



## E-Bulletin



P u b l i c P r o c u r e m e n t A u t h o r i t y

# ENSURING COMPLIANCE IN PUBLIC PROCUREMENT THROUGH EFFECTIVE MONITORING & EVALUATION

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**A**lthough the call for strict adherence to rules and regulations in public procurement cannot be over emphasized, the famous 6 Rs definition of public procurement places the demand squarely on the shoulders of all concerned to ensure that goods, works & services are acquired- at the Right Price, Right Quantity, Right Quality, Right Place, Right Time and from the Right Source-during the procurement process.

Current trends have proven that, Monitoring and Evaluation (M&E) constitutes the two most fundamental elements required for the realization of any policy objectives and holds the power to preserve the sanctity and integrity of any system. Although mostly referred to as one, monitoring and evaluation are two distinct activities that are related but not identical. Whereas, Monitoring refers to the process of analyzing data on inputs and outputs, to support

ongoing projects, Evaluation on the other hand, assesses the relevance, efficiency, effectiveness, impact and sustainability of activities as against prior agreed plans.

Conducting monitoring and evaluation in public procurement holds enormous benefits. It provides an avenue for constant feedback, easy identification of potential challenges, opportunity to incorporate innovation and track progress.

Considering the importance of monitoring and evaluation in public procurement, the Working Group on Benchmarking, Monitoring & Evaluation of the World Bank in 2003 designed its distinct M&E toolkit for measuring country performances. Subsequently, the Public Procurement Authority –Ghana, in a corresponding move has also developed an M&E tool dubbed the Public Procurement Model of Excellence (PPME)

*(Continued on page 4)*



## Online Activities

### List of entities that have submitted their 2013 Procurement Plans online As At April 30th , 2013

- |  |   |
|--|---|
| 1. Accra Academy Sec. Sch.                             | 39. Ghana Airports Company Limited                          |
| 2. Accra Polytechnic                                   | 40. Ghana Atomic Energy Commission                          |
| 3. Aflao District Hospital                             | 41. Ghana Broadcasting Corporation                          |
| 4. Agona West Municipal Assembly                       | 42. Ghana Civil Aviation Authority                          |
| 5. Ahantaman Sec. School                               | 43. Ghana Cocoa Board                                       |
| 6. Akatsi Dist. Hospital                               | 44. Ghana Cocoa Board - Quality Control Division            |
| 7. Amenfiman Sec. Sch                                  | 45. Ghana Education Service                                 |
| 8. Aowin Suaman  | 46. Ghana Grid Company Ltd.                                 |
| 9. Ashiaman Sec. Sch.                                  | 47. Ghana Immigration Service                               |
| 10. Assin Manso Sec.                                   | 48. Ghana Institute of Journalism                           |
| 11. Atebubu Tr. College                                | 49. Ghana Institute of Management And Public Administration |
| 12. Bank of Ghana                                      | 50. Ghana Investment Fund For Electronic Communications     |
| 13. Berekum Tr. College                                | 51. Ghana Investment Promotion Council                      |
| 14. Besease Sec. Comm.                                 | 52. Ghana Library Board                                     |
| 15. Bibiani Sec/Tech                                   | 53. Ghana National Fire Service                             |
| 16. Bolgatanga Polytechnic                             | 54. Ghana National Gas Company                              |
| 17. Central- Regional Co-ordinating Council            | 55. Ghana News Agency                                       |
| 18. Centre for Scientific Research Into Plant Medicine | 56. Ghana Police Service                                    |
| 19. Controller And Accountant General Dept             | 57. Ghana Post Company                                      |
| 20. Copyright Administration                           | 58. Ghana Prisons Service                                   |
| 21. Council for Scientific and Industrial Research     | 59. Ghana Railway Development Authority                     |
| 22. Council of State                                   | 60. Ghana School of Law                                     |
| 23. Daboase Sec./Tech                                  | 61. Ghana Secondary/Tech.                                   |
| 24. Dental School                                      | 62. Ghana Standards Authority                               |
| 25. Department of Children                             | 63. Ghana Tourist Board                                     |
| 26. Department Of Urban Roads                          | 64. Ghana Water Company Limited                             |
| 27. Driver and Vehicle Licensing Authority             | 65. Ghana Water Company Limited - Operations                |
| 28. Economic and Organised Crime Office                | 66. Ghana-India Kofi Annan Center of Excellence             |
| 29. Effa Nkwanta Regional Hospital                     | 67. Grains And Legumes Development Board                    |
| 30. Effutu Municipal                                   | 68. GRATIS Foundation                                       |
| 31. Effutu Sec./Tech                                   | 69. Half Assini Sec. Sch                                    |
| 32. Encyclopaedia Africa Project                       | 70. Ho Polytechnic  |
| 33. Energy Commission                                  | 71. Holy Child Sec.   |
| 34. Environmental Protection Agency                    | 72. Holy Child Tr. College                                  |
| 35. Fiaseman Sec. Sch                                  | 73. Internal Audit Agency                                   |
| 36. Foods and Drugs Board                              | 74. Juabeso district Hospital                               |
| 37. Ga West (Ga)                                       | 75. Judicial Service  |
| 38. Ghana Academy of Arts And Sciences                 |   |

**The Authority urges all other entities who have not submitted their plans as yet to emulate the example of the above listed entities and comply accordingly.**



76. Jukwa Sec. Sch.  
 77. Koforidua General Hospital  
 78. Komfo Anokye Teaching Hospital  
 79. Korle bu Teaching Hospital  
 80. Kumasi High Sch  
 81. Kumasi Polytechnic  
 82. Lands Commission  
 83. Lands Title Registry  
 84. Ledzokuku-Krowor  
 85. Management Development And Productivity Institute  
 86. Management Services Division  
 87. Margaret Mary High School  
 88. Maternal and Child Health Hospital  
 89. Medical School  
 90. Mfantseman  
 91. Minerals Commission  
 92. MINISTRY OF CULTURE And CHIEFTAINCY  
 93. Ministry of Employment and Labour Relations  
 94. Ministry of Employment and Social Welfare  
 95. Ministry of Environment Science and Technology  
 96. MINISTRY OF FOOD And AGRICULTURE  
 97. MINISTRY OF FOREIGN AFFAIRS AND REGIONAL INTEGRATION  
 98. Ministry of Gender Children and Social Protection  
 99. MINISTRY OF JUSTICE AND ATTORNEY GENERAL  
 100. MINISTRY OF ROADS AND HIGHWAYS  
 101. Narcotics Control Board  
 102. National Board for Professional And Technical Examinations  
 103. National Commission For Civic Education  
 104. National Communication Authority  
 105. National Council for Tertiary Education  
 106. National Identification Authority  
 107. National Lottery Authority  
 108. National Petroleum Authority  
 109. National Service Secretariat  
 110. National Sports Authority  
 111. Nkawie District Hospital  
 112. Non Formal Education Division  
 113. Nyinahin District Hospital  
 114. Office of the Regional Health Directorate – Eastern Region  
 115. Office of the Regional Health Directorate – Greater Accra Region  
 116. Opoku Ware Sec.

117. Pharmacy Council  
 118. Prempeh College  
 119. Public Procurement Authority  
 120. Registrar Generals Department  
 121. Ridge Hospital  
 122. Savannah Accelerated Development Authority  
 123. School of Allied Health Sciences  
 124. Sekondi-Takoradi Metropolitan Assembly  
 125. Shama Sec. Sch  
 126. SIC Life Company Limited  
 127. Social Security and National Insurance Trust (SSNIT)  
 128. Sogakope District Hospital  
 129. St. Augustine's College  
 130. St. Francis Trg. College  
 131. St. Joseph's Tr. College  
 132. St. Monica Training College  
 133. Sunyani General Hospital  
 134. Sunyani Polytechnic  
 135. Takoradi Polytechnic  
 136. Tamale Polytechnic  
 137. Tarkwa Nsuaem Municipal Assembly  
 138. Tarkwa Sec. Sch  
 139. Tema Development Corporation  
 140. Tema Metropolitan Assembly  
 141. University For Development Studies  
 142. University Of Cape Coast (UCC)  
 143. University of Energy and Natural Resource  
 144. University of Ghana Business School(UGBS)  
 145. University of Mines -Tarkwa  
 146. University of Professional Studies Accra  
 147. University Of Science And Technology (KNUST)  
 148. Volta Lake Transport Company Limited  
 149. Volta River Authority  
 150. Wa General Hospital  
 151. Wa Polytechnic  
 152. Wesley Girls High Sch.  
 153. West African Examination Council



(Continued from page 1)

tool that allows for qualitative and quantitative measurement of public procurement activities in Ghana.

To date, the tool has been used to assess the procurement performance of over one thousand procurement entities and generated invaluable results that guides the regulatory function of the PPA. For instance, previous assessment reports revealed severe challenges confronting procurement entities as far as compliance with the provisions of the Public Procurement Act, 2003 (Act 663) is concerned. Some of these include poor procurement records keeping, the yawning procurement capacity gaps that exist among practitioners and service providers and poor contract management practices to mention a few. Consequently, these findings have informed the

formulation of various interventions and policies namely: the introduction of the Low/Minor Value procurement method which is being piloted among 2<sup>nd</sup> Cycle Institutions, the Development of Training Modules on Contract Management and Effective Records Keeping to ensure better compliance with the provisions of the procurement law.

To this end, we have chosen to focus on the role of M&E in public procurement in this edition and hope that the articles in this edition will ignite interest on the subject among a critical mass of our stakeholders as we together forge ahead in making Ghana's public procurement an effective tool for good governance.

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## PUBLIC PROCUREMENT ASSESSMENT RESULT AND ITS USE

**S**ound Public Procurement Policies and Practices are among the essential elements of good governance. The Public Procurement Law of Ghana to a large extent ensures that public procurement is carried out in accordance with the principles of economy, efficiency, and transparency.

The Public Procurement Authority carries out Annual Procurement Assessment of Government Entities in fulfillment of its mandate under Section 3(d) of Act 663 "Monitor and Supervise Public Procurement and ensure compliance with statutory requirements" and Section 3(h) "Assess the operations of the Public Procurement Processes and submit proposals for improvement of the processes".

The Public Entities that are assessed include Ministries, Departments, and Sub-vented Agencies, Regional Co-ordinating Councils, Metropolitan/Municipal/District Assemblies, State Enterprises, Tertiary Institutions, Schools and Colleges, Hospitals and Health Institutions.

The main assessment tool used to carry out the Assessment exercise is the Public Procurement Model of Excellence (PPME). This web-based tool utilizes both qualitative and quantitative measurement to collect data on procurement from the entity level. This is used to generate results pertaining to the quality and procurement performance in the whole country or within a particular sector.

At the end of the Assessment exercise two main reports are produced. These results are the individual reports for each Public Entity assessed and a National Cumulative report for the whole country. The individual reports which contain the entities realistic procurement situation, as well as requisite recommendations are sent specifically to each entity. The National Cumulative Report forms part of PPA Annual Report published in fulfillment of the Section 3 (i) of Act 663. This section requires PPA to produce annual reports for submission to the Ministry of Finance and Economic Planning, and subsequently to Parliament





Section 3 (a) of the Act enjoins the Authority to “Make proposals for the *formulation of policies on procurement*”. At the Macro level the Assessment Results are advise Government and in the formulation policies and issuance of guidelines aimed at improving the procurement processes.

The Assessment results over the years have revealed many challenges in the procurement management of entities. A case in part is what pertains at the second cycle institutions where majority of their procurement expenditure in relation to purchase of food items and other consumables cannot conform to the processes prescribed in the Act, 663. This has informed the development and issuance of specific guidelines for Low Value procurement.

**A**nother intervention that PPA would be introducing very soon is the Procurement Records Management Manual. Previous Assessment have revealed Entities inability to effectively keep manage and retrieve procurement records.. Results have revealed that many entities do not have any files and even do not know what to keep as data. This Procurement Records Management Manual is designed to guide Procurement Practitioners in effective Records keeping.

The results of the Assessment revealed lapses in contract execution. To address this PPA has developed a comprehensive Contract Management Manual for Goods, Works and Service, that will be introduced this year.

. The PPME Tool rates the performances of entities from Excellence, Matured, Maturing, Conforming and the lowest Non Conforming. Based on the performance rating of an entity, it is motivated to improve on its performance to move to the next highest level.

Last but not the least is the specific recommendations for each entity based on the entities practical assessment results.. These would enable entities to correct their lapses and correct and improve their procurement performance in the ensuing year’s assessment.

From the above the benefits accruing to PPA, Entities, Government, Private Sector and by extension the tax payer cannot be over emphasized.

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*PPA*



# INTRODUCTION OF PUBLIC PROCUREMENT SELF ASSESSMENT USING THE PPME TOOL

## INTRODUCTION

The advent of the Public Procurement Act, 2003 (Act 663) marked the dawn of a new era in Public Procurement. The Act has revolutionized Public Procurement in Ghana and has brought to the fore the streamlining of Public Procurement for efficiency, transparency, fairness and competitiveness. The Public Procurement Authority has successfully conducted assessment of Public Entities in the past six consecutive years (2006, 2007, 2008, 2009, 2010, and 2011). The results from these Assessment Reports show that the performance of the Entities is in the ascendancy. Based on these achievements, the Public Procurement Authority intends to introduce the Public Procurement Self Assessment using the Public Procurement Model of Excellence (PPME) Tool on pilot basis. It is expected that there would be a subsequent roll – out of the Tool for all Public Procurement Entities in Ghana.

## SELF ASSESSMENT AND THE PPME TOOL

According to Boud (1995), all assessment including Self Assessment comprises two main elements: making decisions about the standards of performance expected and then making judgments about the quality of the performance in relation to these standards. Simply put, when you judge the quality of your work and how much progress you have made you are engaged in Self Assessment. Self Assessment also involves knowledge generation and collective action in which stakeholders collaboratively define the evaluation issues, collect and analyze data and take action.

- The PPME Tool on the other hand, is a web -based software package which is used to analyze data collected from the procurement activities of the Entities. It generates two main reports, namely:
- Performance Assessment System (PAS) Report; and
- Performance Measurement Indicators (PMI)

## BENEFITS OF SELF ASSESSMENT

Some of the several benefits to be derived from Self Assessment are as follows:

- Firstly, Self Assessment allows full participation of stakeholders. It involves Management, Support Staff and PPA. For instance Procurement Officers who mostly do not take part in corporate decision making are going to be mandated to operate the PPME Tool. And in that process, they would have a clear picture of what is happening. This would enhance the transparency of the process.
- Secondly, by participating in the process, stakeholders share responsibilities for the evaluation results. They are therefore going to be empowered.
- Thirdly, Self Assessment encourages capacity and skills development. The participating process is a learning process among stakeholders which when shared, would lead to corrective action and programme improvement.
- Fourthly, Self Assessment fosters team building and commitment through collaborative inquiry among stakeholders.





Those involved in and affected by the evaluation would be committed to modifying their strategies to achieve desired results.

## CHALLENGES

There are several challenges associated with Self Assessment. These are as follows:

First, the credibility of the reports. Entities in an attempt to portray impressive results may exaggerate or falsify information thereby compromising the credibility of the reports.

Second, problems with validation. PPA is expected to validate the data of the entities which certain times require physical verification. This may be tedious if the entities do not keep proper records or try to play hide and seek with PPA.

Third, resistance to change. People generally do not like change and for such people they would do everything possible to resist the concept. This may have some dire consequences.

Fourth, access to the Internet. The operation of the PPME Tool is linked to the Internet. Unfortunately most of the entities especially those

in the Rural areas do not have access to the Internet.

## WAY FORWARD

From the challenges mentioned above, it is expedient that certain measures be put in place to enhance the smooth take-off of the Self Assessment.

In order to minimize exaggerations and falsification of data, PPA would critically scrutinize information that is posted on the PPME Tool and use other in-house systems such as Tender and Contract to verify results.

PPA would organize training for all entities on how to use the PPME Tool. This would enhance the Skills of the entities to be able to properly assess their own performance and also aid easy validation.

PPA would embark on an intensive education for all entities and also use change drivers to enable Entities accept the concept.

Entities would be encouraged or perhaps compelled to get access to the Internet for without the Internet, the PPME Tool will not be accessible.

## CONCLUSION

Though the introduction of the Public Procurement Self Assessment using the PPME Tool would face some difficulties, it is imperative because both PPA and the Entities stand to benefit. It would bring about transparency, empower entities, enhance capacity and skills of entities and would also promote team building and commitment among Stakeholders.

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## **Tendering and contract Information for periods indicated**

[Tendering Opportunities for Mar - Apr 2013](#)

[Contracts Awarded for Jan-Apr 2013](#)

[Restricted Tender Awards Jan - Apr 2013](#)

[Expression of Interest Requests Mar -Apr 2013](#)

The links above will take you directly to the PPA Website Reports for the months of period indicated.



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