

**PROCUREMENT MANAGEMENT AND SERVICE DELIVERY OF DONOR FUNDED  
PROJECTS IN UGANDA NATIONAL ROADS AUTHORITY**

**BY**

**ANNET KAGENE KYEYUNE**

**12/MPP/1/002**

**A DISSERTATION SUBMITTED TO THE SCHOOL OF MANAGEMENT SCIENCE IN  
PARTIAL FULFILLMENT OF THE REQUIREMENTS FOR THE AWARD OF A  
MASTERS DEGREE IN PUBLIC PROCUREMENT OF UGANDA MANAGEMENT  
INSTITUTE.**

**JANUARY, 2015**

## **DECLARATION**

I, Annet Kagene Kyeyune hereby declare that, this is my original work and has not been presented to any university or institution of higher learning for any academic award and the secondary sources of information used in this work, have been acknowledged.

Date .....

Signed .....

## **APPROVAL**

This dissertation has been written under our supervision and has been submitted for the award of the degree of Masters in Public Procurement with our approval as Uganda Management Institute supervisors.

**Signature:** .....

**NAME: MRS.PROSS OLUKA NAGIITA**

Date: .....

**Signature:** .....

**NAME: DR.EDGAR MWESIGYE KATESHUMBWA**

Date: .....

## **DEDICATION**

This dissertation is dedicated to my dear husband, Eng. Vitus Kyeyune and my children, Nimrod, Neumann, and Clarissa for their tolerance towards me.

## **ACKNOWLEDGEMENT**

With thankful and heartfelt appreciation, I acknowledge the contribution of my supervisors Mrs. Pross Oluka Nagiita and Dr. Edgar Mwesigye Kateshumbwa of Uganda Management Institute, for their parental and academic guidance, commitment and readiness to help, including the professional listening skills rendered to me towards the completion of this work, may the Almighty God bless them abundantly.

I acknowledge with gratitude the contributions and co-operation made by the respondents for their willingness to provide the necessary information when I visited them during the research process, without their cooperation, this study would have been impossible to accomplish.

I would like to deeply thank all my lecturers at UMI; these have adequately guided and equipped me with both theoretical and practical skills. I would also like to acknowledge the contribution of my classmates of UMI from whom I enjoyed fruitful discussions on challenging topics.

Special appreciation also goes to my husband Eng. Vitus Kyeyune and the family of Mr. & Mrs. Mathias Bbaale for their financial and moral support.

Finally, for those not mentioned here, thanks very much for your contribution.

May God bless them all.

## TABLE OF CONTENTS

DECLARATION .....	i
APPROVAL .....	ii
DEDICATION .....	iii
ACKNOWLEDGEMENT .....	iv
LIST OF TABLES .....	xi
LIST OF FIGURES .....	xii
LIST OF ACRONYMS .....	xiii
ABSTRACT .....	xiv
CHAPTER ONE .....	1
INTRODUCTION .....	1
1.1 Introduction .....	1
1.2 Background of the study .....	1
1.2.1 Historical background .....	1
1.2.2 Theoretical perspective .....	4
1.2.3 Conceptual perspective .....	6
1.2.4 Contextual Perspective .....	7
1.3 Statement of the problem .....	9
1.4 Purpose of the study .....	10
1.5 Specific objectives .....	10
1.6 Research Questions .....	11

1.7 Hypotheses .....	11
1.9 Significance of the study.....	13
1.10 Justification of the study .....	13
1.11 Scope of the study.....	14
1.11.1 Geographical scope.....	14
1.11.2 Time Scope .....	14
1.11.3 Content Scope .....	14
1.12 Operational Definitions.....	15
1.13 Conclusion .....	15
<b>CHAPTER TWO .....</b>	<b>17</b>
<b>LITERATURE REVIEW .....</b>	<b>17</b>
2.1 Introduction.....	17
2.2 Theoretical Review .....	17
2.3 Procurement Planning and Service Delivery .....	20
2.4 Procurement Control and Service Delivery .....	24
2.5 Procurement Monitoring and Service Delivery .....	30
2.6 Summary of Literature Review.....	35
<b>CHAPTER THREE .....</b>	<b>36</b>
<b>METHODOLOGY .....</b>	<b>36</b>
3.1 Introduction.....	36
3.2 Research Design.....	36

3.3 Study Population .....	37
3.4 Determination of the Sample Size .....	37
3.5 Sampling Techniques.....	38
3.6 Data Collection Methods .....	38
3.6.1Questionnaire Surveys .....	38
3.6.2Interview .....	38
3.6.3Documentary Review.....	39
3.7 Data Collection Instruments .....	39
3.7.1Questionnaire .....	39
3.7.2Interview guide .....	39
3.7.3 Documentary Review Checklist .....	39
3.8 Quality control .....	40
3.8.1 Validity .....	40
3.8.2 Reliability.....	40
3.9 Data Collection Procedures.....	42
3.10 Data Analysis .....	42
3.10.1 Quantitative data analysis .....	42
3.10.2Qualitative data analysis .....	43
3.11Measurement of Variables .....	43
3.9 Conclusion .....	44
<b>CHAPTER FOUR.....</b>	<b>45</b>

PRESENTATION, ANALYSIS AND INTERPRETATION OF RESULTS .....	45
4.1 Introduction.....	45
4.3 Background of the Respondents .....	46
4.3.1 Gender of the respondents .....	46
4.3.2 Age of the Respondents .....	47
4.3.3 Level of Education of the Respondents .....	48
4.3.4 Time spent in Uganda National Roads Authority.....	49
4.3.5 Terms of employment.....	50
4.4 Procurement Management and Service Delivery of Donor funded projects in Uganda National Roads Authority .....	51
4.4.1 Findings on Procurement planning and Service Delivery of Donor funded projects in Uganda National Roads Authority.....	51
4.4.2 Findings on Procurement control and Service Delivery of Donor funded projects in Uganda National Roads Authority .....	55
4.4.3 Procurement monitoring and Service Delivery of Donor funded projects in Uganda National Roads Authority .....	60
4.5 Correlation .....	65
4.5.1 Hypothesis One.....	65
4.5.2 Hypothesis Two .....	66
4.5.3 Hypothesis Three .....	68
4.6 Regression results for procurement management and service delivery .....	69
CHAPTER FIVE .....	70

SUMMARY, DISCUSSION, CONCLUSION AND RECOMMENDATIONS .....	70
5.1 Introduction.....	70
5.2 Summary .....	70
5.2.1 Relationship between Procurement Planning and Service Delivery of Donor funded projects in Uganda National Roads Authority .....	70
5.2.2 Relationship between Procurement Control and Service Delivery of Donor funded projects in Uganda National Roads Authority.....	71
5.2.3 Relationship between Procurement Monitoring and Service Delivery of Donor funded projects in Uganda National Roads Authority.....	71
5.3 Discussion of the study findings .....	72
5.3.1 Relationship between Procurement Planning and Service Delivery of Donor funded projects in Uganda National Roads Authority .....	72
5.3.2 Relationship between Procurement control and Service Delivery of Donor funded projects in Uganda National Roads Authority.....	73
5.3.3 Relationship between Procurement monitoring and Service Delivery of Donor funded projects in Uganda National Roads Authority .....	74
5.4 Conclusions.....	76
5.4.1 Relationship between Procurement planning and Service Delivery of Donor funded projects in Uganda National Roads Authority .....	76
5.4.2 Relationship between Procurement control and Service Delivery of Donor funded projects in Uganda National Roads Authority.....	76
5.4.3 Relationship between Procurement monitoring and Service Delivery of Donor funded projects in Uganda National Roads Authority .....	76
5.5 Recommendations.....	76

5.5.1 Relationship between Procurement planning and Service Delivery of Donor funded projects in Uganda National Roads Authority .....	77
5.5.2 Relationship between Procurement control and Service Delivery of Donor funded projects in Uganda National Roads Authority.....	78
5.5.3 Relationship between Procurement monitoring and Service Delivery of Donor funded projects in Uganda National Roads Authority .....	79
5.6 Limitations of the study .....	79
5.7 Contributions of the study.....	80
5.8 Areas recommended for further study .....	81
5.9 Conclusion .....	81
REFERENCES .....	83
APPENDICES .....	i
APPENDIX A:.....	i
APPENDIX B: .....	vii
APPENDIX C: .....	ix
APPENDIX D:.....	x

## LIST OF TABLES

**Table 1:** Sample Size of Respondents and Sampling Technique

**Table 2:** Showing the response rate

**Table 3:** Descriptive Statistics on the findings on Procurement Planning and Service Delivery of Donor Funded Projects in Uganda National Roads Authority

**Table 4:** Descriptive Statistics on the findings on Procurement control and Service Delivery of Donor Funded Projects in Uganda National Roads Authority

**Table 5:** Descriptive Statistics on the findings on Procurement monitoring and Service Delivery of Donor Funded Projects in Uganda National Roads Authority

**Table 6:** Correlation between procurement planning and service delivery in donor funded projects in UNRA

**Table 7:** Correlation between procurement control and service delivery in donor funded projects in UNRA

**Table 8:** Correlation between procurement monitoring and service delivery in donor funded projects in UNRA

## LIST OF FIGURES

- Figure 1:** Conceptual framework showing the relationship between procurement management and service delivery of donor funded projects in UNRA.
- Figure 2:** Gender of the respondents
- Figure 3:** Showing age of the respondents
- Figure 4:** Showing the level of education of the respondents
- Figure 5:** Showing the Time spent in Uganda National Roads Authority
- Figure 6:** Showing the Respondent's terms of employment

## **LIST OF ACRONYMS**

BCG	Business Common Group
CPAR	Controller Procurement Agency Regulation
CVI	Content Validity Index
DANIDA	Danish Development Agency
FY	Financial Year
GOU	Government of Uganda
IDA	Internal Development Agency
KPMG	Kontea Procurement Management Group
LG	Local Government
MDAs	Ministries, Departments, Agencies
MDGs	Millennium Development Goals
MOFPED	Ministry Of Finance, Planning and Economic Development
OECD	Organisation for Economic Development
PIP	Procurement Investment Plan
PMV	Procurement Monitoring Verification
PPDA	Public Procurement and Disposal of Public Assets Authority
PSM	Procurement Supply Management
UNRA	Uganda National Roads Authority
USA	United States of America

## **ABSTRACT**

The study examined the relationship between procurement management and service delivery of donor funded projects in Uganda National Roads Authority. Specifically, the study reviewed procurement planning, controls and monitoring and how they are related to service delivery of Donor Funded Projects in UNRA. It was hypothesized in the study that procurement planning, controls and monitoring are significantly related to service delivery of donor funded projects in UNRA. The study adopted a correlational research design that adopted both qualitative and quantitative approaches. The study had 71 respondents out of a targeted population of 72 respondents. The key findings of the study indicated that the two of the procurement management attributes i.e. procurement planning and procurement control are significantly related to service delivery of donor funded projects in UNRA. However, the study found no significant relationship between procurement monitoring and service delivery of donor funded projects in UNRA. Although procurement planning has a significant relationship with service delivery, it is recommended that UNRA through its departments should ensure adequate designs and specifications, needs assessment and budgeting, In the second objective, it was also established that; procurement controls has a significant relationship with service delivery, hence it is recommended that; UNRA needs to continuously adhere to the procurement guidelines and procedures, corrective actions, fair bidding processes. Lastly, procurement monitoring was established to have a negative relationship with service delivery, therefore it is recommended that UNRA should endeavor to carry out auditing, proper records management and use of supervision checklists, so as to enhance service delivery of donor funded projects in UNRA.

# **CHAPTER ONE**

## **INTRODUCTION**

### **1.1 Introduction**

This study intended to examine the relationship between procurement management and service delivery of Donor funded projects in UNRA. In this study, procurement management was treated as the independent variable, whilst service delivery of donor funded projects was treated as the dependent variable. Each of these variables was conceptualized as indicated in the conceptual framework Figure 1. This chapter thus presents the background to the study, statement of the problem, purpose of the study, objectives, research questions, hypotheses, conceptual framework, significance, justification, scope of the study, and operational definitions.

### **1.2 Background of the study**

#### **1.2.1 Historical background**

Globally, the term procurement management in public organizations was originally introduced by consultants in the early 1980s and has subsequently gained much attention in recent years (Londe, 1998). Currently it is regarded as a strategy than mere purchasing or transaction (Cowell, 2009). Procurement management has taken on greater strategic importance in public organizations in recent years and it will assume even greater significance in the years to come (Callender & Mathews, 2000). It started more with developing plans and later it enrolled as vital elements of control, monitoring and budgeting. For instance; in Swaziland, their procurement Reform program called for the Government of the Kingdom to develop procurement plans, procurement controls and procurement monitoring to ensure that service delivery became efficient and effective also in the USA, procurement management was adopted with the main

aim of controlling procurement corruption that had exhorted the public sector organization, hence the mechanisms of procurement plans, controls, monitoring and evaluation among others emerged into the field of procurement management and service delivery (Arrow smith, 1998; Thai, 2001).

In developed countries, public procurement has undergone a series of development stages; from simple purchasing, to now a more strategic function in public entities. Most European Union countries like; the United States of America have well developed procurement management systems which consist of; well-coordinated procurement planning, solicitation, contract management and sustainable development.

African countries have been awakened on the importance of effective management of the public procurement processes at both central and local government levels and its subsequent contribution to improved governance of the public sector. Procurement, a function that was traditionally viewed as a clerical and reactive task has since positioned itself among core organizational functions, and its management is becoming increasingly critical for the well-functioning of any organization.

One of the procurement objectives is to provide quality goods and services through open and fair competition in the exact quantity and proper quality as specified which have to be delivered at

the time and place where needed. Therefore, to procure such goods and services at competitive prices requires accurate planning and involvement of a number of stakeholders (Basheka, 2008).

In Nigeria, procurement was being managed under the Public Finance Act of 1957; however, decades of military rule in Nigeria dramatically increased corruption in government business, to

the extent that there was too much wastage of public resources, due to poor procurement practices with little regard to economy and efficiency. The existing rules (code of conduct Bureau, Financial regulations, Public Accounts Commission, Public Complaints Commission etc.) were disregarded and manipulated.

In Uganda, a wave of procurement reforms that began in 1997, culminated into the enactment of the Public Procurement and Disposal of Public Assets (PPDA) Act 2003, and regulations 2003. Unfortunately, many central government ministries and agencies have since then not followed prescribed practices (Agaba & Shipman, 2007). The Act established the Public Procurement and Disposal of Public Assets Authority (PPDA) as the procurement oversight body and decentralized procurement to the Ministries, Departments, Agencies (MDAs) and Local Governments. One of the main functions of the PPDA under section 7 (b) of the PPDA Act is to monitor and report on the performance of the Public Procurement and Disposal systems in Uganda and advise on desirable changes and value for money. However, despite the presence of the PPDA act, to greater extent procurement in government entities does not abide by the Act and Regulations (Agaba & Shipman, 2007).

In UNRA, a lot of claims have been raised on the shoddy work being done by the organization, in 2012, many donors were forced to vacate because of the misuse of their money in construction projects (New Vision, 2013). Therefore, understanding the relationship between procurement management and service delivery became imminent in such a case.

### **1.2.2 Theoretical Background**

Within the last centuries extensive management studies and research have resulted into a number of management theories, that are also known as “management approaches”, or “schools of management” different writers have defined different sets of such theories. Jam and Saakishi (2008, p.69) contend that there are 3 broad categories of management approaches namely; Classical approach, Neo-classical approach and the Behavioral approach. On the other hand Koontz & Weihrich (2005, P.14) contend that there are as many as 14 categories of management approaches.

However, despite of the many theories this study was guided by the contingency theory, systems theory and the agency theory. The systems and contingency theories were significant with this study in two ways; first; the systems approach involves a study of the organization in terms of the relationship between the technical and social variables within the system. The variability in one part (for example the technical) affects other parts (for example the social aspects) and thus the whole system. Secondary, the contingency approach believes that the structure of an organization and its success (or failure) are independent or contingent upon, the nature of tasks with which its designed to deal and the nature of influences, Mullins, (2007 p.604).

The two theories thus helped to guide this study in two ways. First by viewing the variables of primary interest in the study (Procurement management and service delivery) in the socio-technical perspectives in line with the systems theory, it was possible to relate how variability in procurement management (technical aspect) influences service delivery (the social aspect).

Secondary, the “if then” matrix relationship of the contingency approach was used to conceptualize a causal relationship between procurement management (independent variable) and service delivery (dependent variable).

Furthermore the study was also guided by the agency theory pioneered by Stephen Ross,(1973) and formalized by Jensen & Meckling,(1976). Under this framework, the focus is on the relationship between agents and principals, the proponents of the theory argue that there are three ways in which agents may differ from their principals. First, the agents may have different preferences from their principal, such as willingness to work. Second, agents may have different incentives from the principal that is; agents may have a different stake in the outcome or may receive different rewards than the principal. Lastly, agents may have information that is unavailable to the principal, or vice versa, hence occurrences of divergences (Michael et al, 2005).

On the other hand, the agency theory looks at interests of procurement staffs affecting the overall costs, time and quality of service delivery. This theory models the interaction of two sets of people, the principal on one hand and the agent on the other (Ricketts, 2002), important to note is that; the principal is an individual who hires another individual or organization, called agents to act on its behalf.

Important to note is that; this theory showed that the kind of relationship was a contract in which one or more persons (Principals) engage other persons (the agents) to take actions on behalf of the principals that involve delegation of some decision making authority to the agent (Jensen, 2003). An agency relationship arises whenever one party represents another on the transaction of

activities (Nemmers, 1990). These contracts aim at enhancing service delivery through different mechanisms set by the donors that is; influencing the adherence to standards at the various stages of the funding cycle proposal, monitoring financial and narrative reporting and evaluation for instance, when appraising proposals, the criteria has to include; the tools used for needs assessment and project planning which should be appropriate, a transparent and cost-effective budget is provided, arrangements are made for qualitative monitoring and independent evaluation, also monitoring visits may offer technical assistance to support other elements of good quality management(Jensen, 2003).

Donors have also attempted to regulate themselves through the Good Humanitarian Donor ship initiative, under which the set standards and operational principles are adopted so as to improve on service delivery. Despite of all that; the implementation efforts have been less significant or systematic enough to stimulate generalised changes in donor behaviour, weak frameworks have been put in place, and consistent adherence to the principles remains a challenge (Corrina,2011).

Important to note is that; each of these theories is further elaborated in Chapter two under the theoretical literature review.

### **1.2.3 Conceptual Background**

The study was based on two main concepts that is; procurement management as the independent variable and service delivery as the dependent variable. According to Lyson (1996) procurement may be defined as that function responsible for obtaining by purchase, lease or other legal means, equipment, materials, supplies and services required for use in satisfying wants. Consequently, procurement management is accepted as a term for the supply side of operations that deals with the operation's interface with its supply within the supply chain (Slack et al,

2004). According to Basheka (2008), procurement management can be measured using procurement planning, procurement control, procurement implementation, procurement monitoring, evaluation and procurement reporting. Therefore, in this study, procurement management was measured using procurement planning, procurement control and procurement monitoring only.

On the other hand, service delivery has no direct definition as far as the local government Act is concerned but this study adopts the definition of Oboth (2001), he said, Service is a system or arrangement that supplies public needs and for delivery, it is the periodical performance of a service. Therefore service delivery is a system or arrangement of periodical performance of supplying public needs. Helmsing (1995) in his study defines service delivery as a deliberate obligatory decision by the elected or appointed officials to serve or deliver goods and services to the recipients. Heskett (1987) defines service delivery as an attitudinal or dispositional sense, referring to the internationalization of even service values and norms. In this study thus, service delivery was measured using timelines, quality and cost.

#### **1.2.4 Contextual Perspective**

Uganda being a developing country, its budget is supplemented by donor funds for instance; according to MoFPED, 2012a new loans agreement was signed in FY 2011/ 12 committed USD 6000 million, 18 percent was promised as budget support, while the remaining 82 percent was promised as support to projects. Examples of donors in UNRA include; World Bank, African Development Bank, Norwegian agencies and many others.

However, according to the World Bank report (2005), Uganda like other developing countries has consistently mismanaged donor funds as witnessed by poor service delivery in most sectors, important to note is that some contracts are fully supported by donors and others are supported by GOU and donors.

Uganda National Roads Authority (UNRA) is one of the government departments with the mandate of developing and maintaining the national roads network, advising the government on the road policy and contributing to address the transport concerns among others. The authority was established to undertake government and donor funded construction projects to reduce on potholes in the roads which were marring all parts of the country, most of the projects were behind schedule and the public was unhappy about what was happening in the road sector. Ideally, the public expected UNRA to reverse all this in the shortest period possible (Procurement News, 2009), however, after about 5years in operation, most projects are still behind schedule, the quality of maintenance, repairs and the scope of ongoing projects is still wanting.

In some instances, some donors withdraw from funding projects due to several challenges, for example; often their guidelines and procedures vary leading to longer periods of evaluation, according to the Public Investment Plan (PIP2007/08-2009/10) the Kampala (Busega) - Fort Portal Road corridor (Jan 2007 – June2008) financed by the Government of Uganda and International Development Agency, at first it was funded by DANIDA, but later DANIDA withdrew from funding the project in FY 2001/02 and DANIDA took over the implementation of the project, also Kabale-Kisoro-Bunagana Road construction faced a challenge of change in

design which forced government to seek a supplementary loan Lutaaya (2009). Furthermore, during the Construction of Kampala Bypass (May 2004 - Nov 2007) financed by Government of Uganda and European Union by June 2007 it was facing quality problems that is; work which should have been at 100% was at 71% (Langseth, et al, 2012). Contractors claimed there was underestimation and omission of fill materials for some swamps, poor quality of quarry offered by government, incomplete access to site by unresolved disputes between government and property owners and redesign by government, important to note is that; government also blamed contractors for poor mobilization and incompetence.

The existing dismay however, is that this state of affairs was happening in the presence of PPDA Act, 2003. It appeared that procurement management done in form of procurement planning, procurement control, procurement monitoring and so many others was still being queried.

### **1.3 Statement of the problem**

Since the inception of UNRA in 2008, the government of Uganda and the donors have played their part by increasing the road sector funding, for instance in each financial year, the road sector is allocated additional resources in the budget and the government continues to seek for more funds from donors (MoFPED, 2013) to see that UNRA can undertake road construction projects within the set time, in the quality expected and at effective costs. However, despite of all these efforts made, many projects still suffered from inadequate designs, embezzlement of donor funds, compensation problems, change in designs and poor records management among others, for example; Kabale-Kisoro- Bunagana Road where change in design forced government to seek

for a supplementary loan which led to increase in costs (Lutaaya, 2009). The Entebbe Express High way was also delayed due to compensation problems (UNRA Report, 2011).

In the context of this study, all the above problems were presumably attributed to inadequate procurement planning, control and monitoring of such project, which has led to ineffective service delivery in terms of the set quality, time escalation and cost overruns. It was from this background that the researcher developed interest to examine the relationship between procurement management and service delivery of donor funded projects in UNRA.

#### **1.4 Purpose of the study**

The purpose of the study was to examine the relationship between procurement management and service delivery of donor funded projects in UNRA.

#### **1.5 Specific objectives**

The study was guided by the following objectives:

- i. To establish the relationship between procurement planning and service delivery in donor funded projects in UNRA.
- ii. To investigate the relationship between procurement control and service delivery in donor funded projects in UNRA.
- iii. To examine the relationship between procurement monitoring and service delivery in donor funded projects in UNRA.

## **1.6 Research Questions**

- i. What is the relationship between procurement planning and service delivery in donor funded projects in UNRA?
- ii. What is the relationship between procurement control and service delivery in donor funded construction in UNRA?
- iii. What is the relationship between procurement monitoring and service delivery in donor funded projects in UNRA?

## **1.7 Hypotheses**

This study was guided by the following hypothesis;

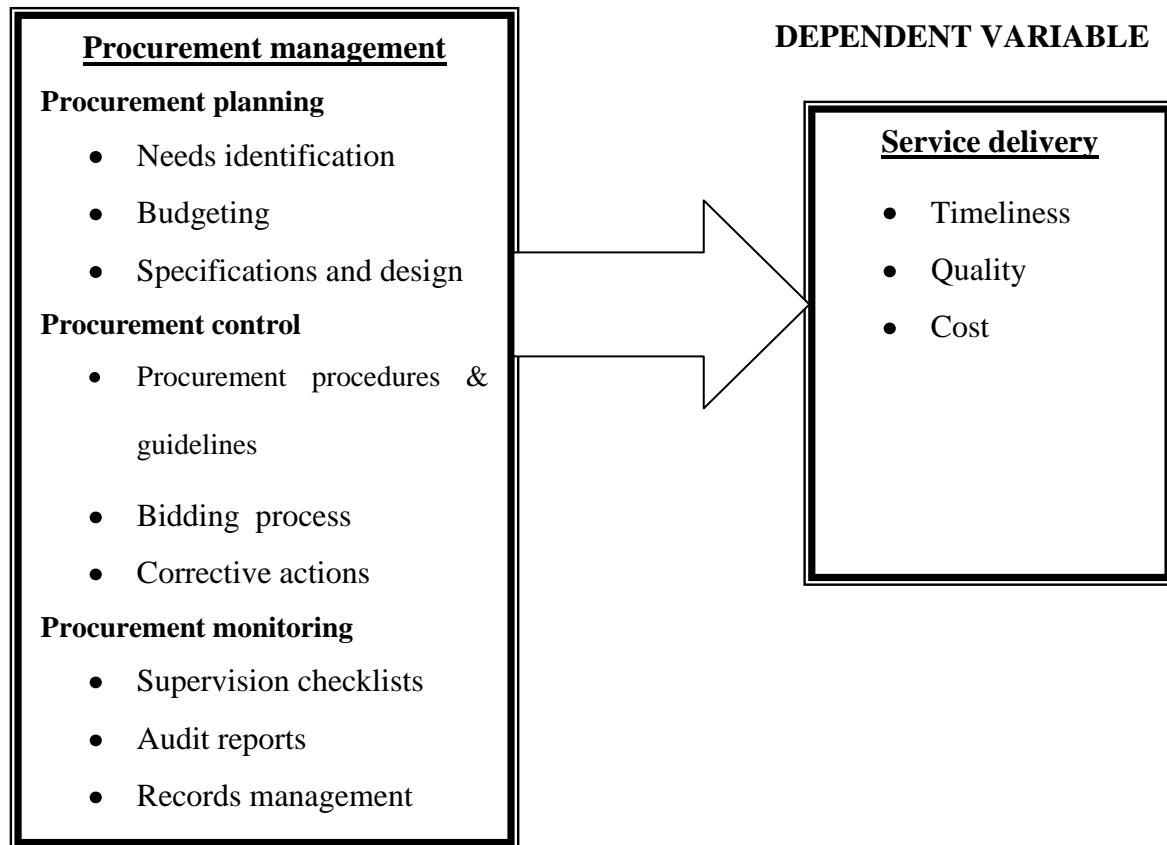
$H_1$  There is a significant relationship between procurement planning and service delivery in donor funded projects in UNRA.

$H_2$  There is a significant relationship between procurement control and service delivery in donor funded projects in UNRA.

$H_3$  There is a significant relationship between procurement monitoring and service delivery in donor funded projects in UNRA.

## 1.8Conceptual framework

### INDEPENDENT VARIABLE



**Fig 1: Conceptual framework showing the relationship between procurement management and service delivery of donor funded projects in UNRA.**

**Source:** From Hakiiza (2009) and modified by the researcher.

From the conceptual framework in Figure 1, it was hypothesized that procurement management has a relationship with service delivery that is; if the organization conducts procurement planning, procurement control and procurement monitoring, this can influence its service delivery in terms of timeliness, quality, and cost reduction. On the other hand, it was assumed that if the organization lacks in procurement planning, control and monitoring, this can lead to

ineffective service delivery in projects. It was further assumed that Procurement planning consisting of needs identification, budgeting and specifications of the required goods and services, can have an impact on service delivery. And from the conceptual framework above, it was also assumed that if the organization undertakes procurement control by undertaking or following procurement procedures & guidelines, bidding process and corrective actions where they are due, these can have an influence on service delivery and lastly, it was also assumed that procurement monitoring operated using supervision checklists, audit reports and undertaking proper records management, these significantly indicate their relationship with service delivery in donor funded projects in UNRA.

### **1.9 Significance of the study**

The significance of the study mainly included; creation of new knowledge and awareness in the area of procurement management especially in public sector organization. The researcher anticipated that the findings and policy recommendations generated from the study may be of invaluable input to the stakeholders of UNRA. Findings anticipated by the researcher were to add more knowledge on the existing body of knowledge in the subject area. The study may also stimulate further research in the area, findings and recommendations of this study will guide UNRA in policy formulation.

### **1.10 Justification of the study**

The study took into account the fact that procurement has undergone several reforms with a view of improving service delivery. However, in terms of scope, the previous studies have mainly focused on the procurement function as a support function, forgetting that close to 70 percent of government spending, is through procurement of goods, services and works and it necessitates

procurement to be placed at a strategic level which procurement requires funds from government, important to note is that the government has insufficient funds to invest in all projects thus it resorts to seeking for assistance from donors to fund the projects, thus the justification for this study was majorly to address them by investigating procurement management and service delivery in donor funded projects.

### **1.11 Scope of the study**

#### **1.11.1 Geographical scope**

The study was conducted in UNRA headquarters on Lourdel Road in Nakasero, Kampala Uganda. This area was chosen because it was within the proximity of the researcher and given the fact that the organization is mandated with the management of donor funded projects in Uganda.

#### **1.11.2 Time Scope**

The period that was under review was, since the inception of UNRA (2008-2013). This period was chosen because this was the time when most of the projects under study commenced under UNRA.

#### **1.11.3 Content Scope**

The study was limited to procurement management and service delivery, procurement management was studied under three main variables and these were procurement planning, controls and monitoring; whilst service delivery was limited to time, quality and cost.

## **1.12 Operational Definitions**

**Procurement planning:** In this study, this referred to prior consideration done before deciding whether there is a need for the particular goods or services.

**Procurement control:** In this study, this referred to mechanisms put in place to see that time deadlines, quality and costs are managed well in contracts.

**Procurement monitoring:** In this study, this meant a continuous process of ensuring that the procurement plans and systems in use are properly implemented to meet the intended objectives and to ensure that obstacles towards achieving intended objectives are identified and mitigated; and feedback is provided to all those involved in the system for further improvement.

**Timeliness:** This referred to the level of promptness in completing tasks in UNRA.

**Quality:** This referred to the extent to which the work done by UNRA meets the standards set, especially in construction services.

**Cost:** In this study, it referred to the amounts of money specifically allocated to deliver a particular service.

## **1.13 Chapter Conclusion**

This chapter examined the relationship between procurement management and service delivery of Donor funded projects in UNRA. In this study, procurement management was treated as the independent variable, whilst service delivery of donor funded projects was treated as the dependent variable. This chapter also presented the background to the study, statement of the problem, purpose of the study, objectives, research questions, hypotheses, conceptual framework, significance, justification, scope of the study, and operational definitions.

The next chapter reviewed the literature which was conceptualized under the objectives of the study and focuses primarily on procurement planning, procurement control and procurement monitoring and their relationship with service delivery, these were considered as the pillars of the study.

## **CHAPTER TWO**

### **LITERATURE REVIEW**

#### **2.1 Introduction**

This chapter reviewed the literature that was related to establishing the relationship between procurement management and service delivery of donor funded projects in UNRA. The review was conceptualized under the objectives of the study and focuses primarily on procurement planning, procurement control and procurement monitoring and their relationship with service delivery, these were considered as the pillars of the study.

#### **2.2 Theoretical Review**

This study was guided by three management theories namely; systems, contingency and the agency theory. It was believed that during the industrial Revolution (1700 – 1850) the emergence of the new methods of production triggered the beginning of thoughts and documentation about the importance of order, control and division of labor as managerial functions by economists of the time. However, real management thought is believed to have intensified during the second half of 1990 and the early part of the 20<sup>th</sup> century (Jain & Saakishi, 2008 p.54).

During this period a number of management theories were established which provided managers with greater insight into organizational behavior and management over the years. Procurement contributors to the early management approaches include; Fredrick Taylor, Henri Fayol, Elton Mayo, Henry Gattt, Vilfredo Pareto, Jensen & Meckling (Koontz & Weihrich, 2004)

The systems theory attempts to reconcile the classical and human relations theories by focusing on the whole organization and the interrelationships of the structure and behavior. This theory also encourages managers to view the organization as a whole of various sub systems which interact with each other and through such interactions, create new patterns of behavior that are separate from but related to the patterns specified by the original system (Jain & Saakish, 2008, p.27).

According to Mullins (2007, p.56) the systems approach views the organization as a whole and involves the study of the organization in terms of the relationship between the technical and social variables within the system. The concept of the socio- technical systems recognizes the interaction between the psychological and social factors & the needs and demands of the human part of the organization, its structural and technological requirements. The significance of this linkage is that people must be considered as at least an equal priority along with investment technology. The contingency approach is believed to be an extension of the systems approach, according to the contingency approach the structure of an organization and its success or failure are dependent or contingent upon the nature of tasks with which it is designed to deal and nature environmental influences.

The contingency approach implies that the organizational theory should not seek to suggest one best way to structure or manage organizations but should provide insights into the situational and contextual factors (or variables) which influence management decisions.

Further still; the theoretical framework of this study was also derived from the agency theory, the agency theory paradigm was first formulated in the academic economics literature in the early 1970s Ross,(1973), Jensen & Meckling,(1976). This theory became part of the standard

equipment of cultural economists (Ginsburg, 2006). It models the interaction of two sets of people, the principal on one hand and the agent on the other (Ricketts, 2002), the principal is an individual who hires another individual or organization, called agents to act on its behalf.

The theory further explained that this kind of relationship was a contract in which one or more persons (Principals) engage other persons (the agents) to take actions on behalf of the principals that involve delegation of some decision making authority to the agent (Jensen, 2003). An agency relationship arises whenever one party represents another on the transaction of activities (Nemmers, 1990). Agency theory describes firms as necessary structures to maintain contracts, and through firms, it is possible to exercise control which minimizes opportunistic behavior of agents. Accordingly, Barlie and Means (1932) posit that in order to harmonize the interests of the agent and the principal, a comprehensive contract is written to address the interests of both parties. The scholars further explain that the relationship is strengthened by the principal employing an expert to monitor the agent.

The proponents of the theory argue that there are three ways in which agents may differ from their principals. First, the agents may have different preferences from their principal, such as willingness to work. Second, agents may have different incentives from the principal. Agents may have a different stake in the outcome or may receive different rewards than the principal. Third, agents may have information that is unavailable to the principal, or vice versa. These types of divergences may give rise to problems relating to monitoring, incentives, coordination, and strategy (Michael et al, 2005).

These theories cherished that despite the fact that UNRA might have had procurement plans, controls and monitoring, it was easy to fail out to effectively deliver services of donor funded projects in the required quality, time and costs.

### **2.3 Procurement Planning and Service Delivery**

Any procurement begins with the planning decision to make the purchase, this will involve deciding whether there is a need, for the particular goods or services and it will equally involve ensuring that the purchaser has the legal powers to undertake the transaction, obtaining any relevant approvals within the government hierarchy and arranging the necessary funding (Arrowsmith, Linarelli & Wallace, 2000). Procurement planning is one of the primary functions of procurement with a potential to contribute to the success of local government operations and improved service delivery .It is a function that sets in motion the entire acquisition/procurement. Despite this importance, very limited scientific research has been done to examine the extent to which efforts in procurement planning can contribute to effective local governance (Basheka, 2008).

Leu (2009) ascertained that planning is not concerned with future decisions but rather with the future impact of decisions made today and thorough planning is critical as agencies are always facing budget constraints that cannot satisfy all capital acquisition needs.

Procurement Planning is a process of determining the procurement needs of an entity and the timing of their acquisition and their funding such that the entities operations are met as required in an efficient way. The answers to the above questions touch three major areas; first is the entity involved in procurement, second are the providers of the various goods, services and works

needed by an entity and third are the legal provisions on the conduct of procurement (Livingstone & Charlton 2001).

Procurement planning is the primary function that sets the stage for subsequent procurement activities, it “fuels and then ignites” the engine of the procurement process. A mistake in procurement planning therefore has wide implications for governance, measured from the two indicators of accountability and participation, more to that, a mistake in procurement planning of construction projects will not only have a direct impact on operating costs but also, the quality of the work, the costs incurred and time (Lisa et al, 2007).

Mullins (2003) argued that procurement planning is a process of determining the procurement needs of an entity, the timing of their acquisition and their funding, such that the entities' operations are met as required in an efficient way. Basheka (2008) noted that, the procurement objective is to provide quality goods and services through open and fair competition in the exact quantity and proper quality as specified; and has to be delivered at the time and place where needed. Therefore, to secure such goods and services at competitive prices requires accurate planning and involvement of a number of stakeholders.

Livingstone & Charlton (2001) adds that as a function, procurement planning endeavors to answer the following questions: (a) what do you want to procure? (b) When do you want to procure it? (c) When are you to procure and when will you use the procured goods, services and works? (d) Where will you procure them? (e) When will resources be available? (f) Which methods of procurement will you use? (g) How will timely procurement or failure affect the user

of the item(s) and the public procuring and assets disposal entity? (h) How can you be more efficient in the procurement process? and (i) who will be involved in the procurement?

Construction project authorities like UNRA must have legal provisions in form of policies and procedures that govern the conduct of procurement for the institution. Procurement must take a thoroughly professional view of its role in the work as a whole and that must include planning (Bailey, Farmer, Jessop & Jones, 1998). Any procurement begins with the planning decision to make the purchase and this will involve in the first place, deciding whether there is a need for the particular goods or services, ensuring that the purchaser has the legal powers to undertake the transaction, obtaining any relevant approvals within the government hierarchy and arranging the necessary funding (Arrowsmith, Linarelli& Wallace, 2000).

However, procurement planning is not taken seriously by most institutions, the reasons for lack of procurement planning by such entities have been the actual lack of understanding of the value of procurement, proper enforcement of rules relating to planning (CPAR Report, 2004). It could also relate to lack of capacity due to limited procurement professionals and lack of commitment and support from management of those organizations. In fact, Thai (2004), mentioned that forms and procedures may be convenient and useful tools, but the planning effort will succeed only with the complete commitment and involvement of top management, along with appropriate personnel that have a stake, this implies that, without thorough procurement planning, the subsequent procurement processes will not yield substantial benefits, hence the consequences of poor or lack of procurement planning can never therefore be amusing.

The World Bank Country Procurement Assessment Report (2004) summarized these consequences as; 1) procurement failing to timely meet the actual needs of user departments, 2) advantages of scale and bulk purchasing are not achieved, 3) packaging and timing are not utilized to achieve value for money. The importance of the procurement reform in almost all country's settings can be demonstrated based on its scale and role in terms of service delivery, the amount of money wasted by existing practices, reduced competition, higher prices due to market perceptions of risk, as well as the demonstrated ability of countries to capture enormous savings through concerted efforts to strengthen their procurement function (Harmonizing Donor Practices for Effective Aid Delivery, 1999). The contribution of planning in facilitating an efficient and effective performance of public sector organizations is generally undisputed in both developed and developing countries, the contribution can be at both central and local government levels of public sector management (Basheka, 2008).

Public procurement is increasingly recognized as a profession that plays a significant role in the successful management of public resources and a number of countries have become more aware of the importance of procurement as an area vulnerable to mismanagement and corruption, and have thus instituted efforts to integrate procurement in a more strategic view of government efforts (OECD, 2007). As part of the efforts to adopt a long term and strategic view of their procurement needs and management, most organizations and countries have resorted to turning to their annual procurement plans as a possible 'problem-solver'.

The combination of focusing more on collaborative relationships and the increasing strategic role of purchasing has resulted into a rise in prominence of strategies of supply base reduction and the

quest for global efficiency and effectiveness has led to increased centralization and coordination of the purchasing function (Harlandet al., 1999).

It was therefore evident that; there was enough literature on the relationship between procurement planning and service delivery but however, most of the literature didn't talk about UNRA's donor funded projects and was delimited on public sector organizations as a whole, it also connoted a study like this to try to fill this gap and answer questions on whether procurement planning should be a priority and how it should be handled in UNRA's projects, all these answers were sought out as indicated in chapter 4 to come.

## **2.4 Procurement Control and Service Delivery**

It is important to achieve better control and process tracking of the whole procurement process (European Commission, 2000). Organizations spend billions of additional costs annually to improve procurement effectiveness (Kalakota & Robinson, 1999; Ody, 2001). Purchasing is typically an area where everyone has an opinion, and employees believe they can do it efficiently themselves as most people do purchasing almost daily in their lives. But organizational purchasing differs from customer purchasing, for several reasons (Van Weele, 2002). While a consumer buys simply to satisfy his own needs, organizational purchasing ultimately has the objective of ensuring operations and competitiveness. Organizational purchasing situations more often have a cooperative orientation.

There are really three things that you have to get right: the product, the process, and the location. First, you have to think about what the product is. Are you sourcing the right part or the right

product? That really means that the company you're buying from needs to have the technical capability to produce it well and the practical capability to execute it well .Additionally, having the right process with regard to the supply chain and quality; from a supply chain perspective, you have to make sure that the costs don't eat up the savings. So, items that are difficult to transfer such as large, bulky or perishable products become an issue or, if you have a fashion product or something with a lot of variable demand, sourcing it far away means that you'll have to hold a lot more inventory, that means higher costs and a greater risk of obsolescence, in addition, he argues that to have a right supply chain, and there is a need to have a quality process in place. Whenever you outsource, you have to invest your time and people to make sure that the quality process is in place, because your brand is on that product, whether you make it in Chicago or China and because your brand is on that product, you have to make sure that you defend it and whatever you produce.(Hal Serkin, 2011).

To outsource the right location the absolute lowest direct cost is not always the best thing to do but to, ensure effectiveness of proper business controls. This is a matter of getting the right tools developed and in place which includes conducting periodic supplier audits to correct compliance errors. Such audits should not simply be punitive, but should address the underlying issues that create the errors. As indicated earlier, services purchases are much less likely to be supported by internal information technology than materials purchases. Organizations should install systems to inspect services transactions to control compliance errors, as they have done for material (Londe, 1998)

Recent news highlights the potential problems of not controlling and managing the services spending, for example, Price-Waterhouse Coopers, KPMG, Bearing Point, and Ernst and Young recently settled lawsuits, which cost them tens of millions of dollars, for over-billing their clients for travel. (Webcpa, 2005). Companies such as Hewlett-Packard and others have discovered serious problems with controls and over-billing in a variety of service contracts, including professional services. (Billington & Tsay, 2006)

There is also the potential for substantial cost reduction simply by catching errors that result in over-billing. Furthermore, cost reduction may be forthcoming by reducing the supply base and leveraging purchases from the best available sources, across businesses. As a company gains leverage and visibility, for a customer there is increased opportunity for improved customer service. Better buyer-supplier relationships may be pursued as the buying and supplying firms become more important to each other. Due to improved supplier relationships and better visibility, services supply management may develop a better understanding of services costs and work more effectively with service suppliers to improve the cost of services purchases (Lisa et al, 2007)

Important to note is that; lack of supply management involvement in services supplier identification, screening, and selection exposes the organization to new risks. Is the supplier financially viable? What does the organization know about the supplier's parent company and other customers? Is there a potential for conflict of interest? Does the contract adequately protect the buying firm from liability? Sarbanes-Oxley requires that companies have such knowledge of their key business partners. Clearly, this by itself is a call to increased attention to services

buying. Increase the professionalism of the services purchasing area. In some ways, this means making the handling of services purchases more like the handling of materials purchases. This includes creating service “should-cost” models, similar to lean manufacturing. However, the process takes time (Ronnie, 2003).

Lisa et al (2007) ascertained that organizations should begin in areas where they have some information and they believe that there is opportunity to improve. These models should be used for benchmarking services supplier quotations and opening a dialogue with services suppliers about services cost and value improvement. Top management support is also needed here to disallow services purchasing without the involvement of service professionals to help develop contracts, service-level agreements, and supplier performance metrics. This top management policy has supported the success of supply management involvement in services purchasing at Bank of America and other firms. The organization must segment services purchases by risk and value, and focus on where supply management can add value, versus involvement for involvement’s sake.

Nakamura (2004) argues that procurement control is a key area for risk minimization for all institutions, despite the organization having policies and procedures for their operations; they also need to put in place controls to mitigate risks. Procurement is inherently risky given the fact that it involves movement of company resources; the temptation to apply the resources for personal interest may be high. Controls should therefore be emphasized in construction projects so as to improve service delivery like; putting the best people in services supply management, without this commitment to getting the best people in services supply management, failure is

inevitable. Any organization needs some trailblazers to set the standard, people who know what is possible and can develop a vision for formalizing services. Leveraging existing, experienced materials buyers to apply their skills to services purchasing is one alternative, hiring from other companies and industries that have effectively taken control of services purchasing is another common alternative. The key is to begin to take steps to better manage services. Dedicating skilled resources to establishing new systems for better managing the purchase of services should result in a tremendous return on investment and improvement in value of services for the dollars spent. Purchasing of services could truly be the next frontier for improved supply chain and organizational performance (Lisa et al, 2007).

The potential benefits of increasing the professionalism and support for services supply management are numerous. Supply managers are professionally trained in processes to best understand the requirements for a purchase; develop these requirements into clear statements of work; identify, screen, and select suppliers who can meet those needs; and then manage and measure these suppliers. Bringing a sufficient number of supply management professionals into services purchasing can help the organization to increase the value it receives from its services purchasing spending. Professionally trained salespeople are skilled at selling more services than people really need. An objective third party, like supply managers can help prevent this overbuying and associated overspending while working to ensure that real needs are met.

In addition, supply managers can improve cost controls, minimize value leakage, and assure that firms are receiving more value as well as competitively priced offerings. Skilled personnel should be shifted to services purchasing from areas of direct materials and component

purchasing that are currently under control and well managed. This shift is needed in order to leverage the experienced buyers in managing cost and value, as well as their ability to establish new systems to better manage the purchase of services (Agere, 2001).

The reallocation of these skilled resources will likely favorably impact the firm's return on investment as well as improve the value of services for the dollars spent. Increasing professional supply management involvement in services purchases will also improve the level of accountability for services spending. When business units realize that there are corporate policies for executing and managing services spending, they are likely to control their own services spending more carefully. In order to develop clear statements of work, business units will need to clearly define their own requirements, which forces a more thorough review and understanding of actual needs. Employing skilled, qualified and knowledgeable personnel is key in procurement management.

The literature therefore missed vital areas of concern for this study for instance; when bids are required to be done? Who enforces the policies and procedures? Are the procedures of controls followed? What are the corrective actions that must be undertaken? These and other questions were too important for this study to be conducted so as they could be answered accordingly as per the donor funded projects in UNRA. Therefore, this study found volumes as per the above questions (refer to study findings in chapter 4)

## **2.5 Procurement Monitoring and Service Delivery**

Monitoring of public procurement is a continuous process of ensuring that; a procurement system in use in the country is properly implemented to meet the intended objectives; obstacles towards achieving intended objectives are identified and mitigated; and feedback is provided to all those involved in the system for further improvement. It is recognized that without effective monitoring arrangements contracts for goods, services and works are unlikely to deliver best value for money. All strategic contracts will be monitored to ensure that all of the requirements of the organization are met; including individual users needs set out within the specifications. Key performance indicators will be an important element of the monitoring arrangements (Malinga, 2011).

Firstly, monitoring and evaluation is used to regularly check and evaluate the processes and the results (outputs, outcomes and impact) of a program and to find out whether progress is being made towards the targets and defined objectives. When monitoring and evaluation detects that the performance of any program component is below the expectations, actions to prevent and/or to correct the problems should be initiated. Used this way, M&E is a tool for continuous improvement of a program's performance while at the same time facilitating reporting, accountability and transparency.

Secondly, monitoring and evaluation is used to inform donors on the program's effectiveness and efficiency. Donors require information that justifies how the funds were spent and what were the achievements. It is also used to compare programs in an objective manner.

Monitoring is the routine tracking of the key elements of program/project performance through routine record keeping, routine regular reporting or continuous established surveillance systems. Monitoring and evaluation are related: monitoring contributes to evaluation and can inform the evaluator where to focus in the in-depth evaluation. It is important to select a limited number of monitoring indicators that will be actually used by implementers and managers for decision making.

Evaluation is the episodic assessment of the changes in targeted results related to the program. It is more difficult and more time and money consuming than monitoring due its methodological rigor required in avoiding wrong conclusions. Monitoring and evaluation take place at regular intervals: the interval is shorter for monitoring and longer for evaluation. Until recently, monitoring has been receiving serious attention as it is adduce to reflect the programmers' outcomes and impacts. Cloete (2009) defined policy monitoring as the regular, systematic collection of data on the basis of specified indicators to determine levels of progress and achievement of goals and objectives. It is illuminated I the above definition that before monitoring takes place there should be specified benchmarks and clearly set out goals and objectives the program of action seeks to attain. The monitoring is deemed very important in ensuring successful implementation of projects.

Procurement monitoring and verification, is a comprehensive service of loss prevention and anti-corruption measures that has been successfully implemented in several countries. It has deterred wrong doing and generated significant savings. Wittig (1999) adds that Procurement Monitoring and Verification (PMV): Adds transparency provides fraud and corruption prevention to the

procurement cycle; increases efficiency and productivity; Generates savings over original cost estimates; while improving the overall quality of goods and services. PMV is a formidable tool for fighting inefficiency, graft and corruption at all levels. Furthermore, it enables governments and the private sector to save money and obtain maximum benefits from their procurement by promoting transparent and competitive processes.

Historically and in practice, most procurement problems (mistakes or built-in corrupt measures) occur in the early stages of the process. To help guard against corruption and inefficiency, it is critical to begin monitoring the process at the planning stage of each procurement activity. PMV focus responsibility on the user / requester, as the beginning and end of the cycle, through the implementation of the concept of Total Cost of Ownership which ensures the establishment of proper accountability, the maximization of savings, supplemented by internal controls and speed of execution.

Social accountability tools and actions include participatory planning, budget monitoring, expenditure tracking, procurement monitoring, and citizen report cards, among others. These tools can be used to improve procurement monitoring, which looks at bringing about greater transparency in the procurement cycle to uncover and prevent fraud and corruption, and to improve efficiency, productivity and quality in the delivery of goods and services (Public Procurement Monitoring Forum, 2010).

Once the legal and institutional framework is in place and practitioners have been made familiar with the requirements through guidance and training, the process of monitoring compliance and

taking action against malpractices can begin (Agaba and Shipman, 2007). A key requirement is to establish an effective system of monitoring and evaluation that is based on reliable and comprehensive statistical data covering the value and type of procurements transacted and the procurement process itself. Such data, together with the findings of procurement audits and special investigations in response to complaints and other information, provide an important means of detecting anomalies and malpractices which demonstrate that transparency and integrity have been compromised. The monitoring and evaluation system should also determine the risks and vulnerable points at each stage of the procurement process.

It was considered that the phases of definition of needs and contract management were at higher risk (Burton, 2005). Good public procurement systems are central to the effectiveness of development expenditure from both national and donor sources. Procurement is a core function of public financial management and service delivery. The potential efficiency gains from better procurement can make a significant additional contribution to financing achievement of the Millennium Development Goals (MDGs). These good practices papers focus on three connected themes - mainstreaming, capacity development and benchmarking/monitoring/evaluation. Their common objective is to build skills and strengthen processes that can better satisfy a country's public procurement needs, supported by robust benchmarking, monitoring and evaluation tools to guide action and assess progress (OECD, 2007)

Procurement planning contributes to local governance measured at two levels of accountability and community participation. The key to accountability is the capacity to monitor and enforce rules-within the public sector, between public and private parties. Accountability as one of the

broad elements of good governance involves holding elected or appointed individuals and organizations charged with public mandate to account for specific actions, activities, or decisions to the public from whom they derive their authority (Agere, 2001).

Public sector organizations must keep detailed audit trails of cash flow. Tellers must sign out their money drawers each morning and balance all transaction activity at day's end. Purchasing must be held to the same standards, but the process is different. Starting with an item request, an organization must establish an audit trail that carries through to the reconciliation of a vendor's invoice and release of funds by accounts payable. This audit trail can be easily recalled and recertified over time (Kevin, 2009).

Comptroller (2001) noted that monitoring is an organization's own oversight of the control systems performance and therefore monitoring should be on going and part of the normal course of daily operations and activities. Internal and external audits, as part of monitoring systems, may provide independent assessment of the quality and effectiveness of a control system's design and performance. All should share responsibilities of monitoring and self-assessment, everyone should understand their roles and responsibilities to report any breaches of the control systems.

It is important to note that; there was enough literature on the relationship between procurement planning and service delivery but however, most of the literature did not talk about UNRA's donor funded projects. Therefore, this connoted a study like this to try to fill this gap; questions on whether procurement monitoring should be a priority and how it should be handled in

UNRA's donor funded projects were also unanswered. Therefore, it was established in the study that procurement monitoring was verily lacking in donor funded projects under UNRA and this had affected service delivery negatively.

## **2.6 Summary of Literature Review**

The literature reviewed clearly indicated that there were a number of studies in place that had viably established a relationship between procurement management and service delivery worlds over. However, there was no specific literature reportedly reviewed in Uganda, and particularly in UNRA's Donor funded projects. Most of the literature reviewed had been reportedly done in previous years of 2010 and below. This study was conducted as a fit and a confirmation in the current 2014 to verify what was happening and; also try to empirically test the literature reviewed and weigh the progress of the new programs in place. This thus, revealed new works in place especially on the relationship between procurement management and service delivery of donor funded projects in UNRA.

The next chapter described and discussed the methods used to conduct the study including the research design, study population, determination of sample size, sampling techniques, data collection methods, data collection instruments, quality control, data collection procedures, data analysis and measurement of variables.

## **CHAPTER THREE**

### **METHODOLOGY**

#### **3.1 Introduction**

This chapter indicates how data for the study was collected, analyzed and interpreted in order to answer the research questions or test the research hypotheses, thereby meeting the purpose of this study. This chapter therefore comprised of research design, study population, determination of sample size, sampling techniques, data collection methods, data collection instruments, quality control, data collection procedures, data analysis and measurement of variables.

#### **3.2 Research Design**

This study used a correlational research design, because it enabled the researcher find out the relationship between the study variables as supported by (Amin, 2005). This type of research design was selected as an ideal for this research because the study intended to identify predictive relationships by using correlations. In this study, numerical figures and descriptive information were obtained; giving it both a quantitative and qualitative research dimension, the study hence used both qualitative and quantitative approaches during sampling, data collection, quality control, and analysis. During data collection, qualitative design involved administering open ended interviews and questionnaires to the respondents, whilst the quantitative design involved administering closed ended interviews and questionnaires to respondents in UNRA.

### **3.3 Study Population**

This study was conducted in UNRA, the study population consisted of 72 respondents, and these consisted of; 12 Project managers, 25 Project Engineers, 4 Procurement officers in UNRA, 5 Contracts Committee members, 12 Senior staff of supervising consultants involved in donor funded projects in UNRA, 10 Senior staff of main contractors involved in donor funded projects in UNRA, 4 Engineering Directors in UNRA. The respondents were of different categories depending on their roles and positions, these were chosen because the study considered them as knowledgeable and involved in procurement management and service delivery of donor funded projects in UNRA.

### **3.4 Determination of the Sample Size**

The sample size was determined using the table in Appendix C from a study by Krejcie&Morgan, (1970), as presented in Sekaran (2003); hence the sample size was 71 as detailed in table 1 below.

Category of Respondents	Study Population	Sample Size	Sampling Techniques Used
Project managers	12	12	Census
Project Engineers	25	24	Purposive
Procurement officers in UNRA	4	4	Census
Contracts Committee members,	5	5	Census
Senior staff of supervising consultants involved in donor funded projects in UNRA	12	12	Census
Senior staff of main contractors involved in donor funded projects in UNRA	10	10	Census
Engineering Directors in UNRA	4	4	Census
<b>Total</b>	<b>72</b>	<b>71</b>	

**Table 1: Sample Size of Respondents and Sampling Technique (Source: UNRA Project Profiles & Staff Registers)**

### **3.5 Sampling Techniques**

The study employed the Census and Purposive Sampling Techniques to select the sample.

The Purposive Sampling Technique was used to select; Project Engineers, this technique was used because of its ability to ensure selection of useful cases and people with information and knowledge.

The Census Sampling Technique was also used to select; Project managers, Procurement officers, Contracts Committee members, Senior staff of supervising consultants & Senior staff of main contractors involved in donor funded projects in UNRA and Engineering Directors in UNRA. It was used because of the small number of the targeted groups and information was required from all.

### **3.6 Data Collection Methods**

#### **3.6.1 Questionnaire Surveys**

This was used to collect primary data from all Staff except the Directors, consultants and Contractors; it involved use of a semi-structured questionnaire as depicted in Appendix A. The semi-structured questionnaire was deemed appropriate, because it enabled the selected staff in UNRA to pick appropriate answers from a given set of alternatives and also to qualify their responses (Amin, 2005).

#### **3.6.2 Interview**

This was used to collect primary data from the selected Directors in UNRA. It involved use of a semi-structured interview guide as depicted in Appendix B; this method was deemed appropriate because the selected Directors had vital information yet had no time to fill in the questionnaires (Sekaran, 2003).

### **3.6.3 Documentary Review**

This was used to collect secondary data and was guided by a documentary review checklist. Documents from UNRA, public and private libraries with literature relevant to the research topic were analyzed as secondary sources of data, which supplemented primary data from surveys and interviews (Amin, 2005).

## **3.7 Data Collection Instruments**

### **3.7.1 Questionnaire**

The Questionnaire as depicted in Appendix I was used to collect data from all Staff except the Directors, consultants and contractors, it was proved to be an invaluable method of collecting a wider range of information from a large number of individuals, in the study (Sekaran, 2003). Important to note is that; the questionnaire was designed with both open and closed ended questions (Amin, 2005) and they enabled respondents to fill them at their own convenience.

### **3.7.2 Interview guide**

The researcher prepared and used a semi-structured interview guide to conduct interviews with the selected Directors UNRA. Interviews are advantageous because they provide in-depth data which cannot be obtained while using questionnaires (Mugenda and Mugenda, 2003).

### **3.7.3 Documentary Review Checklist**

This consisted of a list of documents (Sekaran, 2003) particularly concerning procurement management and service delivery which were directly relevant. Most of these documents were obtained from public and private libraries. In this case; UNRA's bidding documents, annual

reports, strategic plans, and evaluation reports related to the topic under investigation were used as recommended by Amin (2005).

### **3.8 Quality control**

#### **3.8.1 Validity**

Validity is the extent to which research instruments measure what they are intended to measure (Oso & Onen, 2008). The researcher used the expert judgments that were obtained from UNRA's procurement unit to verify the validity of the instruments. To assess this, three general procurement managers were contacted to evaluate the relevance of each item in the instruments to the objectives; the experts rated each item as either relevant or not relevant. Validity was determined using Content Validity Index (C.V.I). C.V.I=Items rated relevant by the three judges divided by the total number of items in the questionnaire as shown hereinafter.

CVI = No. of items rated relevant = 92

Total no. of items=102

CVI= 0.9019607843

**CVI=0.9**

As recommended by Amin (2005), for the instrument to be valid, the C.V.I should be at least 0.7, therefore since the CVI was 0.9, the instruments adopted in this study were valid.

#### **3.8.2 Reliability**

Reliability is the extent to which a research instrument yields consistent results across the various items when it is administered again at a different point in time (Sekaran, 2003). Inorder to establish reliability, the instruments were pilot-tested twice on the same subjects at a time

interval of four weeks. According to Amin (2005), test-retest reliability can be used to measure the extent to which the instrument can produce consistent scores when the same group of individuals is repeatedly measured under the same conditions. The results from the pretest were used to modify the items in the instruments.

To ensure reliability of quantitative data, the Cronbach's Alpha Reliability Coefficient for Likert-Type Scales test was performed, in statistics, Cronbach's alpha is a coefficient of reliability, it is commonly used as a measure of the internal consistency or reliability of a psychometric test score for a sample of examinees. According to Sekaran (2003) some professionals as a rule of thumb, require a reliability of 0.70 or higher (obtained on a substantial sample) before they use an instrument. The reliability testing formula was;

$$\alpha = \frac{K}{K - 1} \left( 1 - \frac{\sum_{i=1}^K \sigma_{Y_i}^2}{\sigma_X^2} \right)$$

Where  $\sigma_X^2$  the variance of the observed total test scores, and  $\sigma_{Y_i}^2$  the variance of component i for the current sample of persons

Upon performing the test, the results below were obtained;

Cronbach's Alpha	Cronbach's Alpha Based on Standardized Items	N of Items
.944	.901	66

According to Amin (2005), the results of the Cronbach's test must be above 0.7. This thus means that .944 was extremely enough to call the instruments reliable for this study.

### **3.9 Data Collection Procedures**

The researcher obtained a letter from Uganda Management Institute introducing her to UNRA and specifying that the data to be collected was solely for study purposes. Upon obtaining the requisite permission, the researcher proceeded with data collection starting with giving out questionnaires to the selected Staff and their after interviews were conducted with the Directors in UNRA.

### **3.10 Data Analysis**

Data was analyzed both quantitatively and qualitatively.

#### **3.10.1 Quantitative data analysis**

Quantitative data analysis involved use of both descriptive and inferential statistics in the Statistical Package for Social Scientists (SPSS). Descriptive statistics entailed determination of measures of central tendency such as; mean, mode, median, measures of dispersion such as; range, variance, standard deviation, frequency distributions and percentages.

Data was processed by editing, coding, entering, and then presented in comprehensive tables showing the responses of each category of variables. Inferential statistics included; correlation analysis using a correlation coefficient and regression analysis in order to answer the research questions. According to Sekaran (2003), a correlation study is most appropriate to conduct the study in the natural environment of an organization with minimum interference by the researcher and no manipulation. A correlation coefficient was computed because the study entailed

determining correlations or describing the relationship between two variables (Oso & Onen, 2008). At bivariate level, procurement management as an independent variable was correlated with service delivery as the dependent variable using Pearson's Correlation Coefficient.

### **3.10.2 Qualitative data analysis**

Qualitative data analysis involved both thematic and content analysis and was based on how the findings related to the research questions. Content analysis was used to edit qualitative data and reorganize it into meaningful shorter sentences while thematic analysis was used to organize data into themes and codes (Sekaran, 2003). After data collection, information of the same category was assembled together and the similarity with the quantitative data was created, after which a report was written. Qualitative data was interpreted by composing explanations or descriptions from the information and it was illustrated and substantiated by quotations or descriptions.

## **3.11 Measurement of Variables**

Mugenda and Mugenda (2003) supports the use of nominal, ordinal, and Likert type rating scales during questionnaire design and measurement of variables. The nominal scale was used to measure variables such as; gender and terms of employment, among others. The ordinal scale was employed to measure variables such as; age, level of education, years of experience, among others. The five point Likert type scale (1- strongly disagree, 2-disagree, 3-not sure, 4- agree and 5-Strongly agree) was used to measure the independent variable (procurement management) and the dependent variable (service delivery). The choice of this scale of measurement is that each point on the scale carries a numerical score which is used to measure the respondent's attitude and it is the most frequently used summated scale in the study of social attitude. According to

Mugenda (2003) and Amin (2005), the Likert scale is able to measure perceptions, attitudes, values and behaviors of individuals towards a given phenomenon.

### **3.9 Chapter Conclusion**

This chapter discussed the methods used to conduct the study including, the research design, study population, determination of sample size, sampling techniques, data collection methods, data collection instruments, quality control, data collection procedures, data analysis and measurement of variables.

The next chapter presented, analyzed and interpreted the results. These included; the social background of the respondents, the empirical analysis of the study findings and the testing of hypothesis that were set for this study.

## **CHAPTER FOUR**

### **PRESENTATION, ANALYSIS AND INTERPRETATION OF RESULTS**

#### **4.1 Introduction**

This chapter presents findings of the study which was conducted, about procurement management and service delivery of donor funder projects in Uganda National Roads Authority, the findings were presented according to the objectives of the study. In the first section, the social background of the respondents was given, in the second section, the empirical analysis of the study findings was analyzed (that is; findings on procurement planning, procurement control, procurement monitoring and service delivery of donor funded projects in Uganda National Roads Authority) and the last section handled the testing of hypothesis that were set for this study.

#### **4.2 Response rate**

The response rate was computed using a formula and the findings are presented in table 2 below;

<b>Category of Respondents</b>	<b>Sample Size</b>	<b>Frequency</b>	<b>Percentage</b>
Project managers	12	11	
Project Engineers	24	23	
Procurement officers in UNRA	4	4	
Contracts Committee members,	5	4	
Senior staff of supervising consultants involved in donor funded projects in UNRA	12	11	
Senior staff of main contractors involved in donor funded projects in UNRA	10	9	
Engineering Directors in UNRA	4	4	
<b>Total</b>	<b>71</b>	<b>66</b>	<b>93.8%</b>

**Table 2: Response rate for respondents (Source: Primary Data)**

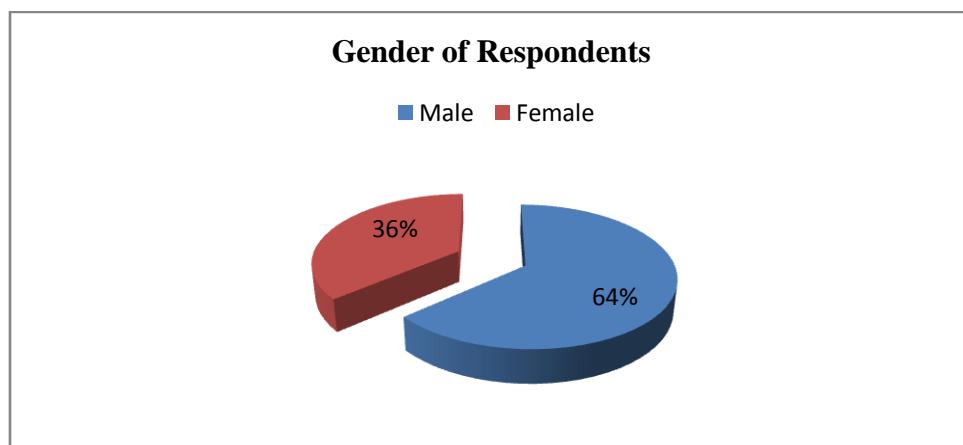
Table 2 above indicated that out of the 71 respondents that were set for the study for investigation, 66 were able to respond to the study. The remaining 5 of the respondents couldn't be reached because some of them were out of the country, others couldn't attend to the researcher in the specified time and some of them had been transferred to undertake certain projects. However, according to Amin (2005), 70% of the respondents are enough to represent the sample size set for the study; therefore this means that 93.8% was enough for this study.

### **4.3 Background of the Respondents**

This theme handles the background of the respondents, that were used in the study. This involved the use of variables such as; age, level of education, the period respondents had worked with procurement in UNRA and terms of employment.

#### **4.3.1 Gender of the respondents**

The researcher recorded the gender of respondents and below are the results that were recorded as shown in figure 2.

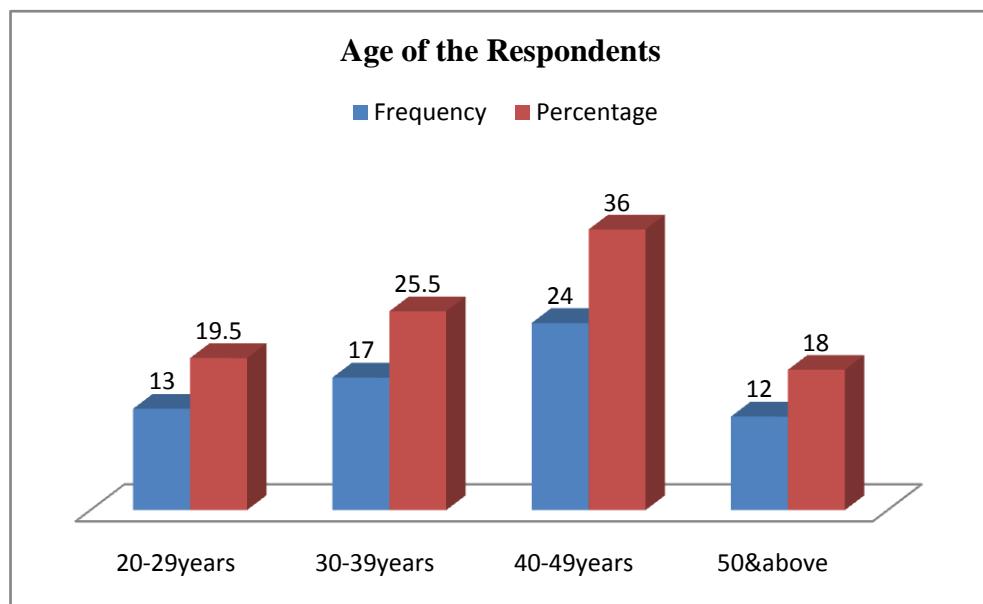


**Figure 2: Respondents' gender (Source: Primary Data)**

From figure 2, it is indicated that the study was conducted mainly from the male respondents who constituted 64%. Females on the other hand, were represented by 36% of the respondents. On the other hand, from the interviews conducted, the male respondents took the highest toll, they constituted 70% of the respondents and female took the smaller portion of 30%. This directly indicated that, despite the fact that males took the highest percentage, but the study managed to cover all genders which makes the study gender sensitive.

#### **4.3.2 Age of the Respondents**

To establish the age of the respondents, respondents were asked to state their ages and below are the results that were recorded in figure 3.

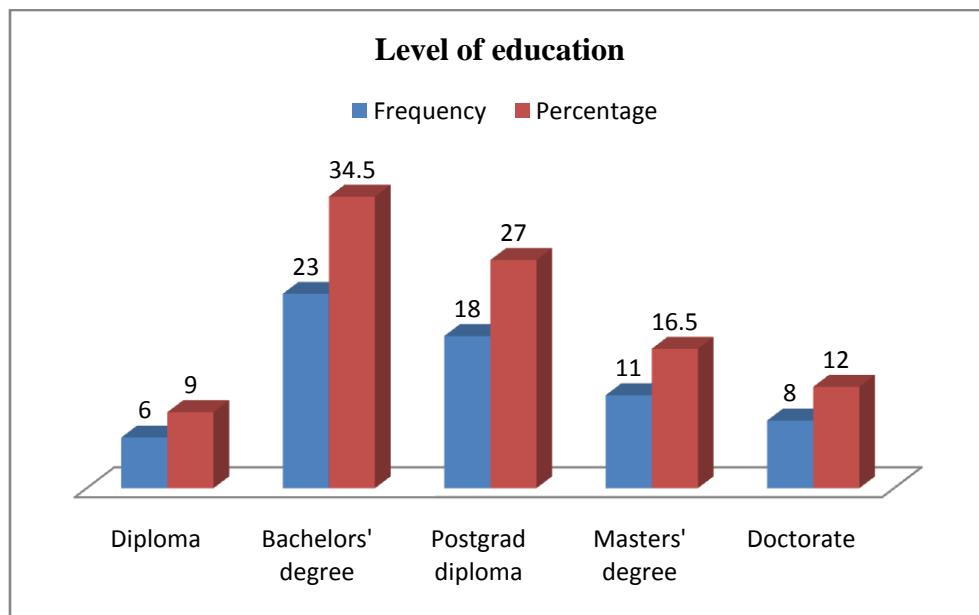


**Figure 3: Age distribution of respondents (Source: Primary Data)**

From figure 3, it was found out that most of the respondents had 40-49years and these took the highest toll of 36%. Those who were in the category of 30-39 constituted 25.5%, 20-29years were represented by 19.5% and the last category of 50 & above was represented 18%. Therefore the above statistics implies that the study was conducted mostly with people who were 30years and above, these categories of years were associated and susceptible to have enough experience of what exactly happens as far as the study was concerned.

#### **4.3.3 Level of Education of the Respondents**

Respondents were also asked to state their level of education and according to the study most of them had a bachelor's degree as shown below in figure 4.



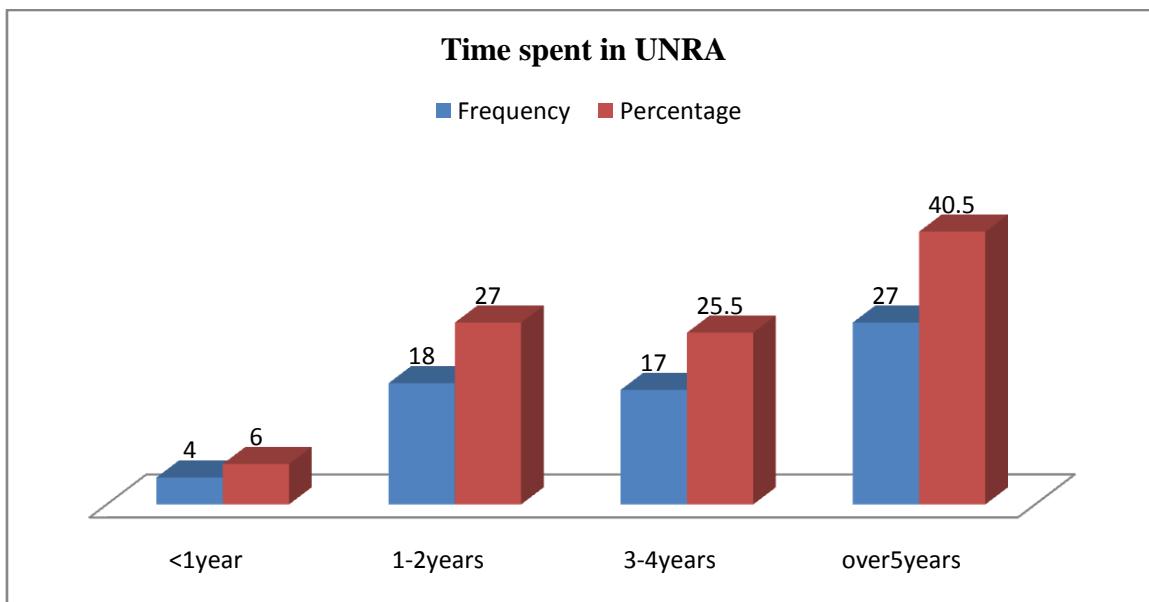
**Figure 4: Distribution of respondents according to education level (Source: Primary Data)**

From figure 4 it was indicated that most of the respondents had attained a bachelor's degree and these constituted 34.5%. Those who had attained post-graduate diploma came second with 27% of the respondents. 16.5% of the respondents had a Master's degree and those who had attained a

Doctorate were represented by 12%. The last category of 9% had a a diploma. On the other hand, from the interviews conducted, most of the respondents had a master's degree and these constituted 70% of the respondents, the remaining portion of 30% had a post-graduate diploma. Basing on the above findings, most of the respondents had a bachelor's degree. This means that the findings of the study were based on the people who had enough cognitive capacity to tell what was required for the study.

#### **4.3.4 Time spent in Uganda National Roads Authority**

Respondents were also asked to state the time they had spent while working with Uganda National Roads Authority and their responses are what figure 5 indicates below.

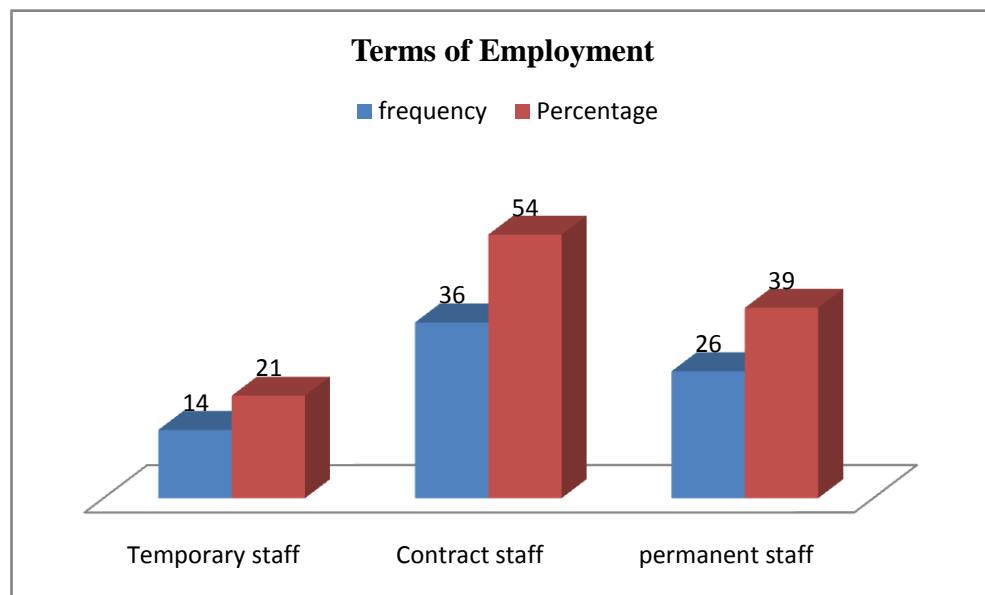


**Figure 5: Distribution of respondents according to Time spent in UNRA (Source: Primary Data)**

Figure 5 above indicates that most of the respondents had worked in the organisation for over 5years and these took 40.5%, 27% had spent in the organisation for 1-2years. Those who had spent 3-4years were represented by 25.5% and the last category which had spent in organisationfor less than 1year was represented by 6% of the respondents. On the other hand, among the interviewees, it was reported that most of the respondents constituted 80% who had spent in organisation for over 5years, those who had spent 3-4years constituted 20%. This therefore, means that the study was based on the people who had enough experience as far as procurement management and service delivery in donor funded projects in UNRA was concerned because most of them had spent / served beyond 2years in UNRA.

#### **4.3.5 Terms of employment**

The researcher was also interested in knowing the terms of employment which respondents had signed with UNRA, indicated in figure 6 below;



**Figure 6: Respondent's terms of employment (Source: Primary Data)**

The study findings also indicated that most of the respondents in UNRA were contract staffs and these took a percentage of 54%. Those who were permanent staffs constituted 39% and those who were temporary employees were 21%. From the side of the interviewees, all staffs were permanent staffs in the service, this clearly proves that the study findings in the figure, were rooted from the people who were mostly contract and permanent staffs and who are involved directly in the procurement management, hence getting the, the right respondents that were being targeted for the study.

#### **4.4 Procurement Management and Service Delivery of Donor funded projects in Uganda National Roads Authority**

In this section, the research findings were presented as per the objectives adopted in the study, these findings were thus obtained on procurement planning and service delivery, procurement control and service delivery and procurement monitoring and service delivery of Donor funded projects in Uganda National Roads Authority. In this case therefore, to understand whether there is a relationship between procurement management and service delivery of Donor funded projects in Uganda National Roads Authority, respondents were introduced to different pre-conceived statements as per each variable to listen to their views and below are the findings that were identified on each dimension.

##### **4.4.1 Findings on Procurement planning and Service Delivery of Donor funded projects in Uganda National Roads Authority**

To understand whether procurement planning had a relationship with service delivery of Donor funded projects in Uganda National Roads Authority, respondents were introduced to different items to have their say. Their responses were computed by making an aggregate of responses given by respondents to the 11-items and 5point Likert scale (1=Strongly Disagree, 2=Disagree, 3=Not sure, 4=Agree and 5=Strongly Agree), which sought to measure the relationship between the two variables in Uganda National Roads Authority which were categorized according to their percentages and means as follows:

<b>Items</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>Mean</b>
Top management is involved in procurement planning of construction projects so as to meet the best quality, affordable costs and within the set time.	4.5%	6%	24%	34.5%	30%	3.65
There is early involvement of all stakeholders in procurement planning so as to attain the right quality, time and cost.	4.5%	27%	33%	30%	4.5%	3.03
Relevant approvals are obtained from UNRA's top authorities for all procured items in terms of the quality and costs required during construction.	3%	28.5%	31.5%	30%	6%	3.08
Thorough needs identification is undertaken by the respective managers for the required quality of projects.	3%	3%	22.5%	40.5%	30%	3.92
There is good communication between the budget, program and procurement officers for planning to be effective.	9%	36%	33%	16.5%	4.5%	2.71
Annual procurement budgets showing the set quality, time and costs are always formulated	1.5%	7.5%	15%	28.5%	46.5%	4.12
The procurement committee ensures or confirms the availability of funds before any purchase.	0%	4.5%	25.5%	31.5%	39%	4.09
Budget proposals are made and approved so as to attain the required time, quality and costs of projects.	0%	10.5%	25.5%	36%	27%	3.89
Prior consideration is given, to the formulation of procurement specifications and designs so as to attain projects of the best quality.	1.5%	22.5%	27%	24%	24%	3.42
The set specifications and designs are followed during implementation in order to witness effective projects.	1.5%	15%	18%	42%	22.5%	3.70
The required costs, time and quality for projects are clearly defined by the responsible personnel in the unit /department.	9%	6%	10.5%	45%	28.5%	3.79

**Table 3: Descriptive Statistics of the findings on Procurement Planning and Service**

**Delivery of Donor funded projects in UNRA. (Source: primary data)**

From table 3 above, it is clearly indicated that out of the 11-items that were introduced to respondents, 2-items were strongly agreed on by most of the respondents and these were indicated with the highest means, 6-items were agreed on by majority of the respondents, 3-items were indicated by most of the respondents as Not sure and 1-item was finally disagreed on by most of the respondents and this was indicated with the lowest mean.

Among the responses that were strongly agreed on by most of the respondents included; “Annual procurement budgets showing the set quality time and costs are always formulated” was reported by 46.5% of the respondents and this was measured with a mean of 4.12, 39% of the respondents indicated that; “The procurement committee ensures or confirms the availability of funds before any purchase” and this was computed with a mean of 4.09.

In the same realm of analysis, the items that were agreed on by most of the respondents included; 40.5% of the respondents agreed that; “Thorough needs identification is undertaken by the respective managers for the required quality for the projects” and this was registered with a mean of 3.92. Budget proposals are made and approved so as to attain the required time, quality and costs of projects, was reported by 36% of the respondents and this was computed with a mean value of 3.89. Additionally, 45% of the respondents reported that; the required costs for projects are clearly defined by the responsible personnel in the unit /department and this was indicated by a mean of 3.79. “The set specifications and designs are followed during implementation hence witnessing quality in the projects” was reported by 42% of the respondents and this had a mean of 3.70 and lastly on this scale, “Top management is involved in procurement planning of construction projects so as to meet the set quality, costs and time.” This was reported by 34.5% of the respondents and it was indicated by a mean of 3.65.

Among the items that indicated by not sure by most of the respondents included; “Prior consideration is given to the formulation of procurement specifications and designs so as to attain projects of the best quality” was reported by 27% of the respondents and was measured with a mean of 3.42. “Relevant approvals are obtained from UNRA’s top authorities for all procured items in terms of the quality and costs required during construction” this was reported by 34.5% of the respondents and had a mean value of 3.08. 33% of respondents reported that “There is early involvement of all stakeholders in procurement planning so as to attain the right quality, time and costs” and this was represented by a mean value of 3.03.

On the other hand, 36% of the respondents disagreed that “There is good communication between budget, program and procurement officers for planning to be effective” and this had a mean of 2.71.

The views from the key informants continually supported the above position, where 100% of the interviewees admitted that UNRA undertakes procurement planning. 60% of the respondents confirmed this by ascertaining that UNRA makes specifications and designs of how roads to be constructed must appear after construction and 30% of the respondents mentioned budgeting and budget proposals that must pass through top management and procurement committees for implementation. When they were probed of whether they undertake needs identification while carrying out procurement planning, 90% of the interviewees replied in a complete agreement but 10% of the interviewees declined while saying that these plans are based on prior implemented projects as per donor funded agreements. All of them completely agreed that the procurement plans are followed as they are approved by top management, parliament and committees.

On whether procurement planning had led to service delivery in donor funded projects in UNRA, 100% of the interviewees agreed with this claim while saying the procurement plans have been important in specifying the design, quality, costs and time required to implement the project and this leads to efficiency and effectiveness. One of the executives in UNRA was quoted saying,

“....If we were not carrying out procurement planning, I don’t think we would have had a great success in all the donor funded projects we have completed. For your information, donor-funded projects are monitored and evaluated and they will always ensure that what is being implemented is in accordance with the procurement plans.”

From the documents reviewed, according to UNRA’s strategic plan (2011-2015), it directly affirms that; a procurement plan is always a priority that must be undertaken in UNRA’s construction works so as to plan according to the funds required and for quality accomplishments. Additionally, according to UNRA’s Road Construction Report (2012) of Buwege Eastern Uganda, it was indicated that the roads face delays and fail to be completed within the set time, quality and costs, because of late submission and approval of procurement plans, this thus tells us that procurement planning has a direct relationship with service delivery in donor funded projects in UNRA.

Therefore, it is crystal clear from the above observations that since most of the items in the questionnaires were strongly agreed and agreed on by most of the respondents, which were also supported during the interviews conducted and documents reviewed in UNRA, as well as the documents reviewed, it directly confirms that procurement planning has a relationship with service delivery in donor funded projects in UNRA.

#### **4.4.2 Findings on Procurement control and Service Delivery of Donor funded projects in Uganda National Roads Authority**

To understand whether procurement control had a relationship with service delivery of Donor funded projects in Uganda National Roads Authority, respondents were introduced to different items to have their say. Their responses were computed by making an aggregate of responses given by respondents to the 11-items and 5point Likert scale (1=Strongly Disagree, 2=Disagree, 3=Not sure, 4=Agree and 5=Strongly Agree), which sought to measure the relationship between the two variables in Uganda National Roads Authority which were categorized according to their percentages and means as follows:

Items	1	2	3	4	5	Mean
The operational policies and guidelines on the quality of services are readily accessed by all stakeholders.	40.5%	22.5%	19.5%	9%	6%	2.18
Procurement often suffers from inadequate knowledge of guidelines and procedures by project implementers which leads to ineffective costs, time and quality	24%	34.5%	24%	10.5%	4.5%	2.38
Corrective actions have been fundamental in supporting the authority to meet timely service provision.	25.5%	33%	24%	16.5%	0%	2.42
The evaluation committee always recommends the lowest bidder, as the best evaluated.	25.5%	39%	10.5%	13.5%	10.5%	2.44
The corrective actions are performed by experts who decide on how to successfully award a project to the best bidder.	27%	31.5%	15%	16.5%	9%	2.48
The increased construction costs are due to inadequate controls and under estimated quantities of work	16.5%	21%	37.5%	24%	31.5%	2.59
Due to corrective actions done by the authority, it has led to the selection of the best bidder.	3%	25.5%	30%	19.5%	21%	3.30
UNRA follows international and national policies and guidelines clearly stating the costs, timeliness and quality of services required for effective construction.	4.5%	15%	28.5%	31.5%	19.5%	3.57
Evaluation of Bids is operated according to the service provider's technical ability, capacity and expertise in construction.	6%	16.5%	21%	24%	31.5%	3.59
UNRA uses standard bidding documents issued by PPDA/ADB/World Bank which show the set time quantity and costs required	3%	9%	24%	28.5%	34.5%	3.83
The successful projects are associated with effective controls considering the set time, costs and quality.	0%	0%	0%	45%	55%	4.55

**Table 4: Descriptive Statistics on the findings on Procurement control and Service Delivery of Donor funded projects in Uganda National Roads Authority (Source: Primary data)**

According to the study findings in table 4, it is indicated that out of the 11-items that were introduced to respondents, 3-items were strongly agreed on by most of the respondents and these were indicated with the highest means, only 1-item was agreed on by most of the respondents, 1-item was left by most of the respondents as not sure, 4-items were marked as disagree by most of the respondents and 1-item was lastly marked as strongly disagree by most respondents and this was indicated with lowest mean.

Among the items that were strongly agreed on by the respondents included; “The successful projects are associated with effective controls considering time, costs and quality”, this constituted 55% of the respondents and it was measured with a mean of 4.55. “UNRA uses standard bidding documents issued by PPDA/ADB/World Bank which show the set time quantity and costs required” this constituted 34.5% of the respondents and was indicated with a mean value of 3.83. 31.5% of the respondents added that “Evaluation of Bids is operated according to the service provider’s technical ability, capacity and expertise in construction” which was recorded with a mean of 3.59.

For the items that were agreed on by the respondents included; 31.5% of the respondents who showed that “UNRA follows international and national policies and guidelines clearly stating the costs, timeliness and quality of services required for efficient construction” and this was registered with a mean of 3.47.

The responses that were indicated by Not sure, included; “Due to corrective actions done by the authority, it has led to the selection of the best bidder” which was reported by 30% of the respondents and had a mean of 3.30. Still, 37.5% of the respondents indicated that, “The increased construction costs are due to inadequate controls and under estimated quantities of

work” which was reported with a mean of 2.59. This thus means that procurement control was to a high extent prevalent in the work done by UNRA while implementing donor funded projects.

On the other hand, among the responses that were disagreed on by most of the respondents included; “The corrective actions are performed by experts who decide on how to successfully award a project to the best bidder” which was reported by 31.5% of the respondents and a mean of 2.48., “The evaluation committee always recommends the lowest bidder as the best evaluated”, this was recorded by 39%, with a mean of 2.44. “Corrective actions have been fundamental in supporting the authority to meet timely service provision” which was reported by 33% of the respondents measured with a mean of 2.42. Lastly on this segment, 34.5% of the respondents informed that “Procurement often suffers from inadequate knowledge of guidelines and procedures by project implementers which leads to ineffective costs, time and quality” and this was registered with a mean of 2.38.

In line with the latter, 40.5% of the respondents strongly disagree that “The operational policies and guidelines on the quality of services are readily accessed by all stakeholders” and this was computed with a mean of 2.18. This implies that UNRA seldom minds about operational policies and guidelines and this in most cases affects service delivery since people resort to their individual polices.

The findings from the interviewees seemed to contrary to what most of the respondents in the questionnaire had indicated. 100% of the interviewees agreed with the view that UNRA has procurement control mechanisms and when they were probed on which controls, they varied in their answers, 50% of the interviewers mentioned things to do with bid/procurement committees, bid documents and bid proposals. 30% of them mentioned about procurement procedures and the

20% of them mentioned things to do with implementation boards and technocrats. In line with this research, they were probed on whether the Authority has corrective actions for non-compliance to procedures. All of them agreed in reply. This implies that; procurement controls done in UNRA at a certain extent had positively affected service delivery in donor funded projects.

On whether the procurement control mechanisms in place had led to service delivery in donor funded projects, 100% of the respondents replied in agreement. For instance one technocrat was quoted saying,

“For purposes of your investigation, it is important to know that; in UNRA we work under strict controls from different stakeholders, like the parliament, PPDA Act now of 2013, the citizens, the donors, monitoring committees, the journalists, other government watchdogs, the police and among others, this has enabled UNRA to work within the set time, quality and costs during construction projects.”

The views from the key informants seemed to tally with what the reviewed documents indicated. For example, the PPDA Act revised version (2014) indicates that for efficiency, effectiveness and improving service delivery in public sector organizations, they should abide by the procurement procedures and guidelines, prioritize and undertake bidding using independent procurement committees. Additionally, during for Kabale - Kasese Road Construction project (2009), independent committees undertook the selection of contractors, which is believed to have led to the success of this project within the set time, stipulated costs and the specified quality.

In conclusion, procurement control has a relationship with service delivery of donor funded projects in UNRA because, this position was supported by interviews conducted and the documents reviewed in the study despite the fact that most of the respondents seemed not to support this claim as witnessed in the questionnaires.

#### **4.4.3 Procurement monitoring and Service Delivery of Donor funded projects in Uganda**

##### **National Roads Authority**

To understand whether procurement monitoring had a relationship with service delivery of Donor funded projects in Uganda National Roads Authority; respondents were introduced to different items to have their say. Their responses were computed by making an aggregate of responses given by respondents to the 11-items and 5point Likert scale (1=Strongly Disagree, 2=Disagree, 3=Not sure, 4=Agree and 5=Strongly Agree), which sought to measure the relationship between the two variables in Uganda National Roads Authority which were categorized according to their percentages and means as follows:

<b>Items</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>Mean</b>
Audit reports bring out the main project weaknesses that affect the set quality, time agreed upon and costs identified during the procurement processes.	9%	40.5%	31.5%	30%	3%	2.11
Proper records management is carried out during construction projects on the delivery of materials and payments made.	45%	55%	0%	0%	0%	2.21
Past records especially for completed projects which indicate the specified prices, quality and their timing are used as reference for new projects.	22.5%	45%	22.5%	4.5%	4.5%	2.45
Supervision checklists are used to often track whether the quality, costs and time agreed upon during the procurement process are being implemented.	12%	30%	43.5%	13.5%	0%	2.48
All records of projects are accessed at all times by the right personnel.	7.5%	24%	46.5%	21%	0%	2.59
Audit reports are given as per the specified quality, costs, time agreed upon and as per the procurement laws.	0%	4.5%	31.5%	30%	18%	2.92
Audits are done at regular intervals on the quality and costs of projects.	6%	9%	48%	27%	9%	3.08
A supervision check list on procurement systems is put in place against which, the set time and quality indicators are checked.	25.5%	18%	46.5%	9%	%	3.23
Despite the actual audits carried out by the internal staff and external firms the responsibility of proper audits rests with PPDA.	6%	7.5%	16.5%	40.5%	28.5%	3.74
UNRA has adequate personnel to monitor and supervise projects implementation while considering timeliness, quality and cost	7.5%	22.5%	21%	28.5%	19.5%	4.03
Periodic supplier audits are undertaken to correct compliance errors as per quality, time and cost.	10.5%	7.5%	25.5%	22.5%	33%	4.55

**Table 5: Procurement monitoring and Service Delivery of Donor funded projects in Uganda National Roads Authority (Source: Primary data)**

The findings indicated in table 5 above, indicates that out of the 11-items that were introduced to the respondents to have their say; 1-item was strongly agreed on by most of the respondents and these had the highest means, 2-items were agreed on by most of the respondents, 5-items were indicated by not sure and 3-items were disagreed on by most of the respondents and these had the lowest means.

The item that was strongly agreed on by most of the respondent was that “Periodic supplier audits are undertaken to correct compliance errors as per the set quality, time and cost” which was reported by 33% of the respondents and had a mean value of 4.55. In the same realm of arguments, among the responses that were agreed on by most of the respondents included; “UNRA has adequate personnel to monitor and supervise projects implementation while considering timeliness, quality and cost” and this was reported by 28.5% of the respondents and had a mean of 4.03. 40.5% of the respondents added that “Despite the actual audits carried out by the internal staff and external firms the responsibility of proper audits rests with PPDA” and this had a mean of 3.74. This implies that procurement monitoring was being done in UNRA especially when it comes to making periodic supplier audits and this has led to improved service delivery.

The responses that indicated not sure, took the highest toll and these included; “A supervision check list on procurement systems is in place against which timely and quality indicators are checked” which was reported by 46.5% of the respondents and a mean of 3.23. While 48% of the respondents indicated that “Audits are done at regular intervals on the quality and costs of projects” and this had a mean of 3.08. “Audit reports are given as per the specified quality, costs, time agreed upon and procurement laws” which was reported by 31.5% of the respondents and

had a mean of 2.92. “Past records especially for completed projects which indicate the specified prices, quality and their timing are used as reference for new projects which was reported by 46.5%” and had a mean of 2.59 whilst, “Supervision checklists are used to often track whether the quality, costs and time agreed upon during the procurement process are being implemented” this was reported by 43.5% of the respondents and was recorded with a mean of 2.48.

However, on the scale of disagree, 45% of the respondents reported that “All records of projects are accessed at all times by the right personnel.” and this had a mean of 2.45. “Proper records management is carried out during construction projects on delivery of materials and payments made.” was reported by 55% of the respondents and had a mean of 2.21 while 40.5% of the respondents concluded this by responding that “Audit reports bring out the main project weaknesses that affect the set quality, time agreed upon and costs identified during the procurement processes” and this was reported with a mean 2.11.

Despite the fact that the views from the questionnaire seemed to be indecisive on whether procurement monitoring had a relationship with service delivery in donor funded projects in UNRA, important to note is that; the interviewees admitted that, the relationship was there and this position was reported by 100% of the interviewees. One of the technocrats in the Authority during the interview said;

“Procurement monitoring for your information is conducted during all the construction projects hence, this has led to great success in UNRA’s projects.

He added that;

“In UNRA, we believe that construction works are fragile hence monitoring is vital. Monitoring is done both internally and externally, this is done through auditing and use of supervision checklists among others this helps us meet the set specifications in the right time, cost and quality we need...”

One of the executive also was quoted in support of the above while saying,

“...We have always done auditing to find out whether our plans have been implemented as formulated and we always ensure proper records management because past records are used as references for the new projects hence improvement in service delivery in our projects.”

This position seems to tally with what the documents reviewed in UNRA’s donor funded projects indicate, For instance, the UNRA annual report (2011) indicates that among the frontline factors that contributed to success of the Busega-fort-portal Road project was due to close supervision that came from different stakeholders. In the same report, it was indicated that it was mandatory for all contractors to submit all their budget proposals and these were closely monitored.

However the World Bank Report (2011) which entailed the quality of Roads constructed in developing countries and put Uganda in the 3rd position of where most of the money is embezzled due to poor monitoring hence poor service delivery in construction projects.

## **4.5 Correlation**

This section additionally established the level of significance of the relationship between procurement and service delivery in donor funded projects in UNRA. A Pearson Correlation Coefficient was used in this case.

### **4.5.1 Hypothesis One**

**H<sub>1</sub> There is a significant relationship between procurement planning and service delivery in donor funded projects in UNRA.**

To examine the level of significance between procurement planning and service delivery in donor funded projects in UNRA, a bi-variate analysis was computed between one of the indicators of procurement planning and service delivery as they were reported by the respondents to find out whether there is a correlation between the two. Below are the results in table 6

		Procurement planning	Service delivery
Procurement planning	Pearson Correlation	1	.485 **
	Sig. (1-tailed)		.000
	N	66	66
Service delivery	Pearson Correlation	.485 **	1
	Sig. (1-tailed)	.000	
	N	66	66

**Table 6: Correlation between procurement planning and service delivery in donor funded projects in UNRA( Source: Primary data)**

\*\* Correlation is significant at the 0.05 level (1-tailed).

From the table above 6 shows that a Pearson Correlation Coefficient value is ( $r=.485$ ). According to Critical Values of the Pearson Product-Moment Correlation Coefficient, when using the critical value table, the absolute value of .485 indicates a positive relationship, strong relationship and a significant relationship ( $.000<.05$ ) between procurement planning and service delivery. This implies that procurement planning is significantly related to service delivery of Donor funded projects in Uganda National Roads Authority hence UNRA has to continuously invest in procurement planning, it has been reported to have a significant impact on service delivery in donor funded projects.

### **.5.2 Hypothesis Two**

**H<sub>2</sub> There is a significant relationship between procurement control and service delivery in donor funded projects in UNRA.**

To examine the level of significance between procurement control and service delivery in donor funded projects in UNRA, a bi-variate analysis was computed between one of the indicators of procurement control and service delivery as they were reported by the respondents to find out whether there is a correlation between the two. Below are the results in table 7.

		Procurement control	Service delivery
Procurement control	Pearson Correlation	1	.414 **
	Sig. (1-tailed)		.001
	N	66	66
Service delivery	Pearson Correlation	.414 **	1
	Sig. (1-tailed)	.001	
	N	66	66

**Table 7: Correlation between procurement control and in service delivery**

**donor funded projects in UNRA (Source: Primary data)**

\*\*. Correlation is significant at the 0.05 level (1-tailed).

From the table above 7 shows that a Pearson Correlation Coefficient value is ( $r=.414$ ). According to Critical Values of the Pearson Product-Moment Correlation Coefficient, when using the critical value table, the absolute value of .414 indicates a positive relationship, strong relationship and a significant relationship ( $.001 < .05$ ) between procurement control and service delivery. This implies that procurement control is significantly related to service delivery of Donor funded projects in Uganda National Roads Authority. This thus means that Uganda National Roads Authority needs to continuously invest in procurement control because; it has been reported to have a significant impact on service delivery in donor funded projects.

#### 4.5.3 Hypothesis Three

**H<sub>3</sub> There is a significant relationship between procurement monitoring and service delivery in donor funded projects in UNRA.**

To examine the level of significance between procurement monitoring and service delivery of Donor funded projects in Uganda National Roads Authority, a bi-variate analysis was computed between one of the indicators of procurement monitoring and service delivery as they were reported by the respondents to find out whether there is a correlation between the two. Below are the results in table 8.

		Procurement monitoring	Service delivery
Procurement monitoring	Pearson Correlation		1 -.575**
	Sig. (1-tailed)		.000
	N	66	66
Service delivery	Pearson Correlation	-.575**	1
	Sig. (1-tailed)	.000	
	N	66	66

**Table 8: Correlation between procurement monitoring in and service delivery donor funded projects in UNRA ( Source: Primary data)**

A Correlation is significant at the 0.05 level (1-tailed).

From the table above 8 shows that a Pearson Correlation Coefficient value is ( $r=-.575$ ).

According to Critical Values of the Pearson Product-Moment Correlation Coefficient, when using the critical value table, the absolute value of  $-.575$  indicates a negative relationship, weak relationship and insignificant relationship ( $.000 > .05$ ) between procurement monitoring and service delivery. This means that Uganda National Roads Authority needs to improve on procurement monitoring so as to have successful donor funded projects.

#### **4.6 Regression results for procurement management and service delivery**

Further analysis was conducted using a regression to determine the influence of procurement management on service delivery in donor-funded projects in UNRA. Findings are presented in Table 9, accompanied with an analysis and interpretation.

<i>Regression Statistics</i>					
Multiple R	.642				
R Square	.412				
Adjusted R Square	.389				
Standard Error	3.618				
Observations	66				
ANOVA					
	<i>df</i>	<i>SS</i>	<i>MS</i>	<i>F</i>	<i>Sig F</i>
Regression	2	467.1	233.6	17.8	.000
Residual	64	667.7	13.1		
Total	66	1134.8			
	<i>Coefficients</i>		<i>Standard Error</i>	<i>t Stat</i>	<i>P-value</i>
Intercept	3.28		3.33	9.09	.000
Procurement planning	.212		2.52	.07	.485
Procurement control	.201		2.14	.07	.414
Procurement monitoring	-.367		-1.14	-.07	-.575

**Table 9: Model summary for procurement management and service delivery**(Source:

#### **Primary data)**

Findings in Table 9 show a strong linear relationship (Multiple R = .642) between procurement management and service delivery. Going by the adjusted R Square, it is shown that procurement management accounts for 38.9% change in service delivery in donor funded projects in UNRA. These findings were subjected to an ANOVA test, which showed that the significance (*Sig F* = .000) of the Fishers ratio (*F* = 17.8) was greater than the critical significance at .05. Hence, the findings were accepted.

## **CHAPTER FIVE**

### **SUMMARY, DISCUSSION, CONCLUSION AND RECOMMENDATIONS**

#### **5.1 Introduction**

This chapter presents the summaries of the findings, discussions of objectives set for the study, conclusions derived from the findings, and the recommendations that will help in improving service delivery of Donor funded projects in Uganda National Roads Authority based on the findings of the study, it will also present, the Limitations of the study, contributions of the study and areas of further study.

#### **5.2 Summary**

The study was based on three procurement management attributes which included; procurement planning, procurement control and procurement monitoring and the results indicated that; Uganda National Roads Authority at least undertakes the two attributes (procurement planning and procurement control) compared to procurement monitoring in service delivery of donor funded projects. However the study established that the relationship between procurement management and service delivery in Uganda National Roads Authority of donor funded projects was adequately strong, positive and significant.

##### **5.2.1 Relationship between Procurement Planning and Service Delivery of Donor funded projects in Uganda National Roads Authority**

The hypothesis that there is a significant relationship between procurement planning and service delivery of Donor funded projects in Uganda National Roads Authority was tested and accepted.

This was because of the favorable results from Pearson correlations which indicated that the Pearson Correlation Coefficient value was 0.485, in respect to the hypothesis and statistically significant at .000 which was less than 0.05 (level of significance). This implied that, there was a statistically significant relationship among the means.

### **5.2.2 Relationship between Procurement Control and Service Delivery of Donor funded projects in Uganda National Roads Authority**

The hypothesis that there is a significant relationship between procurement control and service delivery of Donor funded projects in Uganda National Roads Authority was tested and accepted. This was because of the favorable results from Pearson correlations which indicated that the Pearson Correlation Coefficient value was 0.414, in respect to the hypothesis and statistically significant at .000 which was less than 0.05 (level of significance). This implied that, there was a statistically significant relationship among the means.

### **5.2.3 Relationship between Procurement Monitoring and Service Delivery of Donor funded projects in Uganda National Roads Authority**

Lastly, the hypothesis that there is a significant relationship between procurement monitoring and service delivery of Donor funded projects in Uganda National Roads Authority was tested and rejected. This was because of the unfavorable results from Pearson correlations which indicated that the Pearson Correlation Coefficient value was -0.575, in respect to the hypothesis and statistically insignificant at .000 which was greater than 0.05 (level of significance). This implied that, there was statistically insignificant relationship among the means.

### **5.3 Discussion of the study findings**

The discussion of the study findings was made as per the study objectives below;

#### **5.3.1 Relationship between Procurement Planning and Service Delivery of Donor funded projects in Uganda National Roads Authority**

On this objective, it was established that there was a significant and a positive relationship between procurement planning and service delivery of Donor funded projects in Uganda National Roads Authority. The above position was supported by the key informants who consistently agreed that procurement planning was related to service delivery of Donor funded projects in Uganda National Roads Authority, because most of the respondents indicated that procurement plans were important in specifying the design, quality, costs and time required to implement the projects and this leads to efficient and effective donor funded projects. According to UNRA's strategic plan (2011-2015), procurement plans are priorities that must be undertaken in UNRA's construction works for realization of the funds required and for quality accomplishments especially during implementation.

Therefore, the study findings above principally follow the same line with what had earlier on been established by different researchers, who had indicated that there is a relationship between procurement planning and service delivery in donor funded projects. For instance, Basheka (2008) and (Arrowsmith, Linarelli & Wallace, 2000) asserted that any procurement begins with the planning decision to make the purchase, this will involve deciding whether there is a need for the particular goods or services and will equally involve ensuring that the purchaser has the legal powers to undertake the transaction, obtaining any relevant approvals within the government hierarchy and arranging the necessary funding, more to that; procurement planning is one of the

primary functions of procurement management with a potential to contribute to the success of operations hence improved service delivery.

### **5.3.2 Relationship between Procurement control and Service Delivery of Donor funded projects in Uganda National Roads Authority**

On this objective, it was established that there was a significant and a positive relationship between procurement control and service delivery of Donor funded projects in Uganda National Roads Authority, this is because the results from the study revealed that the mean for all the items was 2 and above, this was supported by the key informants who consistently agreed that procurement control was related to service delivery of Donor funded projects in Uganda National Roads Authority because most of the respondents indicated that UNRA works under strict controls from different stakeholders, like the parliament, PPDA Act now of 2013, the citizens, the donor monitoring committees, the journalists, other government watchdogs, the police among others. As a result of these controls, the service delivery has improved that is in terms of the set time, quality and costs. The PPDA Act revised version (2013) indicates that; all public sector organizations should abide by the procurement procedures and guidelines, when carrying out any bidding process, additionally, projects like; the Kabale-Kasese Road project (2009), became successful because it was controlled by different stakeholders and some of the tools used were the; the PPDA procedures and guidelines and the corrective actions.

Therefore, the study findings seemed to agree with what was reported earlier by scholars in the literature reviewed, who had established that there is a relationship between procurement control and service delivery in donor funded projects. For instance, Lisa et al (2007) and Nakamura (2004), Lisa et al (2007) ascertained that models should be used for benchmarking services,

supplier quotations and opening a dialogue with services suppliers about services cost and value improvement. He added that top management support is also needed here to disallow services purchasing without the involvement of service professionals to control contracts, service-level agreements, and supplier performance metrics. Nakamura (2004) in agreement with Lisa et al (2007) argues that procurement controls like other controls are a key area for risk minimization for all institutions, despite the fact; that the organizations have policies and procedures for their operations, they also need to put in place controls to mitigate any risks. Procurement is inherently risky given the fact that it involves movement of company resources; the temptation to apply the resources for personal interest may be high. Controls should therefore be emphasized in construction projects so as to improve service delivery by; use of experts, making corrective actions, abiding by the procurement procedures and guidelines and having open and fair bidding processes hence having successful projects.

### **5.3.3 Relationship between Procurement monitoring and Service Delivery of Donor funded projects in Uganda National Roads Authority**

On this objective, it was established that there was a negative relationship between procurement monitoring and service delivery of Donor funded projects in Uganda National Roads Authority. The above position was supported by the key informants who believed that; procurement monitoring in UNRA has to be improved that is; by use of supervision checklists, audit reports and managing all important records among others. However, important to note is that procurement monitoring is being implemented in UNRA, but a lot has to be done for it to be highly improved so as to result into better results. Important to note is that; also other authorities

like PPDA responsible for procurement monitoring should double their efforts hence having improved service delivery in UNRA.

For instance, According to, the UNRA annual report (2011) indicates that among the frontline factors that contributed to success of its Busega-fort-portal Road project was because of the close monitoring done by the different stakeholders, while using supervision checklists.

However, the World Bank Report, (2011) clearly indicates that, Uganda is in the third position and one of the countries where most of the donor funds are embezzled hence poor service delivery in road construction, all this is due to ineffective monitoring measures and incompetent staff among others who undertake such projects.

Therefore, the study findings above seemed to tally from what had earlier on been established by different scholars who had indicated that there is a relationship between procurement monitoring and service delivery of Donor funded projects in Uganda National Roads Authority. For instance, Wittig (1999) and Cloete, (2009) ascertained that procurement monitoring is used to regularly check and evaluate the processes and the results (outputs, outcomes and impact) of a program and to find out whether progress is being made towards the targets and defined objectives, important to note is that; Procurement monitoring and evaluation in donor funded projects is used to inform donors on the project's effectiveness and efficiency and it also detects the performance of any project.

Important to note is that; procurement monitoring should therefore be emphasized in construction projects so as to improve on service delivery because monitoring is a tool for

continuous improvement of service delivery during construction projects while at the same time facilitating, reporting accountability and transparency.

## **5.4 Conclusions**

### **5.4.1 Relationship between Procurement planning and Service Delivery of Donor funded projects in Uganda National Roads Authority.**

It can be concluded from the research findings that; when procurement planning is handled appropriately, it results into effective and efficient service delivery in donor funded projects.

### **5.4.2 Relationship between Procurement control and Service Delivery of Donor funded projects in Uganda National Roads Authority.**

It can be concluded from the research findings that; when procurement control is handled appropriately, it results into effective and efficient service delivery in donor funded projects.

### **5.4.3 Relationship between Procurement monitoring and Service Delivery of Donor funded projects in Uganda National Roads Authority.**

It can be concluded from the research findings that; further attention to improve procurement monitoring will result into effective and efficient service delivery in donor funded projects.

## **5.5 Recommendations**

The findings of the study showed that there is great need for UNRA to improve service delivery in Donor funded projects through proper procurement management as described by the

respondents on the contribution of procurement management and service delivery. Although procurement management may not be the only contributing factor to improved service delivery in Donor funded projects, it is imperative that UNRA reviews their existing procurement management system in order to identify the weak points and improve accordingly as this directly affects their service delivery in Donor funded projects.

In light of the above conclusions, below are the suggested recommendations under each study objective;

#### **5.5.1 Relationship between Procurement planning and Service Delivery of Donor funded projects in Uganda National Roads Authority**

There is a need for UNRA to put so much emphasis on the formulation of procurement specifications and designs, and it should ensure that they are effectively implemented as clearly stated in the procurement plan hence attaining projects of the best quality.

UNRA should always identify a need before any procurement is done, this will assist them to strategically budget for the specified need, also the procurement committee should be able to confirm the availability of funds before any purchase is made hence having a successful project.

UNRA procurement committees must ensure that consultations and relevant approvals are obtained from the top management authorities during the planning stage, by so doing that; there will be transparency, value for money and accountability among others during and after the project.

UNRA should always endeavor to engage all stakeholders in procurement planning at early stages, for instance the budget officers and program officers among others, important to note is that; their opinions should be discussed and considered as these may yield effective planning hence effective service delivery.

### **5.5.2 Relationship between Procurement control and Service Delivery of Donor funded projects in Uganda National Roads Authority**

Project implementers should always carry out Corrective measures because these will act as tools to rectify the mistakes made during construction projects for instance; so as to avoid operating with specifications which vary from the set procurement plan.

The responsible authorities should control these projects for instance these include; the parliament, the citizens, the journalists and the donors, for instance; through motivation for the good works done and through giving penalties for the bad works done, hence improving on the service delivery.

The operational policies and guidelines for instance; from the Donors, the PPDA ACT 2013 among others should be adhered to, especially during all procurement bidding processes being carried out in UNRA hence improving on the service delivery

### **5.5.3 Relationship between Procurement monitoring and Service Delivery of Donor funded projects in Uganda National Roads Authority**

Both parties that is; UNRA and the Donors should develop effective supervision checklists which can facilitate, report, give accountability and transparency during monitoring hence having improved service delivery in the construction projects.

There is a need for auditing to be done at regular intervals considering the set time quality and costs among others during the bidding process, therefore competent auditors should be employed to present better results, that is; both the external and internal auditors hence having improved service delivery.

There is also a need for putting in place mechanisms for proper records management, for instance; accessing records of projects at all times by responsible personnel, also past records especially for completed projects in terms of prices; quality and the timing should be used as a reference for new projects. Project implementers can also choose to adopt e records management, because it is the new trend of keeping data.

### **5.6 Limitations of the study**

The study registered a number of limitations and these majorly included;

Some respondents deliberately failed to answer the questionnaire, this gave the researcher hard time but she had to resource and replaced such people with the same people in the target population.

Secondly, some respondents wrongly filled the questionnaires; this came as a result of time constraints as some of them rushed to answer the question so as to attend to their work. But the researcher managed to recover most of the questionnaires well filled; those which were wrongly filled were ignored.

Time was one of the study's major constraints as the researcher couldn't meet some people as expected since they had travelled abroad, yet the study had a specified duration, the researcher replaced such people with their personal assistants.

In spite of all these challenges, the researcher did everything she could to undertake it successfully.

## **5.7 Contributions of the study**

The study had a number of contributions but most of them go to the UNRA, the government of Uganda, policy makers and researchers as highlighted below;

The study findings will act as a model for enhancing service delivery in donor funded projects in UNRA, this is because the study findings clearly identifies where UNRA has been performing strongly as per procurement planning, procurement control and procurement monitoring, therefore, the weak positions can be adopted as a way of improving service delivery in donor funded projects in UNRA.

The study will also work as a guide for policy makers and legislators in Uganda in reviewing and amending the PPDA act used in public service organizations.

The study will also serve as a reference material that will spark different academic frontiers and researchers in expanding on what has been reached on by this study.

### **5.8 Areas recommended for further study**

Wholesomely the study tried to meet and achieve the set objectives as shown in the write-up, however, in the process the researcher observed certain areas that required further research.

These included:

The study was limited to two variables; procurement management and service delivery. There is therefore a need for further research studies to take into consideration of, more than one variable that might be affecting service delivery of donor funded projects in UNRA because it may not only be procurement management but also others.

The study was also limited to few dimensions and indicators of procurement management and service delivery; there is need for future research to replicate the findings while employing multidisciplinary measures of procurement management and wider coverage of service delivery.

This study was limited to UNRA, not any other public sector organization in Uganda; hence there is need for further research to be replicated in other government departments and ministries to ascertain the similarity and differences of the findings.

### **5.9 Chapter Conclusion**

This chapter presented the summaries of the findings, discussions of objectives set for the study, conclusions derived from the findings, and the recommendations that will help in improving service delivery of Donor funded projects in Uganda National Roads Authority based on the

findings of the study, it also presented, the Limitations of the study, contributions of the study and areas of further study.

Generally in conclusion, the study reviewed procurement planning, controls and monitoring and how they are related to service delivery of Donor funded projects in UNRA. It was hypothesized in the study that procurement planning, controls and monitoring are significantly related to service delivery of donor funded projects in UNRA. The study adopted a correlational research design that adopted both qualitative and quantitative approaches. The study had 81 respondents out of a targeted population of 113 respondents. The key findings of the study indicated that the two of the procurement management attributes i.e. procurement planning and procurement control are significantly related to service delivery of donor funded projects in UNRA. However, the study found no significant relationship between procurement monitoring and service delivery of donor funded projects in UNRA. Although procurement planning has a significant relationship with service delivery, it is recommended that UNRA through its departments should ensure adequate designs and specifications, needs assessment and budgeting, In the second objective, it was also established that; procurement controls has a significant relationship with service delivery, hence it is recommended that; UNRA needs to continuously adhere to the procurement guidelines and procedures, corrective actions & fair bidding processes.

Lastly, procurement monitoring was established to have a negative relationship with service delivery, therefore it was recommended that UNRA should endeavor to carry out auditing, proper records management and use of supervision checklists, so as to enhance service delivery of donor funded projects in UNRA.

## REFERENCES

- Agaba, E & Shipman, N.( 2007).Public Procurement Reform in Developing Countries: The Ugandan Experience.
- Agere, S., (2001).Promoting Good Governance: Principles, Practices and Perspectives; Management Training services Division, Common Wealth Secretariat, London.
- Amaral, C. Billington, and A. Tsay, (2006). Safeguarding the Promise of Production.
- Arrowsmith & A. Davies (Eds.),(Public Procurement: Global Revolution (pp. 139-157). London.
- Arrowsmith, S.; Linarelli, J; & Wallace, D. Jr, 2000.Regulating Public Procurement: National And International Perspectives. Kluwer Law International
- Bailey, P; Farmer, D; Jessop, D; & Jones, D, (1998).Purchasing Principles and Management, eight Edition. Prentice Hall. Financial Times: Great Britain Bank of Uganda, 2010. FINA Bank Report on Examination. 3 August, Pg. 5.
- Basheka Benon C, (2008). Journal Of Public Procurement, Volume 8, Issue 3, 379-406. Procurement Planning and Accountability of Local Government Procurement Systems in Developing Countries: Evidence from Uganda”.
- Basheka, B. C., (2008). Procurement Planning and Local Governance in Uganda: A Factor Analysis Approach. Paper Presented at the 2008 International Research Society for Public Management Conference, from 26-28 March 2008, in Brisbane, Australia.
- Barlie and Means, (1932). Handbook on the economic & theory of the firm.
- Batenburg, Ronald, & Versendaal Johan, (2008). Maturity matters: performance determinants of The procurement business function, Institute of Information and Computing Science, Utrecht University, Padualaan 14, Utrecht, The Netherlands.
- Brails ford, T.J. (1995). Small Business Plans, Budgets and performance Measures.

Burton, R. A, (2005). Improving Integrity in Public Procurement: The Role of Transparency and Accountability. In OECD (Ed.), Fighting Corruption and Promoting Integrity in Public Procurement (pp. 23-28). Paris, France: OECD.

Callendar, G. & Mathews, D. (2000). International Journal of Research in Management Issue 3, Vol. 4

Carr, A.S, Pearson, J.N (2002). The impact of purchasing and supplier involvement on strategic Purchasing and its impact on firm's performance. International Journal of Operations and Production Management, 22(9), pp.1032-1053.

Cavinato, J (1999). Fitting Purchasing to the five stages of strategic management European. Journal of Purchasing and Supply management, Issue 5, pp. 75-83.

Coarse, (1937). The Nature of the Firm Vol.4, No.16

Comptroller of the Currency Administrator of national Bank (2001): Internal control Comptroller Hand Book

Country Procurement Assessment Report 1<sup>st</sup> Edition, United States of America: NIGP

Cousins, P. And Spekman, R, (2003). Strategic supply and the management of inter- and intra- Organizational relationships, Journal of Purchasing and supply Management, Vol...9, No.1.

Government of Uganda,( 2003). The Public Procurement & Disposal of Public Assets Act, 2003. KLA, UG.

Hakiiza J, (2008) Procurement Management & Organisational Conflicts in Urban Local Governments in Uganda: A case study of Central Division of KCC.  
Unpublished Thesis for a Masters Programme of UMI.

Harland, C., Lamming, R. And Cousins, P. (1999). Developing the concept of supply strategy, International Journal of Operations & Production Management, Vol... 19, N0.7, pp.650 673.

Jensen, M. C (2003) A theory of the Governance, Residual clans & Organizational Forms.

ISBN 0-674-01229-1. PP 137-138 Harvard University Press Publication.US

Kalakota, R. And Robinson, M., (2001).E-Business 2.0 Road map for Success Addison- Wesley Management, Vol: 8, issue: 2 pp.111-122.

Kannan,V.R., Itan,K.C. (2002). Supplier selection and assessment; their impact on business Performance. Journal of Supply Chain Management, Vol.38, Iss.4; pg.11.

Kumar, (2005) Research Methodology. A Step by Step Guide for Beginners, London: SOR.

Lisa M. Ellram and Billington C (2002). “Managing Professional Services Costs,” CAPS Research.

Lisa M. Ellram, Wendy L. Tate, Corey Billington., (2007). Services Supply Management: The Next Frontier for Improved Organizational Performance. California Management. Review Vol. 49, No. 4 summer 2007.

Londe, La B.J., (1998). Supply chain evolution by the numbers. Supply Chain Management Review, Vol.02, Iss.1; pp.7-8. Makerere Pintery.

Matama Rogers., (2008). Corporate governance and financial performance of selected commercial Banks in Uganda.

McCruden J.C (2004) ‘Using Public Procurement to Achieve Social outcomes’ Natural Resources Forum 257-267.

McKen (Eds.),(Public Procurement: International Cases and Commentary (pp. 89-103). New York: Routhledge.

Mugenda O. M and Mugenda A.G., (2003) *Research Methods: Quantitativeand Qualitative Approaches*. African Centre for Technology Studies (ACTS), Nairobi, Kenya.

Mullins, D.R., (2003). Accountability and Coordination in a Decentralized Context: Institutional, Fiscal and Governance Issues. Washington, DC: American University.

Nakamura, D. (2004). Untrained Staffers Blamed for Costing City Thousands. Washington Post: P.B01.

Oboth, (2001). The Impact of Public Procurement Reforms on Service Delivery in Uganda. A Case Study of Kabale Municipality, Kabale District of Bishop Stuart University.

Ody, P., (2001 b). Winning idea masks hidden problems. Financial Times, Twice. Monthly Review of information and communications technology. Wednesday, December 5 x-xi .

Olken, B.A. (2007) ‘Monitoring corruption: evidence from a field Experiment in Indonesia’, *Journal of Political Economy*, Vol. 115, No. 2, pp.200–249.

Oluka, N.P. and Ssennoga, F. (2008) ‘Tackling corruption in public procurement, a case of Uganda local government, enhancing best practices in public procurement’, *Proceeding Of the 3<sup>rd</sup> International Public Procurement*, pp.1109–1132.

Onen & Onen, (2008). The effect of Students attendance on Academic Performance. At SIMAD Mogadishu University.

Sekaran, (2003). Research Process & Road Map.

Parikh, M and Joshi, K. (2005). Purchasing process transformation: restructuring for small Purchases, International Journal of Operations & Production Management, Vol.25 No.11, 1042-1061.

Paulraj, A, Chen, I. And Flynn, J., (2006). Levels of strategic purchasing: impact on supply Integration and performance, Journal of Purchasing and Supply Management Vol.12, No.3, pp. 107-122. Person Education Limited.

Peil, (1995) Research Methods, a handbook for Africa, Nairobi, EAEP.

Porter, M.E (1985). And Competitive Advantage: Creating and Sustaining Superior Performance: Free Press, New York, NY pp. 19-29 DAC Guidelines and Reference Series.

Public Procurement Monitoring Forum (2010).Advancing citizens' engagement with government Through Social Accountability Dates: 6-7th May 2010 Venue: Nairobi, Kenya Qualitative approaches. African Centre for technology studies, Nairobi.

Sekeran (2003): Research Methods for Business, A skill Building Approach, Fourth edition, p. 87.

Thai, K. V., (2001). Public Procurement Re-examined. Journal of Public Procurement, 1 (1): 950.

Thai, K. V., (2004). Introduction to Public Procurement. First Edition: Florida Atlantic University.

The Boston Consulting Group Procurement Report (2011). Special Report: The Importance of Harmonizing Donor Practices for Effective Aid Delivery Volume 3: Strengthening Procurement Capacities in Developing Countries Procurement in a Global Environment May 2011rton.upenn.edu.

Tucker, T., (1998).A Critical Analysis of the Procurement Procedures of the World Bank. In S. Versenadaal, J., Beukers, M., and Batenburg, R, (2005).Business alignment in the

Procurement Domain, Institute of Information and Computing Sciences: Utrecht University.

Uganda Country Procurement Report, (2004). Volume II Main Findings & Recommendations.

Operational Quality & Knowledge Services, African Region.

Van Weele, (2002). Purchasing & Supply Chain Management Analysis, Planning & Practice.

Wittig, W.A., (1999). Building Value through Public Procurement. A Focus on Africa. Paper Presented to the 9th international Anti-Corruption conference. (Available online at: [www.legacy.transparency.org](http://www.legacy.transparency.org)).

## **APPENDICES**

### **APPENDIX A:**

#### **QUESTIONNAIRE FOR THE SELECTED UNRA STAFF.**

#### **UGANDA MANAGEMENT INSTITUTE**

#### **PROCUREMENT MANAGEMENT AND SERVICE DELIVERY OF DONOR FUNDED PROJECTS IN UGANDA NATIONAL ROADS AUTHORITY.**

##### **Introduction**

Dear Respondent,

The researcher is a student of Masters in Public Procurement (MPP) at Uganda Management Institute (UMI), Kampala, Uganda. She is undertaking a research to generate data and information on “Procurement Management and Service Delivery of Donor funded projects in Uganda National Roads Authority (UNRA)”. You have been selected to participate in this study because, the contribution you make to your organization is central to the kind of information required. The information you provide is solely for academic purposes and will be treated with utmost confidentiality. Kindly spare some of your valuable time to answer these questions by giving your views where necessary or ticking one of the alternatives given. Indeed your name may not be required.

Thank you for your time and cooperation.

Annet Kagene Kyeyune

## **SECTION A: BACKGROUND DATA**

**Please circle the numbers representing the most appropriate responses for you in respect of the following items:**

1. Your gender      a) Male      b) Female

2. What is your age group?

a) 20-29,      b) 30-39,      c) 40-49,      d) 50 and above

3. What is your highest level of education?

a) Post Grad Diploma,      b) Bachelor's degree, c) Masters' degree      d) Doctorate

e) Others (specify) -----

4. For how many years have you worked with procurement in UNRA?

a) Less than one year      b) 1-2 years      c) 3-4 years      d) Over 5years

5. Terms of employment

a) Temporary staff b) Contract staff c) Permanent Staff d) Other (specify).....

## **SECTION B: PROCUREMENT PLANNING AND SERVICE DELIVERY**

**In this section please tick in the box that corresponds to your opinion/view according to a scale of 1 = strongly Disagree, 2 = Disagree, 3 = Not Sure, 4 = Agree, 5 = strongly Agree**

No	Statement	1	2	3	4	5
1	UNRA procurement process begins with "planning and budgeting" for costs quality and time scope of projects.					
2	The required costs for projects are clearly defined by the responsible personnel in the unit /department					
3	Thorough needs assessment is undertaken by the respective managers for the required quality for the projects					
4	There is early involvement of all stakeholders in procurement planning so as to attain the right quality, time and costs					
5	Budget proposals are made, approved so as to obtain the required time, quality and costs of projects.					
6	Relevant approvals are obtained from the UNRA authorities for all procured items in terms of the quality and costs required in construction					
7	Prior consideration is given to the formulation of procurement specifications and designs so as to attain projects of the best quality.					
8	The set specifications and designs are followed during implementation hence witnessing quality in the projects					
9	Annual procurement budgets showing the set quality time and costs are always formulated.					
10	There is good communication between budget, program and procurement officers for planning to be effective					
11	The procurement committee ensures or confirms the availability of funds before any procurement is made					
12	Top management is involved in procurement planning for the quality, costs and time of projects.					

## **SECTION C: PROCUREMENT CONTROL AND SERVICE DELIVERY**

**In this section please tick in the box that corresponds to your opinion/view according to a scale of 1 = strongly Disagree, 2 = Disagree, 3 = Not Sure, 4 = Agree, 5 = strongly Agree**

No.	Statement	1	2	3	4	5
1	Procurement often suffers from inadequate knowledge of guidelines and procedures by project implementers which leads to ineffective costs, time and quality.					
2	UNRA follows international and National policies and guidelines clearly stating the costs, timeliness and quality of services required for efficient construction					
3	The operational policies and guidelines on the quality of services are readily accessed by all stakeholders.					
4	UNRA uses standard bidding documents issued by PPDA/ADB/World Bank which show the set time quantity and costs needed					
5	Evaluation of bids is operated according to how the service provider's technical ability, capacity and expertise in construction					
6	The evaluation committee always recommends the lowest bidder as the best evaluated.					
7	The increased construction costs are due to inadequate controls and under estimated quantities of works					
8	The successful projects are associated with effective controls considering time costs and quality					
9	Corrective actions have been fundamental in helping the authority meet timely service provision					
10	Due to corrective actions done by the authority, it has led to the selection of the best bidder.					
11	The corrective actions are performed by experts who i decide on how to successfully award a project to the best bidder.					

## **SECTION D: PROCUREMENT MONITORING AND SERVICE DELIVERY**

**In this section please tick in the box that corresponds to your opinion/view according to a scale of 1 = strongly Disagree, 2 = Disagree, 3 = Not Sure, 4 = Agree, 5 = strongly Agree**

No.	Statement	1	2	3	4	5
1	Supervision checklists are used to often track whether the quality, costs and time agreed upon during procurement process are being implemented.					
2	Audits are done at regular intervals on the quality and costs of projects.					
3	UNRA has adequate personnel to monitor and supervise the projects implementation while considering the timeliness quality and cost.					
4	A supervision check list on procurement systems is in place, against which timely and quality indicators are checked.					
5	Audit reports bring out the main project weaknesses that affect quality, time agreed and costs identified in the procurement processes.					
6	Audit reports are given as per the compliance with the quality, costs, time agreed upon and procurement laws					
7	Despite the actual audits carried out by the internal staff and external firms the responsibility of proper audits rests with PPDA.					
8	Proper records management is carried out during construction projects on delivery of materials and payments made at the right time					
9	Periodic supplier audits are undertaken to correct compliance errors as per quality, time and cost					
10.	Mechanisms for accessing records of projects at all times by the right personnel are in place like through adopting e record management in UNRA					
11	Checking of past records especially for completed projects in terms of prices, quality and the timing are used as reference for new projects					

## **COMMENTS**

**Please write any comments or additions in the space provided below;**

.....

.....

.....

.....

**THANK YOU FOR YOUR PARTICIPATION**

**APPENDIX B:**  
**PROCUREMENT MANAGEMENT AND SERVICE DELIVERY OF DONOR FUNDED**  
**PROJECTS IN UNRA**

**INTERVIEW SCHEDULE FOR DIRECTORS**

1. Position in UNRA .....

2. Department /Section.....

1. a) Does UNRA carry out procurement planning? Please tick the appropriate option.

a)

b)

b) Do you follow the procurement plans as formulated?

a)

b)

If so, in what ways does procurement planning lead to effective service delivery of donor funded construction projects in UNRA? (Probe for needs identification, budgeting and supplier selection)

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

2a) Does UNRA has procurement control mechanisms? Please tick the appropriate option.

a)

b)

b) If so, how has procurement control mechanisms led to effective service delivery of donor funded construction projects in UNRA? (Probe for procurement procedures &guidelines, bidding process, corrective actions)

3a) Does UNRA undertake procurement monitoring? Please tick the appropriate option.

a)  b)

b) If so, how has procurement monitoring led to effective service delivery in donor funded construction projects in UNRA? (Probe for Supervision checklists, Audit reports, Records management)

4. How would you describe the general service delivery of donor funded construction projects in your department or section (UNRA)?

## COMMENTS

**Please write any comments or additions in the space provided below;**

**THANK YOU FOR YOUR PARTICIPATION!**

**APPENDIX C:**  
**DOCUMENTARY REVIEW CHECKLIST**

<b>Documents to be reviewed</b>	<b>Information expected</b>
<b>UNRA bidding documents</b>	<ul style="list-style-type: none"> <li>- Criteria for selection</li> <li>- Criteria for evaluation</li> </ul>
<b>UNRA annual reports</b>	<ul style="list-style-type: none"> <li>- Gaps in procurement management and service delivery of donor funded construction projects</li> <li>- Achievements in procurement management and service delivery of donor funded construction projects</li> </ul>
<b>UNRA Strategic plan</b>	<ul style="list-style-type: none"> <li>- Long term procurement plan</li> <li>- Short term procurement plan</li> </ul>

## APPENDIX D:

Table for determining sample size from a given population

N	S	N	S	N	S
10	10	220	140	1200	291
15	14	230	144	1300	297
20	19	240	148	1400	302
25	24	250	152	1500	306
30	28	260	155	1600	310
35	32	270	159	1700	313
40	36	280	162	1800	317
45	40	290	165	1900	320
50	44	300	169	2000	322
55	48	320	175	2200	327
60	52	340	181	2400	331
65	56	360	186	2600	335
70	59	380	191	2800	338
75	63	400	196	3000	341
80	66	420	201	3500	346
85	70	440	205	4000	351
90	73	460	210	4500	354
95	76	480	214	5000	357
100	80	500	217	6000	361
110	86	550	226	7000	364
120	92	600	234	8000	367
130	97	650	242	9000	368
140	103	700	248	10000	370
150	108	750	254	15000	375
160	113	800	260	20000	377
170	118	850	265	30000	379
180	123	900	269	40000	380
190	127	950	274	50000	381
200	132	1000	278	75000	382
210	136	1100	285	1000000	384

Source: Krejcie & Morgan (1970), as cited by Amin, (2005)

Note.

N is population size.

S is sample size.