CHALLENGES IN PREPARATION AND IMPLEMENTATION OF EFFECTIVE PROCUREMENT PLAN: THE CASE OF MINISTRY OF NATURAL RESOURCES AND TOURISM
CHALLENGES IN PREPARATION AND IMPLEMENTATION OF EFFECTIVE PROCUREMENT PLAN: THE CASE OF MINISTRY OF NATURAL RESOURCES AND TOURISM

By
Boaz Ibrahim Ntembanda

A Dissertation Submitted in Partial/Fulfillment of the Requirements for award of the Degree of Master of Science in Procurement and Supply Chain Management (MSc. PSCM) of Mzumbe University.
CERTIFICATION

We, the undersigned, certify that, we have read and hereby recommend for acceptance by the Mzumbe University, a dissertation entitled Challenges in Preparation and Implementation of Effective Procurement Plan: The Case of Ministry of Natural Resources and Tourism, in partial/fulfillment of the requirements for award of the Degree of Master of Science in Procurement and Supply Chain Management of Mzumbe University.

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(Major Supervisor)

__________________________
Internal Examiner

Accepted for the Board of  ________________________________

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DEAN/DIRECTOR, FACULTY/DIRECTORATE/SCHOOL/ BOARD
DECLARATION AND COPYRIGHT

I, Boaz Ibrahim Ntembanda, declare that this dissertation is my own original work and that it has not been presented and will not be presented to any other University for a similar or any other degree award.

Signature…………………………..

Date……………………………….

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ACKNOWLEDGEMENT

The completion of this dissertation would not be successful without the cooperation of others who participated directly or indirectly morally and materially in making this research successfully, although it is practically impossible to thank each person.

With much pleasure I would like to use this unique opportunity and crucial time to thanks my Supervisor Dr. Adolphine Kateka who is also a Lecturer at Mzumbe for her valuable contributions and tireless efforts in providing guidance, constructive advice and good cooperation throughout this study. She spent a lot of time reading the manuscript, correct and advises the way forward in writing the paper. In fact more has been learnt to widen my knowledge to a great extent as compared before this study, I real appreciate that.

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For those not mentioned nevertheless I extend my profound gratitude’s to all individuals who participated in one way or another.

Last but not least, I remain solely responsible for any error, omission or shortcomings that may be found in this report.
DEDICATION

This dissertation is a product of human capital I sincerely dedicate it to my Lovely Wife Mrs. Brigitha Boaz Ntembanda and My Children Blessing Boaz, Brian Boaz and Brightness Boaz for their high impartiality and patience they have demonstrated during my “stay away” from family environment, which made them vulnerable to great many sufferings I really appreciate and I wish them a good health and long life.

However, it is my hope that this success will animate their attitude toward real life struggle.
# ABBREVIATIONS AND ACRONYMS

<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Full Form</th>
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<tbody>
<tr>
<td>AO</td>
<td>Administrative Office</td>
</tr>
<tr>
<td>APP</td>
<td>Annual Procurement Plan</td>
</tr>
<tr>
<td>CAG</td>
<td>Controller and Auditor General</td>
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<tr>
<td>CO</td>
<td>Contracting Officer</td>
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<tr>
<td>CPSP</td>
<td>Certified Procurement and Supplies Professional</td>
</tr>
<tr>
<td>EoI</td>
<td>Expression of Interest</td>
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<tr>
<td>FPDO</td>
<td>Federal Public Defender Organization</td>
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<td>GN</td>
<td>Government Notice</td>
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<td>GPN</td>
<td>General Procurement Notice</td>
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<tr>
<td>ICB</td>
<td>International Competitive Bidding</td>
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<tr>
<td>MNRT</td>
<td>Ministry of Natural Resources and Tourism</td>
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<td>NBMM</td>
<td>National Board for Materials Management</td>
</tr>
<tr>
<td>NCB</td>
<td>National Competitive Bidding</td>
</tr>
<tr>
<td>O &amp; E</td>
<td>Organization and Efficiency</td>
</tr>
<tr>
<td>PE</td>
<td>Procuring Entity</td>
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<tr>
<td>PMD</td>
<td>Procurement Management Division</td>
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<td>PMU</td>
<td>Procurement Management Unit</td>
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<tr>
<td>PPA</td>
<td>Public Procurement Act</td>
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<td>PPRA</td>
<td>Public Procurement Regulatory Authority</td>
</tr>
<tr>
<td>PSPTB</td>
<td>Procurement and Supplies Professional and Technicians Board</td>
</tr>
<tr>
<td>RFP</td>
<td>Request for Proposal</td>
</tr>
<tr>
<td>SBD</td>
<td>Standard Bidding Document</td>
</tr>
<tr>
<td>TB</td>
<td>Tender Board</td>
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</table>
ABSTRACT

The study focused on challenges in preparation and implementation of effective procurement plan, a case study of the Ministry of Natural Resources and Tourism.

The general objective of this research was to assess challenges in preparation and implementation of the Annual Procurement Plan, case study has been the Ministry of Natural Resources and Tourism Headquarters.

The study was guided by the following research questions, Are all concerned parties to procurement activities involved in preparation and implementation of Annual Procurement Plan?, Does the plan accommodates and capture all requirements during preparation?, Are there any procurement strategies to ensure the effectiveness of the plan during implementation?, Does the Ministry of Natural Resources and Tourism adhere to the Annual Procurement Plan?.

The study used such methods as interview, questionnaire, observation and documentary sources in collecting data to achieve the intended objectives.

The researcher found out that, there is poor participation of concerned parties who are supposed to participate in preparation of annual procurement plan at the Ministry of Natural Resources and Tourism, most of them are not familiar to the procurement plan, the task of preparing and controlling procurement plan is left to PMU only, also it was found that, the procurement plan does not capture all requirements, most of procurements are performed out of the plan and there is no effort to rectify the situation, which results the plan to differ with actual procurement performed, the researcher also found that the plans are incorporated in the budget but since the plans does not capture all requirements, the budget seen to be a major problem which influence most of activities, it was found that no any strategies or control mechanism to ensure the Ministry adhere to the annual procurement plans, the plan is prepared and left in shelves as a formalities not for implementation purpose.

The conclusion and recommendations based on the information obtained from physical observation, questionnaires, interview and documentary sources.
However the researcher assessed analyzed and tested data by graph analysis and concluded that preparation of annual procurement plan should involve all concerned parties from all levels in public sectors in coordination with PMU and communicated to all stakeholders in order to meet its goal. Likewise in its implementation all concerned parties from all levels should take a plan as a target, needs to be achieved successfully.
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CHAPTER ONE

PROBLEM SETTING

1.1 Introduction

This chapter discusses the background information of the problem, historical background of the Ministry of Natural Resources and Tourism, statement of the research problem, objectives of the research which are categorized into general and specific objectives, research questions categorized into general and specific question, significance of the study, and limitations and scope of the study.

1.2 Background Information to the Problem

According to Public Procurement Regulatory Authority (PPRA) journal supplement No. 3 of January 26, 2010; it is almost more than three years since PPRA introduced its templates for preparing Annual Procurement Plans (APPs) prior to that, Procuring Entities (PEs) were complaining that they do not have a guided format of preparing APPs.

To date, however, PE’s are still struggling to comply with the requirement of preparing APPs in the format suggested by PPRA. Early planning of procurement activities in a PE is desirable for two reasons:-

First, the Government operates a closed single year financial system. It is therefore necessary that all expenditure must be incurred within the financial year for which it has been budgeted. Budgeted funds that have not been spent by the 30th of June are normally returned to the Ministry of Finance. Therefore there is a need to have a well prepared APP that will ensure all procurements are done on time and payment effected accordingly; and

Secondly, procurement by open competitive tender particularly when conducted with international firms can take many months. It is therefore essential that PEs should have a workable procurement plan at the start of any new financial year, so that they can maximize their chances of completing procurement in a reasonable time within a given financial year.

APP is the Procuring Entities indicative purchasing plan for the financial year. It is a tool that facilitates early procurement planning and draws businesses early attention to PEs’ planned procurement for the forthcoming financial year. A Procurement plan enables the
PE to organize, forecast and schedule its procurement activities and to relate these to the resources available in the form of staff and time.

Its objective is to make the Government marketplace more attractive and transparent to suppliers. So far as time is concerned, Procurement Management Units (PMUs) may not have time on their side. One of the purposes of a Procurement Plan is to identify time-sensitive procurements that have to be completed by a certain fixed date. Ideally, procurement should be so planned that an even flow of procurement work is spread over the whole financial year.

It is a sign of very poor planning when staff sit around idle for much of the year and are then rushed off their feet for the reminder. Even when funds are short, or release is delayed, procurement staff can still execute all the steps required in the procurement cycle except the final award of contract. This means that everything can be made ready for the release of funds, and the moment that funds become available, procurement can move forward immediately after signing the contract.

Annual Procurement Plan is very important to any organization because it leads in obtaining quality goods and services through open and fair competition at a right quantity, right time, right price and right place.

In this study the researcher assessed challenges arises in preparation and implementation of effective Procurement Plan in Public Sectors a case study of Ministry of Natural Resources and Tourism.

1.3 Background Information of the Organization

The Ministry of Natural Resources and Tourism (MNRT) is responsible for Management of natural and cultural resources and is mandated to develop the tourism industry of Tanzania. It has a wide range of stakeholder both local and international roles.

Current functions and structure of the Ministry of Natural Resources and Tourism was approved by the President 18th April, 2006. That structure was an outcome of Organization and Efficiency (O & E) reviews which were undertaken through the Civil Service Reform Program.
The broad functions of the Ministry are emanated from mission and vision the roles and functions are assigned to four sectoral divisions namely: Tourism Division, Wildlife Division, Antiquities Division (Proposed to be an agency), Forestry and Beekeeping Division (Proposed to be an Agency). There are two supportive divisions (Policy and Planning, and Administration and Personnel) and five units (Accounts, Procurement Management Unit, Legal Unit, Internal Audit and Communication Unit).

The vision of the Ministry of Natural Resources and Tourism is to sustainably manage and utilize natural and cultural resources and responsible tourism.

The Mission of the Ministry of Natural Resources and Tourism is to conserve natural, cultural resources sustainably and develop tourism for national prosperity and benefit of mankind through development of appropriate policies, strategies and guidelines; formulation and enforcement of laws and regulations; monitoring and evaluation of policies and laws.

1.4 Statement of the Problem

As revealed from the background, preparation and implementation of Annual Procurement Planning is crucial in most of Government institution. The Ministry of Natural Resources and Tourism, has been experiencing APP prepared at the mid or later of the financial year as a formality and kept in shelves without updating or implementing. Ministry of Natural Resources and Tourism APP has for a long time been associated with a lot of challenges which includes frequently emergency tender board meetings which leads to unnecessary operational costs, development of procurement plan that cannot be put into actions or inability of implementing what has been planned that leads into wastage of resources and time.

Public Procurement in Tanzania accounts for approximately 70 percent of government expenditure this means that procurement is a major function that can contribute to huge savings if efficiently and cost – effectively performed. Several weaknesses in public procurement as revealed by the report of the Controller and Auditor General (CAG) as bottlenecks for the country’s march toward improving the welfare of her citizens. The same weaknesses appear in PPRA procurement audit reports. They include poor record keeping, non-competitive procurement and lack of proper annual procurement plan. Such
inefficiency or abuse of procurement and supplies management result into excessive expenditure by the Government (Mlinga, 2010).

According to National Board for Materials Management (NBMM) Journal issue No. 34 of 2008; Many of Procurement Management Units and members to the tender boards admit that differences in timing of procurement activities and release of funds are one of their common challenges in implementing the annual procurement plans. It is therefore, not surprising to see that most procuring entities have the annual procurement plans in place but the actual procurement activities do not adhere to the plans.

Therefore APP has to be carried out effectively as it is a very important task in order to achieve one among its major goals of achieving value for money, The Ministry of Natural Resource and Tourism is trying to its best level to plan and implement the Annual procurement plan so that it could achieve the value for money though there are still some challenges that it encounter especially during the implementation of what has been planned, therefore the researcher assessed challenges that face the whole process of developing the plan from the first stage of preparation and its implementation to ensure that Procurement Plan are prepared and implemented accordingly in order to rescue the situation of unnecessary operational costs so as to realize the value for money, More emphasis will be directed on the preparation and implementation of Annual Procurement Plan at the Ministry of Natural Resources and Tourism.

1.5 Research Objectives

1.5.1 General Objective

To assess challenges in preparation and implementation of the Annual Procurement Plan.

1.5.2 Specific Objectives

(a) To assess the involvement of concerned parties to procurement activities in preparation and implementation of Annual Procurement Plan;

(b) To assess whether the plan accommodates and captures all requirements during preparations;

(c) To assess pre-set procurement strategies that ensures the effectiveness of the plan during implementation; and
To find out if the Ministry of Natural Resources and Tourism adhere to the Annual Procurement Plan in the implementation.

1.6 Research Questions

1.6.1 General Question
Generally the study attempted to answer the following question “what are the challenges facing preparation and implementation of Annual Procurement Plan at the Ministry of Natural Resources and Tourism”

1.6.2 Specific Questions
Specifically the study answered the following specific questions:
   i. Are all concerned parties to procurement activities involved in preparation and implementation of Annual Procurement Plan?;
   ii. Does the plan accommodates and capture all requirements during preparation?;
   iii. Are there any procurement strategies to ensure the effectiveness of the plan during implementation?; and
   iv. Does the Ministry of Natural Resources and Tourism adhere to the Annual Procurement Plan?.

1.7 Scope of the study
The researcher worked on the challenges which arise during the preparation and implementation of Annual Procurement Plan, the study conducted at the Ministry of Natural Resources and Tourism.

1.8 Limitations and delimitation to the study
Public sector in Tanzania is too broad; financial resources and time constraints are challenges, the researcher failed to cover the broad scope of the Public sector thus, the study were carried out in Dar es Salaam at the Ministry of Natural Resources and Tourism Tanzania. Management always has a tendency of considering some of documents confidential and makes them difficult to access; some documents were difficult to be assessed adequately due to lack of adequate and reliable data and information. Even the data and information which were managed to be accessed by the assessor it took several unsuccessful visits before access. The challenges of provision of reliable, transparent and
timely data; respondents comprised employees from department linking with Procurement, the researcher tried to manage the limited time by planning the research activities into phases and sometimes work over weekends and holidays.

1.8.1 Limitations to the study

The researcher faced the following limitations: -

i. A time constraint, the researcher is an employee with other office duties, thus it was difficult to meet the limited time given to conduct the research;

ii. Financial Resources, the research work requires a lot of money which is always scarce, the researcher has to rely on his monthly pay which is not sufficient to facilitate data collection from various Ministry’s office located upcountry; and

iii. Confidentiality of data, some data are difficult to get due to its sensitivity.

1.8.2 Delimitation of the study

i. A time constraint, the researcher scheduled research activities into phases and conduct the study over weekends and holidays.

ii. Financial Resources, due to the financial problem the study conducted only at the Headquarters of the Ministry located in Dar es Salaam.

iii. Confidentiality of data, the researcher officially applied and secured the approval for using all data within the Ministry.

1.9 Significance of the Study

Significance of the study was: -

i. To develop more insight in preparation and implementation of Annual Procurement Plan in Public Sectors as a whole.

ii. To gain more competence and knowledge on procurement plan development.

iii. Fulfilment for the award of Master Degree.

iv. To serve as a stimulant/basis for other research on similar or related topics.
CHAPTER TWO

LITERATURE REVIEW

2.1 Introduction

This chapter comprises definition of various concepts dealing with annual procurement planning. Includes varieties of literatures both local and overseas that have a lot of to deal with challenges encountered by public sectors in preparation and implementation of annual procurement plan at large from different authors of various text books journals, newspapers, magazines and website from different parts of the world. In this chapter the following issues were discussed and reviewed, theoretical basis of the study, empirical studies, conceptual framework (model) and measurement of variables.

2.2 Theoretical Basis of the Study

According to Public Procurement Regulatory Authority journal supplement No. 3 of January 26, 2010; APP is a mandatory feature of the procurement policy framework as articulated in the Public Procurement Act (PPA) 2004. It derives its legality under section 45 of PPA 2004; Regulation 40, 46 and 47 of Government Notice (GN) 97 of 2005; Regulation 25 and 26 of GN 98 of 2005.

In particular it should be noted that the Accounting Officer in accordance with Regulation 47 of GN No. 97 and 26 of GN 98 of 2005 must approve all procurement. APP can be used as a tool to achieve this. APP should be discussed and consensus be obtained in the Management Meeting together with the Annual Action plan and Cash flows.

Furthermore once the APP approved in the management meeting, the Accounting Officer will not be required to approve any single procurement but only those that were not included in the procurement plan. There after the advertisement of General Procurement Notice (GPN) should be availed to the public notifying them procurement opportunities available, this is supposed to be given to the public at the start of each financial year to enable potential bidders to know what opportunities are there for planning purposes and
decision on what tenders they will participate, following the general procurement notice, specific procurement notice is supposed to be advertised to the public when the time to procure certain goods, works or services arrived.

Annual Procurement Plan comprises of activities to be done during financial year, the estimated budget of a particular procurement, the proposed method of procurement to be used as per threshold, the preparation and advertisement of the GPN, preparation of the required documents by Procurement Management Unit and approved by the respective Tender Board (TB), invitations of bids and submission of the bids, evaluation of the submitted bids and approval for award by the Tender Board, and lastly the preparation of the contract and signing the contract.

The Public Procurement Act No. 21 of 2004 section 45 and Public Procurement Regulation GN No. 97 of 2005 section 46 has described that each procuring entity should plan its procurement in a rational manner that tends to avoid emergency procurement, obtain value for money, reduce procurement costs through provision of efficient, cost effective and flexibility in procurement, avoid splitting of procurement and integrate procurement budget with its expenditure programme.

Public Procurement Regulatory Authority has prepared templates for preparing Annual Procurement Plan, which must be used by all procuring entities. The templates are in accordance in two formats in accordance with the Procurement Regulations i.e. APP template for procurement of goods, works and non-consultancy services in accordance with GN. 97 and APP template for procurement of consultancy services in accordance with GN. 98. Under the two proposed formats three templates have been prepared depending on the kind of information which must be kept as follows:-

i. APP for internal use in the PE’s for planning purposes;

ii. APP for external use notifying potential bidders of procurement opportunities in the PE’s; and

iii. APP for submission to PPRA for notification and monitoring purposes.
PPRA has developed guidelines to be used to prepare Annual Procurement Plan as follows:

The Annual Procurement Plan for internal use for goods, works and non-consultancy services, is normally very detailed to provide the PE with key dates for carrying out important actions related with a particular procurement they contains:

- Detail of the subject matter of each procurement including tender lots and their estimated value;
- Appropriate procurement method;
- Date for posting out general procurement notice;
- In case of pre-qualification, dates for preparation of pre-qualification document and its approval, date of inviting potential bidders for the pre-qualification and the submission of application for pre-qualification, date of submission of evaluation report and its approval, and date of notifying bidders of the shortlist;
- Date when the bidding document should be ready and their approval;
- Date of inviting bids and submission;
- Date when the evaluation report should be ready and its approval; and
- Expected date of contract award and contract signature.

For consultancy services contains the following information:

- Detail of the subject matter of each procurement including tender lots and estimated value;
- Appropriate contract type and procurement method;
- Date for posting out general procurement notice;
- In case of expression of interest (EoI), date of advertising invitation for EoI, date of submission of application for expression of interest, date of submission of evaluation report, date of approval of shortlist by tender board and date of notifying consultants of the shortlist;
- Date when the Request for Proposal (RFP) documents should be ready and their approval;
- Date of inviting proposals and submission;
- Date when the technical evaluation reports should be ready and its approval;
- Date of opening financial proposal;
- Date when combined technical and financial evaluation report should be ready and its approval; and
- Expected date of contract award and contract signature.

The Annual Procurement Plan for external use for goods, works and non-consultancy services, is used to notify bidders of the procurement opportunities in the PE, in the form of General Procurement Notice (GPN) it normally contains the following:

- Detail of the subject matter of each procurement including tender lots;
- Appropriate procurement method; and
- Estimated date of the approach to the market or the timeframe within which it will occur and expected date of contract - for pre-qualification and the actual tender.

For consultancy services in the form of General Procurement Notice contains the following information:

- Detail of the subject matter of each procurement including tender lots;
- Appropriate contract type and procurement method; and
- Estimated date of the approach to the market or the timeframe within which it will occur and expected date of contract - for both EoI and invitation of RFP.

The Annual Procurement Plan submitted to PPRA for goods, works and non-consultancy services, this is aimed at assisting PPRA know all procurements planned in a given financial year and therefore enable it plan its monitoring activities. It normally consists of the following:

- Detail of the subject matter of each procurement including tender lots and estimated value;
- Appropriate procurement method;
- Date for posting out general procurement notice;
In case of pre-qualification, date of inviting potential bidders for the pre-qualification and the submission of application for the pre-qualification, and date of notifying bidders of the shortlist;

- Date of inviting bids and submission; and

- Expected date of contract award and contract signature.

For consultancy services contains the following information:

- Detail of the subject matter of each procurement including tender lots and their estimated value;

- Appropriate contract type and procurement method;

- Date for posting out general procurement notice;

- In case of expression of interest (EoI) date of advertising invitation for expression of interest, date of submission of application for expression of interest, and date of notifying consultants of the shortlist;

- Date of inviting proposal and submission; and

- Expected date of contract award and contract signature.

According to Public Procurement Regulatory Authority journal supplement No. 3 of January 26, 2010; When preparin

- Whether it is possible to aggregate requirements that are common for various user departments in order to use a common procurement of such common use items. This would have the advantage of:-

- Possibly achieving lower individual unit costs for all by purchasing in bulk; and

- Reducing procurement transaction costs and making better use of procurement staff time by making one procurement of such items rather than several (i.e. one advertisement and one tender rather than several advertisements and several tenders).

- Pre-qualifying suppliers for all commonly required goods.

- The use of framework contracts for items which are needed frequently.
In determining the duration for each action in the APP, the PMUs shall be guided by the standard procurement processing time given in the Third Schedule of GN. No. 97 for Goods Works and Non–consultancy Services and GN. No. 98 for Consultancy Services. They have a flexibility of adjusting the time taken internally the PE to process a tender; however the time given to bidders to prepare their tenders under a particular procurement method must not be reduced under any circumstance. As a guide Figure 2.1 and Figure 2.2 below gives standard times to be considered in the preparation of APPs for goods, works and non-consultancy services, and for consultancy services respectively.

Bidders have a role of ensuring that statutory times for invitation to tenders are observed. They can challenge short bidding period to the head of PEs with a copy to PPRA using the bid complaints procedure provided in the Act of Regulations.

It should be noted that Procurement Plans are not static they need to be updated on a regular basis throughout the year. PMUs are advised to review their Procurement Plans quarterly. Adjustments are often necessary. They are most commonly caused by:

- Shortage of funds;
- Late release of funds;
- Unexpected availability of supplementary funds; and
- Failure of contracts to supply as contracted, necessitating re–bidding.

Similarly the actual progress of implementation of the procurement plan must be reported to show the actual dates when certain events took place. By doing these PMUs will be in opposition to improve future planning by taking into consideration the experience gained in implementing previous APPs.
### Fig. 2.1  Planning time for goods, works and non-consultancy services:

<p>| Number of days to count for each essential procurement step (some period are statutory in accordance with Procurement Regulations) |
|---|---|
| Advertising of General Procurement Notice | This should be done at the start of the Financial year using the Templates provided by the PPRA |
| Pre-qualification | Preparation of Documents |
| Invitation of Firms | About 7 days but can be increased to 14 days depending on the complexity of the assignment |
| Evaluation and Approval | About 7 to 14 days depending on the number of entries and complexity of the assignment |
| Preparation of Bid Documents by PE and Approval of TB | 14 to 45 days, using Standard Bid Docs (SBDs), depending on complexity of the assignment. For Request for Quotation a shorter period of up to 7 days is sufficient. Documents should ready before solicitation of bids |
| Advertising of Specific Procurement Notice | Must be done at the same time when bidding are complete to allow their collection by bidders |
| Bidding period: preparation of bids by bidders from advertising till bid-closing date. | NCB: 30 days This duration is mandatory and should not be changed |
| | ICB: 45 days Changed |
| | Restricted NCB: 21 days |</p>
<table>
<thead>
<tr>
<th>Type</th>
<th>Duration</th>
</tr>
</thead>
<tbody>
<tr>
<td>Restricted ICB</td>
<td>30 days</td>
</tr>
<tr>
<td>National Shopping</td>
<td>14 days</td>
</tr>
<tr>
<td>International Shopping</td>
<td>30 days</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Description</th>
<th>Duration</th>
</tr>
</thead>
<tbody>
<tr>
<td>Evaluation of Bids and approval for award</td>
<td>7 to 45 days, depending on complexity of the assignment for NCB, ICB, Restricted NCB and ICB. For quotations a duration of up to 7 days may be used</td>
</tr>
<tr>
<td>Contract signature approved PE</td>
<td>7 to 14 days, depending on complexity of the contract. For Request for quotations a shorter period of up to 7 days is sufficient</td>
</tr>
</tbody>
</table>

**Source:** PPRA journal vol. II – No. 13 supplement 3 (2010)
### Fig. 2.2 Planning time for Consultancy Services

<table>
<thead>
<tr>
<th>Number of days to count for each essential procurement step (some period are statutory in accordance with Procurement Regulations)</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Advertising of General Procurement Notice</td>
<td>This should be done at the start of the Financial year using the Templates provided by the PPRA</td>
</tr>
<tr>
<td>Expression of Interest or Pre-qualification</td>
<td>Preparation of Documents</td>
</tr>
<tr>
<td>Invitation of Firms</td>
<td>Evaluation and Approval</td>
</tr>
<tr>
<td>Preparation of Proposal Documents by PE and Approval of TB</td>
<td>14 to 45 days, using Standard Request for Proposal (RFP) documents, depending on complexity of the assignment, can be done in parallel with the expression of interest or pre-qualification process.</td>
</tr>
<tr>
<td>Bidding period: preparation of proposals of invited firms from invitation till proposal submission- closing date.</td>
<td>NCS</td>
</tr>
<tr>
<td>Evaluation of Technical Proposals and approval for opening of Financial Proposals</td>
<td>ICS</td>
</tr>
<tr>
<td></td>
<td>7 to 45 days, depending on complexity of the assignment for NCB, ICB, Restricted NCB and ICB. For quotations a duration of up to 7 days may be used</td>
</tr>
</tbody>
</table>
Evaluation of Financial Proposals and approval for contract award | 14 to 30 days, depending on complexity of the assignment

Contract signature approved PE | 7 to 14 days


2.3 Empirical Studies

2.3.1 Abroad cases

According to the International Trade Centre (2007) sound planning is often lacking in public sector procurement. Public procurement planning is often driven by the desire of securing higher budget allocation from both national and international sources. As a result:
- there is a higher emphasis on securing maximum budget allocation that leads to the inflation of material requirement; there will be rush of procurement activities towards the end of the budget year driven by the desire of full budget utilization and this leads to a significant volume of wastage and disposal caused by over-procurement of items.

Initiating and planning procurement actions require a team effort; the team must include those from both the requesting and purchasing officers. For a Court Unit or Federal Public Defender Organization (FPDO), the purchasing office is the office where the procuring functions reside; in the Administrative Office (AO), it is the Procurement Management Division (PMD). Although the judiciary officers play a role in the procurement process, overall responsibility for the contracting aspects within the procurement process lies with the Contracting Officer (CO). However, the planning for major purchases is the responsibility for the unit executive (http://www.uscourts.gov/procurement/chapter-2pdf).

The requesting office must identify, prepare and provide procurement requirements to the purchasing office. The procurement requirement will be in the form of requirements package, contains documents that support the requirement. Requesting office representatives are responsible for: - identifying potential requirements and initiating discussion with purchasing office representatives (http://www.uscourts.gov/procurement/chapter-2pdf).
2.3.2 Tanzania cases

(Boma, 2007), defines a procurement plan that is a plan describes which product will be acquired from suppliers as well as when and how they will be acquired.

Furthermore he said that more specifically, the plan includes: - description of each product, an overview if the external supply market provides confidence that the product do actually exist in the market and suitable suppliers can readily provide the products within the time and budget constraints, a plan outlining the time frames for acquiring the products, a procurement process describing the product will be acquired.

By insisting on good planning he said that proper planning is an essential element of good procurement, that planning process is designed to aid the planning the necessary steps for the implementation of an effective procurement. It involves making the user knows what is needed, finding the best available product at optimum price to fulfil the delivery timeline. Managing purchase order in a business is a difficult task. Sometimes more than one order is placed for the same item for different department in absence of having centralized data. The formality and detail of the planning and preparation process will vary with size, complexity, Mission critically and projected value of the procurement. Procurement Planning must include the related budget planning. Major purchase must be planned and budgeted in the manner consistent with the budget process. He stated that the steps involved in the procurement planning include: - Identify the items to be procured under what conditions, list the evaluation criteria, this is very important step as it ensures that the vendor is selected in the basis of pre-set criteria and the single person or group does influence the decision, identify any constraints that may affect the procurement process, identify the method(s) by which new products will be obtained, provide schedule information for all relevant procurement activities right at the beginning, this is important as the vendor should have the resources available in order to meet the timeline set.

2.4 Conceptual Framework and research model

The study assumes that failure to adhere with Annual Procurement Plan in Public sectors will result in increase in operation cost, delay in acquiring materials that may end up in stock out problems. It is further assumed that all concerned parties to procurement activities are involved in preparation of Annual Procurement Plan to simplify implementation.
Fig. 2.3 Research (model)

Independent variable

Preparation and Implementation

Dependent variables

Adequate knowledge of PPA 2004
Compliance of PPA 2004, Section 45
Timely procurement process

Source: Researcher (2013)
CHAPTER THREE

RESEARCH METHODOLOGY

3.1 Introduction

This chapter comprises the design and whole set of methodology used in carrying out the research, this includes research design, type and nature of data required, measurement and data collection method, sampling procedures and data management and data analysis.

3.2 Research Paradigm (Philosophy)

According to Mayor and Blackman (2005) Paradigm or a ‘school of thought’ in researcher scholarship are accepted ways of looking at reality and the consequent approaches/methods to generating knowledge that is held by a group of intellectuals who have a wide group influence in that subject area. There are two dominant research paradigms that are positivistic, and phenomenology. Positivistic favours the use of statistical and quantitative approach and phenomenology employ qualitative approach in arriving at the conclusion (Churchill, et.al.1984).

The researcher in this context used positivistic approach in conducting the study. With this phenomenon the only positive requirements towards the respondents are the factors to consider in preparation and implementation of Annual Procurement Plan. In positivism process the reality of the study was obtained from the observable situation within the Ministry.

The researcher in this aspect focused on that philosophy to enquire the factors to consider in preparation and implementation of Annual Procurement Plan in Public Sectors particularly at the Ministry of Natural Resources and Tourism.

3.3 Area of study

The research was conducted at the Ministry of natural resources and tourism as a case study. The reason as to why the area is selected is partly due to the fact that it allowed the researcher to use his time eagerly to concentrate on the problem.
3.4 Research Design (strategy)

There are many definitions of research design, but no one definition imparts the full range of important aspects (Cooper & Schindler, 2003:146). According to Kothari (1990) a research design is the conceptual structure within which research is conducted. It constitutes the blueprint for the collections measurement and analysis of data. In this study the researcher will employ survey design while carrying out his study to obtain primary data from the study, this is due to the fact that the researcher is exposed to respondents as he works with them daily, this design also enables the researcher to get general information in form of both quantitative and qualitative in nature based on information obtained.

According to Kothari (2004), quantitative research is based on measurement of quantity or amount that it is only applicable to phenomena that can be expressed in terms of quantity. Also define qualitative research as the one which is based or concerned with qualitative quantitative due to the following reasons:-

- Both methods supplemented each other in that qualitative research provided in-depth explanation while quantitative research provided hard data needed to meet required objective.
- In order to reduce biasness the researcher used both methods.

Among the objectives of the researchers, some of them are better assessed by qualitative while others by quantitative type of research.

3.5 Types of measurement – Non-parametric

Non – parametric involve Nominal and Ordinal; in this study the researcher used Non – parametric.

With this approach nominal and ordinal data were used to express information.

Kothari (2004) express non parametric type of measurement as the one which try to measure information which cannot be expressed into statistical measure.

Since non parametric approach were used, nominal and ordinal data were involved to express the information easily as nominal and ordinal type of scales were used and they are part of non-parametric approach.
3.6 Data collection methods and approach

This entails methods and procedures that were used to obtain data from the study, both qualitative and quantitative data were collected, the researcher used several methods/tools both structured and unstructured one on the collection of primary data from the study; they include questionnaire, Interview, observation and documentary review.

3.6.1 Questionnaire

Questionnaires developed with pre-determined set of questions which was prepared in a written form and distributed to 25 respondents categorized in two groups namely, Directors and head of sections (10) and PMU staff (15), the questions included close ended and open ended, the respondents was required either to tick the appropriate answer, to fill the gaps/blank space provided by giving their opinions. The questionnaire was written in English language, and they were asked to return on specific day. The researcher prompted to adopt this method as it is a reliable and flexible method that do not exert more pressure to respondents and allow them to give more explanations as a result the researcher obtained concrete information.

3.6.2 Interview

Both formal and informal interview was conducted to those with limited time to fill questionnaires i.e. some directors and head of sections and for those who don’t know how to fill questionnaires. This method was adopted by the researcher in order to explore more information on the issue under the study as he asked and adjusted questions to make respondents give more explanations.

3.6.3 Observation

This method was employed by the researcher in which he observed from the initial process of preparation and sees who are involved on the development of the APP as well as the implementation process to see if they procure following what have been planned in the APP. Under the observation method, the information is sought by way of investigations, without asking from the respondents (Kothari, 2004).
3.6.4 Documentary Review

Documents are claimed to be a bridge for obtaining rich data from the research, in light of this, documents are source of information, without them research is impossible (Bell, 1993).

In this study the researcher viewed documents such as procurement reports, file of procurement personnel in order to establish level of education possessed by each procurement staff and the number of procurement personnel.

3.7 Types of Data

According to (Swami, 1993) Data are facts, figures and other relevant materials, past and present serving as bases for study and analysis. When deciding about the method of data collection to be used for the study, the researcher kept in mind two types of data i.e. Primary and Secondary data (Kothari, 2004). Primary data are those that you have collected yourself, whereas secondary data originate elsewhere. Generally, primary data are collected when using quantitative methods, but that secondary data are more acceptable when using a qualitative method. This is because there are certain common aspects of qualitative research which involve only secondary data, such as the study of television or newspaper discourses. If you wanted to understand the nature of the representation of Romany people on television, you wouldn’t make your own television programmes you would use those which exist, and they would form your secondary data (Forshaw, 2000). In this study both Primary and Secondary data were used.

3.7.1 Primary Data

The Primary data are those, which are, collected for the first time and this happen to be original in chapter (Kothari, 2004).

(Swami, 1996) argued that primary data are original data that has not been previously collected. On the other hand the primary data collected by the researcher himself from the field.

3.7.2 Secondary Data

Secondary data are those data obtained from literature sources, are the ones that have already been collected by other people for some other purposes, these are secondhand information. Secondary data include both raw data and published one (Saunders et al,
Some of the data collected and stored by the organizations. In some cases secondary data can be more accurate than primary data (Aaker et al, 2002). Under Secondary data the researcher visited various literatures from professional journals, procurement journals, conference papers, various publications, Public Procurement Act and its Regulations, minutes of meeting, research reports, presentation notes, Internet and other electronic sources.

3.8 Sampling Techniques.
3.8.1 Sample and Sample size
Blank (1984:57) define a sample as “a subset or portion of the total population. Saunders et al (2000:150) see a need for using sample due to time and money constraints and often access restriction, sample can be taken as a representative of the whole population whereby its results can be generalized. The research was conducted at the Ministry of Natural Resources and Tourism located in the city of Dar es salaam, Ilala Municipal where by only 25 respondents were contacted for study especially those responsible with the development and implementation of APP.

Fig. 3.1 Sample and Sample size targeted by the Researcher

<table>
<thead>
<tr>
<th>SAMPLE NAME</th>
<th>SAMPLE SIZE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Directors and Head of Sections</td>
<td>10</td>
</tr>
<tr>
<td>PMU Staff</td>
<td>15</td>
</tr>
<tr>
<td>TOTAL</td>
<td>25</td>
</tr>
</tbody>
</table>

Source: researcher (2013)

3.8.2 Sampling Procedure
The researcher adopted non - probability sampling. Non – probability sampling is that sampling procedure which does not afford any basis for estimating the probability that each item in the population has a chance of being included in the sample (Kothari, 2004) In this case however, the researcher included only 25 respondents from Directors and head of sections and PMU staff, this is due to limited time.

3.9 Reliability and Validity of Data
3.9.1 Reliability
According to (Carmines & Zeller, 1979). Reliability of the research instrument concerns
the extent to which the instrument yields the same results on repeated trials. Although unreliability is always present to a certain extent, there will generally be a good deal of consistency in the results of a quality instrument gathered at different times. The tendency towards consistency found in repeated measurements is referred to as reliability. The researcher ensured the reliability of the measurable data by reviewing information only from reliable authoritative source documents.

3.9.2 Validity
Validity can be defined as a degree to which an instrument measures what it supposed to measure. Aaker et al (2002:737) defines internal validity as the ability of an experiment to show relationships unambiguously. There are three basic approaches to the validity of tests and measures (Mason & Bramble, 1989). Content validity, construct validity and criterion-related validity. In this study the researcher collected data from authoritative personnel and cross-checked in different collection method.

3.10 Management and Data analysis
3.10.1 Data Management
This involves organizing mass of raw data collected systematically in a manner that would facilitate analysis of data. In this study the researcher categorized all responses given and assigned numbers and coding data by using appropriate software known as SPSS.

The researcher ensured that questionnaires are edited clearly, the observation forms were constructed in a standard manner and clear observations were done respectively. Also researcher used descriptive statistics like tables, graphs and charts in relation to the types of information needed. This ensured proper inspection and corrections of data hence reduced errors and almost were cleared. Microsoft excel was also used in analyzing data since it was easy to apply and gave right solutions to the problems which relate to the type of data to be obtained by the researcher.

3.10.2 Data Analysis
Data obtained through questionnaires, interviews and observation was qualitatively and quantitatively analyzed by the use of tables and graphs, this was used as base for generalization and consequently to draw conclusions and recommendation for future use.
3.10.3 Expected Results

On the completion the researcher has developed more insight in preparation and implementation of Annual Procurement Plan in Public Sectors as a whole.
CHAPTER FOUR

PRESENTATION OF FINDINGS

4.1 Introduction
In this chapter data analysis, research findings and interpretation are presented, data interpretation and discussion is done based on research objectives and questions which is the main body of this research, secondary data that includes interview results is discussed and presented through various charts.

Two categories of respondents participated in this study, these include:
1. Directors and Heads of section; and
2. PMU staff.

4.2 Data Analysis and Interpretation
The following were the findings of the study that a researcher gathered during the research at the Ministry of Natural Resources and Tourism Headquarters. The findings obtained after careful collection of data through questionnaires, interview, observation and documentary sources. The researcher used the research objectives and research questions to discuss the findings and analyzed them.

Assessing challenges in preparation and implementation of the Annual Procurement Plan as the main objective of this research has explored knowledge and the importance of Annual Procurement Plan in Public sector, and those challenges encountered during preparation and implementation.

4.2.1 Assessing the involvement of concerned parties to procurement activities in preparation and implementation of Annual Procurement Plan
The researcher wanted to know whether all concerned parties to procurement activities are involved in preparation and implementation of procurement plan. The researcher as mentioned before categorized respondents into two groups Directors and Heads of Section and PMU staff these groups were coming from different department, unit or division at the Ministry of Natural Resources and Tourism namely: - Administration division, Policy and Planning division, Accounts and Finance division, Internal Audit unit, Forestry and
Beekeeping division, Legal Unit, communication unit, Wildlife division, Antiquities division and Tourism division.

a) Awareness of procurement plan in the organisation

The study revealed that, out of 25 respondents, 24 respondents equal to 96% they know about procurement plan while one respondent equal to 4% does not know about procurement plan.

This implies that procurement plan is well known to most of staff at MNRT, it was also realized that at least everyone in PMU knows about procurement plan although there are others from other departments who knows nothing about it. These findings are described in the figure No. 4.1 below:-

Fig. 4.1 awareness of procurement plan in the organization

![Graph showing awareness of procurement plan among informants]

Source: Field data 2013

b) Availability of procurement plan in the organisation

The study revealed that, out of 25 respondents, 22 respondents equal to 88% admitted to have procurement plan in the organisation while 3 respondents equal to 12% said the organization does not have procurement plan. Furthermore it was realized that though most of respondents admitted to have procurement plan in place but most of them failed to show the copy of it when they were requested to do so, which signify that its content is not known to them. These findings are described in the figure No. 4.2 on next page:-
The study revealed that, out of 25 respondents, 14 respondents equal to 56% said the plan is prepared by PMU, 7 respondents equal to 28% said its Policy and Planning Division, 2 respondents equal to 8% said its Administration Division while other 2 respondents equal to 8% they don’t know exactly who prepares procurement plan.

This implies that, there is no clear understanding of responsible department for preparation of procurement plan in the organization, most of respondents believes that the task of preparing procurement plan in their organization belongs to PMU that’s why it was observed that other departments might participate in preparation but left the plan in shelf assuming implementation is not part of their duty. Furthermore, it was revealed that a great assistance and inputs comes from all departments especially Policy and Planning Division which is responsible for consolidating action plan of each and every department. Most of respondents are not aware that PMU just coordinate the preparation of procurement plan on behalf of all departments who contributes inputs of their requirements. These findings are described in the figure No. 4.3 on next page:-
Fig. 4.3 responsible department for preparation of procurement plan in organization

![Who prepares the procurement plan in the organization](image)

Source: Field data 2013

d) Assess whether all departments are involved in preparation of APP

This question was directed to Directors and Heads of Section, the study revealed that out of 10 respondents, 5 respondents equal to 50% said all departments are involved in preparation of procurement plan, 3 respondents equal to 30% said departments are not involved while other 2 respondents equal to 20% they don’t know whether departments are involved or not.

This implies that 50% of directors and heads of section are aware that all departments are involved in preparation of procurement plan though the other 50% said either they are not involved or they don’t know. Furthermore, it was observed that participation of other department in preparation of procurement plan is very low and those who participate failed to give feedback back to their senior officers who are actually key stakeholders during implementation by approving requirements as per plan. These findings are described in the figure No. 4.4 on next page:-
Assess whether all departments are involved in preparation of APP

![Bar chart showing involvement of departments in procurement plan preparation]

Source: Field data 2013

e) Assessing participation and cooperation from user departments when preparing procurement plan

This question was directed to PMU Staff, out of 15 respondents, 7 respondents equal to 46.7% said somehow they get cooperation from user department, 7 respondents equal to 26.7% said rarely they get, 3 respondents equal to 20% said always they get cooperation, while one respondent equal to 6.6% remained silence.

This implies that PMU get very little cooperation from user department. Furthermore, it was observed that most of user departments don’t know exactly their responsibilities in preparation of procurement plan. These findings are described in the figure No. 4.5 on next page:-
4.2.2 Assessing whether the plan accommodates and captures all requirements during preparation

The researcher intended to know whether the procurement plan in the organization is prepared basing on the availability of the budget and accommodates and captures all requirements to ensure smooth implementation.

a) Assessing if the plans are incorporated in the budget

The study revealed that, out of 25 respondents, 19 respondents equal to 76% admitted that their plans are incorporated in the budget while 6 respondents equal to 24% said their plans are not incorporated in the budget.

Since it has been noted that, participation of other departments is very minimal, it results into omission of other requirements which are budgeted and incorporate other requirements which are not budgeted. Furthermore it was observed that there are some missing information which are necessary to the plan thus make the implementation of it to be more difficult. These findings are described in the figure No. 4.6 on next page:
b) Assessing whether the plan match with the actual procurement

The study revealed that, out of 25 respondents, 17 respondents equal to 68% said the plan does not match with actual procurement, 6 respondents equal to 24% they don’t know while 2 respondents equal to 8% admitted procurement plan to match with actual procurement.

This implies that in most cases the procurement plan differs with actual procurement. Some of activities are planned but not implemented. It was revealed that budget and unnecessary emergence affect the performance and implementation of procurement plan thus the plan does not match with actual procurement. Furthermore, it was noted that most of plans fail to be implemented not because it was not incorporated in the budget sometimes is due to delay of funds, unnecessary emergency and rush orders which substitute the planned activities. These findings are described in the figure No. 4.7 on next page:-
c) **Assessing if the plan accommodates all requirements**

The study revealed that, out of 25 respondents, 11 respondents equal to 44% said the plan does not capture all requirements, 8 respondents equal to 32% said yes the plan capture all requirements while 6 respondents equal to 24% they don’t know.

This implies that there is no proper coordination among department in preparation of the plan, it was observed that there is poor participation of other department except PMU in preparation of the plan thus make the plan miss some information which are necessary to be accommodated hence make the implementation very difficult. These findings are described in the figure No. 4.8 below:

**Fig. 4.7** Assessing whether the plan match with the actual procurement

Source: Field data 2013

**Fig. 4.8** Assessing if the plan accommodates all requirements

Source: Field data 2013
d) **Assessing the necessary requirements in preparing annual procurement plan.**

The study revealed that out of 25 respondents, 13 respondents equal to 52% said action plan is the necessary tool in preparation of annual procurement plan, 6 respondents equal to 24% said annual budget, 5 respondents equal to 20% said operation plan while one respondent equal to 4% remained silence.

This implies that, most of staff at MNRT are aware of necessary tools in preparation of annual procurement plan though they don’t participate fully and they don’t own it for a good implementation. Furthermore, it was revealed that participation of other department in preparation exercise is very minimal. These findings are described in the figure No. 4.9 below:

**Fig. 4.9** assessing the necessary requirements in preparing annual procurement plan

![Bar chart showing the percentage distribution of respondents' views on necessary requirements for preparing annual procurement plan.](chart.png)

Source: Field data 2013


e) **Assessing problems encountered during preparation and implementation of procurement plan**

The study revealed that out of 25 respondents, 11 respondents equal to 44% said limited budget is the main problem which encountered during preparation and implementation of procurement plan, 8 respondents equal to 32% said lack of competence is the problem during preparation and implementation of procurement plan, 5 respondents equal to 20%
said lack of information is the problem during preparation and implementation of procurement plan while one respondent equal to 4% remained silence.

This implies that limited budget and lack of competencies are major problems which affects plan from preparation up to its implementation. Furthermore, it was observed that most of activities failed to be implemented either due to delay of funds or fail to get enough funds, lack of information also seen to be a problem but in very little percentage. These findings are described in the figure No. 4.10 below:-

**Fig. 4.10 assessing problems encountered during preparation and implementation of procurement plan**

source: Field data 2013

f) **Assessing solutions for encountered problems**

The study revealed that out of 25 respondents, 10 respondents equal to 40% said they postpone the activity, other 10 respondents equal to 40% said they train incompetent staff, 4 respondents equal to 16% said they involve stakeholders while one respondent equal to 4% remained silence.

This implies that most of measures taken to resolve the encountered problems is to postpone the activity and train incompetent staff. Furthermore, it was observed that, involving stakeholders in preparation of plan will enable collecting of accurate information. These findings are described in the figure No. 4.11 on next page:-
4.2.3 Assessing pre-set procurement strategies that ensures the effectiveness of the plan during implementation

The researcher intended to know whether there are some strategies or control mechanism in the organization to ensure the effectiveness of the plan during implementation in order to reduce or to avoid variance between a plan and actual.

a) Assessing the existence of strategies or control mechanism in the organization to ensure procurement plan succeed

The study revealed that, out of 25 respondents, 10 respondents equal to 40% admitted to have strategies and control mechanism to ensure procurement plan succeed, 8 respondents equal to 32% they don’t know the existence of strategies or control mechanism while other 7 respondents equal to 28% said the organization does not have any strategies or control mechanism to ensure procurement plan succeed.

This implies that most of respondents 60% said either there is no strategies or control mechanism to ensure procurement plan succeed or they don’t know whether strategies or control mechanism exist. Furthermore it was observed that there are neither strategies nor control mechanisms to ensure procurement plans succeed this was due to failure to show or explain what are those strategies and control mechanism to justify their answer. These findings are described in the figure No. 4.12 on next page:-
b) To assess responsible department in controlling procurement plan

The study revealed that out of 25 respondents, 16 respondents equal to 64% said PMU controls the implementation of procurement plan in the organisation, 7 respondents equal to 28% said user department controls the implementation of procurement plan, one respondent equal to 4% said accounts and finance division while the other one respondent equal to 4% don’t know exactly who controls the implementation of procurement plan in the organisation.

This implies that most of respondents 64% in the organization believe that the task of controlling implementation of procurement plan belongs to PMU, 32% believes it is either user department or accounts and finance division while 4% don’t know who is responsible in controlling the implementation of procurement plan. It was observed that only few respondents are aware that controlling the implementation of procurement plan is a cross cut to every department in the organisation as it is known that each department must contribute something in its preparation likewise in its implementation in order to achieve better performance. These findings are described in the figure No. 4.13 on next page:-
c) Assessing measurement taken when funds delays

This question was directed to Directors and Head of Sections, out of 10 respondents, 5 respondents equal to 50% said they postpone the activity while other 5 respondents equal to 50% said they review the plan.

This implies that measurement taken when funds delay is to postpone the activity and review the plan in order to accommodate changes. Furthermore, it was observed that no reviews were made to the plan to accommodate changes although the actual implementation was not equal as per the plan. These findings are described in the figure No. 4.14 below:-

Fig. 4.13    responsible department in controlling procurement plan

Source: Field data 2013

Fig. 4.14    assessing measurement taken when funds delays

Source: Field data 2013
d) **Assessing the time when procurement plan is ready**

The study revealed that out of 25 respondents, 9 respondents equal to 36% they don’t know, 8 respondents equal to 32% said before December while other 8 respondents equal to 32% said the plan is ready before July.

This implies that most of staff at MNRT does not know exactly when the plan is ready. Furthermore it was observed that, although there are others said the plan is ready before July which in actual fact the plan is prepared in between September and December this is due to the fact that the plan prepared after the budget session in the National assembly which took place from June up to August. These findings are described in the figure No. 4.15 below:

**Figure. 4.15 assessing the time when procurement plan is ready**

![Figure 4.15](image)

Source: Field data 2013

e) **Assessing a tendency of reviewing procurement plan**

The study revealed that out of 15 respondents, 14 respondents equal to 93.3% said they don’t have a tendency of reviewing their procurement plan while only one respondent equal to 6.7% said they have a tendency of reviewing their procurement plan.

This implies that MNRT has no tendency of reviewing the plan. Furthermore, it was observed that the plan is usually kept in shelf and leave the implementation away from the plan. These findings are described in the figure No. 4.16 on next page:-
4.2.4 Assessing if the Ministry of Natural Resources and Tourism adhere to the Annual Procurement Plan

The researcher wanted to find out if the Ministry of Natural Resources and Tourism adhere to the Annual Procurement Plan during implementation, the researcher assessed whether the MNRT follows the guidelines issued by PPRA in preparation of APP and adhered to during implementation.

a) Assess awareness of PPRA templates as guidance in preparation of plan

The study revealed that out of 25 respondents, 15 respondents equal to 60% are aware of PPRA templates, 8 respondents equal to 32% they are not aware of the PPRA templates while 2 respondents equal to 8% remained silence.

This implies that most of MNRT staff are aware of the PPRA templates, furthermore it was revealed that, about 40% are either not aware or they even don’t know about PPRA templates issued as guidance for preparation of annual procurement plan. These findings are described in the figure No. 4.17 on next page:-
b) Assessing compliance with PPRA templates when preparing procurement plan

The study revealed that out of 25 respondents, 14 respondents equal to 56% admitted to comply with PPRA templates when preparing procurement plan, 9 respondents equal to 36% remained silence while 2 respondents equal to 8% said they do not comply with PPRA templates when preparing procurement plan.

This implies that over 50% respondents admitted to comply with PPRA templates when preparing procurement plan, furthermore the study observed that there are other respondents about 44% who are either don’t know or commented direct that the organization does not comply with PPRA templates when preparing procurement plan, this in actual fact is a very big number to the organization though it was revealed that the organization comply with PPRA templates but it seems that there are other staff who don’t know due to poor participation in preparation. These findings are described in the figure No. 4.18 on next page:-

Source: Field data 2013
c) Assessing the level of education of the head of PMU

This question was directed to PMU staff, the study revealed that out of 15 respondents, 13 respondents equal to 86.7% said Head of PMU is a Masters holder while 2 respondents equal to 13.3% said is a Degree holder.

This implies that more that 80% of PMU staff said the level of education of their head of PMU is master’s degree. It was observed that the level of education of the head of PMU is master’s degree and is adequate to lead the unit. These findings are described in the figure No. 4.19 below:-

Source: Field data 2013
d) **Assessing number of staff in PMU**

This question was directed to PMU staff, the study revealed that out of 15 respondents, 12 respondents equal to 80% said the number of staff in PMU is above 15 while three respondents equal to 20% said the number of staff in PMU is below 15.

This implies that 80% of PMU staff said the number of staff in PMU is above 15. It was observed that the number of staff in PMU is above 15. These findings are described in the figure No. 4.20 below:-

![Fig. 4.20 assessing number of staff in PMU](image)

**Fig. 4.20 assessing number of staff in PMU**

Source: Field data 2013

e) **Assessing whether the number of PMU staff is adequate**

This question was directed to PMU staff and the study revealed that, out of 15 respondents, 13 respondents equal to 86.7% said the number of staff in PMU is adequate while other two respondents equal to 13.3% said the number of staff in PMU is inadequate.

This implies that over 80% of PMU staff said the number of staff in PMU is adequate. It was observed that the number of staff in PMU is adequate to enable them perform their duties effectively and efficiently in relation to the size of the organization. These findings are described in the figure No. 4.21 on next page:-
Assessing whether MNRT adhere to the prepared plan

The study revealed that out of 25 respondents, 12 respondents equal to 48% said they don’t work on the plan, 10 respondents equal to 40% said they work on the plan while other three respondents equal to 12% remained silence.

This implies that most of staff at MNRT admitted that they do not work on the prepared plan. It was observed that procurement plan is available at PMU staff while other offices do not keep this document for monitoring its implementation thus it was noticed that plan differs with actual procurement to a large extent. These findings are described in the figure No. 4.22 on next page:-
Fig. 4.22 assessing whether MNRT adhere to the prepared plan

Source: Field data 2013

g) Assess the reasons which makes the MNRT not to adhere to the prepared plan

The study revealed that out of 25 respondents, 13 respondents equal to 52% remained silent when they were asked the reason why the organization does not work on the plan, 7 respondents equal to 28% said budget constraint is the reason which make their organization not to work on the plan while 5 respondents equal to 20% said they don’t work on the plan because it does not capture their requirements.

This implies that most of MNRT staff does not know the reason why they don’t work on the plan, though there are others who mentioned budget constraint and accommodation of their requirements into a plan as reasons why they abandon the plan and deal with other activities which are not in the plan. Furthermore, it was observed that there are a lot of different reasons why MNRT does not work on the plan including those mentioned above. These findings are described in the figure No. 4.23 on next page:-
Fig. 4.23 assess the reasons which makes the MNRT not to adhere to the prepared plan

![Fig. 4.23](image)

Source: Field data 2013

h) Assessing whether the organisation have ever executed unplanned procurement

The study revealed that out of 15 respondents, 8 respondents equal to 53.3% said they have executed unplanned procurement rarely while other 7 respondents equal to 46.7% said they have executed unplanned procurement frequently.

This implies that almost 50% of MNRT staff who were asked this question admitted to execute unplanned procurement, furthermore it was observed that lack of possession of the plan to most of staff contributed a lot for these unplanned procurement to be practiced.

These findings are described in the figure No. 4.24 below:-

Fig. 4.24 assessing whether the organisation have ever executed unplanned procurement

![Fig. 4.24](image)

Source: Field data 2013
i) **Assessing whether Directors or Heads of Sections have ever approved procurement which is not in plan**

This question was specifically asked to Directors and Heads of Section, the study revealed that all 10 respondents equal to 100% who were asked how often they have approved unplanned procurement they said rarely.

This implies that directors and heads of section admitted to approve unplanned procurement rarely. Furthermore, it was observed that directors and heads of section do not possess a copy of procurement plan thus make the implementation of it to be very difficult to be adhered to. These findings are described in the figure No. 4.25 below:-

**Fig. 4.25** assess how often there are approval of unplanned procurement in the organisation

![Fig. 4.25](image)

Source: Field data 2013

j) **Assess awareness of General Procurement Notice in the organization**

This question was specifically directed to PMU staff, the study revealed that out of 15 respondents, 12 respondents equal to 80% said they know about GPN while 3 respondents equal to 20% said they don’t know about GPN.

This implies that most of PMU staff knows about GPN. These findings are described in the figure No. 4.26 on next page:-
**k) Assess if the organization issue a GPN**

This question was specifically addressed to PMU staff, the study revealed that out of 15 respondents, 12 respondents equal to 80% said the Ministry issue a GPN while other 3 respondents equal to 20% said the Ministry do not issue a GPN.

This implies that MNRT issues a GPN though there are staff from other department does not know. These findings are described in the figure No. 4.27 below:

**Fig. 4.27** assess if the organization issue a GPN

Source: Field data 2013

**l) Assess the time GPN is issued**

The study revealed that out of 15% This question was specifically addressed to PMU staff, the study revealed that out of 15 respondents, 8 respondents equal to 53.4% said the GPN issued before December, 3 respondents equal to 20% they don’t know, 2 respondents equal to 13.3% said before July while other 2 respondents equal to 13.3% said the GPN is issued before September.
This implies that more than 50% of MNRT staff said their organization issue a GPN before December. Furthermore, it was revealed that GPN at MNRT is always issued late nearly to the mid of the year where a lot of activities has already took off. These findings are described in the figure No. 4.28 below:

**Fig. 4.28** assess the time GPN is issued

![Time at which GPN is issued](chart.png)

Source: Field data 2013

**m) Assess awareness of hidden costs to MNRT staff when conducting unplanned procurement**

The study revealed that out of 15 respondents, 10 respondents equal to 66.7% said they are aware of hidden costs when performing unplanned procurement while 5 respondents equal to 33.3% said they are not aware of the hidden costs of performing unplanned procurement.

This implies that most of MNRT staff are aware of hidden costs when performing unplanned procurement. Furthermore, it was observed that, though most of staff are aware but no any measure taken to reduce if not to eliminate the habit of conducting unplanned procurement. These findings are described in the figure No. 4.29 on next page:-
Fig. 4.29 assess awareness of hidden costs of conducting unplanned procurement

Source: Field data 2013
CHAPTER FIVE

DISCUSSION OF THE FINDINGS

5.1 Introduction
This chapter comprised of discussions and findings from the research conducted to assess challenges of procurement contract management in public sector.

5.2 Discussion of the findings
From the study findings analyzed in chapter four concerning the study focused on challenges in preparation and implementation of effective procurement plan in which the Ministry of Natural Resources and Tourism was the case study, the following major findings were observed.

The following were the findings of the study that a researcher gathered during the research at the Ministry of Natural Resources and Tourism Headquarters. The findings obtained after careful collection of data through questionnaires, interview, observation and documentary sources. The researcher used the research objectives and research questions to discuss the findings and analyzed them.

Assessing challenges in preparation and implementation of the Annual Procurement Plan as the main objective of this research has explored knowledge and the importance of Annual Procurement Plan in Public sector, and those challenges encountered during preparation and implementation.

Assessing the involvement of concerned parties to procurement activities in preparation and implementation of Annual Procurement Plan
The researcher wanted to know whether all concerned parties to procurement activities are involved in preparation and implementation of procurement plan. The researcher as mentioned before categorized respondents into two groups Directors and Heads of Section and PMU staff these groups were coming from different department, unit or division at the Ministry of Natural Resources and Tourism namely: - Administration division, Policy and Planning division, Accounts and Finance division, Internal Audit unit, Forestry and
Beekeeping division, Legal Unit, communication unit, Wildlife division, Antiquities division and Tourism division.

The study revealed that, procurement plan is well known to most of staff at MNRT, at least everyone in PMU knows about procurement plan although there are others from other department who knows nothing about it. It was also noted that, though most of respondents admitted to have procurement plan in place but most of them failed to show the copy of it when they were requested to do so, which signify that its content is not known to them.

Furthermore, it was noted that there is no clear understanding of responsible department for preparation of procurement plan in the organization, most of respondents believes that the task of preparing procurement plan in their organization belongs to PMU that’s why it was observed that other departments might participate in preparation but left the plan in shelf assuming implementation is not part of their duty. The study also revealed that a great assistance and inputs comes from all departments especially Policy and Planning Division which is responsible for consolidating action plan of each and every department. Most of respondents are not aware that PMU just coordinate the preparation of procurement plan on behalf of all departments who contributes inputs of their requirements.

In the findings it was observed that, participation of other department in preparation of procurement plan is very low and those who participate failed to give feed back to their senior officers who are actually key stakeholders during implementation by approving requirements as per plan. It was observed that during preparation of the plan PMU get very little cooperation from user department. Furthermore, it was observed that most of user departments don’t know exactly their responsibilities in preparation of procurement plan.

Assessing whether the plan accommodates and captures all requirements during preparation

The researcher intended to know whether the procurement plan in the organization is prepared basing on the availability of the budget and accommodates and captures all requirements to ensure smooth implementation.
Since it has been noted that, participation of other departments is very minimal thus results into omission of other requirements which are budgeted and incorporate other requirements which are not budgeted. Furthermore it was observed that there are some missing information which are necessary to the plan thus make the implementation of it to be more difficult.

The study revealed that, in most cases the procurement plan differs with actual procurement. Some of activities are planned but not implemented. It was noted that budget and unnecessary emergence affect the performance and implementation of procurement plan thus the plan does not match with actual procurement. Furthermore, it was noted that most of plans fail to be implemented not because it was not incorporated in the budget sometimes is due to delay of funds, unnecessary emergency and rush orders which substitute the planned activities.

Furthermore, it was revealed that, there is no proper coordination among department in preparation of the plan, it was observed that there is poor participation of other department except PMU in preparation of the plan thus make the plan miss some information which are necessary to be accommodated hence make the implementation very difficult. It was noted that, most of staff at MNRT are aware of necessary tools in preparation of annual procurement plan though they don’t participate fully and they don’t own it for a good implementation. Furthermore, it was revealed that participation of other department in preparation exercise is very minimal.

The study revealed that limited budget and lack of competencies are major problems which affects plan from preparation up to its implementation. Furthermore, it was observed that most of activities failed to be implemented either due to delay of funds or fail to get enough funds, lack of information also seen to be a problem but in very little percentage. It was noted that, most measures taken to resolve the encountered problems is to postpone the activity and train incompetent staff. Furthermore, it was observed that, involving stakeholders in preparation of plan will enable collecting of accurate information.
Assessing pre-set procurement strategies that ensures the effectiveness of the plan during implementation

The researcher intended to know whether there are some strategies or control mechanism in the organization to ensure the effectiveness of the plan during implementation in order to reduce or to avoid variance between a plan and actual.

The study revealed that, there are neither strategies nor control mechanisms to ensure procurement plans succeed this was due to failure to show or explain what are those strategies and control mechanism to justify their answer. It was observed that only few respondents are aware that controlling the implementation of procurement plan is a cross cut to every department in the organisation as it is known that each department must contribute something in its preparation likewise in its implementation in order to achieve better performance.

The study revealed that, measures taken by the Ministry when funds delay is to postpone the activity and review the plan in order to accommodate changes. Furthermore, it was observed that no reviews were made to the plan to accommodate changes although the actual implementation was not equal as per the plan. Furthermore, the study revealed that, most of staff at MNRT does not know exactly when the plan is ready. It was observed that, although there are others said the plan is ready before July which in actual fact the plan is prepared in between September and December this is due to the fact that the plan prepared after the budget session in the National assembly which took place from June up to August.

Furthermore, it was noted that the plan is usually kept in shelf and the implementation divert away from the plan.

Assessing if the Ministry of Natural Resources and Tourism adhere to the Annual Procurement Plan

The researcher wanted to find out if the Ministry of Natural Resources and Tourism adhere to the Annual Procurement Plan during implementation, the researcher assessed whether the MNRT follows the guidelines issued by PPRA in preparation of APP and adhered to during implementation.
The study revealed that, most of MNRT staff are aware of the PPRA templates, furthermore it was revealed that, about 40% are either not aware or they even don’t know about PPRA templates issued as guidance for preparation of annual procurement plan. The study also revealed that the organization complies with PPRA templates but it seems that there are other staff who don’t know due to poor participation in preparation.

In assessing the level of education of the Head of PMU, it was observed that the level of education of the head of PMU is master’s degree and is adequate to lead the unit. Furthermore the study found out the number of PMU staff in the organization whereby it was revealed that, the number of staff in PMU is above 15. Which is adequate to enable them perform their duties effectively and efficiently in relation to the size of the organization.

The study revealed that, most of staff at MNRT admitted that they do not work on the prepared plan. It was observed that procurement plan is available at PMU staff while other offices do not keep this document for monitoring its implementation thus it was noticed that plan differs with actual procurement to a large extent. Furthermore, the study noted that most of MNRT staff does not know the reason why they don’t work on the plan, though there are others who mentioned budget constraint and accommodation of their requirements into a plan as reasons why they abandon the plan and deal with other activities which are not in the plan. Furthermore, it was observed that there are a lot of different reasons why MNRT does not work on the plan including those mentioned above. Also it was observed that, almost 50% of MNRT staff admitted to conduct unplanned procurement due to lack of possession of the plan to most of staff. In the other hand the study revealed that directors and heads of section admitted to approve unplanned procurement rarely. Furthermore, it was observed that directors and heads of section do not possess a copy of procurement plan thus make the implementation of it to be very difficult to be adhered to.

The study revealed that most of PMU staff knows about GPN. Furthermore, it was noted that, MNRT issues a GPN late nearly to the mid of the year where a lot of activities has already took off.
The study also revealed that, MNRT staff are aware of hidden costs when performing unplanned procurement but no any measures taken to reduce if not to eliminate the habit of conducting unplanned procurement.
CHAPTER SIX

SUMMARY, CONCLUSIONS AND POLICY IMPLICATIONS

6.1 Summary of the study

The general objective of this research was to assess challenges in preparation and implementation of the Annual Procurement Plan, case study has been Ministry of Natural Resources and Tourism.

In this chapter therefore, the researcher gives conclusion raised from the study as well as possible suggestions and the solutions from the problems found. A summary of the research is given, drawing a conclusion made from the study, policy implications and their impact, the conclusions and recommendations are based on the information obtained from physical observation, questionnaires and interview made between the researcher and group of selected respondents.

6.1.1 Conclusion on the research objectives

Based on the findings of this study, conclusion is given based on the research objectives; specific objectives were as follows:

a. To assess the involvement of concerned parties to procurement activities in preparation and implementation of Annual Procurement Plan.

Based on the research findings, it was observed that, respondents from Director’s level up to user department believes that the task of preparing and controlling annual procurement plan belongs to PMUs, those who are involved in preparation of the plan, they take it as an assistance they perform to assist PMUs, so after preparation they keep it in shelf without communicating to all levels in their departments, therefore the researcher conclude that there is a poor participation of concerned parties to procurement activities in preparation and implementation of annual procurement plan at the Ministry of Natural Resources and Tourism.

b. To assess whether the plan accommodates and captures all requirements during preparations.

Based on the research findings, it was revealed that, due to poor participation of concerned parties to procurement activities in preparation and implementation of annual procurement
plan, the plan does not capture all requirements during preparation, the plan which is prepared mostly by PMU, lacks a lot of requirements from different departments, this is reflected on implementation whereby several times departments brings requirements which are not in the plan, therefore the researcher conclude that the Ministry of Natural Resources and Tourism should take the exercise of preparing annual procurement plan as a serious task in order to accommodate all requirements in a particular period.

c. **To assess pre-set procurement strategies that ensures the effectiveness of the plan during implementation.**

Based on the research findings, it was observed that, no pre-set procurement strategies that ensures the effectiveness of the plan during implementation, always the plan is not so perfect to suit the requirements throughout the year, the plan always need to be amended or to be updated as per requirements, all concerned parties should be provided with a knowledge on how to prepare the plan and how to ensure success in its implementation, therefore the researcher conclude that the Ministry of Natural Resources and Tourism should set strategies for example preparing monthly report for all procurement in order to highlight all procurement on truck and those out of truck so as to update the plan accordingly.

d. **To find out if the Ministry of Natural Resources and Tourism adhere to the Annual Procurement Plan in the implementation.**

Based on the research findings, it was observed that, the Ministry of Natural Resources and Tourism does not adhere to the annual procurement plan in the implementation, most of activities are performed out of the plan, the Ministry experience unnecessary emergence of procurement and frequent tender board meetings for approval, most of planned activities are postponed without updating timing set on the plan, therefore the researcher conclude that the Ministry of Natural Resources and Tourism should adhere to the annual procurement as planned, more emphasize should be put on preparation in order to foresee and accommodate all requirements for a particular period.

### 6.2 Recommendations

Basing on the above conclusion, the recommendations are based on the followings:-
6.3 Contribution to knowledge
Preparation of annual procurement plan should involve all concerned parties from all levels in public sectors in coordination with PMU, whatever planned should clearly be circulated to everyone especially user departments who initiate the process and decision makers who approve the process to take off. It is advised that whenever the plan needs adjustment it must be recorded and updated, to ensure its success on implementation.

6.4 Contribution to policy maker
The policy makers should take a budget as a major factor which affects most of plans in public sectors, in case of failure to collect as predicted; the system of cash budget affects most of projects to be done on time as planned.

6.5 Implication to decision maker
The decision makers should adhere to the annual procurement as planned, rather than approves and left on shelves; they should take it as a compass to whatever is approved, in case there is a need for adjustment of the plan, it must be updated accordingly to the plan to eliminate difference in relation to actual.

6.6 Area for further studies
i. The researcher recommends the following areas for further studies:-
ii. How the budget affects procurement plan in public sectors
iii. To assess the effectiveness of procurement plan as a tool to control procurement in public sectors.
iv. To assess participation of concerned parties of procurement in preparation of procurement plan.
REFERENCES:


The Public Procurement Act (PPA) No. 21 of 2004

Website (http://www.ppra.go.tz).

APPENDICES

Data gathering Questionnaire

Dear Respondent,

RE: QUESTIONNAIRE ON ANNUAL PROCUREMENT PLAN IN PUBLIC SECTORS.

This questionnaire is aimed at collecting information related to Annual Procurement Plan in Public Sectors.

Data to be collected will be useful in writing up the research paper to be presented to Mzumbe University in partial fulfilment of the requirements for the award of Master Degree in Procurement and Supply Chain Management.

I humbly request you to respond to the questions to the best of your knowledge and feel free. By so doing you will be contributing greatly to the achievements of this research of which its results are intended to have multiple effects to the Procurement and Supplies Professionals, Ministries and the National as a whole, The researcher wishes to assure you that, the information to be collected will be used solely for academic purposes and not otherwise.

Your participation will be highly appreciated

Thank you in advance
APPENDIX I –
QUESTIONNAIRE TO DIRECTORS AND HEAD OF SECTIONS

The respondents are therefore requested to respond freely when answering or completing this questionnaire; your reply will be kept strictly confidential.

1. Do you know about Procurement Plan? YES ( ) NO ( )
2. Does your Organization have Procurement Plan? YES ( ) NO ( )
3. If No. 2 is YES does your Organization Implement it? YES ( ) NO ( )
4. If No. 3 is NO what reasons make your organization not to implement its Procurement Plan?
   a) Budget constraints ( )
   b) Does not capture your requirement ( )
   c) Emergence case ( )
   d) All above ( )
   e) Others (specify) ……………………………

5. Who prepares Procurement Plan at your Organization
   a) Policy and Planning division ( )
   b) Procurement Management Unit ( )
   c) Administration Division ( )
   d) Others (specify) ……………………………

6. Are your Plans incorporated in the Budget? YES ( ) NO ( )

7. Are there any strategies or control policies to ensure procurement plans succeed? YES ( ) NO ( ) I don’t know ( )

8. If NO, how do you make sure that plans succeed?
   ……………………………………………………………………………………………………………………………
   ……………………………………………………………………………………………………………………………
   ……………………………………………………………………………………………………………………………
   ……………………………………………………………………………………………………………………………

9. When does your Procurement Plan be at place?
   Before July ( ) Before September ( ) Before December ( )
   I don’t know ( )

10. Does your Annual Procurement Plan match with the actual procurement?
    YES ( ) NO ( ) I don’t know ( )
11. Who controls the implementation of Procurement Plan?
   a) User Department ( )
   b) Procurement Management Unit ( )
   c) Accounts and Finance division ( )
   d) All above ( )

12. What problems do you encounter during preparation and implementation of procurement plan?
   a) Limited budget ( )
   b) Lack of competence ( )
   c) Lack of information ( )
   d) Others (specify) ............... .

13. How do you resolve the encountered problems?
   a) Postpone the activity ( )
   b) Train incompetent staff ( )
   c) Involve stakeholders during preparation ( )
   d) All above ( )

14. What are the necessary requirements in preparing Annual Procurement Plan?
   a) Annual budget ( )
   b) Action plan ( )
   c) Operation plan ( )
   d) All above ( )

15. Does such Procurement Plan adequate enough to capture all requirements?
   YES ( ) NO ( ) I don’t know ( )

16. Are you aware of the PPRA templates for preparation of Annual Procurement Plan?
   YES ( ) NO ( )

17. If YES do you comply with those templates? YES ( ) NO ( )

18. Have you ever approved unplanned procurement?
   a) Frequently ( )
   b) Rarely ( )
   c) Never ( )

19. In case funds to support procurement not released on time, what measurement do you take to address the situation?
   a) Postpone the activity ( )
   b) Withdraw completely ( )
c) Review the plan ( )

d) Others (specify) .................

Do all departments involved in preparation of APP? YES ( ) NO ( ) I don’t know ( )

20. What is your comments concerning PMU staff?

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........................................................................................................................................
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.................................................................................................................................
APPENDIX II –
QUESTIONNAIRE TO PMU STAFF

The respondents are therefore requested to respond freely when answering or completing this questionnaire; your reply will be kept strictly confidential.

1. Do you know about Procurement Plan? YES ( ) NO ( )
2. Does your Organization have Procurement Plan? YES ( ) NO ( )
3. If No. 2 is YES does you Organization Implement it? YES ( ) NO ( )
4. If No. 3 is NO what reasons make your organization not to implement its Procurement Plan?
   a) Budget constraints ( )
   b) Does not capture your requirement ( )
   c) Emergence case ( )
   d) All above ( )
   e) Others (specify) ……………………………

5. Who prepares Procurement Plan at your Organization
   a) Policy and Planning division ( )
   b) Procurement Management Unit ( )
   c) Administration Division ( )
   d) Others (specify) …………………

6. Are your Plans incorporated in the Budget? YES ( ) NO ( )

7. Are there any strategies or control policies to ensure procurement plans succeed? YES ( ) NO ( ) I don’t know ( )

8. If no, how do you make sure that plans succeed?
   …………………………………………………………………………………………………………………………………………
   …………………………………………………………………………………………………………………………………………
   …………………………………………………………………………………………………………………………………………
   …………………………………………………………………………………………………………………………………………

9. When does your Procurement Plan be at place?
   Before July ( ) Before September ( ) Before December ( )
   I don’t know ( )

10. Does your Annual Procurement Plan match with the actual procurement? YES ( ) NO ( )

11. Who controls the implementation of Procurement Plan?
a) User Department (   )
b) Procurement Management Unit (   )
c) Accounts and Finance division (   )
d) All above (   )

12. What problems do you encounter during preparation and implementation of procurement plan?

a) Limited budget (   )
b) Lack of competence (   )
c) Lack of information (   )
d) Others (specify) ............... 

13. How do you resolve the encountered problems?

a) Postpone the activity (   )
b) Train incompetent staff (   )
c) Involve stakeholders during preparation (   )
d) All above (   )

14. Do you know about GPN? (General Procurement Notice) YES (   ) NO (   )

15. Does your Organization issue a GPN? YES (   ) NO (   )

16. When does a GPN issued?

Before July (   ) Before September (   ) Before December (   )
I don’t know (   )

17. What is the level of education of your Head of PMU at your Organization?

Secondary school (   ) High school (   ) Degree (   )
Masters (   ) PhD (   )

18. How many staffs are there in PMU? Below 5 (   ) Below 10 (   )
Below 15 (   ) Above 16 (   )

19. Does the number of PMU adequate? YES (   ) NO (   )

20. What are the necessary requirements in preparing Annual Procurement Plan?

a) Annual budget (   )
b) Action plan (   )
c) Operation plan (   )
d) All above (   )

21. Does such Procurement Plan adequate enough to capture all requirements? YES (   )
NO (   ) I don’t know (   )
22. Are you aware of the PPRA templates for preparation of Annual Procurement Plan?  
YES (  ) NO (  )

23. If YES do you comply with those templates?  YES (  ) NO (  )

24. Do you get enough cooperation from user departments when preparing procurement plan?

   a) Always we get (  )

   b) Somehow we get (  )

   c) Rarely we get (  )

   d) Always no cooperation (  )

25. Have you made unplanned procurement?

   a) Frequently (  )

   b) Rarely (  )

   c) Never (  )

26. Unplanned procurement leads to emergency procurement, are you aware of the hidden costs of emergency procurement?  YES (  ) NO (  )

27. If YES, what measures do you take to minimize costs?

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

28. Do you have a tendency of reviewing your APP?  YES (  ) NO (  )
Time scale, work plan and budget

**Fig. 3.2  Research activity and schedule**

<table>
<thead>
<tr>
<th>S/N</th>
<th>Date</th>
<th>Research activity Program</th>
<th>Duration</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>7\textsuperscript{th} – 28\textsuperscript{th} Jan, 2013</td>
<td>Literature Review</td>
<td>22 days</td>
</tr>
<tr>
<td>2</td>
<td>1\textsuperscript{st} Feb – 28\textsuperscript{th} Feb, 2013</td>
<td>Writing Research Proposal</td>
<td>28 days</td>
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<tr>
<td>3</td>
<td>4\textsuperscript{th} – 7\textsuperscript{th} March, 2013</td>
<td>Consulting Supervisor</td>
<td>4 days</td>
</tr>
<tr>
<td>4</td>
<td>11\textsuperscript{th} – 24\textsuperscript{th} March, 2013</td>
<td>Correcting and typing the Research Proposal</td>
<td>14 days</td>
</tr>
<tr>
<td>5</td>
<td>25\textsuperscript{th} – 27\textsuperscript{th} March, 2013</td>
<td>Consulting Supervisor</td>
<td>3 days</td>
</tr>
<tr>
<td>6</td>
<td>28\textsuperscript{th} March, 2013</td>
<td>Submission of Research Proposal</td>
<td>1 day</td>
</tr>
<tr>
<td>7</td>
<td>1\textsuperscript{st} April - 30\textsuperscript{th} April, 2013</td>
<td>Data Collection and Analysis</td>
<td>30 days</td>
</tr>
<tr>
<td>8</td>
<td>1\textsuperscript{st} – 31\textsuperscript{st} May, 2013</td>
<td>Research Writing</td>
<td>31 days</td>
</tr>
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<td>9</td>
<td>3\textsuperscript{rd} – 7\textsuperscript{th} June, 2013</td>
<td>Consulting Supervisor</td>
<td>5 days</td>
</tr>
<tr>
<td>10</td>
<td>10\textsuperscript{th} – 30\textsuperscript{th} June, 2013</td>
<td>Correcting and typing the Research Paper</td>
<td>20 days</td>
</tr>
<tr>
<td>11</td>
<td>1\textsuperscript{st} – 5\textsuperscript{th} July, 2013</td>
<td>Consulting Supervisor</td>
<td>5 days</td>
</tr>
<tr>
<td>12</td>
<td>8\textsuperscript{th} July, 2013</td>
<td>Submission of Research Paper</td>
<td>1 day</td>
</tr>
</tbody>
</table>

**Source:** Researcher (2013)

**TOTAL:** 164 days
## Fig. 3.3 Budget

<table>
<thead>
<tr>
<th>S/No.</th>
<th>Activity</th>
<th>Expected Costs (Tshs)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Transport and Meal Allowances</td>
<td>1,400,000.00</td>
</tr>
<tr>
<td>2</td>
<td>Stationeries, binding and other secretarial services</td>
<td>475,000.00</td>
</tr>
<tr>
<td>3</td>
<td>Proposal and questionnaire preparation</td>
<td>825,000.00</td>
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<tr>
<td>4</td>
<td>Field testing of survey Instruments (Questionnaire)</td>
<td>2,820,000.00</td>
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<tr>
<td>5</td>
<td>Data processing and data entry</td>
<td>80,000.00</td>
</tr>
<tr>
<td></td>
<td><strong>TOTAL</strong></td>
<td><strong>5,600,000.00</strong></td>
</tr>
</tbody>
</table>

Source: Researcher (2013)