

**THE IMPACT OF THE ENACTMENT OF THE PPDA ACT ON  
PERFORMANCE OF GOVERNMENT INSTITUTIONS  
A CASE STUDY OF MULAGO HOSPITAL COMPLEX**

**BY**

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**JULY 2011**

**DECLARATION**

I **MUTABAZI STEPHENSON A.K** declare that this dissertation is my original work and has never been submitted to any institution or University for any award



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Date: 17-JULY-2011

**APPROVAL**

This dissertation has been done under my guidance and supervision as a University supervisor.

Signature

*Mubgawde*

Date.....

*17-JULY-2011*

**Mr. Ruteganda Michael**  
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## **DEDICATION**

Thus dissertation is dedicated to my mother Mrs. F.H Kaliramaguru and my brothers Michael and Richard, and my sisters Beth, Sandra and Stella for all their support during my study.

## **ACKNOWLEDGEMENT**

I am greatly indebted to a number of people who helped me in various ways and enable this booklet to see the light of the day.

First of all I would like to thank God for giving me an enduring heart and wisdom.

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Thirdly I would like to thank my brother Michael Bwesigye for his support financially, morally and materially and sacrifices he made to make me what I am today.

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## **LIST OF ABBREVIATIONS**

PPDA	-	Public Procurement and Disposal of Assets
PPDAA	-	The Public Procurement and Disposal of Public Assets Authority
PE	-	Procuring Entity
PDE	-	Procuring and Disposal Assets entity
PMU	-	Procurement Management Unit
T.B	-	Tender Board
W.T.O	-	World Trade Organization
C.I.Ps	-	Chartered Institute of Purchasing and Supply
UNTCAD	-	United Nations Conference on Trade and Development
A.O	-	Accounting Officer
P.A.C	-	Public Accounts Committee
CHOGM	-	Commonwealth Heads of Government Meeting

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## **CHAPTER ONE**

### **1.0 Introduction**

This chapter included background to the study, Statement of the Problem, Study questions, Objectives of the Study, Significance of the Study.

### **1.1 Background**

In Uganda until 2003 procurement of goods works and services by public enterprises was traditionally guided by various Treasury or Finance regulations rather than being enshrined in statutes. The effectiveness of such an arrangement hinged on the strength of Parliament oversight which Unfortunately was very often wanting.

So before the PPDA Act came into force procurement of goods and services by government departments were acquired through line ministries or internal departments. But this goods and services were usually substandard and were not value for money and it is against this background that the government of Uganda decided to enact the PDA Act. And by doing this the government wanted to adopt a holistic approach to fight corruption and reduce public expenditure by obtaining value for money.

This PPDA Act provided new guidelines on public procurement procedures which added enforceability and transparency to fundamental procurement rules and established a regulatory body the public procurement and disposal of Public assets authority; to oversee and regulate public procurement functions so that each and every public enterprise (PE) complies with the requirements of the provision of the new law on procurement.

### **1.2 Statement of the Problem**

The above mentioned procurement reform measures taken by government since 2003 were meant to put to rest poor procurement habits of the past years

and usher in an era of transparency accountability and fairness so that the public gets real value for its money spent on procurement.

It is now nine years since the PPDA Act came into force but things seem to have not changed the way it was expected which means the coming on scene of this act has not solved procurement multi practices in government departments with a few examples like.

### **1.2.1 The Temangalo scandal**

In 2009 the National Social Security Fund (NSSF) wanted to acquire land that it would utilize by constructing low cost housing units but the deal was never advertised properly according to the guidelines of the PPDA and it was later found out that by the Parliamentary committee probing the scandal that the one that won the tender to supply the land was not the best bidder.

It was later found out that politically and financially powerful people tempered with the tender procedures and NSSF ended up with paying for land which was almost a swamp and not the exact acres. This land was bought at 11 billion Ug. Shs. Where as there were other people who would have offered good land suitable for the estates at a lower price but because the tendering process was not fully carried out it did not happen. In the end it was found out that the managing director was behind all this scandal and was sentenced to 14 years in jail.

### **1.2.2 The CHOGM Scandal**

In 2007 the government of Uganda hosted the Common wealth Heads of Government meeting which is a meeting of all those former colonies of Britain who converged here in Kampala. So during the preparations some government officials abused procurement procedures and many resources were mismanaged.

According to the Auditor General's report and the Public Accounts Committee (PAC) it was found out that it was a controversial to procure 30 BMW cars and lease 144 for four days at Shs. 9 billion. And construction of some roads were substandard where as some roads were constructed going to private residences. So it is out of this scandals that the President requested the Inspector General of Government (IGG) and the Director of Public Prosecutions to carry out investigations and bring the culprits to book.

### **1.2.3 Persistent Public outcry**

Despite the procurement reform measures put in place there is still a general impression that there is rampant corruption and unfair procurement practices in government offices. The second procurement integrity survey commissioned by the PPDA conducted by Reev Consult revealed that poor quality goods are being procured, partial delivery of goods, over changing and poor civil works. All the above can still indicate that all is not yet well when it comes to public procurement.

### **1.3 Study objective**

The objective of this study was to compare and contrast how government departments are performing in terms of procurement during and before the enactment of the PPDA Act 2003. In doing this exercise I mostly based my self on the legal and administrative environment under which the authority operates to assist the government departments to achieve the set goals.

### **1.4 Study Question**

- 1.4.1 Has government institutions gained in using the guidelines and principles of the PPDA Act in procuring of goods and services?
- 1.4.2 What are the gains that government institutions have realized in using the guidelines of the PPDA Act in the procurement of goods ad services?
- 1.4.3 What are the failures that government institutions have faced in using the guidelines and principles of the PPDA?

1.4.4 If PPDA has not brought any significant changes what are the recommendations that could be made to make it more significant?

## **1.5 Significance of the study**

The significance of the study can be seen from the following facts

1.5.1 Since the Ugandan government has been facing a lot of bureaucracy in the process of acquiring goods and services through the tendering process this study will go an extra mile to solve the delays that have been hindering the process by providing some solutions to those problems.

1.5.2 Government institutions had a tendency of wasting a lot of resources in procuring goods and services which are of poor quality and not value for money but with this study in place it will help a lot in guiding these institutions to procure goods and services of high quality which are of value for money.

1.5.3 The PPDA will use this study to solve some problems in the Government procuring departments such as delays conflict of interest inflated prices, corruption by using some of the findings and recommendations in this study.

1.5.4 Since Government has been allocating a large portion of the tax payers money into procurement of public goods almost 60 – 70% of the total annual budget. This study will bring some sections of the public to believe that at least something is being done to revamp the procurement sector.

## **CHAPTER TWO**

### **LITERATURE REVIEW**

#### **2.0 Introduction**

This chapter presented the literature of the study of the impact of the enactment of the PPDA Act on performance of Government institutions in Uganda. Various works by other scholars in the field concerning the topic was reviewed.

#### **2.1 What is procurement?**

Procurement is the process of identifying the product/service/work that is needed placing negotiating for mutually agreeable price, buying, delivering and effecting payment.

Procurement is carried out primarily to satisfy an identified need. This need may be personal or public where it is public there ought to be procedures to realize the above process in order to ensure that the public gets the money value for the product/service/work so procured according to (UNCTAD/WTO)

The PPDA defines Procurement as buying purchasing, renting, leasing or otherwise acquiring any goods, works or services by a purchasing entity spending public funds on behalf of a Ministry, department or regional administration of the government or public body and includes all functions that pertain to obtaining of any goods works or services including description of requirements, selection and invitation of tenders, preparation and award of contracts.

#### **2.2 What is public procurement?**

Public procurement is broadly defined as the purchasing, hiring or obtaining by any other contractual means of goods, construction works and services by

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the public sector. It is the process through which the government buys or gets goods, works and services from the private sector. The government buys or gets these goods, works and services on behalf of the general public. The process includes purchasing, hiring, leasing or any other means of involving suppliers to provide goods and services to the public. This definition is according to the report of UNCTAD Report on the 9<sup>th</sup> International anti corruption conference 10 – 15 October 1999, Durban, South Africa.

### **2.3 The essence of good public procurement practices**

The principle characteristics of good public procurement are economy, efficiency fairness, reliability, transparency together with accountability. (PPDA Act 2003)

- 2.3.1 Economy: Procurement is a purchasing activity whose purpose is to give the purchaser best value for money. Usually, value implies more than just price since quality issues also need to be taken into account.
- 2.3.2 Efficiency: The best public procurement is simple and swift, producing good results without delay. Also efficiency means practicality in terms of compatibility with the administrative services and professional capabilities of the purchasing organization.
- 2.3.3 Fairness: Good procurement is impartial consistent and therefore reliable. It offers all interested parties contractors, suppliers and consultants a level playing field on which to compete and thereby directly expands the purchasers options and opportunities.
- 2.3.4 Transparency: Public bodies adheres and maintains rules and procedures that are accessible and unambiguous.
- 2.3.5 Accountability: Good procurement holds its practitioners responsible for enforcing and obeying the rules, it makes them subject to challenge and sanction if appropriate, for neglecting or bending those rules. Accountability is an inducement to individual and institutional

probity, a key deterrent to collusion and corruption and a key prerequisite to procurement credibility.

A sound procurement system is one that combines all the above elements. The desired impact is to improve the confidence and willingness to compete of well qualified vendors. This in turn benefits the purchasing entity, responsive contractors, suppliers and where applicable, donor agencies providing the project finance.

Conversely, a procurement system that fails to take into account the above elements stimulates hesitation to compete submission of inflated bids, or submission of deflated bids that results into delayed or defective performance.

#### **2.4 The PPDA Act No. 1 of 2003**

The PPDA Act stipulates that the objectives of the authority should be to

2.4.1 It advises the Government on all public procurement and disposal policies principles and practices.

2.4.2 It monitors and reports on the overall functioning of the public procurement system and recommends desirable changes to the procurement system and undertaking procurement and disposal audits, inspections and investigations.

2.4.3 It has the regulatory function of issuing guidelines and advice to PPDs and provision of standard procurement documents plus inspection and investigation through the compliance procurement review system within all public PDEs.

2.4.4 It has the mandate to control data by organizing and maintaining a system for the publication of data on public procurement.

2.4.5 It has the capacity building function of building up public procurement in the government statutory bodies and tertiary institutions

A procurement and disposal entity consists of the following stakeholders. An accounting officer, the contracts committee, tender Board (local government.



The procurement and Disposal unit, The user Departments, evaluation committees and negotiating teams.

The Accounting Officer (CO) who is the head of any PDE is responsible for overall responsible for the execution of the procurement and disposal activities in the procuring and Disposing Entity. He has the overall responsibility for ensuring value for money, procurement management and promotion of public trust. AO works with staff under him/her in the procurement planning, evaluation of the process and management of contracts.

#### **2.4 The functions of the Authority are said to be**

- 2.4.1 Ensure that any deviation from the use of the standardized tendering documents procedural forms and any other attendant documents is effected only after prior written approval of the authority.
- 2.4.2 Prepare, update and issue authorized versions of the standardized tendering documents, procedural forms and any other attendant documents to procuring entities.
- 2.4.3 Conduct periodic inspections of the records and proceedings of the procuring entities to ensure full and correct application of this Act.
- 2.4.4 Organize and maintain a system for the publication of data on public procurement opportunities, awards and any other information of public interest as may be determined by the authority.
- 2.4.5 Advise central government, local government's and statutory bodies on all procurement policies, principles and practices.
- 2.4.6 Monitor and report the performance of the public procurement systems in the government and advise on desirable changes
- 2.4.7 Set training standards. competence levels, certification requirements and professional development paths for procurement experts in consultation with competent authorities.
- 2.4.8 Monitor the award and implementation of public contracts with a views to ensuring that:-
  - (i) Such contracts are awarded impartially and on merit.

- (ii) The circumstances in which each contract is awarded or as the case may be terminated, do not involve impropriety or irregularity.
- (iii) Without prejudice to the functions of any public body in relation to any contract, the implementation of each such contracts conforms to the terms thereof.

#### **2.5.9 Institute**

- (i) Procurement audits during the tender preparatory process.

Contract audits in the course of the execution of an awarded tender, and

- (ii) Performance audit after the completion of the contract in respect of any procurement as may be required.

2.5.10 Facilitate the resolution of procurement complaints, for the purpose of the discharge of its functions under this act, the authority shall be entitled.

2.5.11 Administer and enforces compliance with all the provisions of this act, regulations and guidelines issued under this Act.

2.5.12 Undertake research and surveys nationally and internally on procurement matters.

2.5.13 Undertake any activity that may be necessary for the execution of its functions.

2.5.14 Establish and maintain institutional linkages with entities with professional and related interest in public procurement.

2.5.15 Agree on a list which shall be reviewed annually of works, services and supplies in common use by more than one procuring entity which may be subject to common procurement.

2.5.16 Determine, develop, introduce, maintain and update related system – wide data – bases and technology.

- (i) Develop policies and maintain an operational plan on capacity building, both for institutional and human resource development

## **CHAPTER THREE**

### **RESEARCH METHODOLOGY**

#### **3.0 Introduction**

This chapter dealt with how data was collected and analyzed. It describes the research design employed, work undertaken, area of study, surveyed population, sampled design.

#### **3.1 Research design**

This study was carried using a cross sectional research design based on the results from unequal self administered questionnaires, interviews and information from secondary sources.

The nature, scope and purposes of this study necessitated me and confined me to the following:-

- (i) Perused through statutory books on the public procurement law the PPDA Act of 2003 so as to establish what is provided for under the law in terms of functions, objectives and powers of PPDA. Perused through standard books of the public procurement and disposal of public assets authority.

#### **3.2 Interviews**

The following interviews were carried out during the study.

3.2.1 Interviewing practitioners

3.2.2 Purchasing officers of Public enterprises

3.2.3 PPDA officials who monitor evaluation and initiates audits in PCs

3.2.4 Officials of Mulago Hospital complex in the purchasing department

3.2.5 Purchasing departments in private companies for the purpose of comparison

3.2.6 Interviewing the public

### **3.3 Sampling design**

Three units of analysis within these institutions were heads of accounting departments in collaboration with purchasing departments.

### **3.4 Area of Study**

This study was carried out here in Kampala because PPDA and Mulago are allocated here plus most of the PE's are headquartered here.

### **3.5 Period of Study**

The study covers nine years that PPDA has been in existence that is 2003 to 2011.

## **CHAPTER FOUR**

### **RESEARCH FINDINGS**

#### **4.1 Introduction**

This chapter deals with findings made after visiting different sources of information in an attempt to determine “The impact of the enactment of the PPDA Act on performance of Government institutions.”

#### **4.2 Basis of Study**

These findings are based on the following

4.2.1 Interviews with Mulago purchasing department

4.2.2. Interviews with procurement officers

4.2.3 Careful perusal of the PPDA Act 2003

4.2.4 Reports from journals and newspapers

4.2.5 Interviews and discussions with public procurement stakeholders

#### **4.3 The legal point of view**

PPDA operates within limits of provisions of its objectives, functions and powers stipulated in the public procurement Act.

##### **4.3.1 The Act**

The Public Procurement Act of 2003 that established the PPDA stipulates the following as objectives functions, principles and powers of the authority.

##### **4.3.1.1 Objectives**

- (i) To ensure application of fair, competitive, transparent, non discriminatory and value for money procurement standards and practices.
- (ii) To harmonize the procurement policies, systems and practice of the central government, local government and statutory bodies.
- (iii) To set standards for public procurement systems in Uganda.
- (iv) To monitor compliance of procuring entities

- (iv) To build procurement capacity in Uganda

#### **4.3.1.2 The functions**

- (i) Administer and enforce compliance with all the provisions of this Act, regulations and guidelines issued under this act.
- (ii) Undertake any activities that may be necessary for the execution of its functions
- (iii) Undertake research and surveys nationally and internationally on procurement matters.
- (iv) Agree on a list which shall be reviewed annually of works, services and supplies in common use by more than one procuring entity which may be subject to common procurement.
- (v) Ensure that any deviation from the use of the standardized tendering documents, procedural forms and any other attendant documents is effected only after prior written approval of the authority.
- (vi) Prepare update and issue authorized version of the standardized tendering documents, procedural forms and any other attendant documents to procuring entities
- (vii) Organize and maintain a system for the publication of data on public procurement opportunities, awards and any other information of public interest as may be determined by the authority.
- (viii) Conduct periodic inspections of the records and proceedings of the procuring entities to ensure full and correct application of the Act.
- (ix) Determine develop introduce, maintain and update, related system wide data bases and technology.
- (x) Set training standards. Competence levels, certification requirements and professional development paths for procurement experts in consultation with competent authorities.
- (xi) Develop policies and maintain an operational plan on capacity building, both for institutional and human resource development.

- (xii) Advice central government and statutory bodies on all procurement policies, principles and practices.

#### **4.3.1.3 Powers**

- (i) Require any information, documents, records and reports in respect of any of the public procurement process where a breach, wrong doing, mismanagement or collusion has been alleged, reported or proven against any procuring entity or supplier, contractor or consultant.
- (ii) Summon witnesses, call for production of books of Accounts, plans, documents and examine witnesses and parties concerned on oath
- (iii) Commission or undertake investigations and institute procurement contract and performance audits.
- (iv) Cause to be inspected for any procurement transaction to ensure compliance with a tender award by a procuring entity.
- (v) Act upon complaints by procuring entities, suppliers, contractors or consultants and any other entity or person in respect of any party to procurement proceedings in accordance with the procedure set out in part of this act.
- (vi) Commission any studies relevant to the determination of award of contracts.
- (vii) Request any professional or technical assistance from any appropriate body on person in Tanzania or elsewhere.
- (viii) The public procurement and disposal of public assets may:
  - Require the chairman of a tender board accounting officer or chief executive officer of a public body:
    - (i) To furnish any information or produce any records or other documents relating to a contract.
    - (ii) To answer all relevant questions

The authority may recommend to the competent authority may recommend to the competent authority where there are persistent or serious breaches of this Act or regulations or guidelines made under this act.

- (a) The suspension of officers concerned with the procurement process in issue.
- (b) The replacement of the had of a procurement management unit, the chairman, or any other member of tender Board, as 'the case may be.
- (c) The disciplining of the accounting officer or chief executive officer.
- (d) The temporary transfer of the procurement functions of a procuring entity to a third party procurement agent.

#### **4.3.4Principles**

According to Part IV of the PPDA Act 2003 Public Procurement is carried out under the following principles.

**Non-discrimination:** A bidder shall not be excluded from participating in public procurement and disposal on the basis of nationality, race, religion, gender or any other criterion not related to qualification, except to the extent provided for in the PPDA Act.

#### **Transparency, accountability and fairness**

All procurement and disposal shall be conducted in a manner that promotes transparency, accountability and fairness.

**Competition:** subject to this act, all procurement and disposal shall be conduct in a manner to maximize competition and achieve value for money.

**Confidentiality:** A procuring an disposing entity shall not, except when required to do so by an order of court, disclose any information where the disclosure would

- (a) Amount to a breach of the law.
- (b) Impede law enforcement
- (c) Prejudice legitimate commercial interests of the parties



(d) Inhibit fair competition; or

(e) In any way not be in the public interest until the successful bidder is notified of the award.

**Economy and efficiency:** All procurement and disposal shall be conducted in a manner that promotes economy, efficiency and value for money.

**Ethics:** all procurement and disposal shall be carried out in accordance with the codes of ethics that may be specified from time to time by the authority.

**Preference and reservation:** A procuring and disposing entity shall permit providers to participate in the procuring process without regard to nationality, except in cases in which the procuring and disposing entity decides to limit the participation on the basis of nationality on grounds specified either in regulations made under this Act or by any other competent authority. A procuring and disposing entity that limits participation on the basis of nationality on grounds set out in sub section (i) shall

(a) Obtain prior written approval of the authority and

(b) Include the exception to nationality and the grounds relied on in the bidding documents as well as in the record of that procurement or disposal process.

**Open competitive bidding:** A procuring and disposing entity shall use open bidding as the preferred method of procurement and disposal.

**Best evaluated bids:** A contract shall be awarded to the bidder with the best evaluated offer ascertained on the basis of the methodology and criteria detailed in the bidding documents.

**Public accessibility:** Copies of the Act regulations guidelines and forms made under this Act standard bidding documents and decisions of the authority shall be made accessible to the public by the Authority.

### **Publication of opportunities and information**

The authority shall organize and maintain a system for the publication of data on public procurement and disposal opportunities awards and any other information of public interest that may be determined by the authority.

### **4.4 Interviews from Mulago**

Most of the people interviewed in Mulago were of the view that the PPDA Act has brought a big impact but still there are some challenges the procurements department and Mulago as a whole are still facing.

However, they were of the view that the PPDA Act has brought tremendous changes in the way procurement is done at Mulago saying before goods and services were of substandard. Simply because procurement was done through heads of department and with advertising in order to select the best bidders. From the above statements I came out with a comparison of how purchasing is done in both Government and Public sector.

	<b>Private sector purchasing</b>	<b>Public purchasing</b>
Primary stakeholders	Shareholders Board Employees Suppliers Local community	Central and global government Elected members Officers Customers Suppliers Rate payers Local electorate Media
Core ethos	The triple bottom line Profit People	Fairness Equity Democracy

	Planet	Public accountability Public advocacy
Corporate objectives	Return on investment Sustainable competitive advantage Survival Growth	Local economic development environment Customer focus in service delivery Quality of life Quality Open Government Cost reduction
Purchasing objectives	Cost reduction Quality improvement Innovation transfer Delivery (security of supply/lead time improvement)	Value form one "best value local economic development Environmental stewardship Quality of life Cost reduction Quality improvement Customer focus in service delivery.

#### **4.6 Views from stakeholders**

Stakeholders were at different times and places requested to give their opinions on the subject matter. The questions were based on the five major criteria of sound procurement cited above plus whether or not the Act has brought any impact on procurement in government institutions.

##### **4.6.1 Position and professions of respondents**

Most of the people interviewed were middle and high ranking officers in government ministries, parastatals, local government authorities and owner-managers/manager of companies or and businesses. The table below shows their professional categories.

**Table 4: Professional categories**

Purchases	Frequency	Percent	Cumulative
Officer/tender board members	6	30%	30%
CEO/Officer of supplier companies	4	20%	50%
Accountants	4	15%	65%
Engineers	3	15%	80%
User department staff	2	10%	90%
Others	2	10%	100%
Total	20%	100%	

**4.6.3 Perception/views of stakeholders**

	Economy	Efficiency	Fairness	Reliability	Transparency	Accountants
Tender board member	30%	20%	80%	40%	80%	90%
CEO officers of supplying company	28%	20%	90%	40%	90%	-
Accountants	80%	80%	80%	-	60%	-
Engineers	100%	50%	40%	-	90%	90%
User department staff	100%	20%	80%	80%	90%	100%
Others	100%	N/A	100%	N/A	100%	100%

The officials from the PPDA I talked to were upbeat over the performance of their organization that it has brought a big impact in the Procurement profession. However some were of the view that PPDA still has a long way to go meaning it is still facing some challenges here and there.

#### **4.7 Buyers (PMs) views**

Staff in the PMUs felt that the Act has not effected much change because it is somehow rigid because it does not consider sufficiently different working environments in which each organization operates and provide adequately the necessary flexibility.

Thus each organization operates fully and abides by the law at the same time. There was a common acceptance of the fact that the coming into scene of the PPDA Act had:

- Brought order to the procurement practice
- Curbed malpractice including corruption
- Reduced procurement costs
- Reduced bureaucratic interference

But it was also felt that to some extent adherence to PPDA Act had somehow compromised efficiency.

#### **4.8 Suppliers views**

Suppliers had divided opinion about the effectiveness of the PPDA Act.

Some felt that insistence to adhere to the act provisions.

- Denies them opportunity to make quick money
- Renders the supplying function a bit cumbersome by increasing competition among buyers
- Eliminates certainty of clinching deals as was the case in previous year.
- Nevertheless others were of the opinion that PPDA Act is doing a good job. They maintain that since the authority started operations there emerged a semblance of doing fair business with public institutions. Corruption has gone down and even small enterprises now have chances of clinching deals hitherto unthinkable

#### **4.9 Others**

Other people were very positive of the change/impact the PPDA Act has brought. Most of them pointed out:-

- Efficiency in procurement
- Accountability
- Avoiding corruption

As the main areas where the impact of PPDA Act is conspicuous, they admitted though, that there are areas especially where mega purchases are concerned where big shorts influential in government and politics still have a capacity to sway decisions but acknowledge that in the circumstances under which PPDA operates one should not expect the Authority to stop, at least of now.

## **CHAPTER FIVE**

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

#### **5.0 Introduction**

This study was carried out to assess the impact of the enactment of the PPDA Act on performance of Government institutions. The need to undertake this study stemmed from an observation that despite the enactment of the Act government institutions have not performed to the expectations.

#### **5.1 The challenges facing the enactment of the Act.**

- There are very few qualified and competent procurement professionals available. Those who are available are overwhelmed by the task ahead of them in re-engineering and putting processes in place to improve the function.
- Corruption practices are still endemic in many organizations and this will take time to be eradicated.
- The absence of a national body to regulate procurement professionals is also a big weakness in Uganda. Such a body if existed would have been charged with regulation and discipline. Other professionals like Accountants have such a body. Its high time procurement sets up one.
- There is lack of national curriculum to train procurement personnel most current procurement professionals have followed and gained from foreign programmes which may not necessarily be suited to the local procurement environment in Uganda. In some organizations procurement is still a preserve of the managing director which promotes corruption and unethical practices.
- There are little or virtually no strategies procurement methods in both private and public sector. Even large private organizations where some

form of purchasing departments exist procurement is still done hurriedly and unprofessionally resulting in massive waste of previous resources.

- The biggest challenge is posed by the mushrooming corruption in public procurement at district and urban authority level. There has been a delay in amending the local Government Act to incorporate public procurement reforms.

## **5.2 Recommendations**

This study has revealed that the PPDA Act is to a large extent impacting on the performance of Government institutions because since its enactment improvements have been realized in accountability, transparency, efficiency and fairness.

From our findings we are recommending the following

- 5.2.1 There should be improvements in procurement practices which will eventually reduce corruption but there is need for capacity building which should be championed by individuals with proven and tasted capability in procurement practices.
- 5.2.2 Capacity building should be extended to local government with decentralization, districts that now carry out procurement worth billions of shillings. District tender boards should be enlightened and trained in aspects of vender evaluation and selection, contract negotiation and management and adherence to specifications.
- 5.2.3 There should be increased availability of procurement training by various institutions in the country that will greatly help by providing key procurement skills.
- 5.2.4 CIPs Uganda's increasing role in bringing together procurement professional is another key development. This will enhance exchange of ideas among procurement personnel especially through seminars and workshops. The public and private sector should support the initiatives of CIPs – Uganda and work together as partners to streamline



procurement and improve on personnel capability and capacity through proper training.

5.2.5 The government procurement ombudsman, the public procurement and disposal of public assets authority (PPDA) and the Inspector General of Government (IGG) should increase audit of public procurement practices especially in government institutions which will help in the long run by streamlining procedures and ensuring proper procurement practices.

With procurement in Uganda undergoing various reforms both in public and private sector and with increase in public sensitization for their support especially in eliminating corruption and other unprofessional practices, there is hope and with hard work especially by those in the procurement profession the image of procurement profession, will improve greatly.

The reinvention of procurement in Uganda is a clear manifestation of the various reforms sweeping the country. The procurement profession therefore should ensure that its house is order ready to face the challenges ahead. The onus is on the procurement professionals to set the pace and offer solutions to all the challenging procurement scenarios if the PPDA Act is to make a big impact in the performance of government institutions.

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**APPENDIX A**  
**TIME FRAME**

Time	Items
February – April	Research proposal writing
May – June	Data collection
June – August	Data analysis and research report writing

### APPENDIX B BUDGET

No	Item	Amount Ug. Shs.
1	Typing ad Printing	150,000
2	Transport	20,000
3	Photocopying	30,000
4	Field facilitation	20,000
5	Miscellaneous	60,000
	<b>Total</b>	<b>280,000</b>