or otherwise failure of the procurement law as a result of their procurement practices.

2.3 Structures of Procurement

The legal structures to be established to execute public procurement services is spelled out in the Part II of Act 663. These structures are established considering Schedule 1 and 2 of Act 663 with appropriate composition (Verhage *et al.* 2002; Public Procurement Act 2003).

2.3.1 Public Procurement Authority (PPA)

The Authority functions as the coordinating and statutory organ for advice on procurement issues. The guidelines for technicalities and instructions regulating every Procurement Entities, Review Boards and Committees for tendering are required to abide by are issued by the PPA. The overall direction, coordination and development procurement procedures and practices for the Government are the responsibilities of the PPA.

2.3.2 Procurement Entity

An organization or person that has legal/administrative mandate for procurement purposes is termed A Procurement Entity (Thai 2001). The Procurement Entity may also refer to an entity conducting procurement in the public sector with considerations of the Act. The responsibilities of the Entity include all activities of procurement in compliance with the Act as issued by the Finance Ministry with the help of the

Authority. The responsibilities of the procurement entity's head are outlined in Section 15 (2) of the Act.

2.3.3 Head of Entity

Taking decisions on procurement and its related issues is the responsibility of each head of the Procurement Entity as outlined in Section 15(2). Other requirements of the head of the entity is the establishment of a procurement unit to perform all procurement related activities with considerations of the Act and also designate a proficient person with the requisite procurement qualifications, skills and experience as head of the procurement unit (Public Procurement Act 2003).

2.3.4 Procurement Unit

- 
- a) Prior to commencement of procurement process, the procurement unit is responsible for ensuring that procurement plans are approved and budget funds are available. They are also to receive procurement requests from originating officers.
 - b) Among other responsibilities are the coordination for bills of quantities, specifications and terms of reference preparations, preparation of notification of awards and contracts, shortlist or advertisements and prequalification, preparation quotation documents of tender or request.
 - c) The unit also participates in Consultants negotiations where appropriate or other tenderers in accordance to the Act or Regulations
 - d) The procurement unit prepares contract documents and purchase orders and issues letters for tender rejection and tenderers debriefing (Kearins and Springett 2003; Vos 2010; Berry 2011).

2.3.5 Entity Tender Committee

The establishment of Tender Committee by the procurement entity in accordance with schedule 1 is mandated by the Section 17 of the Act. The Tender Committee is established at different levels including the Ministry, regional, metropolitan and district levels as follows;

- Ministry Tender Committee/Central Management Agency;
- Regional Coordinating Council Tender Committee; and □ Tender Committee for Metropolitan/Municipal/District.

The committee is made up of eight (8) members whose functions include;

- Ensuring that procurement plans support policies and program of the Assembly by reviewing the plans
- Ensuring that the cost of items to be procured are of acceptable range with regards to available resources in the budget that was approved
- The committee also schedules specifications as well as procurement and also ensures strict compliance with regards to the Act with respect to the procurement procedures;
- Prior to the award of contract, the tender committee ensures the securing of approval in terms of the applicable threshold from the relevant Review Board for tendering as in Schedule 3 of this Act,
- For contracts above the threshold of entity tender committee, the committee shall refer its decisions to appropriate review Tender board for concurrent approval (Vos 2010; Berry 2011).

2.3.6 Panel for Tender Evaluation

A Tender Evaluation Panel is established by each procurement entity as set out by Section 19 of the Act. The panel assist the tender committee in its activities and evaluate tenders. A panel is created for specific procurement packages and is constituted of not more than five members. Members of the panel are knowledgeable, skilled and experienced with relevance to procurement requirements (Public Procurement Act 2003; Wright 2009).

2.3.7 Review Board at the District

In accordance with schedule 2 of the Act, a District Review Board is set and is responsible for reviewing decisions pertaining to procurement of goods by the District Committee for tendering within thresholds as outlined in schedule 3 of the Act 663. At each of the procurement cycle, the District Tender Board reviews the selection of the low-level offer by the District Review Board. This is a five (5) member board (Public Procurement Act 2003).

2.3.8 The Tender Committee at the Regional level

The Tender Committee is also established by the Act of 663 at the regional level to procure works, goods, and services at the region. The Tender Committee functions includes:

- i. Ensuring that the cost of items to be procured are of acceptable range with regards to available resource in the budget that was approved
- ii. The committee also schedules specifications and procurement also ensures strict compliance with the provisions of this Act with respect to the procurement procedures;
- iii. Prior to the award of contract, the tender committee ensures the securing of approval in terms of the applicable threshold from the relevant Review

Board for tendering as outlined in Schedule 3 of this Act, iv. Facilitate the administration of contracts and ensure compliance with all reporting prerequisites under this Act (Dietrich, Lin and Srinivasan 1999; Public Procurement Act 2003).

2.3.9 Regional Review Board

In accordance with schedule 2 of the Act, a Review Board for the Region is set out and is responsible for reviewing decisions pertaining to procurement of goods by the Regional Committee for tendering within thresholds as outlined in schedule 3 of the Act 663. At each of the procurement cycle, the Regional Tender Board reviews the selection of the low-level offer by the District Review Board. This is a five (5) member board.

2.4 PRACTICE OF SUSTAINABLE PROCUREMENT IN THE PUBLIC SECTOR

The overall process of acquisition of works, goods and services on behalf of a public authority is termed Public procurement (Jäger *et al.* 2007). The laws and procedures of the Public procurement varies between countries and also between national and local governments and state-owned enterprises. However, in awarding contracts, public contracting authorities, have to be cautious because they would be held accountable since the public funds handled by them.

The observed underlying procurement principles within public procurement includes, value for money and fairness. These principles are ensured through cost-efficiency via competition, and ensuring a fair ground for stakeholders by applying procedures that protect equal treatment, proportionality and transparency (Calleja *et al.* 2004; Jäger *et al.* 2007; Veiga 2007).

World Summit on Sustainable Development in 2002, acknowledged that public procurement can play a role in achieving the goals of sustainable development (Sadler

and Dalal-Clayton 2012). Practices of public procurement stimulate development and distribution of goods and services that are environmentally sound and enhances the incorporation of the three components of sustainable development. Consequently, McCrudden (2004) described a concept as a linkage becoming increasingly significant for the public sector. Purchasing and simultaneously controlling it via its power of purchasing to achieve social justice or environmental goals is termed as linkage (McCrudden 2004).

2.4.1 Definition of Sustainable Procurement

Kates, Parris and Leiserowitz (2005) defines Sustainable Development to mean “development that does not compromise on the future generations ability of meeting their needs but however meets the needs of the present”. The United Kingdom Sustainable Procurement Task Force’s definition of sustainable development is the most commonly cited definition for sustainable procurement. The Task Force’s definition of sustainable procurement describes the process as one that achieves value for money on the basis of total life, integrating the society, economy and the environment by meeting the needs of organizations with regards to their needs (Preuss 2009). In short, the incorporation of the sustainable development concept and public procurement describes sustainable public procurement.

2.4.2 Public procurement to stimulate sustainability

Using the public procurement function to stimulate the procurement of sustainable products is emerging. Many reports have been written to promote the use of the public procurement function for stimulating sustainable production and consumption (Thai 2001; Vos 2010; Scholl *et al.* 2010).

2.4.2.1 Sustainability

The ability of a health system to maintain the varying factors that drive the performance of supply chain describes the Health supply chain sustainability. Structural, capabilitybased, and structure-capability are some of the such factors. Although sustainability is significant and overlap with other strategic framework directions, the multiple contributing factors, makes it a complex framework (Gaidow, Boey and Egudo 2006; Doh 2015).

2.4.2.2 Structural Sustainability

Among the contributing factors to sustainability as the structural factors, financial resources have received generally most of the attention when considering sustainability. However, issues with performance still require other non-human resources. Structural sustainability should ideally include some consideration of those resources. Therefore, structural sustainability is considered to be focused on resource maintenance to ensure their effective durability and possibly inexpensive, the efficient use of existing resources, and options for replenishing these resources revenue generation, equipment (Čater 2001; Lockwood 2010).

2.4.2.3 Skill set Sustainability

The focus of the skill set sustainability is to adequately acquire trained personnel, either through training or directly from the labor market; and to retain such qualified persons in the health system. Skill set sustainability in the public sector is faced with turnover as a major issue (Kearins and Springett 2003)..

2.4.2.4 Structural-Capability Fit Sustainability

The focus of this sustainability is on the interdependence of factors driving performance of supply to ensuring the variations between the factors aid to positively rather than negatively drive performance. The executive decision maker and management level of

the health system are usually the source for this sustainability. In structural-capability fit sustainability, resources must be monitored necessary actions taken to realign the fit by those with oversight and discretion over the design of the system (Doh 2015; Scott 2016).

2.5 SUSTAINABLE PROCUREMENT PROCESS

In the procurement commencement stage, the entire process is governed by the basic principles: what and how to buy (NL Agency, 2011). Sustainability strategies include sufficiency, consistency and efficiency. In sustainability, there is the need to apply these strategies during the procurement process to identify potential sustainable procurement options (Schaltegger 2012). It is therefore important to determine whether current products, technologies, innovative suppliers or advances in the business of sustainability meet the operational requirements of the concept SPP in developing countries through market research. The efficiency strategy can be used to bring similar purchasers together by establishing a procurement cooperative or leverage environmental, social, technical and market knowledge by using framework agreements (Burritt and Schaltegger 2014). Supplier diversity might also be increased by the efficiency strategy.

2.6 THE GOVERNMENTS ROLE IN SUSTAINABLE PUBLIC PROCUREMENT PRACTICE (SPP)

Government needs to procure public goods and services in order to fulfill its responsibility. Road works commissioning, building of airports and lorry stations, hospitals, schools and houses are the few responsibilities of the Governments. Procurement of these goods and service by the Government of Ghana in fulling its responsibilities constitutes more than 50% of the government budget. The materials procured have impacts socially, environmentally and economically. Therefore the

Government makes a difference and contribute to sustainable development by buying goods and services that have been designed, produced and supplied having factored key components of sustainability (Steurer 2010; Walker and Brammer 2012).

2.7 PROMOTING A SUSTAINABLE PROCUREMENT

The implantation of successful sustainable procurement requires running it through national or municipal level policy that are legally backed. Politics and leadership turn to play a role in the successful implementation process (Beer 2003). In order to enhance economic advancement, social equity, and environmental sustainability, maximization of savings and profit would have to be redirected by institutional buyers to include issues of sustainability. Successful sustainable procurement implementation may call for the combination of legislative compulsion and incentives, hence the need for the training compliance inspectors. The Act of Parliament passed into law in 2003, Act 633 regulates procurement in Ghana's public sector. Some Economic and social sustainable issues are include in the Section 59 of Ghana's Public Procurement Act, 2003 (Act 663) (Brammer and Walker 2007a). The emphasis as described in Section 59 is on the aspects of the Economy. Regardless, some procurement processes still lacks the integration economic sustainable issues.

2.8. POTENTIAL BENEFITS OF SPP

2.8.1 Environmental Benefits

A positive impact through SPP on environmental challenges could result from important customers such as Public authorities. Climate change, biodiversity, loss and access to fresh water and erosion are some environmental challenges these public authorities can contribute to (UNDP & UNEP 2011). Further contributions by the public authorities may include the reducing the odds that negatively impacts the environment regarding health and wellbeing of a nation as consequence of public procurement. In

addition, they can also aid in reduction of waste, resource conservation and consumption. Considerations in the process of procurement could involve; manufacturing product materials procured, energy and water consumption, durability, opportunities for recycling, waste, packaging, and transportation (World Bank 2003; Plan 2007; Roos 2012).

2.8.2 Social Benefits

Similarly, compliance with social and labor laws of the national and international community may be achieved through the practice of sustainable procurement. Furthermore, social development commitments can be enhanced via SPP. These may include ensuring that there is no discrimination and establishment of trade unions and the basic ILO Conventions, which advocates for the abolishing forced and child labor. Poverty reductions to improved living conditions may be achieved through SPP in developing countries by promoting social standards voluntarily. Social justice and social inclusion can further stimulated by SPP (Bolton 2006).

2.8.3 Economic Benefits

One component of the total cost of ownership is the beforehand price at which product or service are purchased. In order to ensure long term value for money, significant financial savings is required via setting out the lowest amount of a product. In producing the spend profile of a product or services, the purchase cost, usage, maintenance and disposal can be used. In some other cases, sustainable production processes render upfront costs for sustainable products lower (Thomson and Jackson 2007; Berry 2011). Stimulation of conscious environmental and social markets could result from SPP particularly in sectors where buyers are the market's largest share. The most impact is likely to occur at some sectors and they comprise information technologies, health services, construction or public transport. Increased access to the market can result from

the promotion of SME's and supplier diversity. SP practice further can serve as consumers model to establish economies of scale and level playing ground (Berry 2011).

2.9 BARRIERS TO SUSTAINABLE PUBLIC PROCUREMENT

Regardless of the benefits provided by SPP, there exists several potential barriers to the practice of sustainable public procurement. The focus of other studies on the European experience has somewhat analyzed these barriers (Walker, Di Sisto and McBain 2008; Kahlenborn *et al.* 2011) and are identified as follows.

2.9.1 Barriers to economic aspect of SPP

The consequence of buying the cheapest goods and services has resulted from the perception that SPP is costlier. An additional financial burdens are also due to sustainable products having higher initial investments, accounting practices, inflexible budget systems. Also there is information paucity on the relative product costs and services that are environmental friendly and whole life cost of products (Dorasamy 2012).

2.9.2 Barriers to political aspect of SPP

Lack of political commitment resulting from lack of knowledge on sustainable products and services benefits also poses an obstacle. Another key barrier that from the lack of SPP policy alignments with national development objectives or organizational goals of procuring entities is conflicting priorities (Dorasamy 2012)

2.9.3 Legal structure barriers

The complexity of the public procurement legislation makes interpretation difficult and procurement officials fail to deduce that tender with the lowest whole life cost is the most economically advantageous. There is therefore the need to modify legislation in

developing countries in order to integrate criteria for sustainability. Also, if the legality of national legal provisions on SPP are considered discriminatory they may be challenged under the trade agreements by regional and international communities (McCrudden 2004; Mosters 2010).

2.9.4 Barriers to cognitive aspect of SPP

Establishing sustainability criteria requires competence in sustainability matters. However, there is general lack of competence. Further is the lack of information, training and practical tools. For procurers at the public sector, incorporating components of issues of sustainability in their purchasing decisions is perceived as a modern concept (Dorasamy 2012). In the procurement process at the public sectors, most professionals are not familiar with principles of SP and they are unaware of how to legally integrate such criteria into specification of tender. Managing SPP is further complicated by the development of decentralized purchasing structure (Doh 2015).

2.10 FACTORS IMPEDING IMPLEMENTATION OF SPP

Challenges in developing countries to implementing SPP has been suggested in some literature. The development of a criteria by the European research project as a way of analyzing the barriers to SPP in developing countries. These includes development of a structured questionnaire, the list compilation of potential barriers, actors identification, analysis and strategy development and assessment of barriers through organized interviews (Barth, Erdmenger and Günther 2005).

Table 2 1 Factors affecting the SPP implementing in developing countries

Legal structures not allowing or encouraging SPP	Lack of environmental and social policies related knowledge
Donor guidelines not allowing or encouraging SPP	Lack of monitoring tools
Lack of capacity	Market is not prepared to deliver sustainable products and service

Lack of practical tools and guidance material	Negative impacts on small and medium sized local companies.
The cost of public procurement is expected to be increased by SPP	

Source: (Barth *et al.* 2005)

2.11 PROCUREMENT PRACTICES AFFECTING HEALTHCARE DELIVERY

de Vries *et al.* (2011) stated that in healthcare systems time wasting's cannot be incurred in since condition of patient may substantially worsen during this time and this clearly suggests the differences in healthcare and other services (Mustaffa and Potter 2009). This therefore brings on board functions such as procurement which ensures that medical supplies are availability. de Vries *et al.* (2011) rated low the procurement practice functions in healthcare systems. Their study contends that the highly unpredictable and unique demand which does not match service capacity is as a result of simultaneous production and consumption of services; hence the need for sufficient inventory. Furthermore, efficiency (Kumar, DeGroot and Choe 2008b) and effectiveness (Mustaffa and Potter 2009) may be affected by in procurement performance with regards to inefficient processes and delayed delivery or stock outs of medical supplies of healthcare systems as suggested by literature. This suggests that inefficient purchasing and any advances in efficiency will eventually result in additional costs or lower costs to be bared by the patients. In addition, Aronsson *et al.* (2011) noted that the inefficiencies and increasing costs in healthcare systems are consequence of inadequate and complex procurement procedures and practices.

In a healthcare setting, the uniqueness of supply chain management (SCM) makes it difficult for a direct knowledge transfer between the healthcare sector and the industrial sector (White and Mohdzain 2008). As stated by Chandra, Kumar and Ghildayal (2011),

the significance of healthcare services has decreased the level to which the industries adopt cost reduction and strategies of responsiveness and practices. Mustaffa and Potter (2009), further emphasized the significance of SCM, suggesting that healthcare standards for patients can be affected within the healthcare system by procurement operations relating to pharmaceutical products. Similarly, it is suggested that inventory and ultimately the service provided to the patient are affected by procurement practices in the case of hospital (Kumar *et al.* 2008a). .

CHAPTER THREE METHODOLOGY

The chapter provides an insight into the various methods used in the study for the data gathering. The methods are sampling procedure, selection of study organization and respondents, the instrument for collection of data and data collection procedure, data analysis, statistical package and tools for analysis.

Chapters 1 and 2 addressed the why and what, and this chapter provides a detailed analysis of how the research was conducted. The research is focused on the role of entity tender committee in sustainable procurement practices at Ghana public hospitals.

The methods and approaches to the research design are discussed in the following section below:

3.1 The Research Area

The research area for the purpose of this study was Regional, Municipal, District hospitals and Polyclinics in the Greater Accra accessibility to the research and time.

3.2 Research Design

In order to achieve the objectives, set out in this research, set of strategies were adopted. Research design is a plan or tactics that has to be adopted to perform a study (Babbie and Mouton 2001). It is also defined as a detailed outline of how an investigation will take place. It plans, manage and systematize quantitative or qualitative data collection. Research design enables the researchers ensure that the answer to the questions under study are evidence based (De Vaus and de Vaus 2001). The major tool used in the collection of the data is questionnaire. Unstructured and structured questionnaires, observations and in-depth interviews were used to gather primary data by adopting the case study approach in gathering data on the impact of the role of entity tender committee in sustainable procurement practices at Ghana public hospitals. For secondary data, annual reports on public procurement practices was collected. The research work is descriptive in nature.

3.3 Sampling Procedure and Technique

The population for a research is described as the totality of a well-defined collection of individuals or objects that have a common, binding characteristics or traits. The population for this study comprised of all entity tender committee members involved in procurement activities within the public hospitals in the Greater Accra. The respondents were purposively selected; the selection of the organization was influenced by its accessibility to the researcher.

3.3.1 Population for the study

Population as defined by Bryman and Bell (2007) describes a complete set of cases or elements from which a sample is taken for a research. For the purposes of this research, information was to be gathered from 120 potential respondents or individuals with active participation in Public Procurement within the public hospitals in the Greater Accra. They include officers of Administration, Procurement Unit, Finance department, and supply officers.

Table 3. 1 Guide: sample size and technique for selecting respondents

Target group	<u>Estimated sample</u>	<u>Sample selected</u>
Procurement manager	20	15
Procurement officer	25	20
Supply officers	15	10
Health administrator	20	15
Human resource manager	10	5
Accountant	10	5
Pharmacist	10	5
Audit	10	5
Total	120	80

3.3.2 Sample size

A sample is a section of population used to represent the whole. To be able to ascertain the sample, the process of selection has to take place in order to arrive at a section whose characteristics duly reflect the entirety of the population. This process is known as sampling. Purposive sampling technique was employed in selecting respondents for the study. In Purposive sampling the researcher has in mind the targeted group he is seeking to use for the study. It is also useful for situations where you need to reach a targeted sample quickly and where sampling for proportionality is not the primary concern.

However, to be able to ascertain the actual sample size for the study, Yamane (1967) formula below was adopted.

$$n = \frac{N}{1+N(\alpha)^2}$$

n= Sample Size, N = Population size α =
margin of error (which will be 10% or 0.1)

N = 120

Therefore;

$$n = \frac{120}{1+120(0.1)^2}$$

n= 55

Therefore, n = 55

Therefore, a minimum sample size of 55 professionals from aforementioned groups in the public hospitals were used for the research.

3.4 Data Collection

Another important part of any research is methods or techniques for collecting data. Patton (2002) suggested that the use of multiple instruments for data collection strengthens and gives credibility to the research. The use of multiple instruments for data collection conveys a true picture of the case being studied. The data for the research was collected from the entity tender committees in the various public hospitals located in the Greater Accra. Both quantitative and qualitative instruments of data collection was used. This comprised semi-structured questionnaires and interviews respectively. Permission was sought from management and individuals recruited for this study.

3.5 Contact Methods

The questionnaires were administered to members of the entity tender committee and carried out face-face interview as well for the purpose of effective analysis and discussion on sustainable public procurement practices at the public hospitals selected.

3.6 Data Analysis/Statistical Package and Analytical Tool.

The tools used in this study for data analysis, were both quantitative and qualitative methods. The excel spread sheet and Statistical Package for Social Sciences (SPSS) version 20.0 were used for data entry and data analysis respectively. The initial step was data preparation in order to make is more appropriate for analysis by convert raw gathered data into structured formats. A Likert Scale of (one) to five (5) with (1) representing strongly disagree and 5 strongly agree was used to analyze level of agreement or disagreement on questions asked by the researcher. The data collected was quantitatively analyzed by means of computation and graphical representations to illustrate the main objective of the study

3.7 Ethical Considerations

Issues of ethical considerations are important in a research when interaction with people, especially when there may be conflicts of interest (Babbie and Mouton 2001). In order to ease the relevant departmental official's minds and to ensure their participation in the study, this research study was carried out for only academic purposes and any information provided was used confidentially. Ethical approval was obtained from the Committee for Human Research and Publication Ethics (CHRPE) of the Kwame Nkrumah University of Science and Technology, Kumasi and Hospital Management Board of various hospitals in the Greater Accra and Eastern Regions of Ghana.

CHAPTER FOUR RESULTS AND DISCUSSIONS

4.1 Introduction

This chapter discusses the outcomes of the study on the impact of entity tender committee's role in procurement of sustainable healthcare delivery in public hospitals in Ghana. The findings are clearly discussed with sub-headings that reflect the study's research questions and objectives.

4.2 Demographic data of the respondents

A total of 62 respondents (participants) completed the questionnaires. They were from varied age groups, educational background and status and from various procurement sections of the various public hospitals.

4.2.1 Gender distribution

Out of the 62 respondents, 53.2% were males and 46.8% were females indicating males to female ratio of approximately 2:1 at the public hospitals (Figure 4.1)

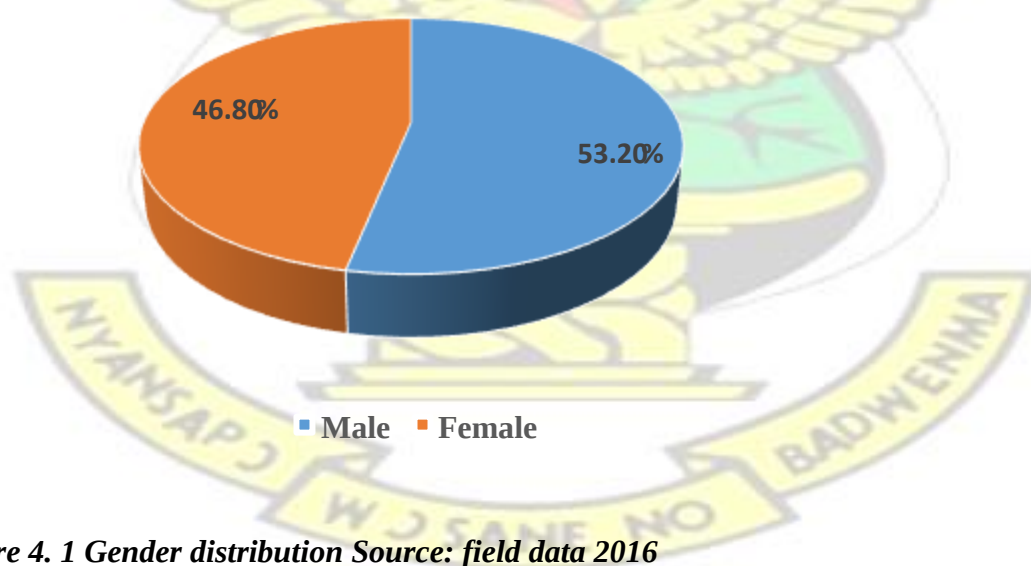


Figure 4. 1 Gender distribution Source: field data 2016

4.2.2 Age distribution

Presented in Figure 4.2 is the age distribution of the respondents. From figure 4.2, majority of the respondents were aged between 31-45 years, followed by 18-30 years which represented 27.4% about few nearing retiring age, 9.68%.

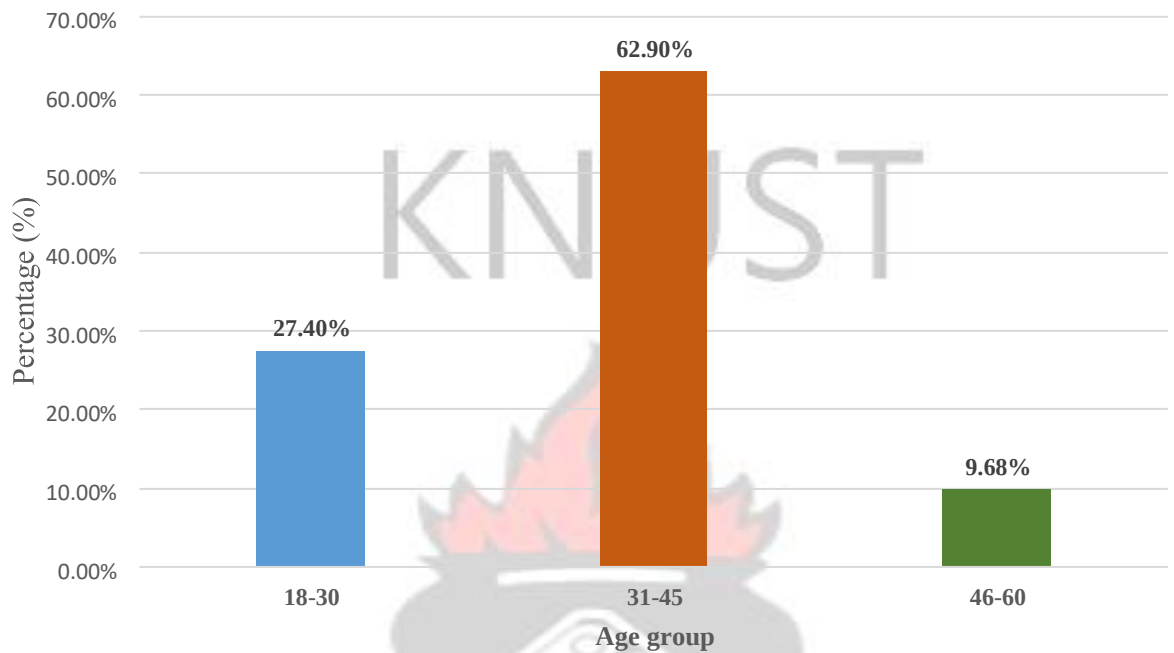


Figure 4. 2 Age distribution of Respondents Source: field data 2016

4.2.3 Number of years of service

From the figure 4.3, 51.6% of the respondents have worked for less than 5 years at the various hospitals. The percentage distribution of the number of years served by the respondents also indicates that 51.6% of our respondents had served for between 5 to 10 years and 16.1% had served for more than 10 years. The relevance of establishing this fact stems from the need to know the outcome of procurement practice that existed before the enactment of the Act in 2003 (i.e. Barely more than 10 years now). Consequently, a population of people with longer years of the service than the period

of existence of the Act are in a better position to help establish impact than those with little working experience.

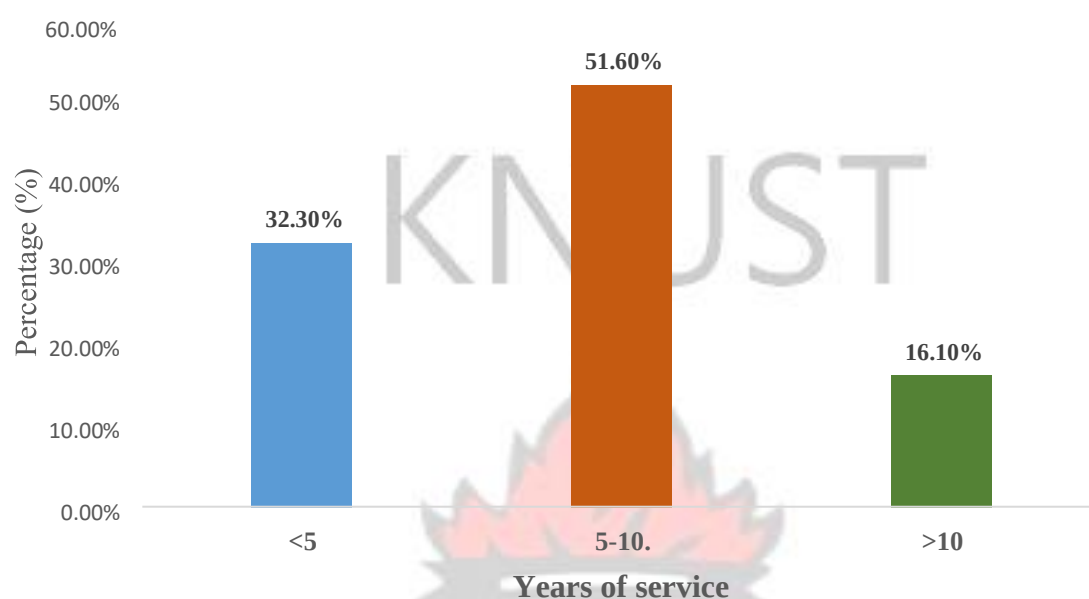


Figure 4. 3 Number of years of service Source: field data 2016

4.3 Entity Tender Committee

Table 4.1 shows the qualifications of the respondents that form the entity tender committee. Indicated in the table is the presence of procurement units and entity tender committee for procuring goods and services in most of the facilities visited. The committee was indicated to have a membership of about 5-7 members as suggested by 82.3% of the respondents and about 8-10 members by 9.7% of the respondents. Section 17 of the Act; mandate each procurement entity to establish a Committee for tendering in the manner provided in schedule 1 and is an eight-member committee with various functions. In relation to the qualification of the respondents, 21.0% and 25.8% were procurement managers and officers indicating the procurement unit and tender committee were made up of individuals with the right qualifications in most of the

facilities. Other members were health administrators and human resource managers. The head of the procurement units were mostly degree holders, 51.6%, in related fields and a sizable number with masters in procurement management, 35.4% (Table 4.1). The Act empowers the Public Procurement Authority to develop, support and promote training and development of professional that engage in procurement in the public sector, and ensure ethical standard adherence by such professionals (Seiler and Madir 2012). As indicated by Odei (2015), procurement professionalism alludes to the business whereby educated, experienced and responsible procurement officers settle on informed choices in regards to the acquisition of products and services and contends that the activities procurement professionals engage in the procurement system is vital to the economic improvement of Ghana. And it is in this manner in acknowledgment of this fact that one critical element of the Board of Public Procurement is to develop professionalism and give the professional development, support for officers in procurement as well as Institutions occupied within Public Procurement.

Table 4. 1 The Entity tender committee

	Frequency	Percentage (%)
<i>Presence of procurement unit</i> Yes		
	61	98.4
No	1	1.6
<i>Presence of Entity tender committee</i> Yes		
	60	96.8
No	2	3.2
<i>Number forming the membership</i>		
5-7.	51	82.3
8-10.	6	9.7
> 10	2	3.2
<i>Qualification of respondents</i>		
Procurement manager	13	21
Procurement officer	16	25.8
Supply officers	10	16.13
Health administrator	12	19.4
Human resource manager	2	3.2

Accountant	4	6.5
Pharmacist	1	1.6
Qualification of Head of department		
Degree	32	51.6
Masters	22	35.4

Source: field data 2016

KNUST

4.4 Sustainable Procurement

4.4.1 Procuring and sustainability

Table 4.2 shows the units responsible for procurement in the various public hospitals and how goods procured are sustained. Approximately 48% of the respondents indicated that the procurement unit is responsible for the procurement of items whilst 29% indicated the procurement is done by the procurement officers or managers in their facility. Following policy guidelines in ensuring the sustainability of items procured was suggested by 12.9% of the respondents. Other ways of ensuring sustainability were through tendering, ensuring value for money and writing good specifications for the procuring of items for the hospitals.

Table 4. 2 Procuring and sustainability

Procuring and sustainability	Frequency	Percentage (%)
Unit responsible for procuring items		
Procurement unit	30	48.4
Procurement officer/manager	18	29

Head of entity tender committee	13	21
<i>Ensuring sustainability of goods procures</i>		
Through tendering	5	8.1
Ensuring value for money	3	4.8
Writing good specifications	6	9.7
Good qualities of goods and services provided	6	9.7
Following policy guidelines	8	12.9
Proper storing and management of items	4	6.5

Source: field data 2016

4.4.2 Methods for the purchase of goods and services

Deductions from the figure 4.4 below shows that the most commonly used method for the purchase of goods and services in the public hospitals is the national competitive tendering (NCT) (68.70%) and the International competitive tendering (ICT) (40.80%). Also indicated in the result is the use of request for quotation (RFQ) method and Restricted tendering which are less commonly used. Only 9.7% of the respondents indicated the use of Single sourcing in their hospitals. According to the Act, the default method is Competitive tendering. This can be either National Competitive Tendering or International Competitive Tendering. Other methods like Restricted Tendering, Two-stage tendering, single source procurement, Request for Quotation and Request for Proposals are available for adoption depending on such condition like the need for prequalification and short listing, unclear specifications, proprietary rights, emergency and the need for consultancy services respectively. It must be noted that the choice of method also depends on the threshold (McBrayer and New 2009, Wright 2009)

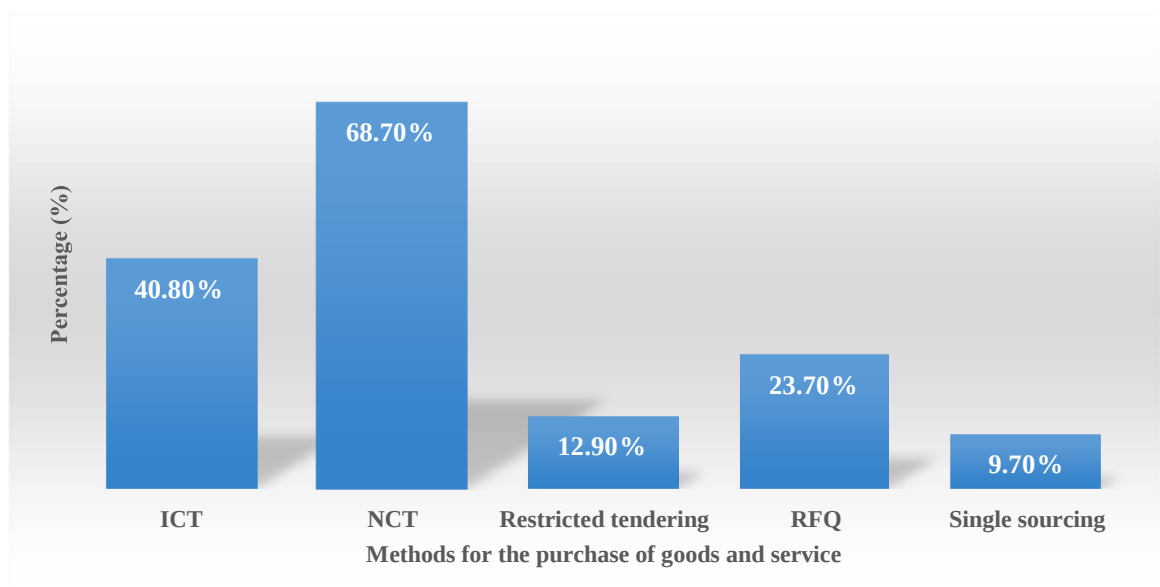
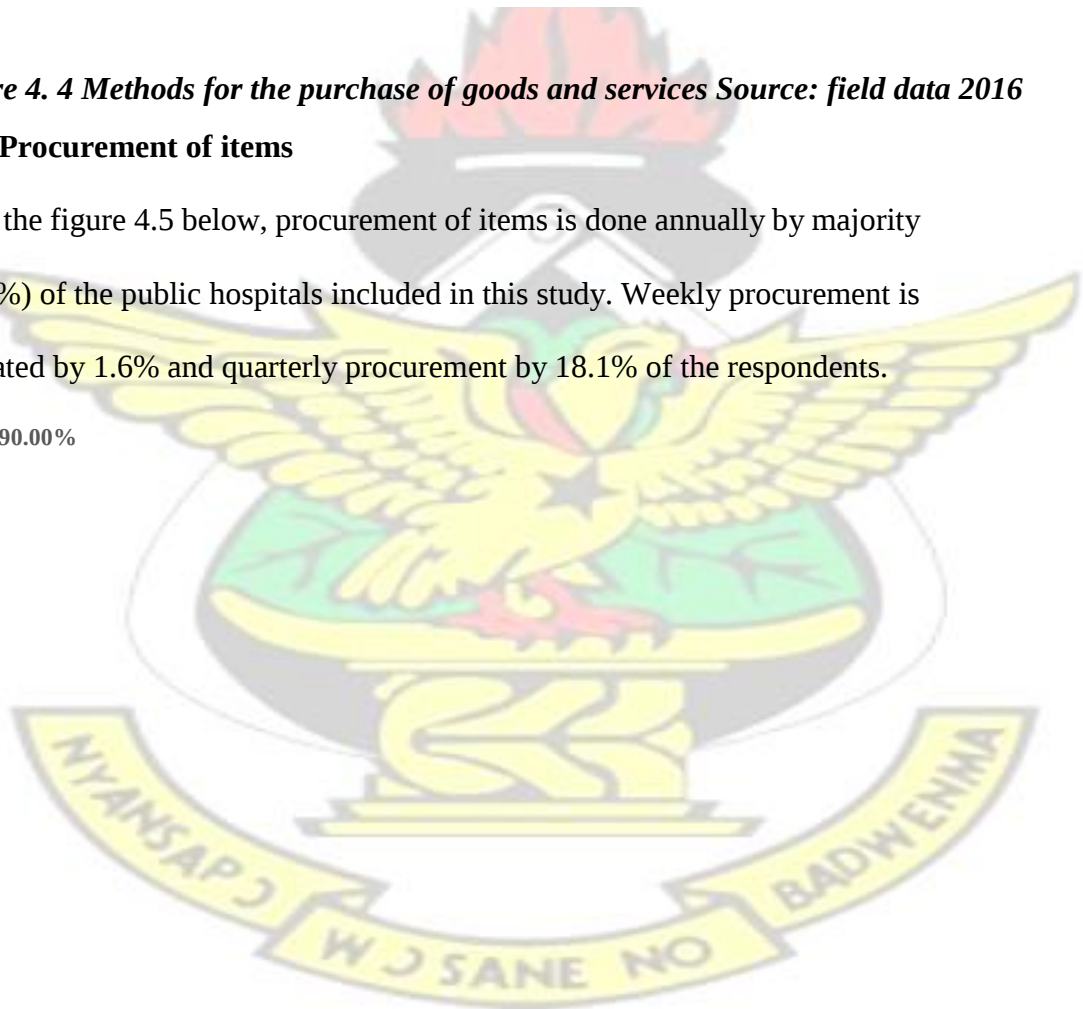


Figure 4. 4 Methods for the purchase of goods and services Source: field data 2016

4.4.3 Procurement of items

From the figure 4.5 below, procurement of items is done annually by majority (80.3%) of the public hospitals included in this study. Weekly procurement is indicated by 1.6% and quarterly procurement by 18.1% of the respondents.

90.00%



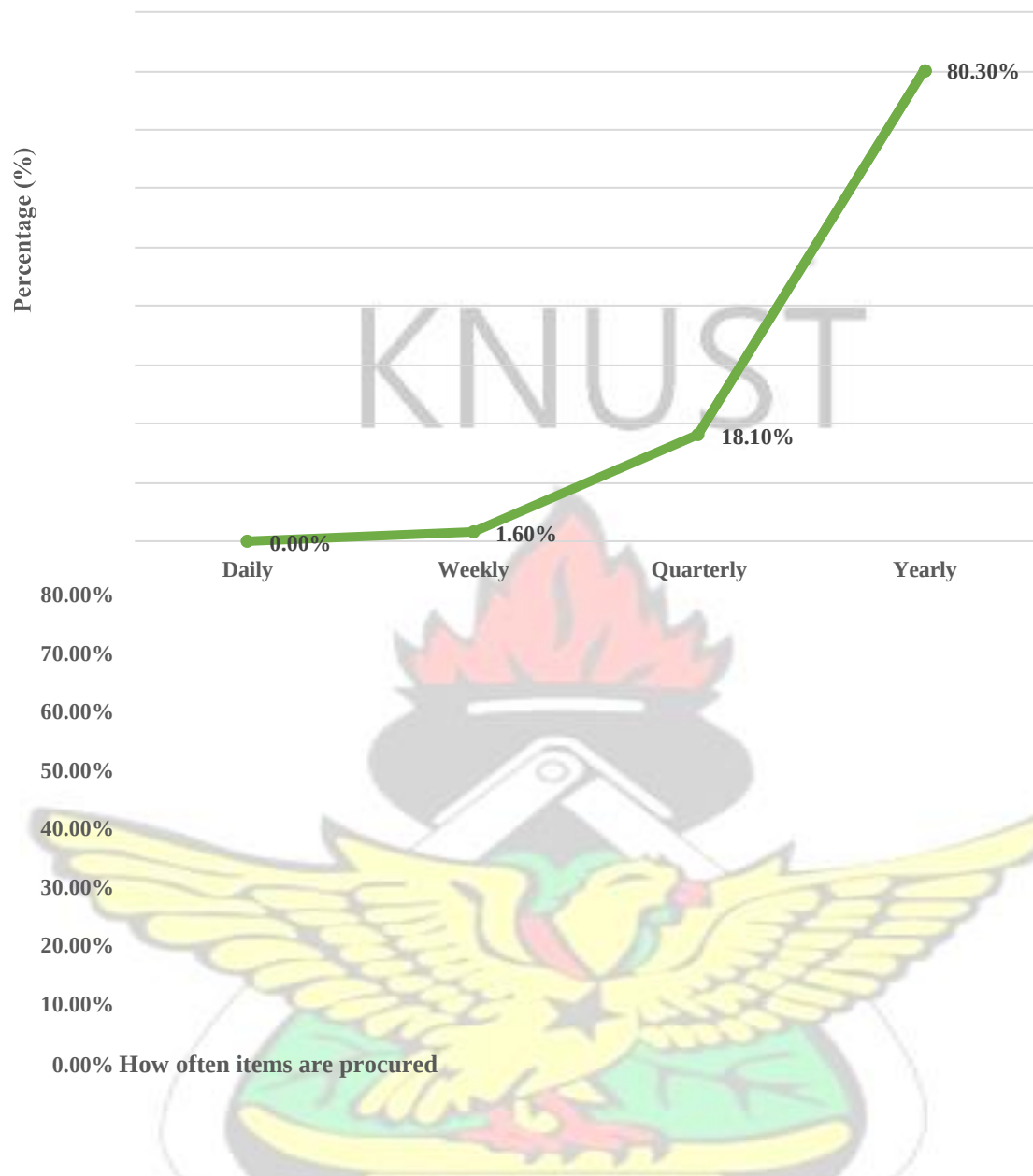


Figure 4. 5 How often items are procured Source: field data 2016

4.4.4 Knowledge of SP at Ghana health service

Table 4.3 shows that approximately 23% of the respondents have knowledge about sustainable procurement at the Ghana Health Service. Majority (77%) are not aware of the sustainable procurement practice. The potential influence of low knowledge levels of SPP on the implementation is that the very people involve in the implementation process will lack a clear picture in their minds as to the exact direction to go in order to achieve the desired results. The likely challenges are that this could lead to lack of

understanding and loss of focus. Above all, the good will and the drive to achieve results will also be missing and possibly give way to negative cultural tendencies which could all work together to impede the implementation process. Critical education and orientation of participants is therefore always necessary before the introduction of new laws and policies. The respondents also indicated that the sustainable procurements at the Ghana health service are 53.2% environmentally friendly, 38.7% socially and 30.6% economically responsible (Table 4.3). Sound procurement practices do take into consideration environmental factors, economic factors and the social factors to ensure the sustainability of such practices. This is confirmed in the work of the chartered Institute of Procurement and Supply (CIPS) and National Institute of Governmental Purchasing (2012).

Table 4. 3 Knowledge of SPP and type of procurement at Ghana health service as indicated by respondents

Indicator	Frequency	Percentage (%)
<i>Awareness of sustainable procurement at GHS</i>		
Yes	14	22.6
No	48	77.4
<i>Type of sustainable procurement</i>		
Environmentally friendly procurement	33	53.2
Socially responsible procurement	19	30.6
Economically responsible procurement	24	38.7

Source: field data 2016

4.4.5 Relevance of potential benefits in promoting sustainable public procurement

Figure 4.6 describes the relevance of potential benefits in promoting sustainable public procurement. Approximately 32.2% of respondents agree to a large extent that there is some cost savings when SPP is employed to carry out procurement. Only 8.7% think that there is little or no financial savings in this respect. Environmental gains at local

levels, improved labour and social law compliance were also indicated as highly relevant benefits in promoting sustainable procurement practice in the public hospitals by 37.1% and 32.3% respectively. However, 24.2% and 14.5% of the respondents indicated that improved social and labor law compliance and demonstration of responsible governance, improve public image were less relevant benefits (Figure 4.6)

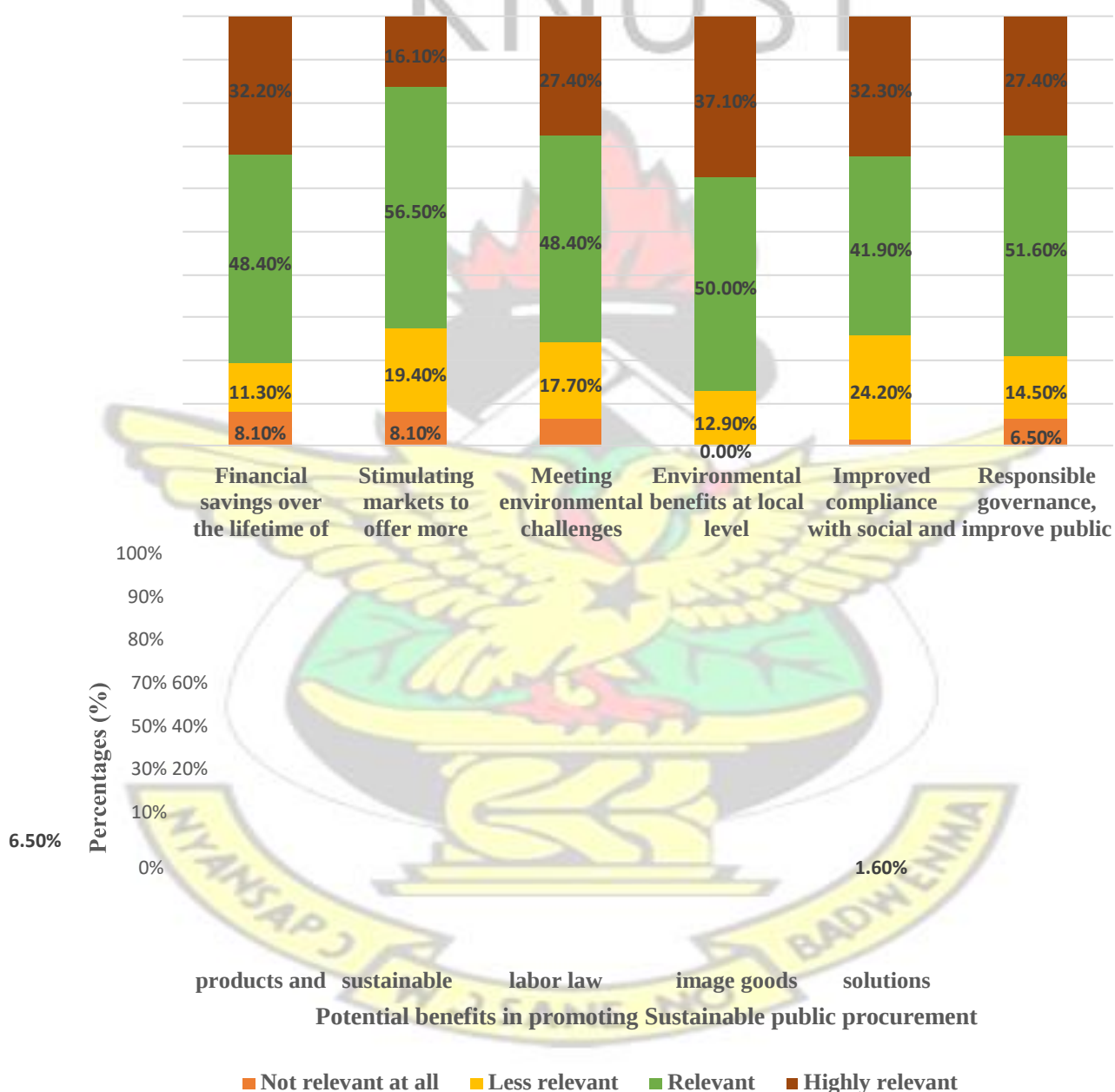


Figure 4. 6 Potential benefits in promoting sustainable public procurement Source: field data 2016

4.4.6 Implementation of SPP and ways of disposing obsolete items

From table 4.4 below, 58.1% of the respondents indicated that their departments have policy in place to ensure implementation of sustainable procurement practices whereas the policy was not available at some departments as suggested by 35.5%. Sustainable Procurement in Ghana has not been implemented in the sense that there are major challenges that have bedeviled the procurement practice in Ghana (Lewis 2006). Amongst them are; no policy document to provide guidelines which spells out criteria to the implementation of sustainable procurement practice. Public Entities procure without taking into consideration the effect of sustainability in the procurement process (Brammer and Walker 2007b). With respect to disposing of scraps and obsolete items, 66.1% do dispose and 21% do not. The common procedure for disposing surplus and obsolete items was sale public tender, burying and transfer to government department or other entity as indicated by 36%, 34% and 24% of the respondents respectively. The practice of sustainable procurement departments in various health institutions are faced with difficulties as suggested by 38.7% of the respondents.

Table 4. 4 Implementation of SPP and ways of disposing obsolete items

Indicators	Yes		No	
	Frequency	Percentage (%)	Frequency	Percentage (%)
Policy for implementing SPP	36	58.1	22	35.5
Disposing of scraps, surplus or obsolete items	41	66.1	13	21
Procedures used in disposing				
Transfer to Government	24	38.7	38	61.3
Department or other Entity				
Sale public tender	36	58.1	26	41.9
Incineration	22	35.5	40	64.5
Dumping	14	22.6	48	77.4
Burying	34	54.8	28	45.2

Difficulty in effective SPP	24	38.7	17	27.4
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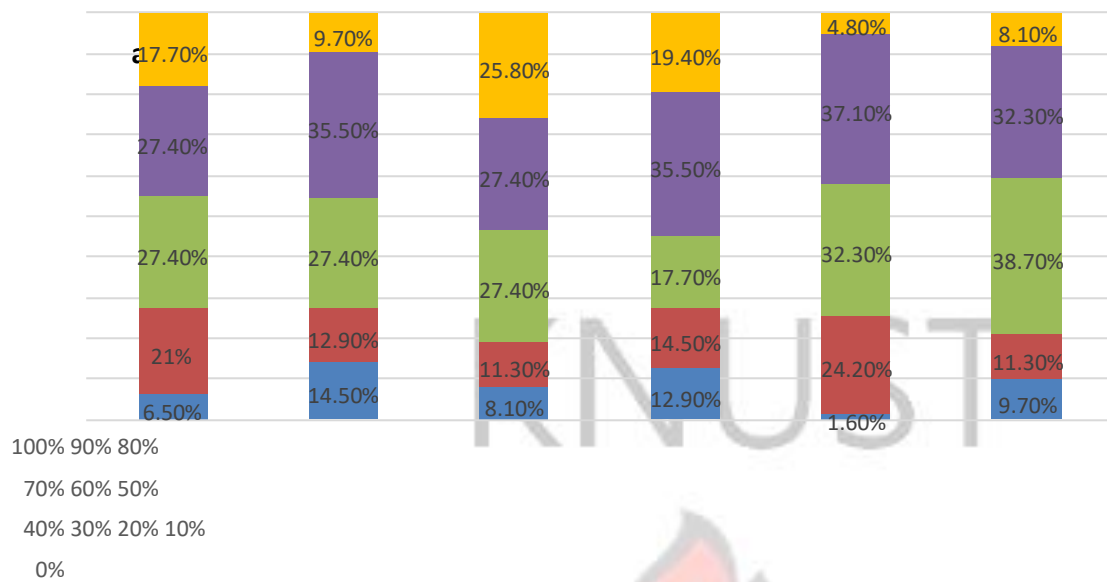
Source: field data 2016

4.4.7 Barriers affecting the implementation of SPP

The implementation of SPP is hindered by some barriers as indicated in the figure 4.7a below. Of high significance is the legal structures that disallows SPP and the lack of capacity. Interpretation of legislations of public procurement is mostly complex and officers of the procurement unit do not deduce that tender with the lowest whole life cost is the most economically advantageous. Approximately 32.3% and 38.7% of the respondents indicated that the complexity of SPP and the potential increase in cost of public procurement using SPP hinders its implementation. The inability of donor guideline to encourage SPP was also indicated by 45.2% of the respondents to have significant effects SPP implementation. SPP is verily seen as costlier which results in buying of the cheapest goods and services. An additional financial burden is higher initial investments for sustainable products, rigid budget systems and accounting practices often pose.

In addition, inflexible budgetary mechanisms and negative impact on SME's were indicated by majority, 38.7%, of the respondents to have little effect whilst lack of monitory tools and the unpreparedness of the market to deliver sustainable product and services were indicated to have significant effect on the implementation of SPP by 35.5% and 38.7% of the respondents. Lack of knowledge related to policies on environment and social aspects of SPP was also identified to significantly impede on the SPP implementation process as indicated by 48.4% of the respondents (Figure 4.7b).

Percentage (%)



Legal framework Donor guidelines Lack of capacity Lack of guidance SPP too complex SPP to increase
does not do not material and cost of public encourage SPP encourage SPP practical tools procurement

Barriers affecting the implementation of SPP

■ Highly insignificant ■ Insignificant ■ Just little effect ■ Significant effect ■ Highly significant

b

100%



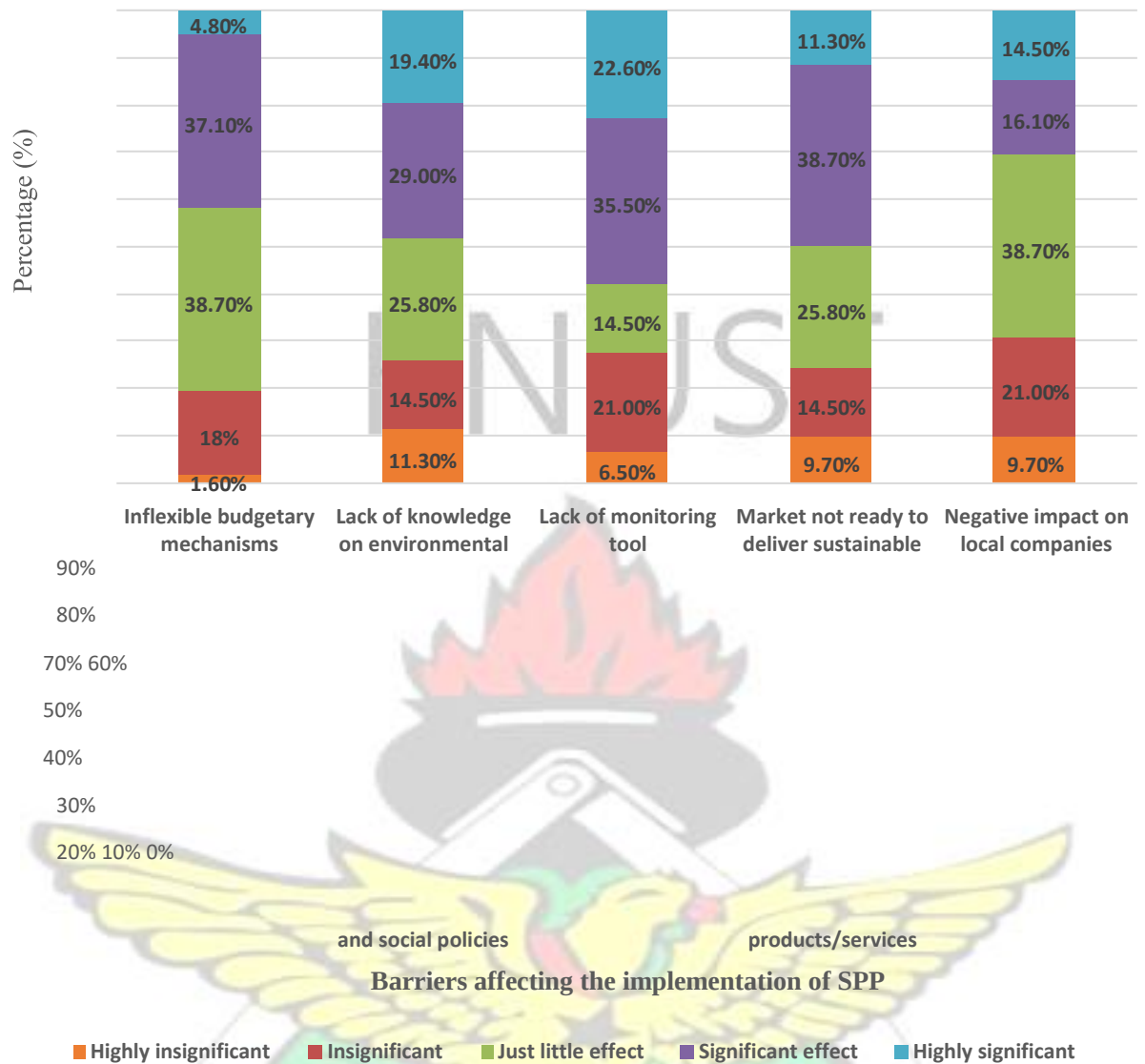


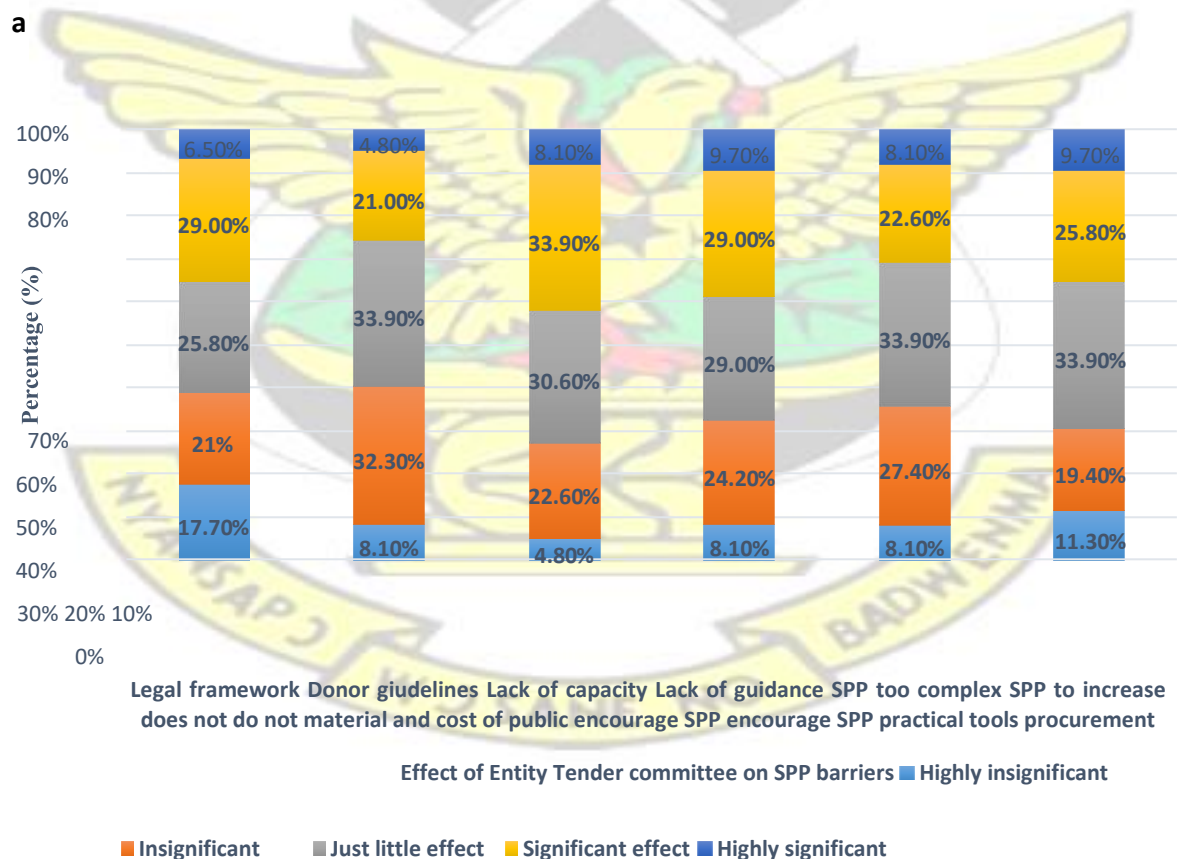
Figure 4. 7 Barriers affecting the implementation of SPP Source: field data 2016

4.4.8 Effect of Entity Tender committee on SPP barriers

Figure 4.8a and 4.8b Describes the extent to which the work of the Entity tender committee addresses the barriers that hinder the implementation of SPP in the various public hospitals. The works of the committee was indicated to significantly affect is the of legal framework that disallows SPP and the lack of capacity by 29.0% and 33.9% of the respondents. Approximately 35.5% and 30.7% of the respondents indicated that the complexity of SPP and the potential increase in cost of public procurement using SPP was not addressed by the works of the entity tender committee. About 39.3% of the

respondents indicated that the works of the committee had just a little effect on the inability of donor guideline to encourage SPP as a barrier to implementing SPP.

In addition, inflexible budgetary mechanisms and negative impact on SME's were indicated by 27.4% and 30.6% of the respondents to be just slightly effected whilst lack of monitory tools and the unpreparedness of the market to deliver sustainable product and services were indicated to have been significantly affected by the works of the entity tender committee by 27.5% and 20.9% of the respondents. Low level of knowledge related to policies on environment and social policies aspects of SPP was also identified to be slightly affected by the works of the committee as indicated by 43.5% of the respondents (Figure 4.8b)



b

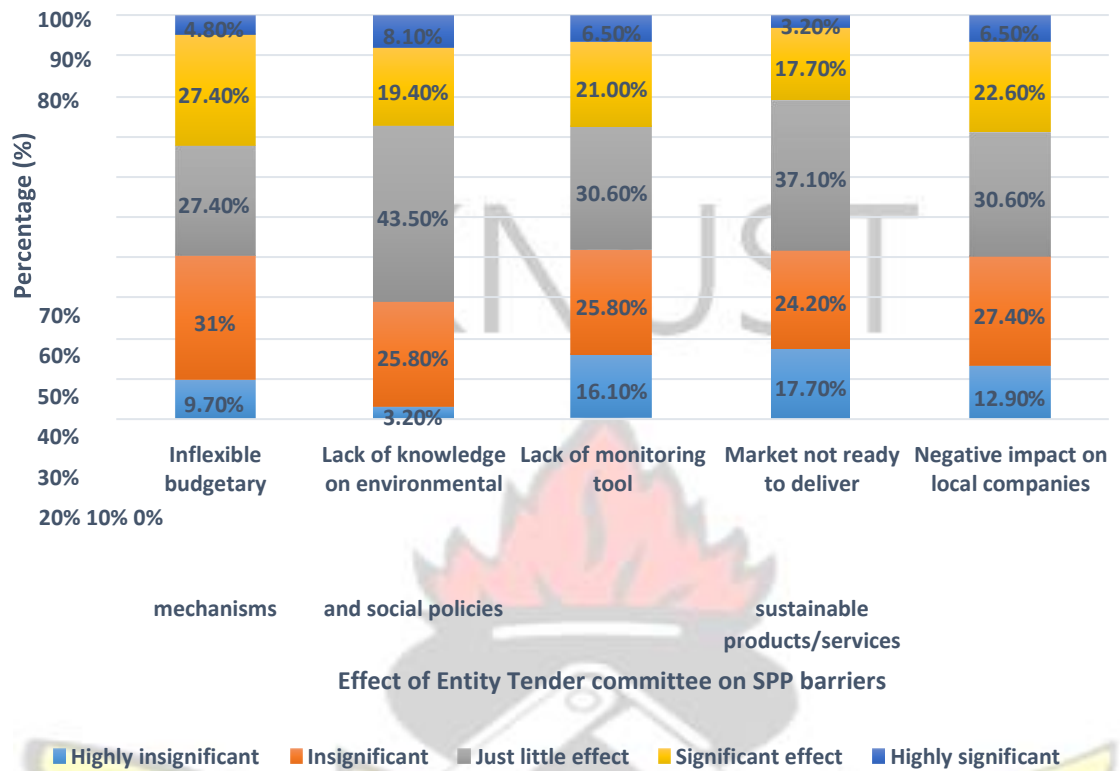


Figure 4. 8 Effect of Entity Tender committee on SPP barriers Source: field data 2016

4.4.9 Code of conduct for suppliers concerning the practice of sustainable public procurement

From the figure 4.9 below, it is indicated by 90.3% of the respondents that there are no general code of conduct for suppliers concerning the practice of sustainable public procurement at their various outfits. On the other hand, 9.7% of the respondents have the general code of conduct for suppliers.

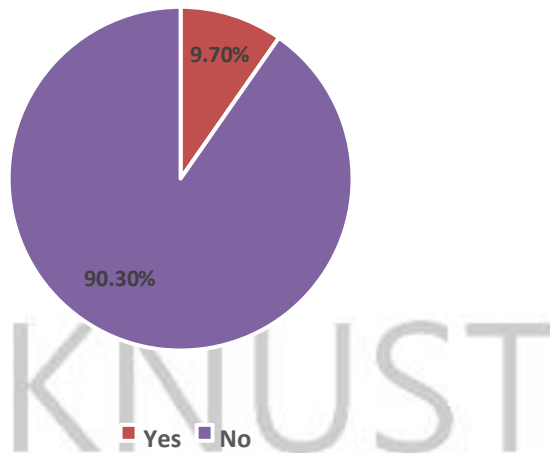


Figure 4. 9 Presence of code of conduct for suppliers concerning the practice of sustainable public procurement Source: field data 2016

4.4.10 Types of documents used in procurement activities

From table 4.5, the respondents indicated that the tender document and procurement plan were the commonly used document in the procurement activities. Less used in the procurement activity is the memos as indicated by 17% of the respondents

Table 4. 5 Types of documents used in procurement activities

Procurement document	Frequency	Percentage (%)
Tender document	53	85.5
Procurement plan	46	74.2
Evaluation report	42	67.7
Minute	32	51.6
Memos	17	27.4

Source: field data 2016

4.4.11 Rating sustainable procurement practice

From the various facilities from which respondents were recruited, 40.3% rated the SPP in their facilities as satisfactory and 35.7% indicated poor rating. Only few, 3.2%, indicated effective sustainable procurement practice in their facilities (Figure 4.10)

45.00%

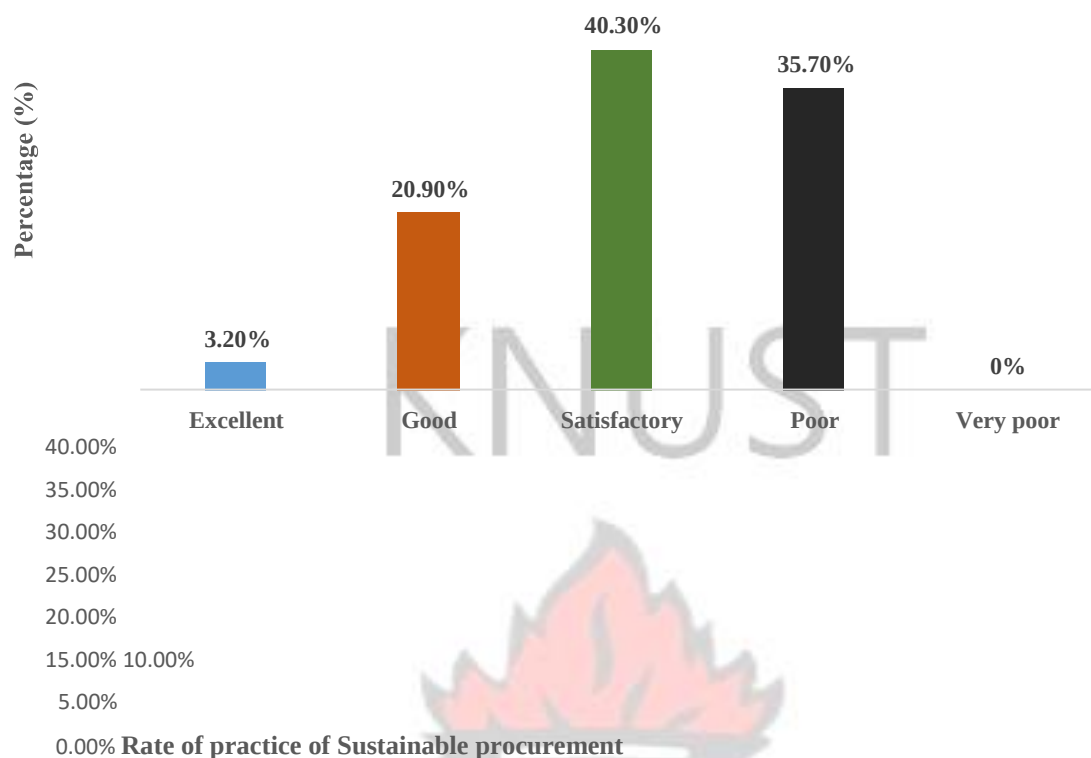
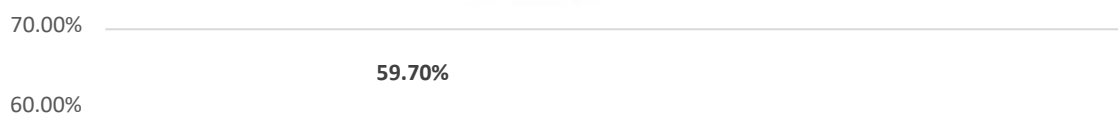


Figure 4. 10 Rating sustainable procurement practice Source: field data 2016

4.5 Effect of Entity tender committee on Sustainable procurement in healthcare delivery

4.5.1 Impact on Financial and operational activities

The role of the committee impacted positively on financial and operational activities of the health facilities in improving healthcare delivery. About 59.7% and 1.6% of the respondents indicated a good and excellent impact of the committee on healthcare delivery. A satisfactory respond was obtained from 37.1% of the respondents (figure 4.11)



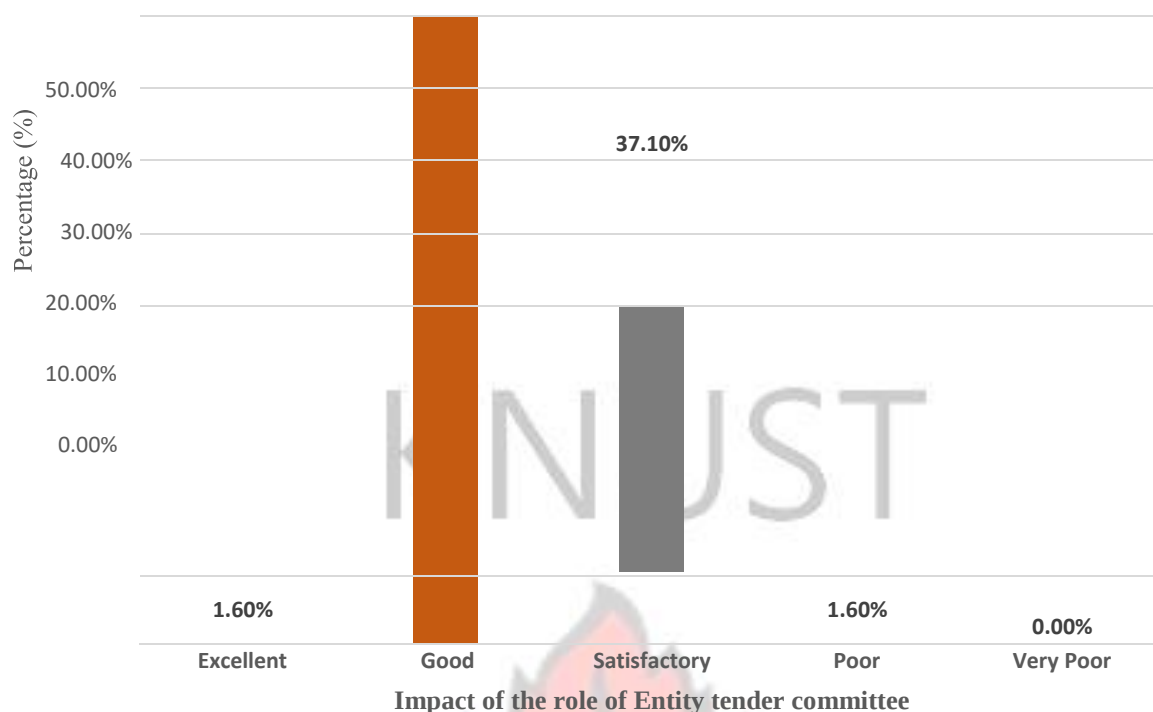
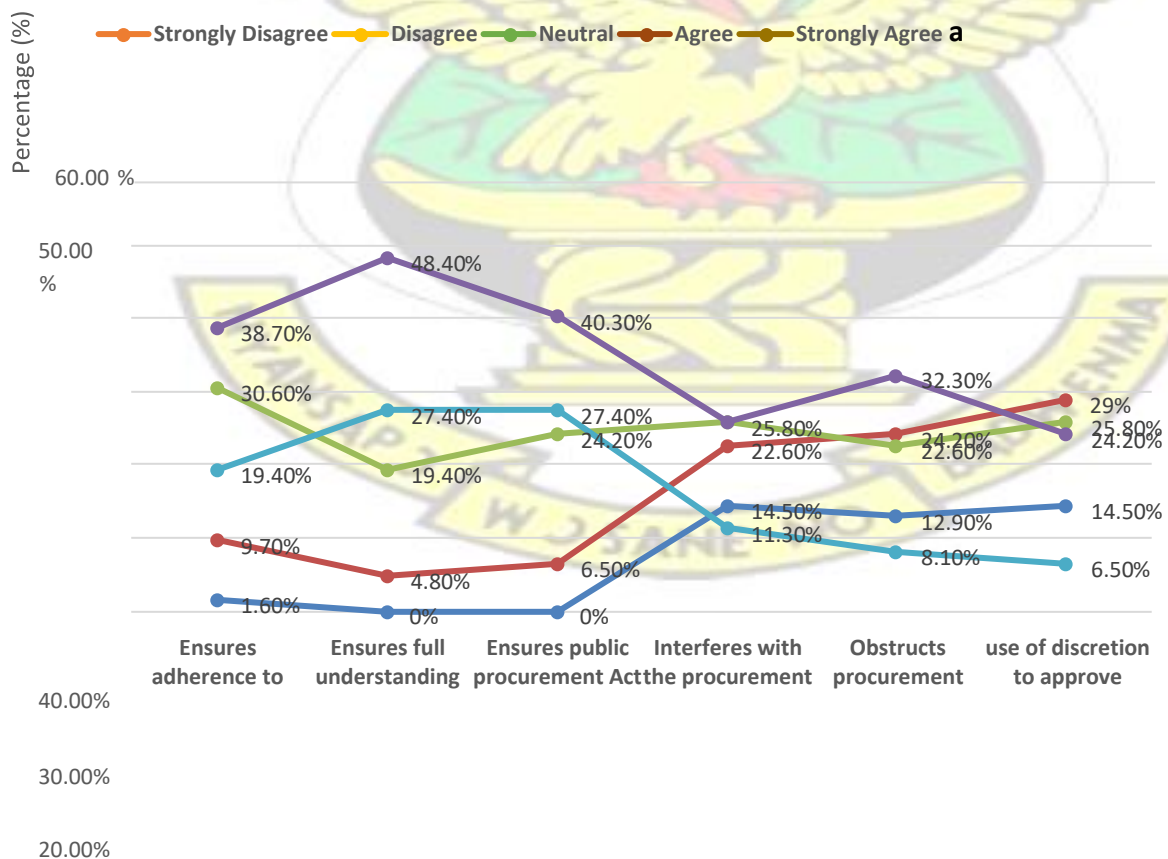
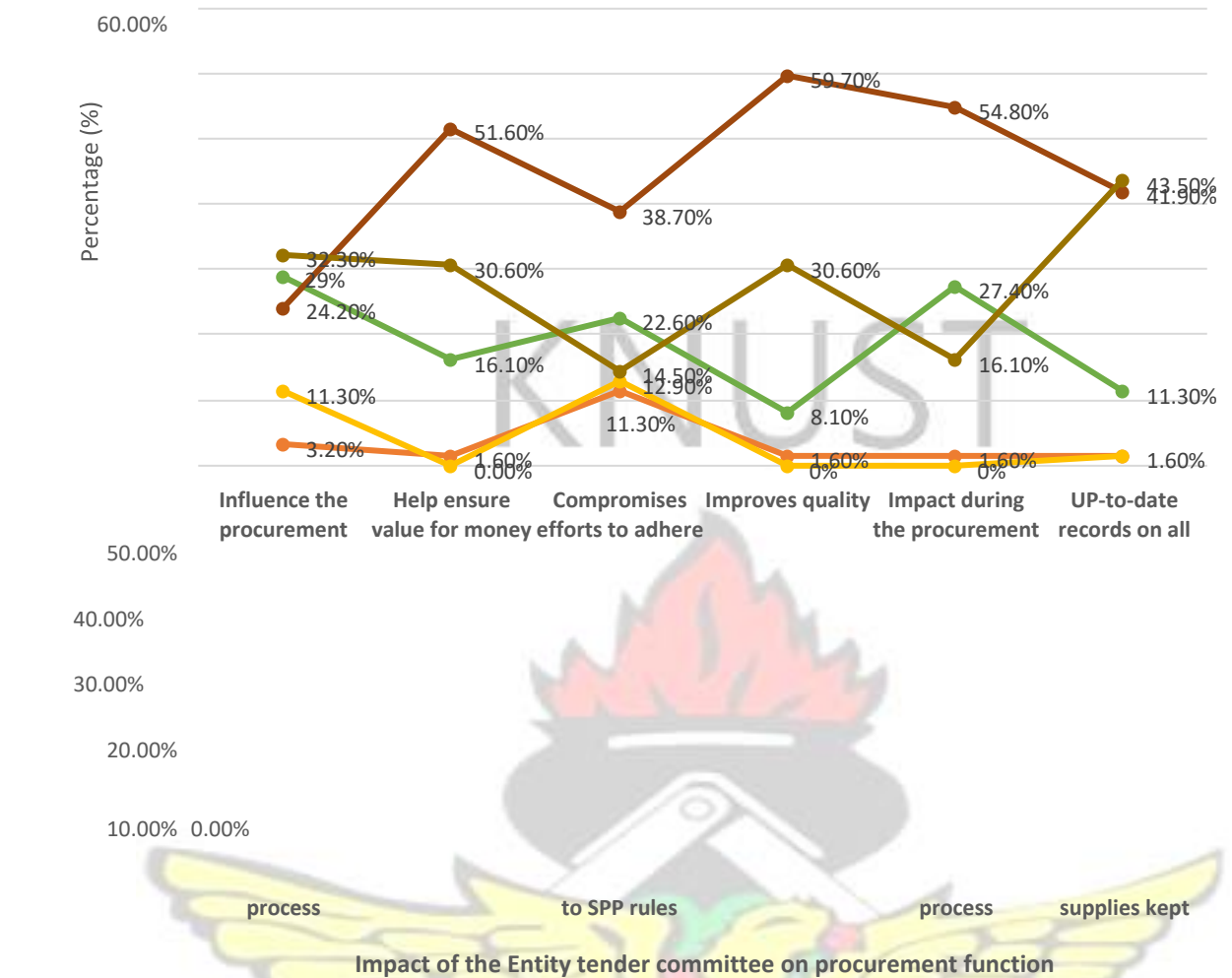


Figure 4. 11 Impact on Financial and operational activities Source: field data 2016

4.5.2 Impact of the Entity tender committee on procurement functions

From figure 4.12a, approximately 56.4% and 82.2% of respondents agree to a large extent that the role of the entity tender committee has highly influenced the procurement process and helped ensured value for money. About 91.3% the respondents indicated that the Entity tender committees in the various health facilities have impacted healthcare delivery by improving the quality and not compromising on efforts to adhere to SPP rules as agreed on by 43.2% of the respondents (Figure 4.12a)

Furthermore, 39.3% and 75.8% of the respondents agree that the adherence to SPP principles and understanding of procurement Act is impacted by the role of entity tender committee. In order to improve healthcare delivery through sustainable public procurement, interference and obstruction with the procurement process by managements was reduced by the role of the committee (Figure 4.12b).



10.00%

0.00%

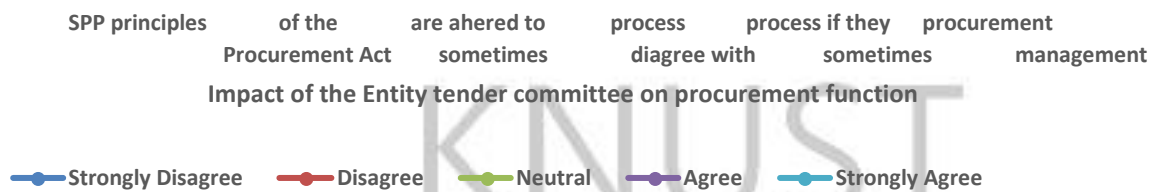


Figure 4. 12 Impact of the Entity tender committee on procurement function

Source: field data 2016

4.5.3 Impact of Entity tender on healthcare delivery

Healthcare service delivery was indicated to be significantly affected by the role of the entity tender committee as identified by 80.0% of the respondents. Approximately 5.0% of the respondents suggested the role of the committee had highly insignificant impact on healthcare delivery (Figure 4.13)

70.00%



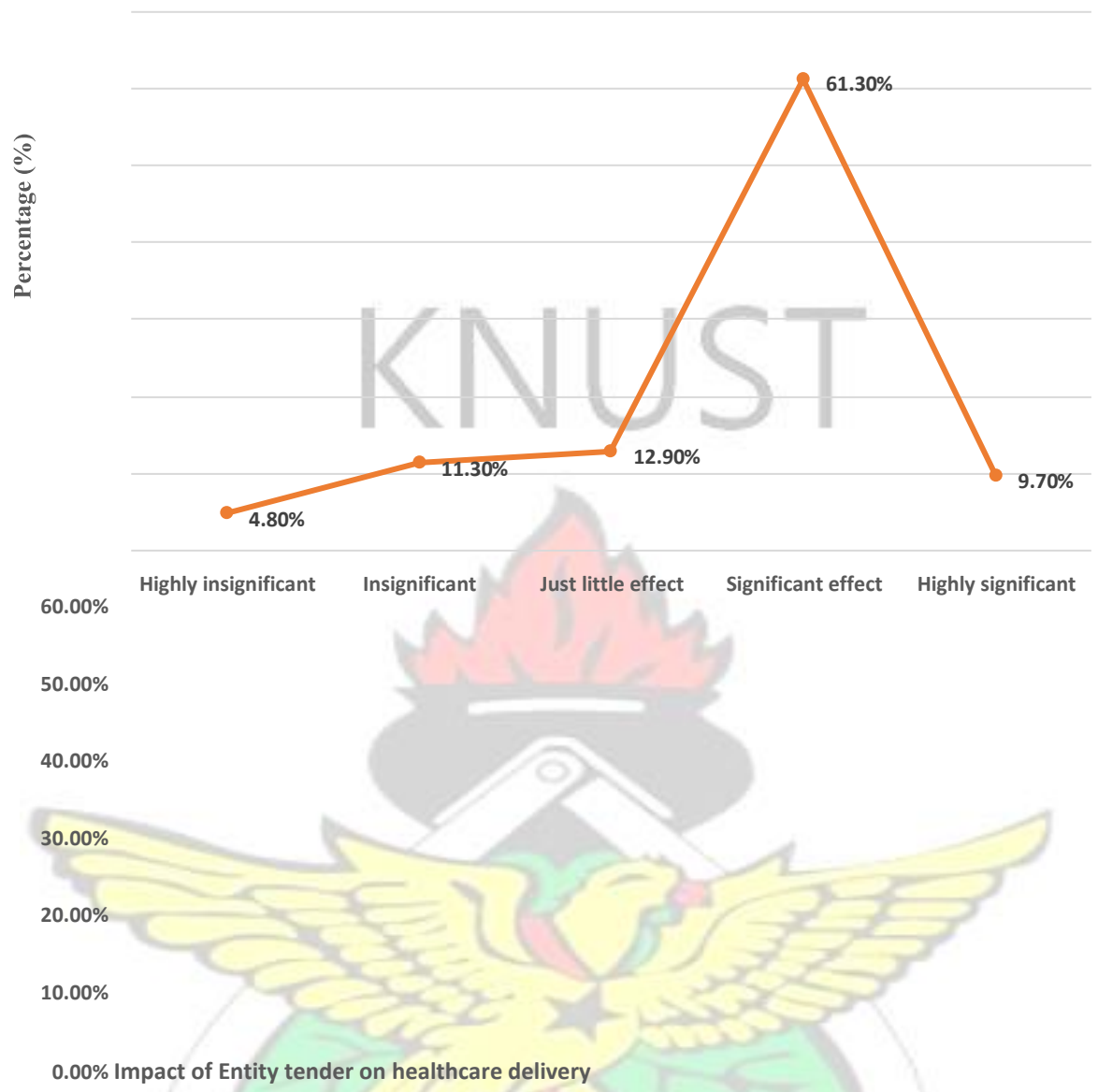


Figure 4. 13 Impact of Entity tender on healthcare delivery Source: field data 2016

4.5.4 Improvement of healthcare delivery

In rating how the role of the Entity tender committee improved healthcare delivery in the public hospital, 48.4% of the respondents indicated their roles satisfactorily improved healthcare delivery, 37.1% indicated it poorly did (Figure 4.14)

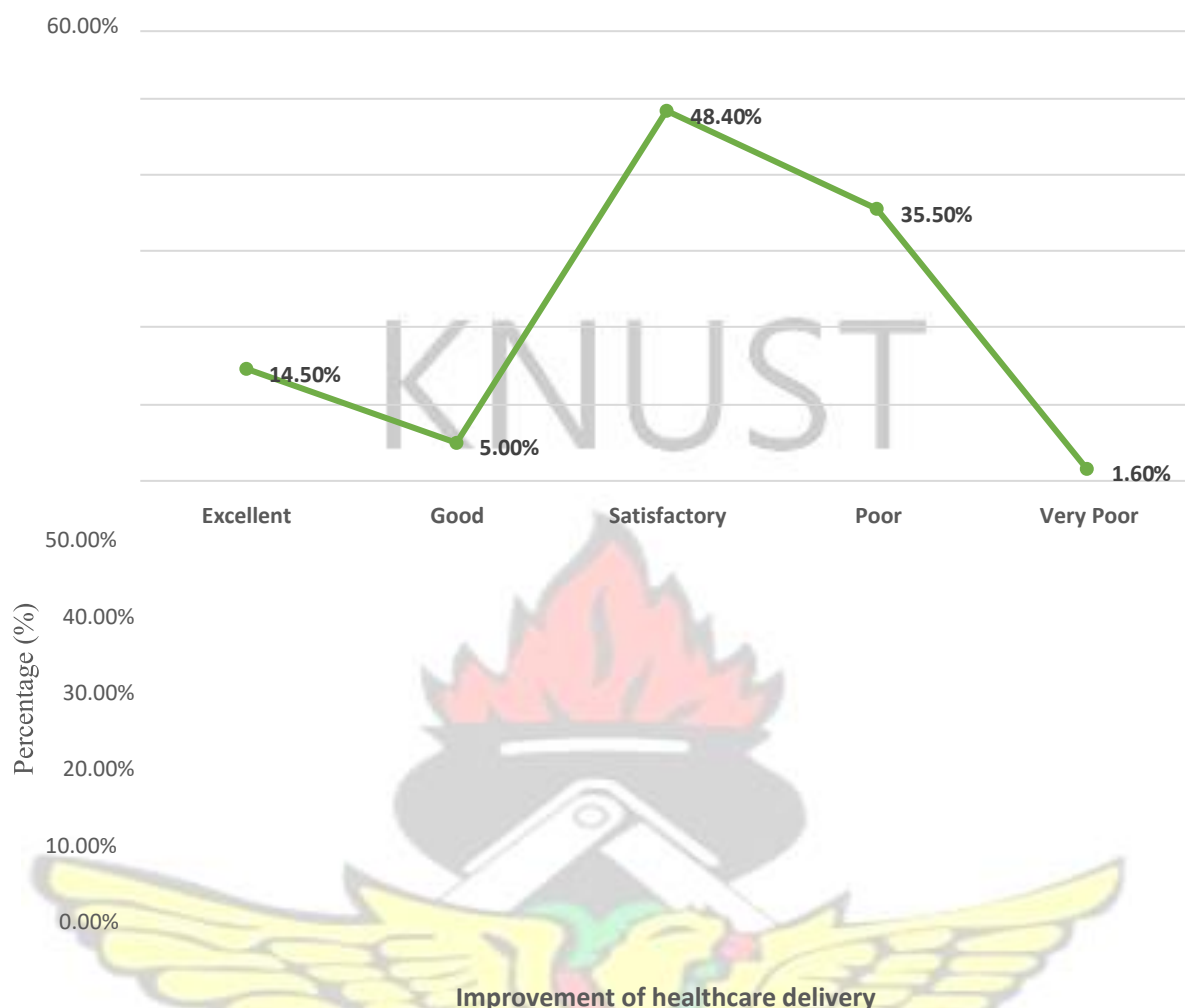


Figure 4. 14 Improvement of healthcare delivery Source: field data 2016

4.5.5 Influence of Entity tender committee

From table 4.6 below, the role of entity tender committees does not influence the organizational goals of the health facilities and also the compliance of interested parties as indicated by 75.8% and 67.7% of the respondents respectively.

Table 4.6: Influence of Entity tender committee

	Frequency	Percentage (%)
Influence of SPP by organizational goals		
Yes	15	24.2
No	47	75.8

Influence of compliance by interested parties		
Yes	20	32.3
No	42	67.7

Source: field data 2016

CHAPTER FIVE CONCLUSIONS AND RECOMMENDATIONS

5.1 Introduction

This chapter outlines the conclusion for the outcomes and recommendations. The findings are revelations of what the researcher found out during the study. In conclusion, this chapter sums up all the research work that was carried out and further suggestions are made for other researchers to carry out other equally important areas. Recommendations are however made to improve upon the practice of sustainable procurement at the public hospitals.

5.2 Conclusion

The facilities visited had units for procurement with high caliber of procurement staff especially the heads of the procurement units. Approximately 52% of the respondents have first degree qualification and majority of them (approx. 51.6%) have about 510years work experience and are conscious of the existence of the PPA, 2003. However, only 23% of the staff responses suggested that they have full knowledge about the objectives of the SPP. In spite of this, majority of the respondents who profess not to be conversant with the objectives of the law indicated that they have basic knowledge on some of the key provisions of the law, probably on account of their regular procurement practice.

5.2.1 The Entity Tender Committee

The committee was indicated to have a membership of about 5-7 members as suggested by 82.3% of the respondents and about 8-10 members by 9.7% of the respondents. In relation to the qualification of the members, procurement unit and tender committee were made up of individuals with the right qualifications, i.e procurement managers and officers, in most of the facilities. Other members were health administrators and human resource managers. The head of the procurement units were mostly degree holders and a sizable number with masters in procurement department.

5.2.2 The role of entity tender committee in the sustainable procurement process in the public hospitals

The findings in this study indicated that the procurement unit is responsible for the procurement of items whilst some were done by the procurement officers or managers in some facilities. Following policy guidelines in ensuring the sustainability of items procured was suggested by 12.9% of the respondents. Other ways of ensuring sustainability were through tendering, ensuring value for money and writing good specifications for the procuring of items for the hospitals.

The most commonly used method for the purchase of goods and services in the public hospitals in this study is the national competitive tendering (NCT) and the International competitive tendering (ICT). Also indicated in the result is the use of request for quotation (RFQ) method and Restricted tendering which are less commonly used. Only 9.7% of the respondents indicated the use of Single sourcing in their hospitals. Procurement of items was also indicated to be done annually by majority of the public hospitals included in this study.

The respondents indicated that the tender document and procurement plan were the commonly used document in the procurement activities. Less used in the procurement activity is the memos as indicated by 17% of the respondents.

5.2.3 Role of Entity Tender committee in Sustainable procurement practice and how it affects healthcare delivery

The role of the entity tender committee in the SP process as indicated by 60.0% of the respondents, has positively impacted on the financial and operational activities of the health facilities hence could result in healthcare improvement in the public hospitals.

Procurement functions has also been highly influenced by the role of the committee in the SP process and has helped to ensure value for money. The practice of sustainable procurement with the works of the entity tender committee in some health facilities have affected healthcare delivery by improving the quality of goods and services provided and not compromising on efforts to adhere to the SPP rules. The role of the committee has also reduced the interference and obstruction of the procurement process by management hence fair and efficient procurement of goods and services.

Healthcare service delivery was indicated to be significantly affected by the role of the entity tender committee as identified by 80.0% of the respondents. Approximately 5.0% of the respondents suggested the role of the committee had highly insignificant impact on healthcare delivery. In addition, the role of entity tender committees does not influence the organizational goals of the health facilities and also the compliance of interested parties as indicated by the respondents.

5.2.4 Potential benefits in promoting sustainable public procurement

Approximately 32.2% of respondents agree to a large extent that there is some cost savings when SPP is employed to carry out procurement. Only 8.7% think that there is little or no financial savings in this respect. Environmental gains at local levels,

improved compliance with labor and social law were also indicated as highly relevant benefits in promoting sustainable procurement practice in the public hospitals.

However, the respondents indicated that improved compliance with labor and social laws and demonstration of responsible governance, public image improvement were less relevant benefits.

5.2.5 The role of entity tender committee in the implementation of SPP

The results of this study suggests that some barriers impeding the process of SPP implantation in the public hospitals have been somewhat addressed by the activities of the Entity tender committee. The works of the committee has significantly affected the legal structures to allow the practice of sustainable procurement in the public hospitals, however, the committees role has not significantly addressed the complexity of the SPP and the potential increase in cost of public procurement considering the practice of sustainable procurement.

Furthermore, the activities of the entity tender committee slightly affect the budgetary mechanism and the impact of SPP on small and medium scale local companies. Lack of monitoring tools and preparedness of the market to deliver sustainable product and services were indicated to be significantly influenced by the role of the entity tender committee.

5.2.6 Implementation challenges of the sustainable healthcare procurement practice

Efficient implementation of SPP requires well documented policy guidelines for the actors and other stakeholders, however, the results from this study indicated that some facilities do not have such policies in place to ensure implementation of sustainable procurement practice as indicated by 35.5% of the respondents.

Clear understanding of the objectives of SPP is influenced by knowledge levels, however, low knowledge level about SPP was observed in this study. The likely challenge is that this could lead to lack of understanding and loss of focus.

Furthermore, the respondents indicated that the implementation of SPP is significantly hindered by factors as follows:

- Lack of legal structures to aid the implementation process
- Lack of understanding for the public procurement legislation
- Complexity of the sustainable procurement process
- Mechanisms of Budget preparations and
- Low level of knowledge related on policies of environmental and social aspects of SPP

5.3 Recommendation

In the light of the above conclusion, it is recommended that members of the procurement units be educated on the issues of sustainable procurement to improve knowledge levels and understanding of the objectives of the SPP so as not to lose focus what sustainable procurement is all about.

It is recommended that policy guidelines are well documented for the actors and other stakeholders to ensure implementation of sustainable procurement practice.

The members of such units should comply with social and labor law and improve public image by demonstrating responsible governance.

Finally, the challenges expressed by the respondents indicated above need to be addressed through the adoption of appropriate solutions and an effective enforcement mechanism.

5.4 Areas for further research

Further studies should be carried out to assess the impact of sustainable public procurement practice on healthcare delivery to confirm some findings of this study. The practice of SP has been somewhat beneficial and effective. However, there is the need for policy documents, less complex and more approachable means to understanding the objectives and guidelines for practice of sustainable procurement and related issues. This will improve transparency, accountability, and compliance as well as ensure sustainable best practice in our public procurement system.



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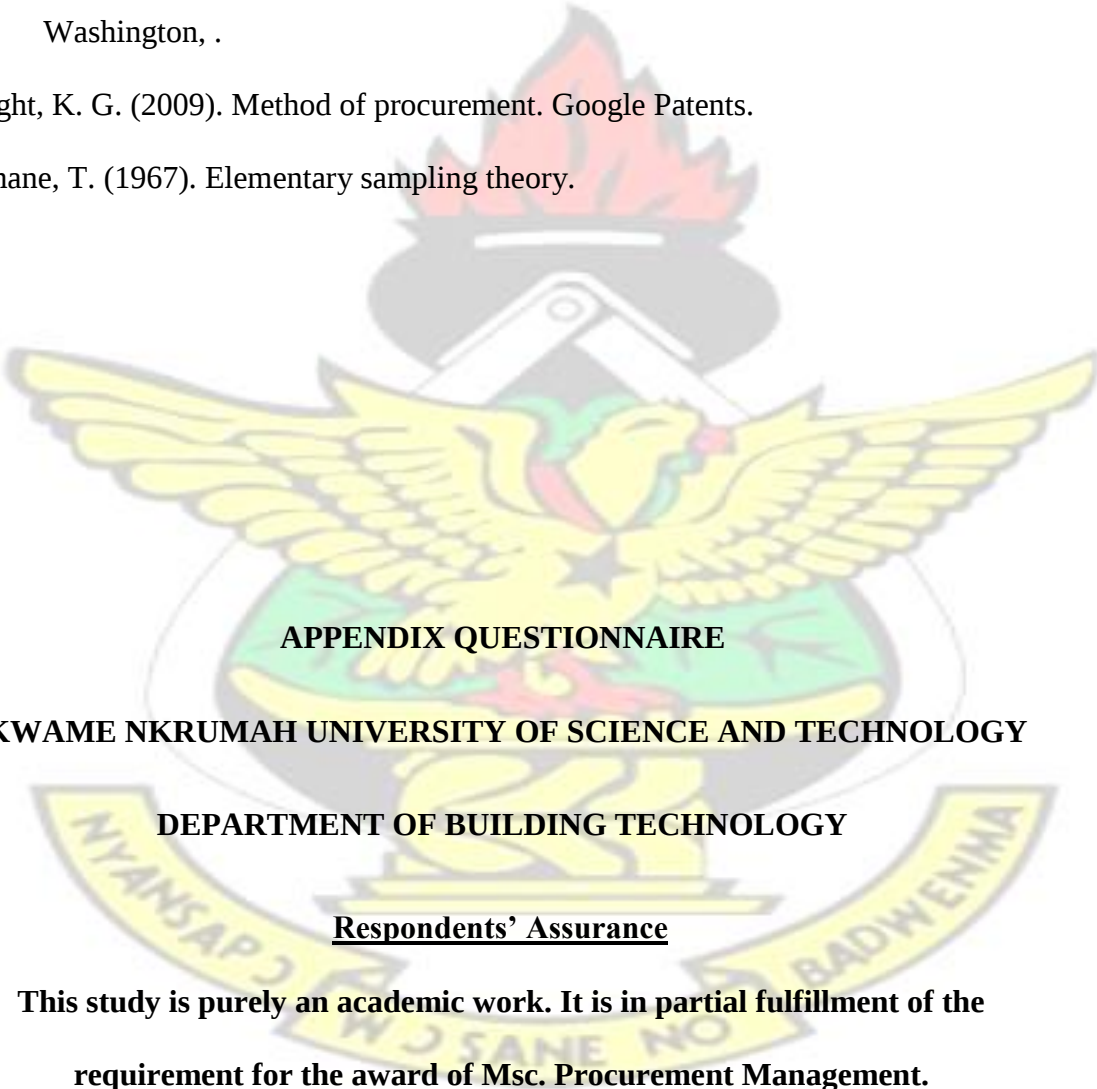
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APPENDIX QUESTIONNAIRE

KWAME NKRUMAH UNIVERSITY OF SCIENCE AND TECHNOLOGY

DEPARTMENT OF BUILDING TECHNOLOGY

Respondents' Assurance

This study is purely an academic work. It is in partial fulfillment of the requirement for the award of Msc. Procurement Management.

**RESEARCH TITLE: SUSTAINABLE PROCUREMENT PRACTICES IN
PUBLIC HOSPITALS IN GHANA: THE ROLE AND EFFECT OF THE**

ENTITY TENDER COMMITTEE

A. Personal Information

1. Gender of respondent. Male [] Female []
2. Age of respondent.
18 – 30 years [] 31 – 45 years [] 46 – 60 years [] 61 years and
above []
3. How long have you been with your department/unit/faculty?
Less than 5 years [] 5 -10years [] more than 10 years []

A. Accessing the role of entity tender committee

4. Do you have an entity tender committee Yes ☐ No ☐
5. If yes, how many people form the membership?
6. what is your qualification?
7. Do you have a procurement unit? Yes ☐ No ☐
8. What qualification has the Head of Department of the procurement unit?
.....

B. Sustainable Procurement

9. What is sustainable procurement?
.....
.....
10. Who is responsible for procuring items for the hospital?
 - a. Procurement unit
 - b. Procurement officer/Manager
 - c. Head of entity tender committee
 - d. Others specify

11. How do you ensure sustainability of goods procured?

.....

12. What methods are used for the purchases of goods and services in your outfit?

- a. International competitive tendering (ICT)
- b. National competitive tendering(NCT)
- c. Restricted tendering
- d. Request for quotations (RFQ)
- e. Single sourcing (Direct procurement)

Others (Specify).....

13. How often does your department procure new items?

Daily ☐ Weekly ☐ Quarterly ☐ Yearly ☐

Others (please specify)

14. Are you aware of sustainable procurement at the Ghana Health Service?

Yes ☐ No ☐ others ☐ specify.....

• Green or environmentally friendly procurement? ☐

• Socially responsible procurement? ☐

Economically responsible procurement? ☐

• Others ☐

15. Please indicate how relevant the potential benefits listed below have in promoting sustainable public procurement.

4=highly relevant, 3= relevant, 2=less relevant, 1=not relevant at

all

- Financial savings over the lifetime of products/services ☐
- Stimulating markets to offer more sustainable solutions/innovations ☐
- Contributing to meeting environmental challenges and binding targets ☐
- Environmental benefits at local level ☐
- Improved compliance with social and labor law ☐
- Demonstrate responsible governance, improve public image, led by example ☐

- Others: ☐

specify.....

16. Does your department have a policy in place to ensure implementation of sustainable procurement practices? ☐ Yes ☐ No ☒ Others

Specify

.....

17. Does your organization dispose of scraps, surplus or obsolete items?

Yes ☐

No ☐

Sometimes

☐ Specify

.....

If yes, what procedures does your outfit use in disposal of scrap and obsolete surplus items that involve environmental, social and economic aspect of sustainability?

- Transfer to Government Department or other Public Entity
- Sale Public tender
- Destruction
- Duping
- Burying

f. Others specify

18. Does your department face difficulties in the effective sustainable procurement practices?

Yes ☐ No ☐ Sometimes ☐

Specify

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...

If yes, what are some of the difficulties faced?

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.....

.....

19. Please indicate to what extent the following barriers listed below affect the implementing of SPP:

1. Highly insignificant 2. Insignificant 3. Just little effect 4. significant effect

5. Highly significant

- Legal framework does not allow/encourage SPP ☐
- Donor guidelines do not allow/encourage SPP ☐
- Lack of capacity ☐
- Lack of guidance material and practical tools ☐
- SPP is too complex ☐
- SPP is expected to increase the cost for public procurement ☐
- Inflexible budgetary mechanisms ☐
- Lack of knowledge related to environmental and social policies ☐
- Lack of monitoring tools ☐
- Market is not prepared to deliver sustainable products and services ☐
- Negative impact on small and medium sized local companies ☐
- Others: Please specify ☐

.....

20. Please indicate to what extent the work of the Entity Tender Committee addresses the following barriers listed below which affect the implementation of SPP:

1. Highly insignificant 2. Insignificant 3. Just little effect 4. significant effect
 5. Highly significant

- Legal framework does not allow/encourage SPP ☐
- Donor guidelines do not allow/encourage SPP ☐
- Lack of capacity ☐
- Lack of guidance material and practical tools ☐

- SPP is too complex ☐
- SPP is expected to increase the cost for public procurement ☐
- Inflexible budgetary mechanisms ☐
- Lack of knowledge related to environmental and social policies ☐
- Lack of monitoring tools ☐
- Market is not prepared to deliver sustainable products and services ☐
- Negative impact on small and medium sized local companies ☐
- Others: Please specify ☐

.....

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21. Is there a general code of conduct for suppliers concerning the practice of sustainable public procurement at your outfit? If yes, state:

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22. What types of documents does your outfit use in procurement activities?

- a. Tender document
- b. Procurement plan
- c. Evaluation report
- d. Minutes
- e. Others specify

23. How would you rate the sustainable procurement practices of your facility?

Excellent [] Good [] Satisfactory [] Poor [] Very Poor []

]

D. Effect of Entity tender committee on sustainable procurement in healthcare delivery

24. How has the role the Entity tender committee impacted on your financial and operational activities?

Excellent [] Good [] Satisfactory [] Poor [] Very Poor []

25. To what extent do you agree with the following statements about impacts of the Entity Tender Committee on the procurement function in the hospital?

		Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
1.	Influence the procurement process					
2.	Help ensure value for money					
3.	Compromises efforts to adhere to SPP rules					
4.	Improves quality					
5.	Ensures there is a system in place to manage the environmental impact during the public procurement process					
6.	Ensures up-to-date records on all suppliers are kept					
7.	Ensures adherence to SPP principles					
8.	Ensures a full understanding of Procurement Act where there is ambiguity					
9.	Ensures Public Procurement Act provisions are fully adhered to					
10.	Interferes with the procurement process sometimes					
11.	May sometimes obstruct procurement process if they disagree with management					

12.	They may use their discretion to approve procurement sometimes when thresholds are exceeded					
13	Others (please specify)					

26. To what extent has the healthcare service delivery improved in your facility considering the role of the entity tender committee?

1. Highly insignificant 2. Insignificant 3. Just a little effect 4. significant effect
5. highly significant

27. If yes, how would you rate the improvement in healthcare delivery in your facility?

Excellent [] Good [] Satisfactory [] Poor [] Very
Poor []

28. Does the achievement of organizational goal influence your sustainable procurement practice? Yes [] No []

29. Has pressure from other interested parties influence your compliance behavior with the laid down rules. Yes [] No []

30. Please provide any recommendation that would enhance transparency, good corporate governance through sustainable procurement practices

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THANK YOU