BINDURA UNIVERSITY OF SCIENCE EDUCATION

FACULTY OF COMMERCE


# THE IMPACT OF PROCUREMENT PLANNING ON PROJECT PERFORMANCE IN LOCAL GOVERNMENT: A CASE STUDY OF HARARE CITY COUNCIL

COMPILED BY

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## DEDICATION

I dedicate this research to my parents, Mr. and Mrs. Masamba, my siblings Evidence, Tinashe, Japhet Anotidaishe and Mako. Your presence in my life is an everlasting pillar of strength and support. May you look upon this work with pride.

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ABSTRACT

Local councils exist to offer a wide range of services to the population. In order to fulfill this primary responsibility effectively, local governments undertake various projects. As a result, procurement planning, which is an initial step in any procurement process, as well as project management, become important considerations. With this in mind, the purpose of this study was to investigate the influence of procurement planning on the performance of projects initiated by the Harare City Council, a local government entity. The research followed a pragmatic research paradigm and employed a mixed methodology approach, incorporating the collection and analysis of data through questionnaires and semi-structured interviews with a sample of 63 council employees. Statistical Package for Social Sciences software, version 27, was used for data analysis, and the findings were presented descriptively using graphs, tables, and charts created with SPSS. The results revealed that the local authority strictly adheres to the procurement law outlined in the PPDPA (22:23), which provides guidelines for procurement processes. The study concluded that procurement planning significantly impacts project management and project performance, particularly during the planning and execution stages. Therefore, a comprehensive procurement plan is crucial for the success of local government projects. The study recommends increased involvement of the Project Management Unit (PMU) in project management, particularly during the execution and closure phases, along with training to raise awareness among internal stakeholders about the strategic role of the PMU and the importance of developing a comprehensive procurement schedule. Furthermore, it suggests including local councils in the RBZ foreign currency priority list to enhance the

effectiveness of procurement planning and council projects.

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## Acronyms List

PRAZ : Procurement Regulatory Authority

PMU : Procurement Management Unit

PPDPA : Public Procurement and Disposal of Public Asset Act

PMBOK : Project Management Body of Knowledge

CPA : Critical Path Analysis

WBS : Work Breakdown Structure

PERT : Project Evaluation and Review Technique

CBS : Cost Breakdown structure

# CHAPTER ONE

## Introduction

This chapter provides an introduction to the research investigations that served as the basis for the study. Furthermore, the problem statement emphasizes the primary challenge that served as the basis for the investigation. The researcher's work will be guided by the background and the problem statement which serves as the foundation for the creation of research questions and objectives. The chapter's last sections discuss the study's limitations and significance, as well as its delimitations, fundamental assumptions, and definitions of important terms.

## 1.1 Background of the study

In recent years, the local councils in Zimbabwe have encountered difficulties in developing their procurement plans, leading to project failures and the potential premature closure and cancellation of projects. Pulmanis (2015), Msigwa (2014), and Ogubala (2014) have identified several challenges contributing to this situation, such as insufficient staff expertise, inadequate communication and collaboration, inadequate support from management, antiquated technologies, flawed budget practices, inaccurate cost estimations, impractical procurement strategies, and a misalignment between procurement plans and organizational objectives. Consequently, the local councils have been producing poorly written and delayed procurement plans, which violate the 30-day timeframe set by the Procurement Regulatory Authority of Zimbabwe (PRAZ). To address these challenges, it is crucial to recognize the role of procurement planning in project performance.

James (2004) suggests that a poorly executed procurement plan leads to project failure and potential premature closure and cancellation. Therefore, it is essential for local councils to adopt a well-designed project management strategy to ensure project success and value for taxpayer funds. According to PMBOK (2013), project management comprises five distinct but interrelated processes: initiation, planning, executing, controlling, and closing. Within this

framework, project procurement management plays a significant role, with procurement planning being an initial and critical stage that significantly impacts project performance during the execution phase. Ogubala (2014) defines procurement planning as the process of identifying, evaluating, and determining the necessary goods, services, or works required by an organization or project to achieve its objectives. Furthermore, it encompasses the process of establishing the project's boundaries and objectives, clearly stating the project requirements, allocating appropriate funds, identifying the most suitable approach for procurement and disposal, and formulating key performance indicators that will be used to assess the contract's effectiveness.

Project failure is not exclusive to developing countries such as Zimbabwe; developed countries also experience similar outcomes. This is evident in global trends, where the World Bank, a major financier of government projects worldwide, donated over €50 billion towards projects in Europe in 2014. To ensure proper procurement and execution of these projects, the world bank's procurement regulations for IPF Borrowers (2016) require the states who's borrowing to establish a Project procurement Strategy for Development as part of their procurement plan. This strategy may integrate aspects of the country's procurement law, as seen in Bangladesh in 2017, and covers the initial eighteen months of the project. But internationally bank-sponsored projects saw a minor drop in performance ratings, especially in East Asia and the Pacific, according to the Independent Evaluation Group (Blanc et al., 2016). Despite these concerns, many government projects supported by donors continue to face various challenges. In Europe, the regulatory authority overseeing public procurement across the European Union is the Public Sector Directive 2014/24/EU. Nevertheless, contracting authorities are not obligated to disclose their annual procurement activity statistics under this law (Crown Commercial Service, 2016). Furthermore, the European Union provides pre-project evaluation services, planning and project administration support, and technical assistance to improve project performance. In line with the previously outlined problems, the UK experienced large financial losses as a result of

multiple circumstances that were linked to poor planning. For example, a project to combine financial and human resources services was started by the Department of Transport Services. On the other hand, a poor procurement strategy led to inflated project budgets and the implementation of an unproven information technology system. In a similar vein, the Libra Initiative sought to create a centralized administration for 385 magistrates. Nevertheless, the agreed-upon supplier, Fujitsu, raised the price, which prompted the renegotiation of the contract and an increase in the project's overall cost.

Regional patterns: In Uganda, the Public Procurement and Disposal of Public Assets Authority Act mandates the inclusion of planning in government procurement. However, both government-funded projects and projects supported by donors are failing to meet the required standards. Mwanje (2014) found that 81% of Ugandan projects experience cost variations. The Procurement Act 2003 (Act663) in Ghana mandates that, in order to fund their authorized activities, all public bodies must submit their yearly procurement plans by thirty days following the conclusion of the preceding year. Despite this, Amponsah (2014) noted that difficulties with cost, scope, and schedule variations affect one out of 3 government infrastructure projects in Ghana, costing the country $128 million between 2009 and 2011. All state-owned or governed companies in Nigeria are required by the Procurement Act (2007) to set up a planning committee in charge of drafting annual procurement plans, which are then presented to the regulating agency. However, the trend persists in Nigeria as well. Okwereke (2017) highlighted a government-funded renewable solar energy project that only operated for a short period due to poor planning, limited project expertise, and a lack of comprehensive needs analysis.

### 1.2 Overview of Harare City Council

Harare City Council, a local council in Zimbabwe, has been in operation for over three decades with the objective of providing a wide range of services and public goods to its citizens, contributing to national development. These services encompass defense, public order and safety, economic affairs, environmental protection, housing and community amenities, health,

culture and religion, education, and social protection, as indicated by Pooe et al. (2015). In order to support their day-to-day operations and enhance their service capabilities, Harare City Council frequently undertakes numerous projects. However, they have encountered difficulties in implementing projects, with inadequate planning being a contributing factor under both the Procurement Act and PPDPA (22:23). For instance, according to an article from Zimbabwe Independent (2013), the Harare Long Chen project, assigned to Chinese contractors, failed to comply with local council regulations, resulting in a structurally unsound building that deteriorated prematurely due to substandard construction materials. Similarly, in 2019, the Harare City Council terminated a project involving the installation of solar street lighting due to flaws in the supplier selection and evaluation process. The contracted suppliers not only failed to deliver the agreed-upon street lighting but also provided faulty lighting systems. In line with this, the Harare City Council has planned various projects for 2024, including water sanitation, roads, public safety and security, health, education, and social amenities, as stated in the 2024 annual budget. Consequently, this necessitated the researcher to investigate on the impact of procurement planning in project performance at Harare City Council.

### 1.3 Statement of the problem

The Harare City Council has encountered several difficulties in creating their procurement plans. As a result, they have produced poorly written and delayed procurement plans, which violates the 30-day threshold set by Procurement Regulatory Authority of Zimbabwe (PRAZ). In addition, the council has faced challenges in executing and completing their projects. As a result, several projects, including Pomona waste management, Mbare 100 kilowatt bio-digester, development of semi-detached garden flats and housing units (2015), and the proposed Mbudzi interchange in 2018(A. Marawa 2023), have failed or been canceled. These failures have led to inadequate service delivery, a reduction in council revenue, loss in consumer trust, and the redirection of funds from other projects. Hence, the objective of this research is to examine the significance of procurement planning in the initiation and administration of projects undertaken

by local councils. The study aims to assess the factors that contribute to the ultimate success or failure of these projects and determine how enhanced procurement planning can enhance success rate and effectiveness service delivery in council projects.

### 1.4 Research objectives

The objectives of this study are as follows:

i) To investigate the procurement planning procedures employed by Harare City Council.

ii) To conduct a thorough analysis of the project management practices implemented at Harare City Council.

iii) To evaluate the challenges encountered in procurement planning at Harare City Council.

iv) To assess the various factors that influence the success of projects undertaken by Harare City Council.

### 1.5 Research questions

The study aims to address the following inquiries:

i) What are the specific procedures implemented by Harare City Council in their procurement planning process?

ii) What are the established protocols and practices for project management at the Harare City Council?

iii) What are the primary challenges encountered by Harare City Council in the development and management of their annual procurement plan?

iv) What are the supplementary factors that contribute to or hinder the success of projects at the Harare City Council?

### 1.6Significance of the study

The research holds significance not only for the researcher but also for the organizations listed

below:

### 1.6.1. To the Procurement regulatory authority of Zimbabwe

The research carries significant importance for the regulatory authority as it enables the identification of shortcomings and deficiencies in the procurement planning process mandated by the national procurement law. This knowledge is crucial for the regulatory authority to address and improve the effectiveness of procurement planning practices. By doing this, the authority would be able to improve the performance of government projects overall by making the required advancements and amendments to the current procurement law.

### 1.6.2 To the organization

The goal of the study is to emphasize how important procurement planning is to project management. This will highlight the advantages that the case study company and other businesses stand to gain from better planning processes. Therefore, in order to facilitate the accomplishment of project objectives and important deliverables, the research will try to foster the required adherence to planning regulations and supporting frameworks suggested in the PPDPA (22:23).

### 1.6.3 To the university

The study will be used in the library to serve as a reference.

## 1.7 Assumptions

The study was based on the following assumptions:

1. Given the complexity of the issue and the relatively new development of procurement law in the country, the utilization of secondary data will be crucial in order to gain insight and conduct thorough analysis of the phenomenon. As a result, it is anticipated that the researcher will be able to effectively collect the necessary secondary data.

2.The lack of funds, time, or other resources required to complete the research successfully will

not impede the researcher's efforts.

3. It is expected that every respondent will be able to fully understand the questions that they are expected to respond to.

## 1.7 Delimitations

The primary area of concentration for this study revolves around procurement planning and project management. Consequently, the research will emphasize the examination of procurement law, which serves as the fundamental basis for the Public Procurement and Disposal of Assets Act and Procurement Regulations.

2. To accomplish this, the key elements of the procurement law that are essential to project management and procurement planning will be the primary focus.

3. Local governments are going to be the focus of the research, with the Harare City Council used as the case study.

## 1.8 Limitations

1. Conducting a study on procurement planning's impact on project performance may involve accessing private or confidential information. The researcher must follow ethical standards and secure the appropriate permissions while ensuring data privacy and confidentiality.

2. The researcher is not part of the case study organization where the study is to be carried out. Accessing the sample and respondents can therefore pose difficulties because the researcher is an outsider. In order to address this challenge, the researcher must seek authorization from both the university and the organization being studied, requesting permission to conduct the research.

## 1.9 Definition of terms

**Procurement**: The activity of procurement is the process of acquiring goods, service or works from external sources to meet the needs of an organization. It involves activities such as

identifying requirements, sourcing suppliers, negotiating contracts and managing supplier relationships.

**Public procurement**: The purchasing of goods or services by a state owned entity with tax payer funds.

**Procurement planning**: The process of identifying, evaluating and determining the necessary goods, services or works that an organization or project requires to achieve set goals.

**Project:** A short-term activity started with specified goals in mind. This covers the acquisition and delivery of products, construction, consulting, and non-consulting services.

**A state-owned enterprise or parastatal:** refers to an organization or industry that works for government. It is owned, controlled, or a subsidiary of the government centrally.

**Procurement law**: A collection of guidelines, rules, and policies established by governments to regulate state institutions' procurement procedures in order to guarantee accountability, value for money, cost effectiveness, and openness. This is in accordance to the Public Procurement and Disposal of Public Assets (General) Regulations 2021 (No 3) and the Public Procurement and Disposal of Public Assets Act (22:23) in Zimbabwe.

### 1.10 Summary

In summary, it can be emphasized that procurement planning is a vital prerequisite for initiating any procurement process and project. This significance becomes even more pronounced in the case of public entities, where organizations utilize taxpayer funds and serve the general society as end-users of the products. Recognizing this importance, the government took the initiative to reform public procurement and introduced the PPDPA (22:23) to enhance its efficiency. Nonetheless, challenges persist in both procurement planning and project management, with the former playing a significant role in determining the success or failure of government projects. Consequently, the objective of the research is to evaluate the impact of procurement

planning on the development, management, and overall achievement of projects undertaken by the Harare City Council.

# CHAPTER TWO

# LITERATURE REVIEW

## 2. Introduction

To gain a comprehensive understanding of how procurement planning influences local government projects, it is essential to thoroughly analyze the secondary data derived from previous studies conducted by researchers in the field. This highlights the important elements that have an impact on the study and reveals current trends in the field. The chapter will examine these factors, mostly based on the research objectives. Two theories are explored as well in order to further synthesize the study's key variables.

## 2.1 Theory of Constraints (Goldratt 1984)

Eliyahu M. Goldratt, a scientist who later became a business theorist is the one who developed the theory of constraints, which was published in his book "The Goal" in 1984. According to Goldratt, organizations can recognize and take advantage of system limits in order to achieve their goals. Rugenyi (2015) supported the theory, he said that the theory is a type of system that indicates that each complex system no matter when it occurs, it is subject to one or more constraints. The theory highlighted that every process, organization, and project encounters one or more primary constraints that limit its ability to meet their deliverables, goals, and objectives. Balderstone and Mabin (2002), pin points that managing the constraints and the related tasks and processes that give rise to them, as well as finding, utilizing, and assessing the primary cause of the problem, is crucial to overcome the constraints and attaining the desired level of performance.

It is crucial to keep in mind that constraints can be either external, including materials or market restrictions, or internal, like resources, technology, or regulatory limitations. Each

constraint, as stated by Siddesh and Giridharan (2014), can cause an obstacle that limits entities from reaching their stated objectives and outcomes. As a result, the chain is only as strong as its weakest link and the process as a whole is only as effective and efficient as the limits of its constraints. Applying this philosophy, one can argue that a project's performance and eventual success or failure are solely dependent on how well its procedures and resources are managed. As a result, in situations where a procurement plan is established with flaws because of internal constraints such as the planners' inadequate skills, the project's capacity to meet its deliverables is severely compromised by the inadequate planning process. This is further supported by Jacob and McClelland (2001), who suggest that incorrect assumptions in the planning and scheduling process are the main cause of constraints affecting project execution. The likelihood of the project to succeed can be lowered when it encounters external constraints related to the supply of materials, such as an unstable and unreliable supply market or shifting market demands that may call for modifications to the project's scope and material requirements. According to Jacob and McClelland (2001), organizations that try to manage multiple concurrent projects with shared resources encounter the problem of project overload, which leads to resource shortages and conflict among managers. This is particularly problematic for governments and municipalities, especially in developing nations where municipalities frequently take on multiple projects at the same time in order to boost their capacities and offer social services for their jurisdiction.

### 2.2. Resource Based View (Wernefelt 1984)

The theory is also known as the resource-based theory it is a method for strategic management that emphasizes an organization's internal resources and capabilities as the main drivers of superior performance and competitive advantage. Bridoux (2011) points out that the theory places a high value on the firm's abilities and resources, as well as how well they are used and integrated, as the main factors influencing both its performance and competitive advantage. According to Frączkiewich-Wronka and Maćkowska (2011), the firm's ability to recognize and

capitalize on opportunities while mitigating risks is enhanced by these resources and skills, which also contribute to the organization's competitive edge and performance. The authors went a step further saying that such skills must be enhanced and utilized to guarantee continued performance levels and that they must serve as the fundamental basis of business strategy and performance.

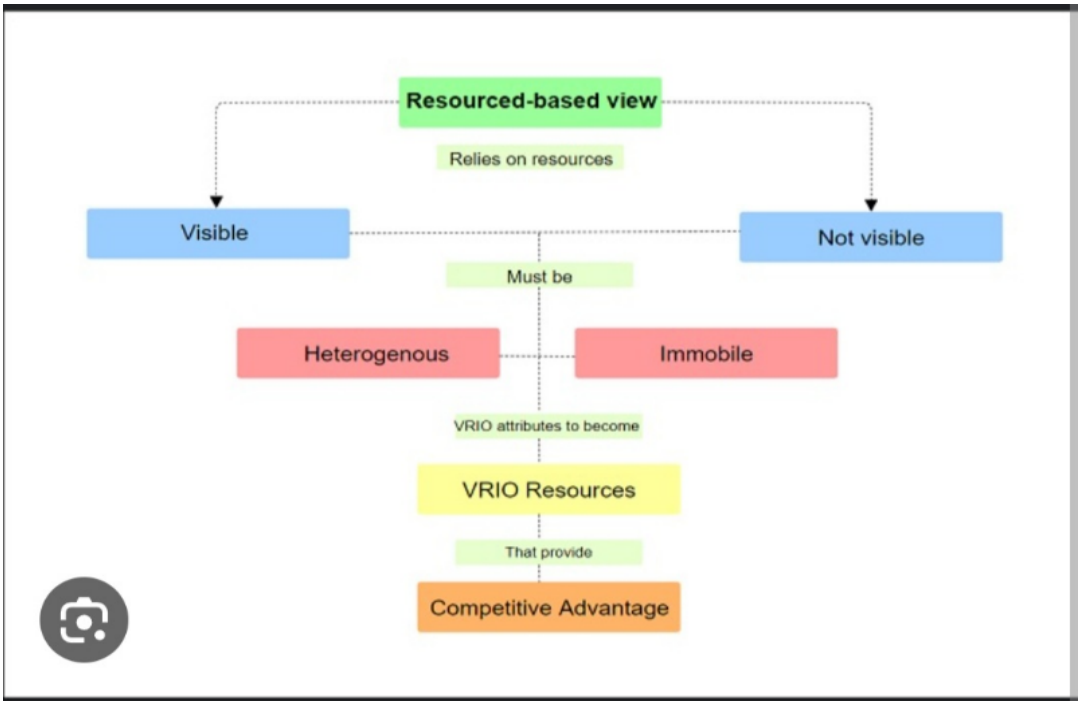



*Figure 2.1: Resource based view; Source: J. Barney (1991)*

Above is a representation of the resource-based view. Kipkemo (2017) argued from this theory that these resources can be tangible resources such as money, property, and technology, and their advantages to the company arise from their specific industries' heterogeneity and immobility. Bridoux (2011) noted that intangible resources such as knowledge, information, and dynamic capabilities are the main focus of concern. According to Almarri (2014), a company needs to acquire rare, valuable, unique, and non-substitutable resources and capabilities in order to maintain a sustained competitive advantage. These resources and capabilities serve as the basis for organizational projects and procurement planning, among other operational and

organizational functions. Based on RBV assertions, Kipkemo (2017) postulated that effective procurement planning and execution determine competitive advantage and performance. Municipalities can create value and benefits for their internal and external stakeholders by effectively utilizing these resources, which is consistent with the government's fundamental goal of delivering essential social services to the public while achieving value for money for public finances. By applying these guidelines, an organization's resources can be the abilities to assess and determine the needs for its projects, services, and products, create accurate budgets, identify and develop collaborative, value-adding collaborations with the most suitable vendors. These resources might also be aligned with the firm's financial resources, which are frequently an influence on the competence and caliber of external resources acquired from suppliers. It is essential to continuously nurture and enhance the abilities of all individuals involved in the planning process, making them aware of procurement legislation and procedures, in order to ensure and guarantee procurement planning and project performance. Frączkiewich Wronka and Maćkowska (2011), researchers adopted the view that a firm's unique resource set is a better indicator of its overall success and performance.

### 2.3 Conceptual framework

The conceptual framework illustrates the relationship between the study's major factors. In this study, procurement planning represented the independent variable that affected the dependent variable, which is project performance.

INDEPENDENT VARIABLE DEPENTEND VARIABLE

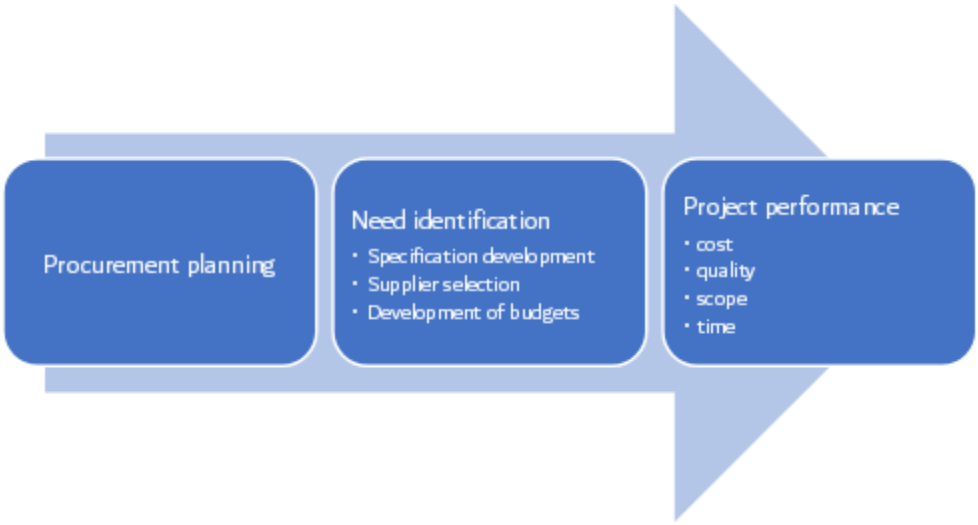



*Figure 2.3 Conceptual framework; Source: Author (2024)*

## 2.4 Procurement planning in public sector

The act of identifying and evaluating an organization's procurement needs and creating a thorough strategy to obtain goods, services, or works most cost-effectively and efficiently is known as procurement planning. Procurement planning, according to Ogubala (2014), is the purchasing function that discovers and analyzes the processes that the company will use to select suppliers to acquire goods and services from external suppliers. In order to ensure that all activities are met as needed and efficiently, organizational procurements must be scheduled. This involves identifying the needs for the procurement, when to acquire them, and when to fund them. It also involves setting goals, particularly with regard to the procurement's time and cost targets. Sowah (2015). Tan (2013) went a step further and outlined the sequential actions that needed to be taken to complete the procurement planning stage. The steps involved in these processes encompassed various tasks such as identifying the necessity for procurement, carrying out market research, formulating comprehensive requirement documents encompassing specification, statement of work, and procurement goals, generating budgets and cost estimates, selecting an appropriate contract type, and establishing specific terms and conditions. According to PMBOK (2000), crucial inputs to the planning process included the

scope statement, product description, procurement resources, market conditions, other planning outputs, constraints, and assumptions. The outcomes of this planning phase consisted of procurement management plan and the project statement of work. These served as the foundation for the procurement planning templates and guidelines developed by Zimbabwe's Procurement Regulation Authority. According to Basheka (2008), procurement planning aims to tackle a range of significant inquiries. These include determining the specific item or service to be acquired, identifying the appropriate timing and location for procurement, ascertaining the availability of necessary resources, determining the procurement methods to be employed, assessing the potential impact of procurement delays on the end user, identifying the key stakeholders to involve in the procurement process, and establishing the criteria for supplier selection. Building upon Basheka's assertions, Ogubala (2014) proposed that addressing these questions would lead to the development of three primary focal points within the domain of public procurement: the required personnel, the data to be utilized in the procurement process, and the legal provisions that must be adhered to.

The sample of procurement plan according to World Bank (2014)

| Serial No// | Description of work | Firm or individual | International or national | Estimated cost of contract USD | Procurement method | World back review prior or post | Expected date of submission | Expected duration of contract(month) | Remark |
|---|---|---|---|---|---|---|---|---|---|

MOHURD PMO

| | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| 1-A-TSW | 1st nation | | | USD $50,000 | | | Planned for | | Interconf |

| | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| | al consultation workshop | | | | | | July | | erence on urban plan & development |
| | | | | | | | | | |
| | | | | | | | | | |

*Figure 2.4 Procurement plan template; Source: World Bank (2014)*

From the information provided, it is evident that procurement planning holds significant importance as an initial stage in any procurement procedure, with the objective of ensuring the fulfillment of the five fundamental principles known as the "five rights" of procurement. These encompass acquiring the appropriate product, at the correct price, from the right location, in the suitable quantity, and with the desired quality. In the public sector, the procurement process becomes more intricate due to various factors, including political influences, bureaucratic organizational structures, the necessity to comply with legal regulations, and the utilization of public funds.

Emeka (2010) identified the two main types of procurement planning: individual and consolidated, both of which are used in public procurement processes. Consolidated

procurement planning, according to the author, is based on the combination of several, independent procurement plans created by several organizational departments. According to Asakeya (2014), decentralization allows for the development of consolidated procurement planning at various organizational levels, which can then be combined by management to create a single, comprehensive plan that incorporates direct end-user input. Decentralizing authority to end-user departments relieves burden from the procurement department and allows the department to focus on other important value-adding tasks. However, team members' abilities, expertise, and knowledge of procurement legislation are critical to the effectiveness of this kind of planning, especially in public procurement.

According to Emeka (2010), individual procurement planning is developed on a project basis and is fully executed at the departmental or project level. This helps the team in charge of procurement to identify the special needs of the project and create innovative sourcing plans to acquire the necessary resources. It is crucial to understand that organizational policies, staff skills, the scope of the project portfolio, and macroeconomic policies may all influence the concurrent use of the two types of procurement planning.

However, a number of factors affect how detailed the procurement plan and planning process are; these include the plan's time horizon, the nature and quantity of goods or services needed, the industry for which the plan is developed (public sector procurement plans are frequently more complex), the size of the supplier base, the total costs involved, and any organizational or governmental procedures that the organization must adhere to. When it comes to project or operational requirements, there isn't much of a distinction between procurement planning for organizational operations and project procurement planning; comparable procedures are always followed. Based on the research, Basheka (2008) found that the procedures to be followed are the same whether undertaking an organizational procurement planning exercise or a project procurement activity. The goal of projects that aim to create a unique product or service within a specified timeframe, which could differ from organizational procurement plans in length or

duration, means that similar steps can be taken with minor adjustments to the participants and goals. Basheka (2008) went on to identify the essential players needed for a successful planning process, it includes the finance, council, technical planning units, procurement, and user departments. The public sector's organizational and project procurement plans are developed with the input from these important stakeholders.

Providing essential goods and services to meet the needs of the people living according to their authority is the main duty of municipalities. Therefore, the ability of local authorities to accomplish their main goals as well as sustainability goals (economic, environmental, and social goals) is greatly supported by councils and procurement planning initiatives of these state entities for both project and strategic procurements. However, procurement planning has shown to be one of the challenges to economic development in Africa, according to Apiyo (2014). According to this assertion, Njeru and Wily (2014), Chepnkesis and Keitany (2018), as well as others identified the implications of inadequate procurement planning in organizations. They argued that these outcomes encompassed a range of negative effects, such as project delays, conflicts of interest arising during project development and management, budgets that are unrealistic and insufficient, excessive costs, failure to adhere to procurement plans, inadequate identification of procurement requirements, subpar product or service specifications, inadequate design and scope review, misallocation of project resources, and variations in contract terms. Due to the outcomes of a poor planning and procurement strategy, municipalities are significantly less able to offer stakeholders the necessary products and services through the projects they implement that are meant to enhance the social welfare of citizens.

As discussed above, writers consider that the following procedures should be followed in the procurement planning process: analysis of needs, market research, specification preparation, budgeting, selecting suppliers, contract formulation, and award. Given the importance of these steps to the study, these will be further examined: the need assessment, specification

formulation, budgeting, supplier selection, and contract creation and award.

### 2.4.1 Identification of Need/Needs Assessment

The first step in any procurement process is identifying the needs of the organization or project, which lays the foundation for all subsequent planning and procurement activities. Kiage (2013) provided support for this claim, stating that it entails identifying and understanding the needs of the project or organization for which products, services, or labor are being procured. This is informed by status regarding the inventory, the project plan, the production schedules, the work plans, the budgets for capital or operational requirements, and the procurement strategy. One must take into account the requirements of the organization, such as project supplies and the means of obtaining them, and enable sufficient budgeting and planning Kiage (2013).

Finding what is required is critical, according to Dahl et al. (2007), because it affects every subsequent process and decision. The use of an integrated strategy that takes into account the needs and opinions of various departments and important stakeholders is essential to guarantee the completion of the appropriate needs assessment process. The acquisition and development of project products or services that do not meet stakeholder needs can arise from a poor assessment of needs, which has a significant impact on subsequent procurement and project processes. According to Musanzikwa (2013), specifications are the particular requirements and features of the goods, services, or works that are being purchased; they give vendors or suppliers an understanding of what is expected from them. Lyssons and Farrington (2012) agreed that specifications are descriptions of requirements that a contracted supplier must meet. The process of developing specifications for products or services involves gathering information from stakeholders and consulting the market. The resulting specifications are a combination of organizational requirements and market capabilities.

There are two ways to come up with specifications: performance or design. According to CIPS (2016), design specifications are a set of detailed guidelines and standards that describe the

desired features and qualities of a project, system, or product. Employing blueprints or designs created by organizational engineers may fall within this category. However, CIPS (2016), said that performance specifications, also referred to as functional specifications, provide the supplier more flexibility by describing the desired outcome or performance levels of the good or service.

### 2.4.2 Developing statement of works and product specification

A document referred to as the scope of work (SOW) is one that the procurement entity creates and describes the work that the supplying firm is expected to do. According to Sokolow (2003), the SOW serves as the foundation for government contracts as it is a comprehensive document that explains to contractors what the government requires to ensure accurate bids as well as successful performance. According to PMBOK (2000), the SOW should include deliverables, objectives, reports, key performance indicators, and the final products that the customer requests. Just like specs, SOW might be performance-based or technical. Boise (2010) identifies several major challenges that arise during the development of a scope of work, which include disagreements among stakeholders, the time and money required to develop specifications, and limitations on innovation due to the type of specification and statement of works used.

### 2.4.3 Budgeting

The role of public procurement is becoming more widely acknowledged as a strategic one, especially in local government where public funds are used and there are many stakeholders involved, including members of political parties and management experts. According to Basheka's (2009) research, the majority of local authority plans are determined by the budgets that are created, and; therefore, he argues that procurement cannot occur without a budget. However, a new budgeting framework was proposed by CIPS (2002). They postulate that the requirements for distinct entities are used as the basis for the budgeting process, which is subsequently combined to produce the organizational master budget. According to Appiah's

(2012) theory, entities employ market intelligence, expenditure analysis, and statistical surveys to determine the expenses of each product while developing a budget.

After that, a budget will be created using this data, with the overall financial resources frequently being determined by the funds made available by the local government. In line with the sources mentioned above, Muhakanizi (2015) stated that budgeting affects public sector procurement and its capacity to achieve value for money for state funds, making budgetary alignment with the procurement plan is vital. According to Appiah (2012), one crucial aspect of public procurement is price determination since it influences how cost-effective each procurement function is.

### 2.4.4 Types of procurement methods in public procurement

Different kinds of procurement procedures that are used in public procurement processes have been recognized by contemporary literature and procurement legal frameworks. These include requests for quotation, single sourcing, competitive tendering, and restrictive tendering. These are especially favored because they can accomplish the main goals of public procurement, which include more competition, transparency, fairness, and value for money.

#### 2.4.4.1 Restrictive Tendering

Restrictive tendering entails that only those selected or invited by the purchasing organization may submit an offer, according to PPDPA. In accordance with the World Bank (2018), there is no advertised procurement for this approach; participation is by invitation only. It is a formal process in which only pre-qualified, carefully selected short-listed vendors are invited to submit bids, adhering to legally mandated regulatory standards. According to Obeng-Mensah's (2014) theory, restricted tendering ought to be used in situations where the projects or requirements for procurement are sensitive, like state security, or if the requirements are specific and unique.

#### 2.4.4.2 Competitive Tendering

According to the AFDB (2012), state organizations should use open competitive tendering

because it is the method of procurement, that allows all potential suppliers to submit bids. In the words of Obeng-Mensah (2014), there are two methods of competitive sourcing. National Competitive Tendering (NCT) and International Competitive Tendering (ICT) are two examples of these. ICT is specifically used for all expensive procurements where the state body seeks to boost competition to obtain value for money. NCT is limited to local suppliers and is mainly used for promoting environmental goals and the expansion of local vendors.

#### 2.4.4.3 Request for Quotation

According to the World Bank (2018), a request for quotation is a type of competitive procurement that involves identifying and evaluating supplier quotations. The AFDB (2012) claimed that the quotations should be at least three and a maximum of six to ensure transparency, competitiveness, and time efficiency. This approach is usually used in situations where the procurement needs are basic, easily accessible, and have little financial implications. The World Bank (2018) expressed support for this, suggesting that this approach is typically used for easily acquired items, non-consultancy services, or simple tasks with low monetary value. According to the PPDPA (22:23), organizations must use an RFQ where the procurement requirement is less than the threshold used.

#### 2.4.4.4 Single Source Procurement

This particular procurement approach, known as direct selection according to the World Bank (2018) and direct procurement method as defined by PPDPA (22:23), involves bypassing any competitive processes by allowing the procuring entity to engage in negotiations solely with a single firm. This method is typically employed in urgent scenarios, such as during a disaster when there is a pressing need to meet requirements that can only be fulfilled by a specific supplier. Additionally, it may be utilized when there is a need for additional requirements, such as when a contract is already in effect. To maintain accountability and transparency, it is crucial to keep in mind that such procurements, especially for high-value projects, should be supported by proper documentation.

### 2.4.5 Supplier selection

According to Mose, Ombui, and Irbo (2018), the procurement strategy and purchase process include supplier selection. It involves a lot of management work and involves a number of steps, including generating an initial list of potential suppliers, assessing how well they fit the organization's goals and objectives, pre-selecting suppliers, negotiating with them, selecting the most suitable supplier, negotiating the terms of the contract, and, as the last step, evaluating and approving the decision. First and foremost, a list of all possible suppliers must be compiled. The list must then be reduced by removing those that do not match basic requirements like product availability and specifications, the presence of standardization certificates, certain conditions, and other important elements that primarily influence the selection of suppliers. The idea behind this procedure is to reduce the number of providers if they can't fulfill the requirements of the procurement. Therefore, it is essential to base this on logical information and standards that the business has established following their needs. Research on the assessment criteria addresses appropriate classifications or measurements for assessing vendors. Cost, quality, and delivery are the three most crucial considerations for selecting suppliers, according to Mdemu (2013 which aligns with the three main project success factors cost, scope, and quality also known as the "triple constraint." After looking into earlier studies in this area, Weber et al. concluded that aspects such as cost, quality, legal compliance, delivery, and location are crucial when choosing a vendor. Basheka (2008) conducted an assessment of the following factors: pricing, flexibility, relationship, reliability, quality, and delivery. However, the criteria used for selecting suppliers depend on the organization or local council, the laws controlling its procurement procedures (PPDPA 22:23), the goals that the municipality seeks to achieve, and the specific requirements of the project or procurement.

### 2.4.6 Contract development

A contract, according to Brown (2006), is an agreement between two or more competent individuals based on commitments made to each other to do or not to do something specific

that is neither unlawful nor impossible. According to Bailey's (2008) theory, contracts serve as binding agreements that outline the responsibilities and duties of each party, making them essential tools for ensuring supplier and buyer performance when purchasing goods and services. Contracts frequently include service-level commitments to guarantee provider performance. According to Lyssons and Farrington (2006), contracts are carefully crafted statements that are in line with the scope of work and are used to monitor and ensure the supplier's performance as well as the accomplishment of project goals. Furthermore, Lyssons and Farrintgton (2012) assert that Service Level Agreements (SLAs) can be employed as instruments to guarantee suppliers adhere to Key Performance Indicators, which are used to monitor their fulfillment of important project objectives and serve as a measure for the accomplishment of a particular goal or target. PMBOK (2013) states that contracts that are commonly used in projects fall into three main categories: unit price contracts, cost-reimbursable contracts, and fixed price or lump sum contracts.

#### 2.4.6.1Fixed or lump sum

These contracts refer to contractual agreements that establish a predetermined cost for the entire project, requiring the contractor to complete the work for a single, fixed fee. Notably, this type of contract provides advantages to the buyer as the supplier assumes all risks associated with deviations or cost increases during the project's execution. However, PMBOK (2013) presents an alternative perspective, suggesting that while the supplier may face financial risks, the purchasing organization bears the risk of not receiving the desired deliverables in case of deviations. The success of such contracts primarily relies on the development of a clearly defined scope, detailed statement of work, or comprehensive product description that accounts for all project deliverables and requirements. This ensures that the contract is executed successfully.

#### 2.4.6.2 Cost Reimbursable

One kind of contract that is utilized in project management and procurement is the

cost-reimbursable contract. Under a cost-reimbursable contract, the buyer agrees to pay the seller back for all real costs incurred in completing the task, in addition to any additional allowable charges or a predetermined fee. These expenses cover the supplier's direct and indirect costs incurred during the project. According to PMBOK (2008), this type of contract grants benefits to the supplier for exceeding project deliverables, budgets, schedules, and objectives, thereby rewarding them for their outstanding performance.

#### 2.4.6.3 Unit Price Contracts

PMBOK (2013) described unit price contracts also known as rate contracts or schedule of rates, as a type of contract in which the buyer pays the seller based on predetermined unit prices for specific items or services. Unit price contracts are commonly used in construction, infrastructure projects, and other industries where the quantities of items or services can vary. These might be a result of alterations to organizational strategy, stakeholder needs, financial resources, technology, or laws. All of these factors can then have an impact, either positively or negatively, on the project's scope, timely delivery, and quality. However, in the public sector, this could be difficult because of laws that limit local governments' capacity to effectively amend and incorporate changes into their contracts.

### 2.5 Project management techniques

Project management can be described as a framework utilized by managers to effectively utilize their techniques, skills, and knowledge in order to plan, organize, and execute a project, ensuring the fulfillment of all requirements within the provided resources and allocated time. However, according to Burke (2003), project management is a systematic process that aims to attain the desired project objectives and goals through the utilization of organizational resources and influence. To achieve the desired outcomes, businesses must adopt a comprehensive perspective when approaching their projects, considering all phases and requirements. Implementing project management methodologies further enhances this process by enabling control and supervision of project activities and resource utilization.

### 2.5.1 Project life cycle

The project life cycle, according to the definition by PMBOK (2000), is the sequence of stages a project goes through from the beginning to the end, presenting an organized framework for managing and supervising the activities and outputs of a project. The diagram below illustrates its life cycle.

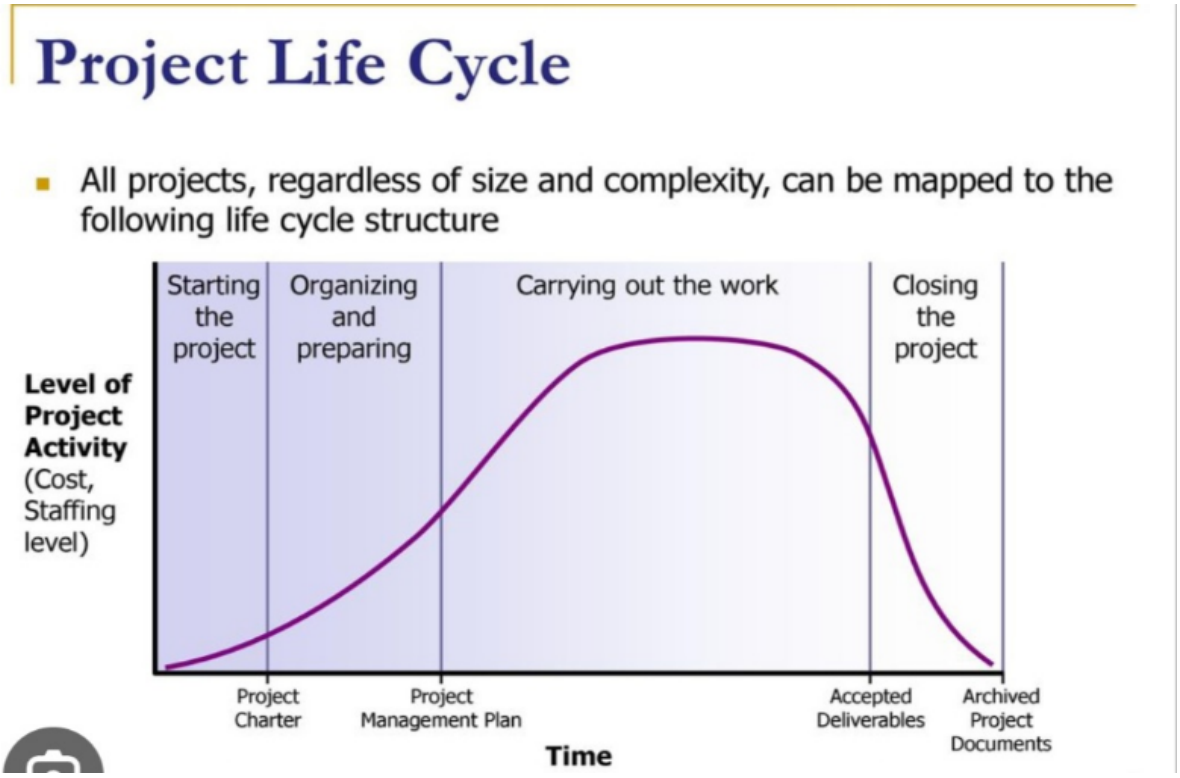



*Figure 2.5: Project Life Cycle; Source: PMBOK (2000)*

The first stage of a project is its initiation phase. According to PMBOK (2013), this phase authorizes the start of a new project or marks the transition of an ongoing project to a new phase of the project life cycle. At this stage, the goal must be identified, and a feasibility study must be conducted to find out whether the developed choice or options answer the major issues that have been identified and need to be addressed by a project. This leads to the creation of a business case, which has the primary purpose of suggesting the possible course of action or project to be chosen and supporting management in making assessments about a possible

selection. In municipal government, projects are being developed based on developing business need, societal needs, technology advancements or legal restrictions. When a project is chosen, significant deliverables, involved work groups, project teams, and the project manager who is crucial to the success of the project are needed. According to the PMBOK (2000), the project selection criteria, strategic plan, product description, and historical data are the main inputs needed for the starting phase. The project constraints, assumption, selection of the project manager, and development of the project charter which grants official authorization for the project to start are the results of the process.

The project's performance capabilities and capacity to meet its goals are significantly impacted by the planning phase. According to PMBOK (2008) hypothesis, this phase comprises defining project objectives and deciding on the best way to accomplish the stated goals. As a result, the project solution is created with as much clarity as possible, outlining the actions that must be taken to attain the goals. Burke (2003) suggested that scope management, which is the process of determining and developing the tasks and resource requirements for a project, as well as specifying the required activities, dependencies, and timelines, is necessary for this. Planning for project procurement is therefore crucial at this point. Furthermore, at this point, the project manager and team must identify every single project stakeholder and evaluate how they contribute to and need the projects.

PMBOK (2004) postulates that the execution stage of project life is the phase during which the project plan is implemented, and the actual work takes place. It involves the coordinated effort of the project to accomplish the project objectives within the defined scope, budget, and timeline. The organization's and the chosen project contractor's continuous supply of resources is essential to the implementation's success and continuation of the project. Burke (2003) said that to make sure that scope changes are taken into account and risks are reduced as much as possible, the project plan must be consistently assessed and updated.

The closure stage marks the formal completion of the project. It involves wrapping up all project activities, evaluating the project's success and transitioning to post-project operations. This phase feeds into the following project and provides essential data for the next projects, especially in municipal government.

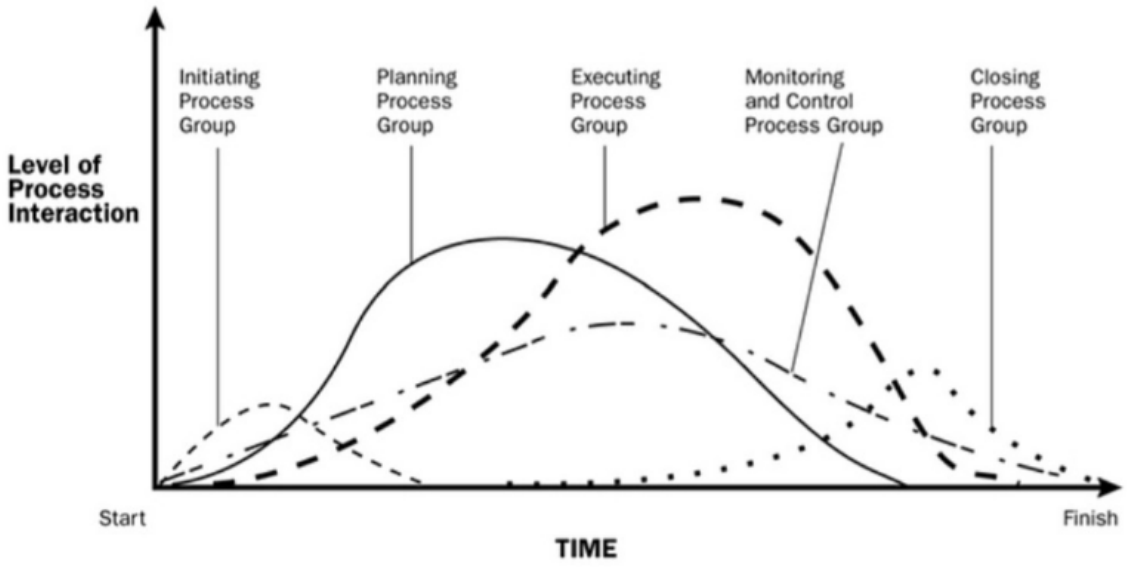



*Figure 2.5: Project Life Cycle interconnect; Source: PMBOK (2016)*

The attached diagram illustrates how project phases are interrelated. An in-depth knowledge of the project life cycle is vital since the output from one stage is used as the input for the next phases. On the other hand, the planning phase has an effect that is felt in the last stage other than the one that immediately follows. According to PMBOK (2000), the planning phase directly influences an important aspect of the project life cycle by describing the work to be done in both the current and future phases.

As previously said, project management is a complex task that requires the integration of several resources and skills from several parties. As a result, many tasks and factors are frequently managed at the same time, ensuring that every action is coordinated to meet project

objectives including schedule, budget, scope, and quality. Project management techniques are needed to accomplish this, and the Gantt chart, work breakdown structure, cost breakdown structure, critical path analysis (CPA), and project evaluation and review technique (PERT) are the basic techniques.

### 2.5.2 Work Break Down Structure (WBS)

According to the PMBOK (2000), the WBS is a tool used by the project management team to create and have a comprehensive understanding of the project scope. This is done by outlining all of the project's tasks and splitting them into more manageable portions. This is done to determine the project scope and ensure that all relevant tasks and activities are completed, resulting in the effective completion of the project. According to PMBOK (2008), a WBS can help with project scheduling, estimation, costing, and resource allocation all important tasks for local council projects, since resources are often scarce and confined.

### 2.5.3Cost Breakdown Structure

Burke (2003) explained that a CBS discovers all the resources needed for a project, including materials, machinery, labor, and services, and then estimates the total cost of each resource for the entire duration of the project. This offers a comprehensive perspective of the project expenses and can be used as a tool to determine project costs and the necessary money needed to support those endeavors. According to the PMBOK (2013), a CBS is a method that may be used to manage project spending and defined budgets and offer financial control for the project and all those related tasks and activities.

### 2.5.4 Project Evaluation and Review Technique

The Project Management Body of Knowledge PMBOK (2013), defines PERT as a technique that may be used to identify risks and uncertainties in a project that could harm the most credible, pessimistic, and optimistic completion time frame for the project. It enables the development of optimal and realistic schedules and acts as a risk management tool. According to PMBOK

(2000), this management approach works best for complex, resource-intensive projects because it gives the organization the ability to simulate events and improve project operations' effectiveness and efficiency.

### 2.5.5 Gantt Charts Developed by Henry Gantt,

Another common scheduling tool used by project managers is the Gantt chart. Burke (2003) determined that it is a graphical depiction of every task that needs to be done throughout the project, with the activities and tasks being represented as horizontal bars. The interconnectedness of project operations and their predicted duration, together with their start and end times, are shown in the Gantt charts. The Gantt chart updates the actual progress in comparison to the expected progress. As stated in PMBOK (2000), this approach is most appropriate for smaller, less complex projects and allows for the scheduling of project tasks, estimation of project completion time, and allocation of required resources.

### 2.5.6 Critical Path Analyses

When using CPA as a sequencing tool, it is based on the Gantt chart. According to the PMBOK (2008), a CPA shows the interrelated nature of tasks by showing task duration and sequencing in more detail than a Gantt chart. Projects, that require a lot of resources and have a longer lifespan than other types of projects, are the targets of this project management technique for example construction. Burke (2003) proposed that this technique's popularity is due to its capacity to identify crucial project tasks that need to be completed within a specific time, often an extremely strict timeframe for other tasks to begin or progress. This allows the project manager and the project management team to focus their efforts and resources on these essential project tasks.

It is clear from the discussion above that the primary aim of project management strategies is to ensure project execution integration and performance, addressing the significant variables of scope, quality, money, and time. It is important to keep in mind that the project team's

consistent and effective communication should support the application of these techniques. Ochieng and Price (2010) highlighted the potential dangers of poor or lack of communication in project management contributes to disagreements and conflicts, which harms project performance.

## 2.6 Challenges affecting procurement planning

Achieving procurement process effectiveness is crucial because it guarantees a decrease in wasteful operations Carpineti (2006). However, considering the challenges the procurement function encounters, achieving such high levels of productivity is still a difficult task. A wide range of challenges, including high budget setting, the lack of procurement unit entities, difficulties in developing countries, and more, resulted in numerous limitations on procurement planning.

### 2.6.1 Financial Constraints

Public institutions have financial constraints that make it challenging for their procurement organizations to implement procurement plans, according to a 2015 study by Sowah. Therefore, especially in times of economic crisis, municipalities are expected to accomplish more with less. Due to this, local councils find it difficult to establish the financial budgets that serve as the foundation for and, in most cases, the initial basis for the procurement plan. As a result, financial estimates of procurement requirements are set randomly and excessively high (Ampofo, 2013. Budgets that are set artificially high, as suggested by Ansah and Ogubala et al. (2014), can lead to excess funds being misappropriated and on occasion used for unofficial projects, diverting funds from other, less critical projects. This can affect the beginning and end of planned projects as well as procurement processes, resulting in the launching of unsustainable projects that might not have contractual provisions that allow for a substantial rise in the contracted price. Ansah and Normanyo (2017) also emphasized how budgetary constraints in public procurement have led to suppliers' payment terms being extended, frequently surpassing contractual requirements, which has an impact on suppliers' capacity to

fulfill project deadlines and quality requirements This claim was supported by Ameyaw et al. (2012), who stated that insufficient funding may cause entities to purchase goods in lower quantities, split contracts into smaller lots, or fail to purchase them at all. Local governments receive fewer resources in terms of quantity and quality for larger financial investments, undermining the goal of value for money in public procurement due to this problem. This is more common in developing countries whose economic struggles make procurement organizations' performance issues worse.

### 2.6.2 Inadequate Qualified Personnel

According to research by Etse and Asenso-Boakye (2014), one of the primary issues facing the public sector in Ghana is the inadequate training of procurement personnel and the absence of procurement units in several public organizations. In a similar vein, the development of permanent, functional procurement units in Uganda has been delayed Obanda (2010). Due to the lack of qualified procurement specialists in the majority of procurement units, non-qualified individuals lacking the necessary training or expertise handle procurement processes AddaiDonkor (2014). For example, it is stated that pharmacists are taking responsibility for purchasing medications in the majority of hospitals, even in situations where procurement specialists are present Addai-Donkor (2014). In most procurement units, the main challenge has been the lack of procurement specialists with the necessary expertise Addai-Donkor (2014). Thai (2001) asserts that public procurement is an intricate task and it requires the involvement of multiple professionals. As a result, cross-functional teams with members from many departments, including engineering, accounting, town planning, and health and safety, are used in the project procurement planning process. Project delays and, in some instances, the need for emergency procurement are caused by this inadequate capacity to enable good procurement planning Obanda (2010).

### 2.6.3 Lack of Understanding of Regulations

Being familiar with something means that you understand its regulations and the proper

protocols for every given task. Migosi (2012). Through training and practical experience, procurement professionals can become knowledgeable about public procurement laws and regulations Chekol and Tehulu (2014). However, a deficiency in comprehension of procurement criteria greatly impacts adherence, efficiency, and effectiveness. (2011) Oluka and Eyaa. Due to the fact that procurement planning is frequently a cross-functional, multi-departmental process for both organizational and municipal tasks, parties that are unfamiliar with procurement laws and procedures are frequently involved in the planning process. According to Gesuka and Namusonge (2013), following processes and rules indicates that one is aware of them. In a similar vein, uncertainty raises the risk of non-compliance. It has been suggested that in order to increase compliance, procurement officials have to get training and become familiar with procurement legislation and processes; yet, this can also apply to internal clients of the procurement department. Migosi (2013) claims that if officials, particularly those in the procurement and supporting or end-user departments, are knowledgeable about the regulations, they will, for the most part, adhere to them. As observed by Basheka (2008), the same holds for the departments that take part in the procurement planning process, including finance, user departments, technical planning units, and council. Lack of knowledge leads to problems because it is a necessary condition for maintaining a well-functioning procurement structure and procedures, including planning. Migosi (2013). Putting it in simple terms, efficient procurement planning is ensured by an in-depth knowledge of all procurement rules, regulations, and guidance. Mugambi and Sang (2014).

### 2.6.4 Difficulty in Developing Specification

A specification is an in-depth description of a good or service's characteristics that is needed or required Mensah (2013). Mensah (2013) states that the specifications included in a request constitute the foundation for any procurement order or contract. According to Ampofo (2012), a good specification should do the following: it should specify the minimal requirements, support a competitive tender, offer a list of reliable test techniques that can be used to ensure

that the specifications are followed and guarantee an equitable award at the lowest cost. However, a poorly drafted specification may make things difficult for the procurement process, which could delay the project and result in inferior goods being delivered.

### 2.6.5 Market conditions

Thai (2008) argues that procurement processes are heavily influenced by market or economic conditions, which aim to optimize competitiveness. The viability of accomplishing the socioeconomic goals of local government and procurement is based on market circumstances. This determines if a company involved in procurement can satisfy its needs for buying or projects Thai (2008). Additionally, the market has a significant impact on Basheka (2008) in terms of the likelihood of meeting deadlines as well as the cost and quality of goods and services. While excellent market conditions may exist in wealthy countries, less favorable conditions may exist in developing nations. This could have an impact on the entity's financial and nonfinancial resources, the number of suppliers on the market, and ultimately the schedule of government projects.

### 2.6.6 Poor Records Management

Physical and intellectual control over records that have entered the records system is the foundation of records management Dza (2013). A crucial part of any company, especially the government, is information management. Ameyaw & associates (2012). Proper records management enables organizations to more efficiently provide services, record procurement operations, and ultimately promote transparency and accountability in the procurement process. (2014) Shiundu and Rotich; Lusuli and Rotich (2014). Effective records management offers several benefits of its own, such as security, flexibility in retrieval, and protection of integrity and confidentiality.

However, Lusuli and Rotich (2014) contend that procuring from the best suppliers and keeping accurate records of them plays a crucial part in the procurement function of any progressive

company Oyando (2014). Procurement planning is significantly impacted by insufficient information about suppliers and the market. One issue with local government procurement, particularly in developing nations like Kenya and Ghana, is inadequate and poor record-keeping, particularly when it comes to procurement. The Ameyaw group (2012).

As stated by Lusuli and Rotich (2014), poor documents, paperwork, and file systems relating to procurement processes have an impact on the results of the procurement process, such as delays in service delivery. Effective record-keeping indicates a high degree of accountability in public procurement, enhances decision-making and policy development based on trustworthy information, and is a sign of professionalism (Bondzi, 2014). When records are managed by professionals, efficiency is assured. For every specific procurement operation, appropriate record-keeping is crucial.

### 2.6.7 Political Interference

The effective implementation of public procurement regulations and procedures is still affected by political meddling in the procurement process on a global scale. Dza (2013). Impulsive decisions have resulted from political pressure on procurement decisions; this is typically seen in the procurement officers' selection of procurement methods and the conditions under which they are employed. Ameyaw (2012).

Procurement is a fundamental tool used in the majority of developing nations to carry out political patronage. Were and Ngwili (2014). According to Achua (2011), public procurement in Nigeria is now only used as a tool for politicians to accomplish political goals. This may have to do with the fact that bureaucratic and political elites, with the foresight to preserve their existing interests, are the ones implementing certain procurement restrictions and the reforms that occur. Wescott (2008). Furthermore, politicians who make decisions based on their political interests determine and affect the primary objectives Denis and Kilonzo (2014). This is evident in the procurement planning process, where specific initiatives are conceived and

started to further political agendas Denis and Kilonzo (2014).

## 2.7 Factors affecting local government project success

Projects, especially those carried out by the government, involve complex systems that are prone to a variety of constraints that affect their capacity to meet their goals and produce the required results. These are addressed below.

### 2.7.1 Analyses of Project Success

Many writers have argued that achieving the stated goal is what determines a project's ultimate success. As stated by Freeman (2015), the project manager and sponsor might have an impact on the outcome of the project. According to Freeman (2015), this can be regarded from the perspective of the sponsor's requirements, with the key success elements being the financial or social returns that are to be gained particularly in the case of government projects. In the case of financial returns, this can be measured quantitatively using project-based methods like Internal Rate of Return and Net Present Value. However, according to Kalola and Kavele (2012), a project is only considered successful if it completes its tasks within budget, on time, and in accordance with the needs of both internal and external stakeholders. According to Scott (2013), the key measures of a project's success are timely fulfillment of tasks, according to the budget, and above all fulfilling customer requirements. However, Bacarini (1999) suggested another method for measuring project success. He suggested that the following formula can be used to determine the success of a project:

Project management success + project product success = project success

Success in project management, according to the author, is the ability of a good or service to fulfill its goals as effectively as possible, paying special attention to the aspects of cost, time, scope, and quality. Project product success, on the other hand, is concerned with the project's ultimate result and its capacity to satisfy the needs of the final product or service user. For example, according to De Witt (1988), project success should be evaluated from the

perspectives of project stakeholders, which may include the sponsor, owner, manager, community, or end user. As a result, a project that fails may still be viewed as successful later on by various stakeholders, and a project that is delayed may initially be considered a failure but later be considered as successful. It is clear from the earlier criteria that the ability to meet project deliverables to desirable levels, financial costs, project completion time, and stakeholder satisfaction both internal and external are the main essential success factors. Consequently, these and the iron triangle are constantly connected. The iron triangle, which was developed in the 1960s, is now a standard tool used by project managers to measure the success or failure of their projects. Greer (2008) states that project managers should concentrate on three aspects of success: completing all project deliverables on time, within budget, and at a standard of quality that sponsors and stakeholders would be satisfied with.

### 2.7.2 Analyses of Project Failure

When a project fails to meet stakeholder expectations, it can be deemed unsuccessful. Project failure issues are often related to considerations of time, quality, and cost. Heldman (2013) asserts that a project's failure is largely associated with the idea that the business case's desired outcomes aren't being met. There are many variables that lead to the project's failure. According to the researchers' perspective, anything that contradicts the project work's purpose can be viewed as a failure. Furthermore, this kind of failure is a fairly unwanted phenomenon that is linked to the organization's downfall. According to Stoica and Brouse (2013), a project's failure can be due to its inability to achieve the goals outlined in the planned plan. According to Grefen (2012), the primary indicators of project failure are inadequacies in both external and internal effectiveness. These aspects are covered in more detail below.

### 2.7.4 Factors impacting project success

Projects differentiate from one another by the key distinctions that exist between them; hence, no two projects are the same. Pinnington & Mir (2014. Because of these variables that impact project success tend to specific to a certain industry, country and their location concerning

macroeconomic variables Ahsan & Gunawan (2010), Mukabeta et al (2008), Amid et al. (2012). However, research has shown that certain critical elements influence whether a project succeeds or fails. They include the following, according to Ruuska & Teigland (2009), Shehu et al. (2014), Maube (2008), Pourrastam and Ismail (2011): funds, lack of skilled and experienced staff, planning, resources, and communication.

#### 2.7.4.1 Iron Triangle

The iron triangle, which was developed in the 1960s, is now a standard tool used by project managers to determine project constraints as well as measure project performance. The main idea behind the concept, which is referred to as the Golden Triangle, is that constraints are always present. When trying to manage the issues involved in project management, project managers have to deal with trade-offs. Stojeovic (2013) made this claim, claiming that if the quality of the product or service being sourced improves, more time will be needed to finish the project.

**IRON TRIANGLE**

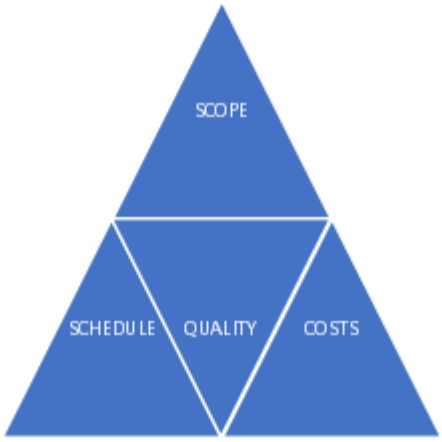



*Figure 2.7 Iron Triangle/ Triple constraints; Source: Author (2024)*

#### 2.7.4.2 Scope Change

Project scope, as defined by PMBOK )2000) refers to the defined boundaries and extent of work that needs to be accomplished to deliver the project deliverables that serves as a documented foundation for project decision-making. According to Mirza et al. (2013), the work expected for creating project deliverables is related to the project scope. Thus, every developed project has its project scope which is stated in the project scope charter, which functions as a tool to highlight important deliverables and objectives. According to Mirza et al. (2013), achieving scope goals ought to be regarded as the most crucial factor in project management, as it has a direct impact on the effectiveness and efficiency of the project. However, the PMBOK (2013) noted that as a project progresses forward, the scope statement may need to be adjusted to account for minimal alterations. Based on this, Kaliba et al. (2009) established that changes to the project scope are the primary reason for project failures. This is basically because most projects experience either a significant scope change or project scope drift, in which the project's deliverables gradually deviate from their planned scope. Several factors might contribute to scope changes, such as a decrease in funds that forces the removal of some

project deliverables, a lack of materials that forces the modification of the product's structure, or changes to national legislation that force a changes of the project's goals. According to Zhang (2013), project modifications have a significant impact on how well the project is carried out, but they can be prevented with proper planning. This modification may take place at any stage during the project's management and development. Mirza et al. (2013) provided a clear overview of this significance when he said that there is little chance of meeting project deliverables without an established documented vision.

#### 2.7.4.3 Cost

According to Teigland and Lindqvist (2007), resources are related to both physical and intangible capabilities, such as funds, inventory, equipment, and employee capabilities, as well as infrastructure, without them projects are unable to be carried out. Damoah (2015). Research indicates that a project's performance capabilities are significantly decreased when resources are scarce. According to Ruuska and Teigland (2009), departments' internal conflicts frequently increase as a result of the availability of scarce resources. Due to competition for limited resources, government projects may become financially cannibalized if they are pursuing multiple projects and project costs increase over planned levels. Government project cancellations and early closures are often linked to a wide range of issues, including money-related ones.

Four costs are involved in achieving project quality. These costs include external, Internal, prevention and appraisal costs. It is essential to implement cost management skills to ensure project success according to Stojcetovic (2013), These techniques may include cost estimation (approximation of required financial resources), budget determination (aggregation of estimated costs and development of project cost baseline), and control (monitoring the project's status and mitigating cost changes).

#### 2.7.4.4 Time

According to PMBOK (2004), in terms of project management, time is related to project deliverables and project completion dates. The PMBOK (2000) states that integration of activity description, sequencing, duration estimation, and schedule formulation is necessary for this. These projects have a duration that may be determined and documented in the project Work Breakdown Structure, which combines the total amount of time needed for every project task. As a result, it restricts the amount of time available to finish the project and, consequently, the type of tasks and activities that can be done. Several variables influence how long a project takes, such as how urgently stakeholders need deliverables and deadlines. According to Stojcetovic (2013), time management is the most frequent reason for the increase in project costs, and time management is frequently important for the success of any project. For instance, in order to achieve project requirements within a constrained timeframe, more project resources could be needed Stojcetovic (2013). This is typical of local government projects where the main goal is to address an existing problem that the public faces. An example of this would be a project that the Harare City Council implemented to guarantee that the public gets clean water.

#### 2.7.4.5 Quality

According to the PMBOK (2004), quality is the extent to which the project's deliverables and initial requirements are met, as well as satisfying the needs of the stakeholders. According to Stacic et al. (2013), project managers must be aware of the quality standards for every project, which need to be established during the planning phase. Managing the order of tasks and resources that affect the overall quality of a project is part of quality management in projects. Therefore, it is important to note that the three primary constraints of the iron triangle cost, time, and scope are connected. The overall quality of the project can be impacted by changes in project timelines and resource availability.

#### 2.7.4.6 Communication

All projects and organizations' activities depend on effective communication. Amponsah (2014)

observed that effective communication among project stakeholders is essential to project management, as it minimizes the need for repetition of information communicated before and enhances the efficiency of project execution. According to Ochieng and Price (2010), poor communication can quickly turn a project into a tower of Babel, cutting off important project stakeholders from information that is essential to the project. It is crucial to bear in mind that communication should be directed towards external stakeholders like suppliers, clients, and financial institutions, as well as internal ones like the project management team and organizational managers. This was supported by Damoah (2015), who identified four factors that contribute to project failure: a lack of external communication channels, a lack of internal communication channels, long internal decision-making periods, and a lack of teamwork within the project team. The first two of these factors are closely related to communication.

According to Raymond & Bergeron's (2008) theory, project changes such as adjustments to the scope, timetable, supplier, or budget must be communicated to all stakeholders through the use of Meetings, road shows, notes, Gantt charts, invoicing, and budget. The problem that the project team faces, according to Raymond & Bergeron (2008), is communication, not control. Project failure is inevitable, according to Ochieng and Price (2010), if there is poor communication that leads to a situation of misunderstanding among stakeholders and conflict among project partners.

#### 2.7.4.7 Poor Planning

The implementation and administration of projects depends heavily on procurement planning, which frequently makes the difference between a project's success and failure. In accordance with PMBOK (2005), this includes scope planning, scope definition, activity definition, resource planning, sequencing of activities, estimation of activity duration and cost, budgeting, planning for risk management, schedule development, and project plan preparation. According to Pinto (2013), inadequate planning during the project's first stages of conception is the main cause of poor project outcomes. This highlights the significance of planning in project management

Mochal (2005) found that projects that are carried out are likely to fail if procurement and project needs are not clearly identified during the planning phase. Adamoah (2015) added support to this by stating that most project failures are the result of poor planning.

Among the twelve reasons why projects fail, Reinsborough found that poor planning is the main culprit. Kalola and Kavale (nd) agreed, stating that the absence of a well-written project plan is the primary root cause of project failure. It is essential to create a clearly stated project plan from the beginning, including important components such the project's scope, the resources needed, and the development of the schedules.

## 2.8 Empirical Literature Review

The researcher gathered secondary data from recent studies done on and in connection with the topic under scrutiny. The following section discusses the empirical literature on the main findings of the study.

### 2.8.1 Public sector procurement planning

A study carried out in 2014 by Apiyo and Ogubaya focused on Nairobi, Kenya's municipality. The authors suggest that procurement planning is essential for both organizational and project procurement and that the procedures to be followed are frequently standardized, based on their analysis of the elements influencing procurement planning in local government. The authors discovered that a few key variables, including management support, the availability of funds and budgetary processes, the use and availability of information technology, and the level of expertise of procurement personnel, all had an impact on the effectiveness of procurement planning. A related investigation on the integration of service delivery and procurement planning was carried out in Kenya by Chepkoech (2010Through the use of a qualitative exploratory design, the author provided evidence to support the assertions made by Apiyo and Ogubaya (2014), indicating that a major factor influencing the effectiveness of the procurement plan is the competence of the procurement teamChepkoech (2010), however, took it a step

further and identified other factors that have an impact on procurement planning. These factors include policies from the government, the availability of adequate physical infrastructure, corruption, unstable economic conditions, state security that can affect project performance, the involvement of important stakeholders, and the clarity of the statement of works for government projects. One important finding from the literature research was that procurement law regulates the procurement and procurement planning procedures. But according to Ansah and Normanyo's (2017) research, which was carried out in Ghana, public organizations frequently carry out their procurement procedures without following the rules governing procurement planning and the procurement plan. In addition, the writers agreed with Chepkoech (2010), Apiyo, and Ogubaya (2014) that public organizations are facing difficulties regarding financial resources. The challenge of obtaining money and making supplier payments within the agreed time was observed.

### 2.8.2 Public sector project performance

Oladinrin et al. (2013) carried out research in Nigeria to determine how Nigerian procurement systems affect the success of construction projects there. Their main area of interest was how procurement methods affected the quality and cost success evaluation criteria. The study found that although Nigeria uses a traditional procurement system widely, most projects are being over budgeted and the system still has difficulty meeting quality and cost targets. A similar study was conducted in 2010 by Eriksson and Vennström to assess how procurement affects project performance in the Swedish construction sector. Extending beyond previous research conducted by Oladinrin et al. (2013), the authors of this study introduced time as an additional factor for evaluating project success. They concurred with Oladinrin et al. (2013) that project success or failure is predominantly assessed based on cost and quality. However, in contrast to Oladinrin et al. (2013), the authors argued that soft evaluation criteria and a limited number of bid invitations are key elements of procurement that significantly impact project performance. These factors result in the selection of subpar suppliers, consequently affecting the quality of

work delivered. In support of this argument, the authors referred to a hypothesis put forth by Oladinrin et al. (2013) that emphasized the importance of competitive procurement practices in achieving project success.

A similar investigation was conducted by Omondi (2013), who looked at how Kenyan construction project performance was affected by procurement processes. The author found that rather than inviting bids from potential suppliers for the entire project, high-value projects were frequently subdivided into smaller lots. In the end, the author concluded that procurement processes, especially the selection of suppliers and the evaluation of their financial and technical bids, greatly impact the success of projects.

### 2.8.3 Challenges to project performance

Kavale and Kalolaa (n.d.) investigated the factors influencing project implementation in Garissa County. After conducting a descriptive survey design, the authors concluded that projects are impacted by the availability and release of funds to government entities, contracted suppliers, and other interested parties. They also discovered that the region's security volatility has an impact on projects, limiting the number of bids and affecting project completion. Using a descriptive survey design, Rugenyi (2015) conducted an exploratory approach. They concluded that scope, cost, and procurement are the primary impediments to project management, with planning and procurement being contributory elements. Two more significant constraints to project performance have been discovered to be communication, human resources, and time.

### 2.8.4 Research gap

As a result, it is clear from the studies above that most of the studies have been conducted in Kenya and Ghana, with few studies conducted in Southern African countries on the impact of procurement planning on project performance. The focus of the authors was on the integration of local councils' service delivery and procurement planning. Some authors have researched how procurement practices affect the outcome of construction projects. Since so limited studies

have been done specifically on procurement planning and how it affects project performance in local government, this has created a gap in the existing literature.

## 2.9 Chapter Summary

In this chapter, previous studies on procurement planning and its effects on project performance were examined. The goals and key variables of the research were outlined and evaluated, examining project management, procurement planning, the planning procedure in public institutions, and challenges to both project management and procurement planning as highlighted and explained by earlier scholars. The project's goals have been looked at and explained using two identified theories. The gap in the existing research was highlighted using an empirical review of the literature.

# CHAPTER THREE

# RESEARCH METHODOLOGY

## 3. INTRODUCTION

Research methodology refers to the approach used in gathering the necessary data to answer the research questions and, the study's objectives. It covers the research design, sample techniques, instruments for the study, and population for the study. This chapter covers each of the abovementioned aspects, focusing particularly on the study's circumstances and the methodology that was selected, as well as the related data collection instruments, analysis methods, sample size, sampling strategies, and their rationale.

### 3.1 Research Design

Research design, according to MacMillan (2001), is a plan for selecting subjects, research sites, and methods for gathering data to address the research questions. According to Durrheim (2004), research design is a framework for strategic action that connects the execution of the research strategy and the research questions. This is the main plan outlining the researcher's approach to the main objectives and research questions There are three alternatives for choosing a research design: exploratory, explanatory, and descriptive. Explanatory research is conducted to investigate the relationships between variables and explain why certain phenomena occur. Exploratory research is conducted when a researcher wants to gain a better understanding of a problem or phenomenon that is relatively unexploded or lacks sufficient existing information. Descriptive research design was the one used for the study. It aims to describe and depict the characteristics, behaviors, or conditions of a specific population or phenomenon Marshall and Rossman (2011. It focuses on providing an accurate and detailed account of the subject under investigation. Descriptive research design was employed in this context because of its distinctive capacity to help the researcher to have a better understanding for the phenomenon.

### 3.1.1 Mixed Method Approach

A mixed method approach, according to Bazely (2003), is one that applies the same methodology while utilizing different tools (statistics and analysis) and mixed data (text and numerical). This kind of research uses the quantitative research paradigm for one phase of the investigation and the qualitative research paradigm for another. When a mixed methods approach applies, both quantitative and qualitative data are gathered and analyzed. The quantitative data is statistically analyzed via multiple computer packages, and the qualitative data is analyzed using a range of techniques such as grounded theory and thematic analyses. Quantitative data was gathered using closed-ended questions, employing binary and Likert scale questions while open-ended questions was used in both the questionnaire and interview processes to gather qualitative data. The primary purpose of employing a mixed-method research design is that it combines the advantages of both qualitative and quantitative methodologies, permitting the researcher to gain a deeper understanding of the phenomenon. The qualitative data will be gathered together with the statistical data and used to synthesize and interpret resulting in the development of richer data and a wider understanding overall.

### 3.1.2 Case study

The case study method uses a specific organization or organizations as the focus of study and involves an empirical investigation of a phenomenon in the context of real-world events. Case studies make it possible to analyze current events in the context of their real-world occurrences in a given organization or field of study. This approach is a strategy that may be used to comprehensively investigate and explain a phenomenon, providing it with a thorough evaluation. Harare City Council will be utilized as the case study in the research. The selection of the local government was based on its extensive operational scope, its status as the largest local council in the nation, and its leadership in the industry regarding the implementation of public procurement reforms and the superior performance of its procurement function. This will

enable the researcher to utilize flexible research equipment and obtain a greater understanding of the phenomenon by direct observation of the phenomenon in the context of nature.

### 3.2 Population

According to Crotty (2013), a study target populace refers to the whole of a discrete set of individuals or items with shared characteristics. It is the total number of individuals that the investigator is willing to consider for the study. The Harare City Council was selected as the case study organization for the study, and consequently, all local authority personnel working in departments with direct involvement in procurement operations and processes were included in the population. Covered in this are the departments of Town Clerk, Finance, and Engineering, which have been further separated into the Procurement Management Unit, Accounting Services Section, Stores Department, and City Economic Development Unit. Below is an overview of the total population across different departments:

| Departments | Population | Sample size |
|---|---|---|
| Engineering department | 28 | 22 |
| Finance department | 22 | 17 |
| Procurement | 24 | 24 |
| Total | 74 | 63 |

*Table 3.2 Sample size and population: Source: Researcher 2024*

#### 3.2.1 Sample Population

The portion of the target population that a researcher is going to collect data from is referred to as the sample size (Birks, 2017). The researcher used a methodology proposed by Krejcie and Morgan (1972) which is also referred to 'Krejcie and Morgan's Determining Sample Size

method to determine the sample size, which was based on population size and calculated at a 95% or 99% confidence level. Out of the 74 council employees, the researcher picked 63 respondents as a sample size using the procedure. Most of the responders were chosen from the Towns Clerk department, which is the host of the Procurement Management Unit of the council.

### 3.2.2 Sampling procedure

The main goal of sampling is to save time and money, it is crucial to make sure that the population and all of its features are fairly represented in the sample. For research reasons, a sample approach known as judgmental or purposive sampling was utilized. This made it easy for the researcher to carefully select and identify the respondents who will be included in the study and from whom data will be gathered. Because the phenomenon being studied is unique, there are few primary data sources that have information, which is the primary motivation for using the sampling method. The researcher discovered educated respondents who had been carefully selected based on their prior experience with and reliance on the phenomenon being studied. Staff members who fell under this category included managers and non-managerial personnel, as well as graduate trainees, clerks, procurement officers, procurement managers, procurement specialists, accounting officers, finance managers, and end users.

## 3.3 Data Sources

Both primary and secondary data were gathered for the study to gain insight into the phenomenon and provide answers to the research questions. Below is an explanation of these sources along with their reasons.

### 3.3.1 Primary Data

Primary data refers to the original information that is gathered directly from firsthand sources for the purpose of a specific research study. The primary data-gathering methods used in this study are standardized questionnaires with both closed- and open-ended questions,

observations, experiments, and in-person interviews. In an ideal world, primary data would be gathered after secondary data. This would allow primary data to authenticate secondary data and address any shortcomings it may have had for instance, that secondary data may have gotten out-of-date or inappropriate throughout the study period. The main reason to use primary data is that it allows the researcher to gain a deeper understanding of the phenomenon by allowing questions to be asked to respondents during in-person interviews and by using questionnaires to gather up-to-date information.

### 3.3.2 Secondary Data

Secondary data refers to data that has been collected previously by someone or for a different purpose, but it can be employed by researchers for their own investigations. Secondary data was collected from newspapers, journals, organizational records and online database and research studies and reports by other writers and researchers studying same phenomena. This data was used because it allows the researcher to perform a sustained study using readily accessible already existing data sources, offering a foundation for simple comparisons with the primary data while saving time and money.

## 3.4 Research Instruments

Research instruments also known as data collection instruments or tools refers to the methods or tools used by researchers to collect data in a systematic and standardized manner. The choice of instrument depends on the nature of the study, type of data needed and research methodology employed. Questionnaires and interviews were used in this study to gather information from participants.

### 3.4.1 Questionnaire

According to Flick (2007), a questionnaire is a tool used to gather information that consists of a series of questions and extra tasks designed to obtain data from respondents. A questionnaire, according to Buhler et al. (2002), is a document that contains questions

designed to gather data for an examination. There are two types of questionnaires, generally distinguished by how they will be used. Questionnaires can be self-administered, enable respondents to complete them at their own pace and convenience. This lessens the need for direct interaction with the researcher and offers a certain degree of anonymity, which can motivate more truthful answers. Following the claims mentioned above and given that the study was descriptive in nature, self-administered delivery and collection questionnaires were used. These included closed questions together with open-ended questions that let the researcher lead participants to a certain path of thought regarding the topic being studied. Questionnaires were used since they guaranteed respondents' privacy and anonymity while giving them the freedom to honestly respond to the questions when they felt most convenient for them. Additionally, questionnaires were chosen because they may save time and money, allowing the researcher to collect data from respondents in a comparatively short amount of time.

### 3.4.2 Interviews

A deeper, more qualitative understanding of a phenomenon can be developed through the use of interviews, which involve discussions between the researcher and respondents regarding the phenomenon. These can be conducted using open-ended questions in organized or semi-structured interviews. In this context, the researcher supported data gathered from questionnaires with information from interviews. Ten respondents were purposefully chosen for the interview; the sample comprised end users from the engineering department, procurement managers, procurement officers, and procurement specialists. An interview guide was created during the study process to help control the interviews in a semi-structured way. Additionally, open-ended interview questions were used. This improved procedural flexibility allows the researcher to collect more information without being limited by the questionnaire's closed-ended questions, as well as to delve deeper and highlight key issues that developed throughout the interview. By using a semi-structured technique, the researcher was able to build a stronger relationship with the respondents and gather data that would not have been

discovered in a structured context. This improved the quality of the data gathered and the researcher's comprehension of the phenomenon.

### 3.5 Ethical Considerations

Complying with ethical guidelines is essential for attaining the goals of any research project. Following ethical guidelines when doing research is essential to get permission to carry out the study. Consequently, the investigator must uphold the values of truthfulness, anonymity, accountability, trust, and respect for all respondents when doing any kind of study. The investigator conducted the research under the guidance of these fundamental ethical guidelines, following them regularly throughout the study. Therefore, the researcher applied for permission from the organization to carry out the study and sent a formal request to the local authorities along with the study's title and goals. Before any data was collected, a letter of introduction containing the study title was written to each respondent to obtain their agreement. Confidentiality will be preserved in order to safeguard respondents' well-being, and the provided questionnaire won't ask for any personally identifying information from them.

### 3.6 Data Presentation and Analysis Procedures

Considering that the research used a mixed method approach, both qualitative and quantitative data analysis will be done. The qualitative data was subjected to thematic analyses, which involved looking for recurrent themes in the information gathered from the interviews. In completing this however, the assistance of a researcher skilled in the analyses of qualitative data will be sought. Statistical package for social sciences (SPSS) version 27 was utilized for the analyses of quantitative data. It enables researchers and analysts to perform various statistical procedures, generate reports and explore relationship in their data. Descriptive analytics was used which described the data, its features and distribution. Cronbach's alpha was also used to assess the study's reliability, and regression analysis was used to identify and characterize the relationship between the important variables. Cronbach’s alpha named after its developer Lee Crondach is a statistical measure used to assess the internal consistency or reliability of a scale

or questionnaire. To make it easier for the reader to understand the data, the results are presented visually in the form of graphs, tables, and pie charts.

### 3.7 Chapter Summary

An overview of the research methodology was given in this chapter. The ideas of validity and reliability of research instruments were thoroughly examined, and the instruments used in the study were analyzed. It described how the questionnaires were distributed, collected, and sampled to the respondents in order to gather data. Finally, the chapter described the process for data analysis and presentation, which is anticipated to expand on the body of knowledge on this topic matter in the following chapter.

## CHAPTER FOUR

## Research findings

### 4.0 Introduction

In the previous chapter, the methodology section, the researcher described in detail how the data was gathered for the research. In the current chapter, focus shifts to the analysis and presentation of the collected data. The purpose of this chapter is to provide a comprehensive view of the data and to address the research objectives. The data is presented in various visual formats such as pie charts, tables, and graphs which are commonly used to represent data in a descriptive manner. The data discussed in this chapter refers specifically to the information collected from the research respondents.

### 4.1 Demographic data presentation and analysis

Of the 63 questionnaires that the researcher gave out to the local council respondents, 54 were returned. This indicated a response rate of 86%. The table that follows illustrates this. Eight respondents were chosen for interviews, however at the time of collecting the data, only five of them were reachable.

**Questionnaire response rate**

| Identified respondents | Questionnaires sent | Questionnaires returned | Response rate |
|---|---|---|---|

| | | | |
|---|---|---|---|
| Engineering | 22 | 19 | 86% |
| Procurement | 24 | 24 | 100% |
| Finance | 17 | 11 | 64% |
| Total | 63 | 54 | 86% |

*Table 4.1: Response rate, Source; Researcher 2024*

### 4.1.2 Qualifications

| Respondents category | Number | Rate% |
|---|---|---|
| Certificate | 0 | 00% |
| Diploma | 13 | 24.1% |
| Degree | 23 | 42.6% |
| Post graduate | 18 | 33.3% |
| Total | 54 | 100% |

*Table 4.1.2 Qualifications; Source: Researcher (2024)*

The findings from the data collected revealed that 75% of the participants had obtained a degree or higher level of education. A study conducted by Naude and Dzuke (2015) also found a clear connection between educational attainment and the competence of employees, as well as the procurement procedures in public procurement. Consequently, the qualifications of employees directly impact the effectiveness of procurement plans and the successful execution of local council projects.

### Fig 4.1.3 Distribution by gender

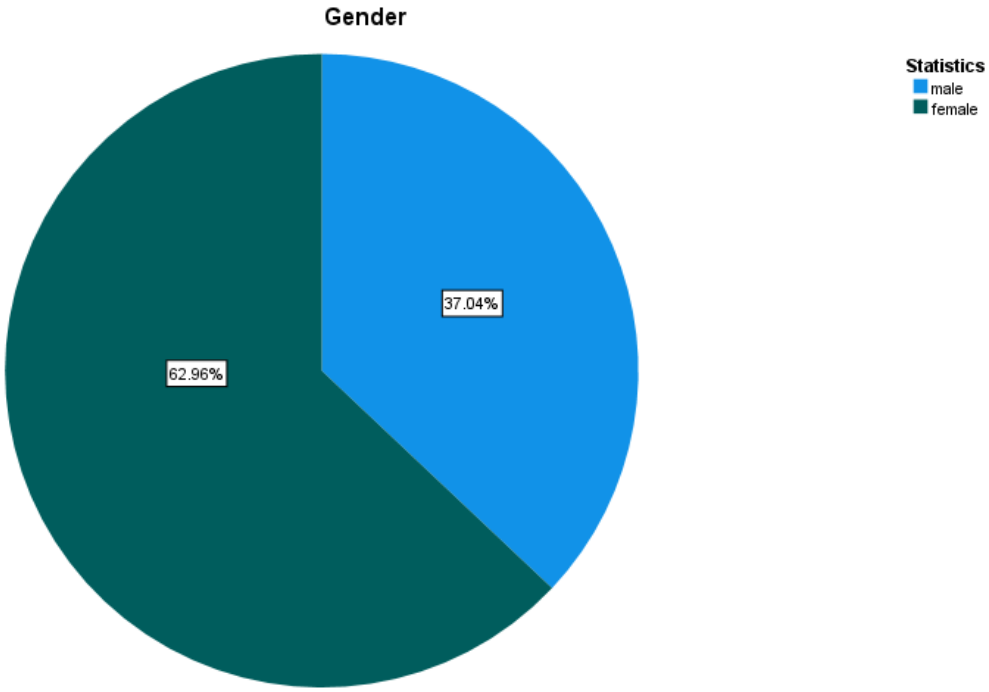



*Fig 4.1.3 Source: Primary source 2024*

According to the research's findings, 63% of workers are women, particularly those in the procurement department. However, in contrast to the 20th century, this indicates a sharp increase in the number of women working in local government procurement, as indicated by earlier research.

## 4.2 Harare City Council practices of procurement planning

The primary focus of this study is to analyze the procurement planning procedures implemented by the Harare City Council. The goal is to gain a comprehensive understanding of the overall procurement planning process and the specific role played by the Project Management Unit (PMU) in its formulation and execution.

### 4.2.1 Procurement regulations adherence

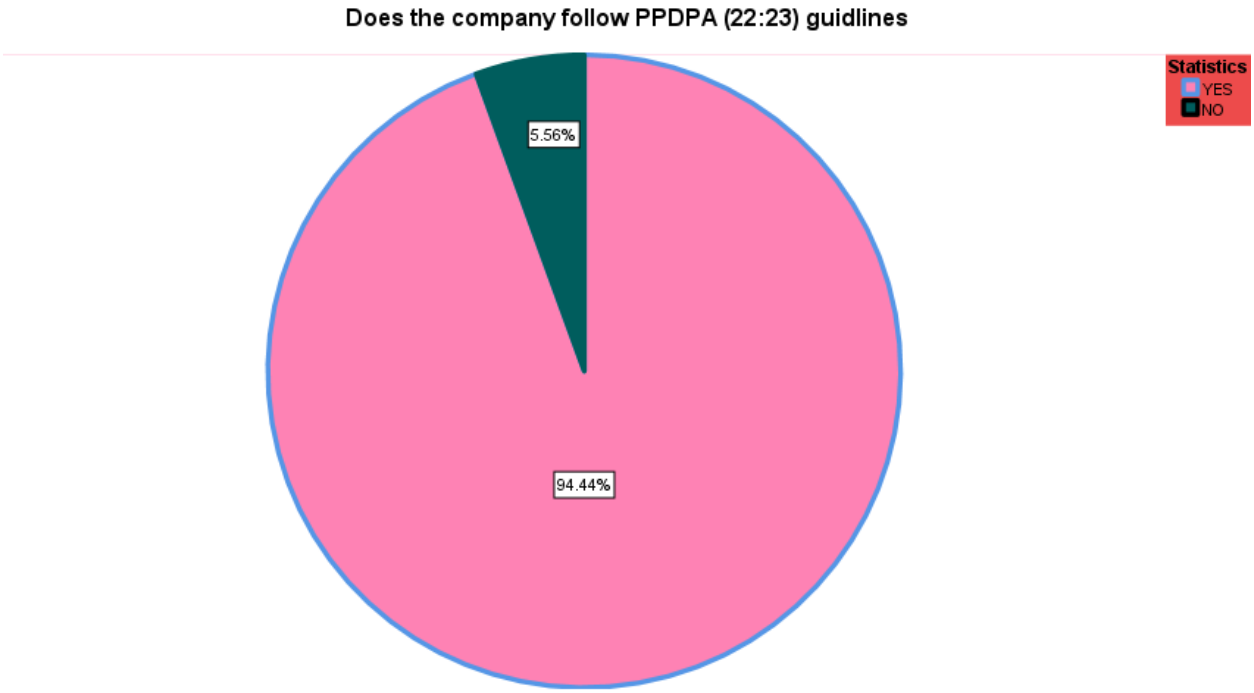



*Fig 2.1 Adherence to guidelines; Source Primary data*

The aim of the inquiry was to evaluate the municipality's compliance with procurement planning regulations as stipulated by the PPDPA (22:23). A notable 94% of the participants confirmed that the organization follows its practices of procurement planning in accordance with the procurement law. This ensures that the entity operates within the legal framework set by the government. Additionally, one interviewee emphasized that the procurement management unit of the Harare City Council takes pride in its commitment to adhering to procurement regulations and cannot afford to deviate from them. This dedication has resulted in commendation from the PRAZ (Public Procurement and Disposal of Public Assets) for the council's performance and adherence to regulations. Furthermore, the Project Management Unit (PMU) of the council offers guidance to smaller town councils in matters of procurement, further reinforcing its commitment to compliance and best practices.

### 4.2.1 Procurement content

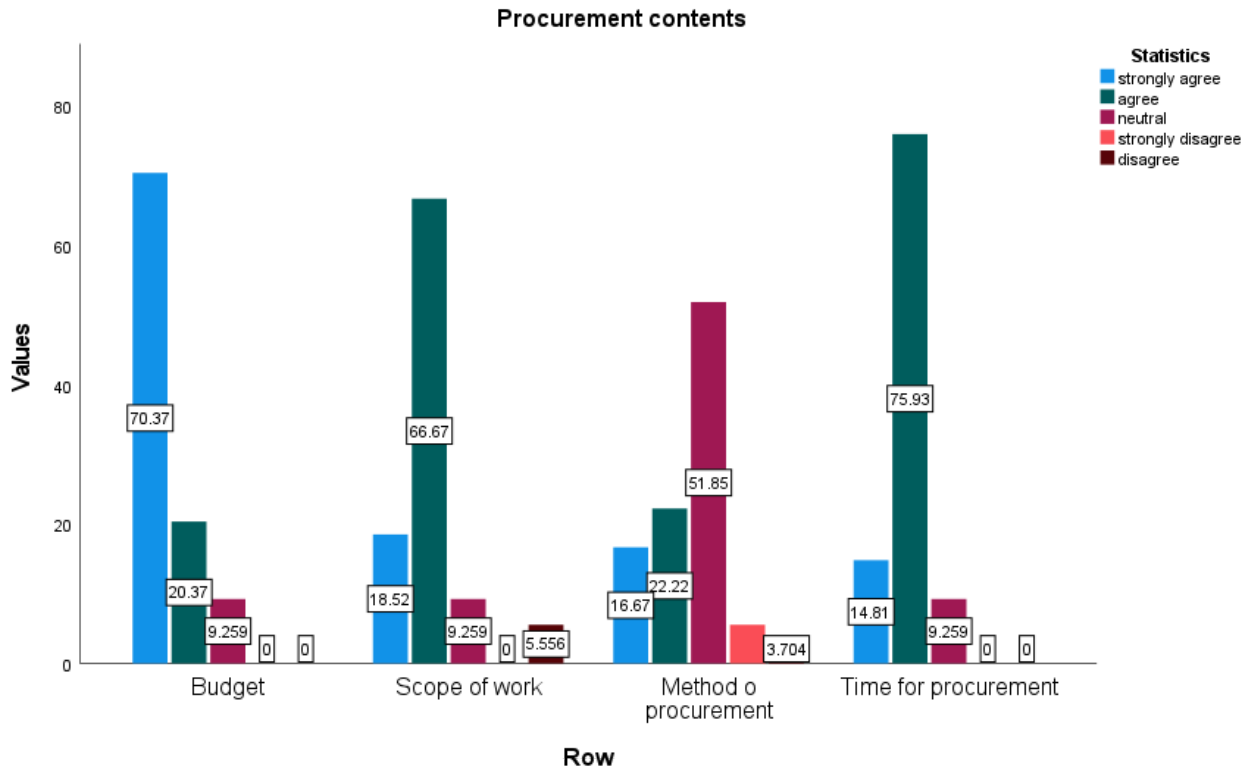



*Figure 4.2.1: Content of procurement plan; Source: Researcher (2024)*

**Scope of work**

According to the data presented in Figure 4.2, it was observed that 67% of the respondents agreed, 19% strongly agreed, 9% remained neutral, and 5% disagreed regarding the inclusion of the scope of works or product description in the procurement plan. This practice enables the procuring entity to gain a comprehensive understanding of their requirements and procurement necessities. In the case of construction projects, this may involve detailing the scope of work and bill of materials, while for supply and delivery projects, it may take the form of a product description. It may also encompass defining performance levels for both goods and service projects. By incorporating a well-developed and all-encompassing scope of work or product specification, the sourcing process becomes less risky, ensuring the accurate delivery of the desired products. This aligns with the five rights of procurement. The assertion made by

Sokolow (2003) supports this notion, emphasizing that a thorough scope of work, which accurately identifies the needs of public entities in their procurement procedures, ensures suppliers submit precise bids, leading to the successful execution of the project.

### Procurement budget

It is clear from the descriptive data shown in Figure 4.2.1 that 70% of respondents agreed and 20% strongly agreed that the municipality's procurement strategy incorporates the procurement budget, giving a cumulative total of 90%. Since the procurement budget forms the basis for the formulation of the procurement plan, its importance to its effectiveness is emphasized. One participant stressed that "every project's financial resources are allocated by the budget, which serves as the plan's starting point." This point of view is consistent with the claims made by Basheka (2009) that the budget forms the basis of many municipal procurement plans and that the inability to implement procurement operations is caused by the lack of a budget.

In accordance with the guidelines of procurement outlined by PPDPA (22:23), the budget for the Harare City Council (H.C.C.) can be categorized into two components: the overall procurement budget for the fiscal year and the budget allocated to each specific project or procurement activity. This division ensures accountability, enabling the local authority to achieve value for money when utilizing public funds, while also ensuring fair treatment of suppliers by guaranteeing payment for fulfilling their contractual obligations. This perspective is supported by Muhakanizi (2015), who emphasized that the procurement budget significantly impacts the ability of government entities to achieve the value for money with allocated funds. Therefore, it is crucial for the budget and the procurement plan to be aligned due to their interconnected nature.

### Method of procurement

Figure 4.2.1 presents the findings that 16% of the respondents strongly agreed, 22% agreed,

and 52% remained neutral regarding the inclusion of the procurement method in the annual procurement plan. This indicates that the procurement plan outlines the specific method to be used for procurement and is influenced by various factors. This observation is supported by insights gathered from an interview with one respondent who emphasized the significance of the procurement method within the procurement plan. The choice of method depends on factors such as the project's nature, the availability of suppliers, the procurement's value, urgency, and regulatory requirements. However, based on qualitative data and the overall consensus among respondents, competitive bidding emerged as the most commonly employed procurement method. This aligns with the guidelines of the PPDPA (22:23), which state that competitive bidding is the default procurement method. This approach aims to promote competition in the supply market, which is one of the key objectives of public procurement. Furthermore, the use of competitive bidding has an impact on the project's performance, particularly in terms of overall quality. When competition is high, the submitted bids are generally of high quality, leading to the selection of competent suppliers who can deliver satisfactory results.

**Procurement time**

Based on the data presented in Figure 4.2, it was observed that 14% of the respondents strongly agreed, while 76% agreed that the timing of procurement is included in the procurement plan. The timing aspect pertains to determining the appropriate initiation of the procurement process, as well as establishing the duration of key procedures such as the bidding and evaluation periods. It also involves setting deadlines for contract award and project completion, particularly for projects. Additionally, certain time-related factors, although not explicitly mentioned in the procurement plan, are implied by the legal framework. For instance, the provision of a 14-day period for unsuccessful bidders to file complaints with the municipality or governing body. Incorporating time-related considerations into the procurement plan aligns with Van Weele's (2005) viewpoint, which suggests that procurement

planning primarily involves scheduling the timing of procurement activities and ensuring adequate funding. This facilitates the efficient attainment of procurement objectives, with a specific focus on timing. Considering the nature of the Harare City Council's activities and jurisdiction, the timing of procurement proceedings significantly impacts the social well-being of the population. Delays in the procurement process or cycle have the potential to negatively affect the quality of life for Harare residents.

However, since procurement plans are formulated in advance, it would be advantageous for the municipality to establish supplier evaluation criteria during the procurement planning stage. This ensures sufficient time is allocated for selecting suppliers, as the evaluation criteria play a crucial role in project performance. Grondys, Kott, Sukiennik, and Seroka-Stolka (2012) emphasized the importance of supplier selection criteria, highlighting its significant impact on cost reduction, project duration, and improvement in the quality of procured products. Poor selection criteria can lead to increased costs and the cancellation of awarded tenders.

### 4.3 Reviewing procurement plan

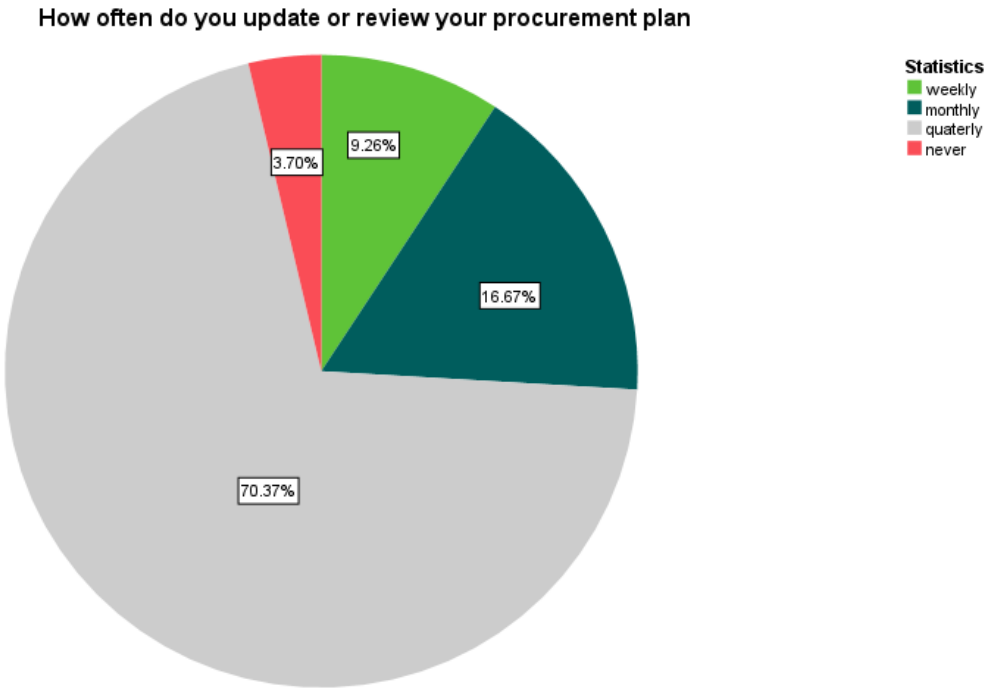



*Fig4.3 Reviewing procurement plan; Source: Primary data 2024*

Based on the data presented in Figure 4.3, it was found that 70% of the respondents reported updating the procurement plan on a quarterly basis. In contrast, 16% stated that it is reviewed monthly, while 3% never review it, and 9% review it on a weekly basis. This practice aligns with the regulations of the Public Procurement and Disposal of Public Assets Authority (PPDPA), which state that public entities should review their procurement plans quarterly. This trend is observed in developing countries like Ghana (Public Procurement Act 663) and Kenya, where a similar approach is adopted. The Inter-Agency Procurement Working Group (IAPWG) (2012) supports this by recommending frequent reviews, not exceeding quarterly intervals, for consolidated procurement plans, especially in challenging procurement environments where business needs are difficult to quantify.

Regarding the factors considered during the review of the procurement plan, interview

respondents emphasized the evaluation of project progress, the financial budget, and the identified and planned needs. This ensures that the plan remains up to date with changing market conditions. However, it is important to acknowledge that due to the volatile nature of the local market, a quarterly review may not be sufficient to stay current, particularly in terms of financial trends. This can lead to the devaluation of financial values, resulting in project prioritization and potential reallocation of budgeted resources to other areas, ultimately impacting other projects.

### 4.4 Harare City Council project management practices

The purpose of the study was to evaluate and enhance comprehension of the project management strategies employed by the local government in overseeing its intricate projects.

#### 4.4.1Projects commonly undertaken

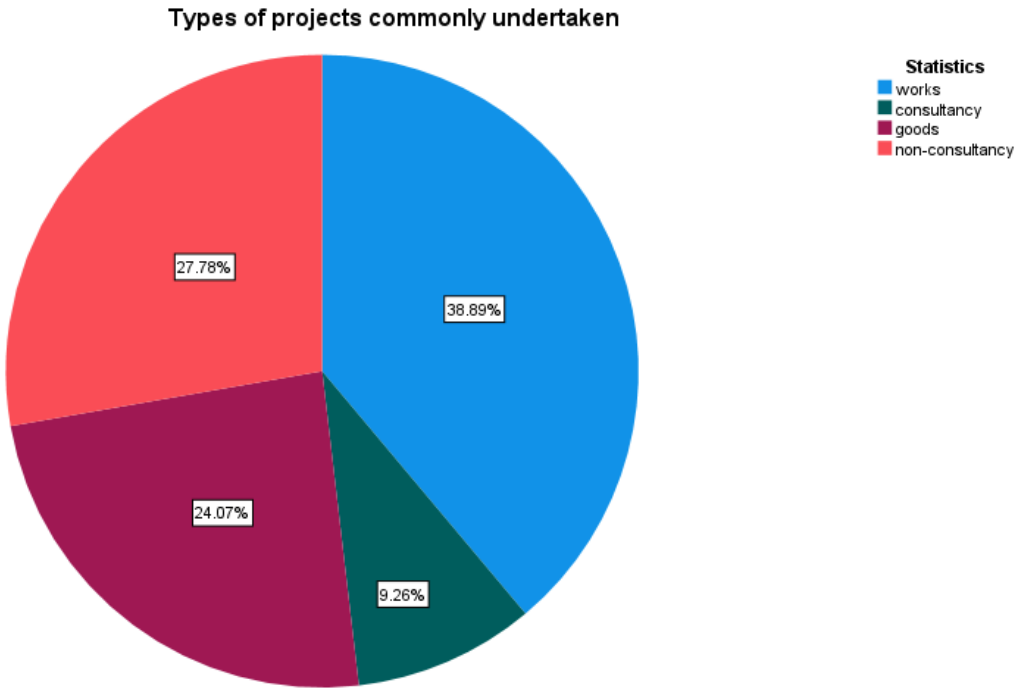



*Fig 4.4.1 Projects commonly undertaken; Primary data 2024*

Figure 4.4 indicates that 38% of the respondents stated that construction works are the most frequently pursued projects by the local authority. Additionally, 27% of the participants mentioned that projects involving the provision of non-consultancy services are the most undertaken, while supply and delivery of goods and consultancy services represent 24% and 9% respectively. These statistics demonstrate that the City council engages in a variety of projects, often simultaneously and in close succession. This can be attributed to the fact that local authorities are responsible for providing diverse and complex services to their constituents. Pooe (2015) and Ibeto and Justine (2012) support this notion by asserting that local governments exist to deliver a range of intricate services at the grassroots level, which contribute to national development. As a result, the local authority must undertake numerous development projects in multiple functional areas.

### 4.5 Project performance measuring

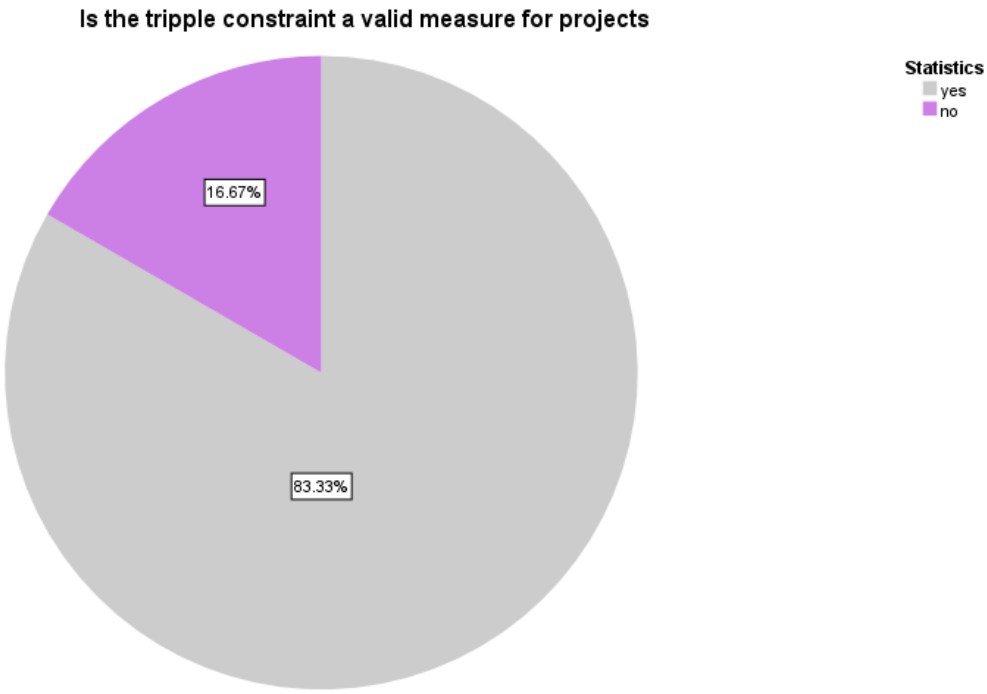



Figure 4.5 illustrates that 83% of participants agreed that the triple constraint (comprising cost, time and scope) remained a valid method for evaluating project performance, while 17% disagreed. The iron triangle, a project management tool developed by Goldratt, has been widely employed to assess project performance based on the aforementioned criteria. The majority of respondents supported its utilization as a measure of project success, supported by Pollack's (2018) assertion that the iron triangle has become a customary benchmark for evaluating project effectiveness and achievement. It demonstrates the interconnectedness of variables that ultimately impact project quality. However, interviewees argued that overreliance on the iron triangle could restrict the municipality's assessment of project success, particularly in relation to time. They noted that a project exceeding its allocated time frame might be considered a failure upon completion, despite fulfilling deliverables in accordance with the other factors of the iron triangle, thereby warranting its classification as a success.

## 4.6 Impact of procurement planning on project phases

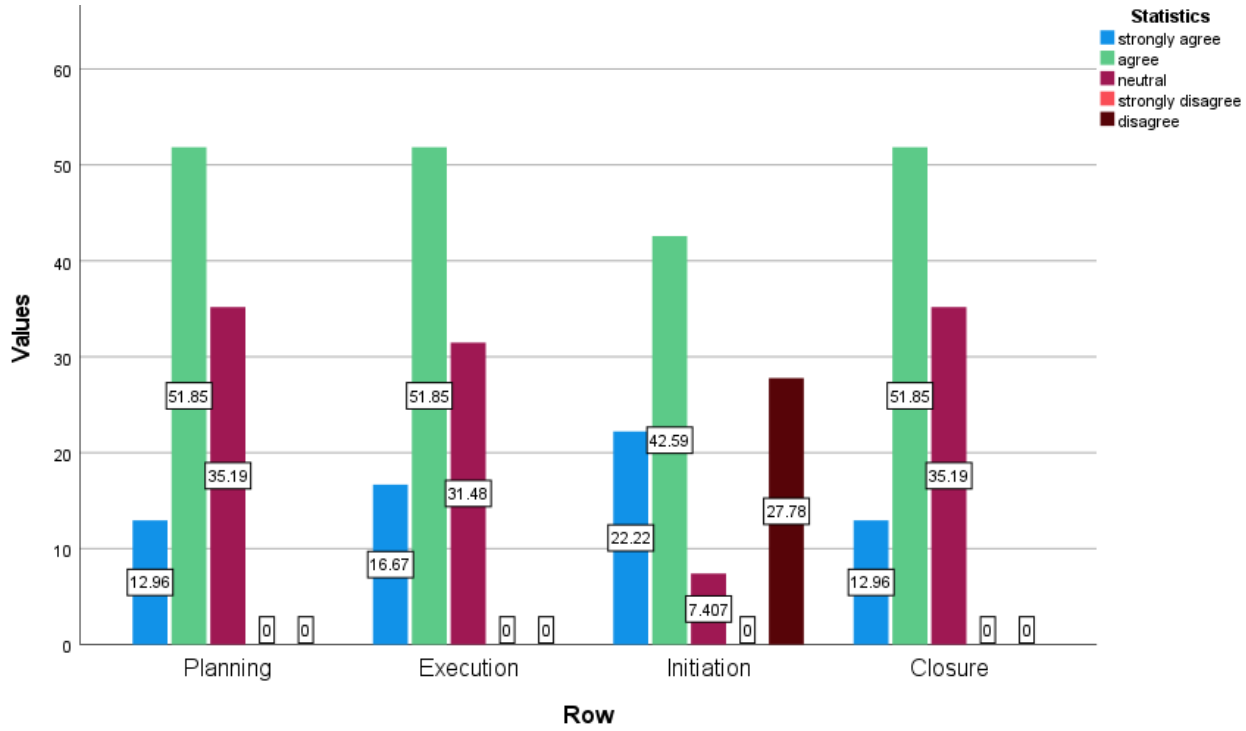



*Fig 4.6 Impact of procurement planning on project phase; Primary data 2024*

### 4.6.1 Initiation

Figure 4.6 illustrates that 28% of participants expressed some level of disagreement regarding the impact of the procurement plan during the initiation stage. Meanwhile, 7% remained neutral, 42% agreed, and 22% strongly agreed that procurement planning has an effect on the initiation process. By examining the activities involved in the initiation process according to PMBOK (2000), such as developing a business case based on feasibility studies conducted by organizations to support project alternatives, one can identify the influence of the procurement plan. The business case for any project will encompass financial analysis, including the procurement management unit's consideration of sourcing raw materials, goods, works, or services. In this analysis, the financial considerations and the market's ability to supply the

required goods or services will be taken into consideration. Additionally, one interviewee highlighted the role of procurement as a crucial evaluator for projects, questioning the true necessity of the project and the decision to acquire external suppliers (make or buy). Consequently, this scrutiny has an impact on the initial phase of the project.

### 4.6.2 Planning

According to Figure 4.6, a significant 12% of respondents strongly agreed, while 51% of all respondents agreed that procurement planning has a significant impact on the project planning process. The project procurement plan serves as the foundation for developing the project plan, which takes into account stakeholder needs and the available resources necessary for project execution. This involves collaboration among interdepartmental teams to identify resource requirements and establish preliminary timelines for initiating the project. PMBOK (2004) and Burke (2003) supported this, as they argue that project planning phase activities encompass defining project objectives, selecting the most suitable methods to achieve those objectives, creating a budget, developing a scope of work and work breakdown structure (WBS), and establishing delivery timelines. These factors align with the steps outlined in the procurement planning process described by Tan (2013), which include defining procurement needs, developing a statement of work and specifications, and creating a procurement budget. Consequently, the procurement plan lays the groundwork for the project planning process by identifying and procuring the necessary resources to ensure successful project execution.

### 4.6.3 Execution

In the above Figure 4.6, it is evident that 17% of the participants strongly agreed while 52% agreed that the execution phase is where the effects of the procurement plan are observed. This can be attributed to the practical nature of this phase, where the acquired resources are put into action and utilized, while also implementing corrective measures to ensure the supplier's adherence to the established service level agreements (SLAs). PMBOK (2000) states

that this supports the notion that any project's planning stage, which includes the procurement strategy as a crucial input, has the greatest influence during the execution phase. The importance of planning at this stage was further highlighted by Chepnkesis and Keitany (2018), who pointed out that procurement planning is largely responsible for the difficulties encountered during execution, including cost overruns, unrealistic budgets, inadequate procurement specifications, and contract modifications. Consequently, it is impossible to overestimate the significance of procurement planning during the project execution phase.

### 4.6.4 Closure

Based on the statistical information presented in Figure 4.6 above, it is evident that 35% of the participants had a neutral stance regarding the impact of procurement planning on project closure. Furthermore, a total of 51% disagreed to differing degrees with regard to the procurement plan's impact on project closure. On the other hand, 13% strongly concurred that the closure process is impacted by procurement planning. This discovery is consistent with the PMBOK's assertion that the influence of the planning phase is significantly reduced during the closure phase. In response to questions concerning this effect, participants underlined that project managers bear primary responsibility for overseeing the project closing phase, which involves producing an extensive report detailing the project's completion and deliverables. But we must not lose sight of the fact that procurement planning is cyclical. Conducting a "lessons learned" approach for the project is crucial, and the organization should use the feedback obtained as useful input for projects it undertakes in the future.

## 4.7Project management techniques

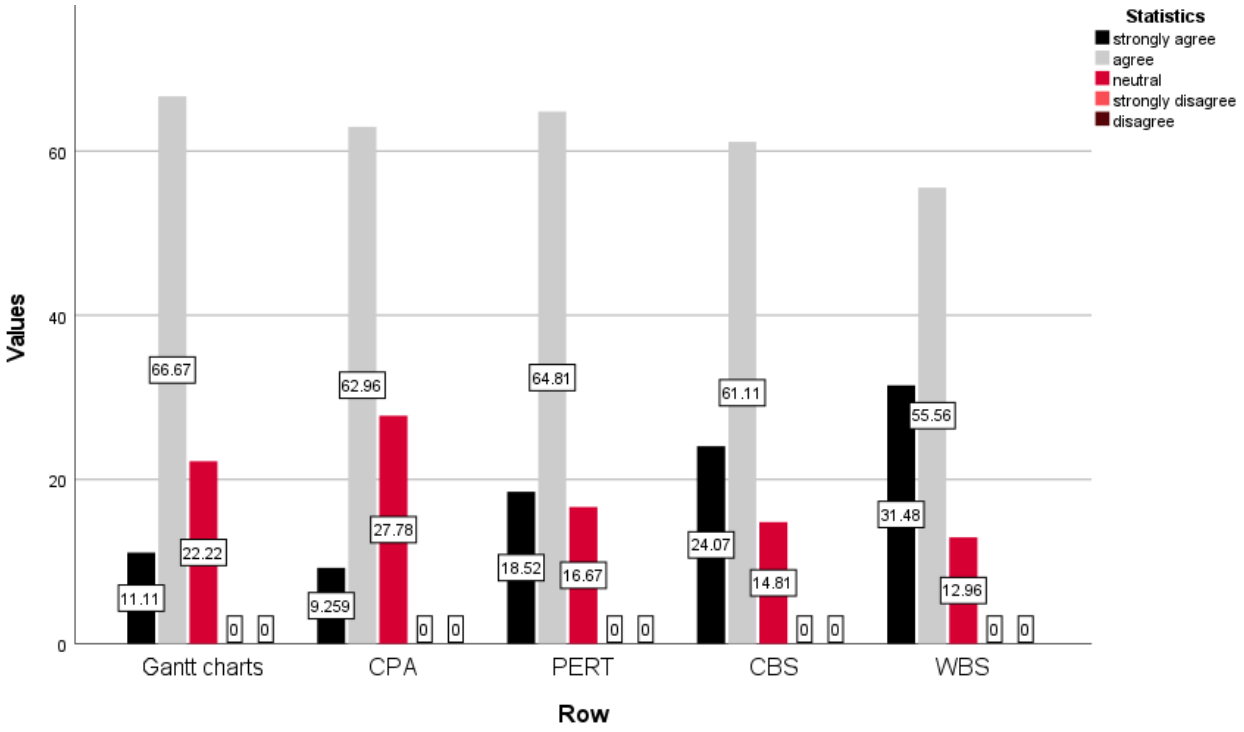



Fig 4.7 Project management techniques

In Figure 4.7, the prevalent project management techniques employed by the local authority are highlighted. It is evident that the most widely utilized technique is the Gantt chart, with a combined 67% of respondents expressing varying degrees of agreement regarding its adoption and use in managing projects for the Harare city council. Furthermore, 55% of respondents agreed (40% agreed, 15% strongly agreed) that the council implements CBS as a management technique. In relation to CPA, 62% of respondents agreed to some extent on its usage in council projects, while 55% agreed on the use of WBS. Moreover, 64% of the survey responses indicated that the council has embraced the utilization of PERT. These results imply that the council uses a variety of instruments and methods in their comprehensive approach to project management in order to guarantee the accomplishment of their initiatives. All of these implemented tools help to assess the most important project success factors, which include scope, budget, time, and quality in the end. As a result, their execution makes it easier to

successfully complete projects and meet deadlines. Concerns are raised, nonetheless, by the comparatively low percentage of positive comments about the use of PERT as a project management technique. The Gantt chart works better for straightforward projects with short time estimates, while PERT works better for complicated projects requiring a lot of resources, according to PMBOK (2012). This situation may lead to challenges in managing council projects and difficulties in integrating all variables and necessary resources.

### 4.8 Challenges in project management

The aim of the study was to explore the main obstacles impacting the success of projects carried out by the local authority. It is crucial to recognize that the constraints identified in procurement planning, given its role in providing input to project management phases, have a direct impact on the performance of local government projects. Therefore, the factors discussed below serve to reinforce the identified constraints.

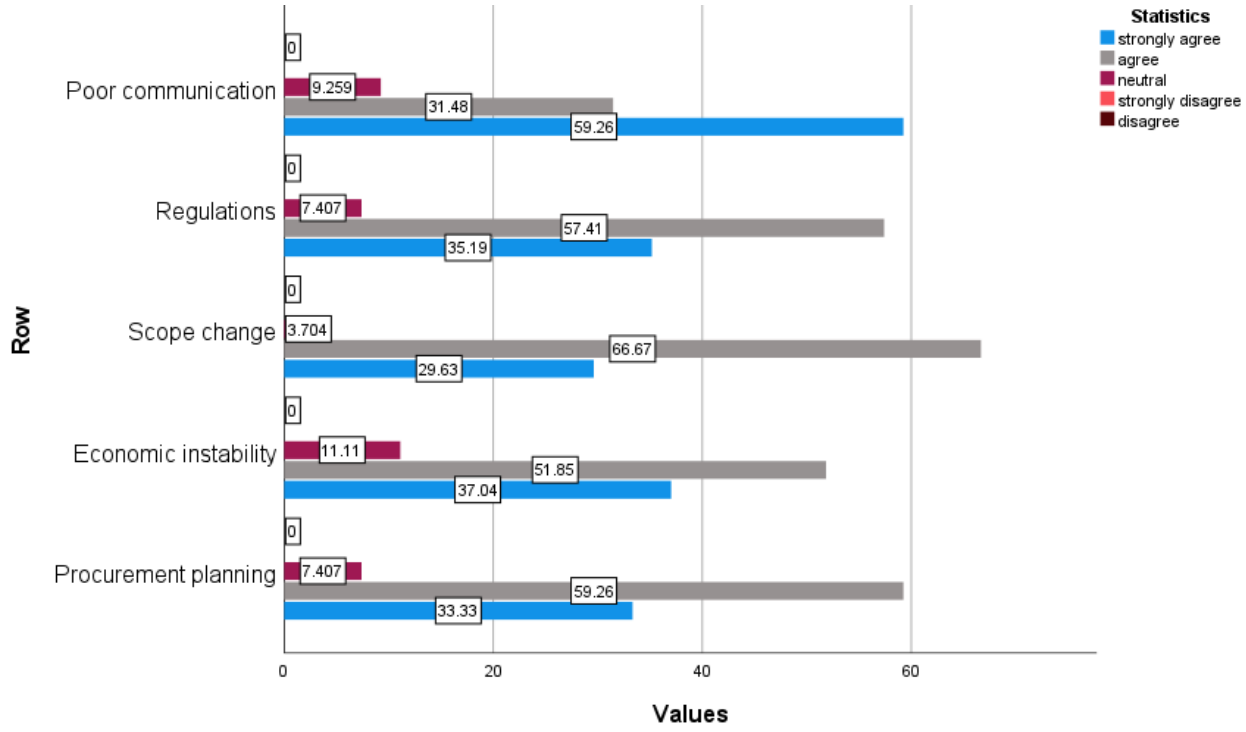



*Fig 4.8 Project management challenges; Source Researcher 2024*

### 4.8.1 Poor procurement planning

According to Figure 4.8, 59% of the respondents agreed, while 33% strongly agreed that inadequate procurement planning has a significant impact on project performance. A deficient procurement plan greatly hinders a project's ability to achieve its goals and deliverables. These challenges can manifest in various ways, including the selection of an inadequate supplier, underestimating the required resources for project financing, or creating an incomplete scope of work. The importance of a flawed procurement plan was highlighted by Adamoah (2015), who emphasized that ineffective planning is a significant factor leading to project failures. This viewpoint is further supported by Sowah (2015), who argued that the lack of a well-developed project plan is the primary cause of project failures. The impact of procurement planning becomes evident through the execution of activities outlined in the procurement plan. Any misalignment or incomplete implementation of these activities can greatly disrupt the project's

lifecycle and impede its ability to achieve its objectives.

### 4.8.2 Scope change

Based on Figure 4.8, it is shown that 30% of respondents strongly agreed, while 67% agreed that scope change plays a role in project failure. Scope change can occur due to various reasons, such as evolving stakeholder needs, advancements in technology, limitations in supplier capacities, or adjustments in project budgets. Consequently, these factors may necessitate modifications in the project's scope or required deliverables. This aligns with the assertions made by PMBOK (2008), which suggest that project scope may require adjustments to accommodate gradual changes throughout the project. Project scope changes, however, can have a major effect on project completion and can increase the likelihood of project failure, according to Zhang (2013) and Kaliba (2009). Respondents went on to clarify throughout the interviews that variations in council budgets, specifically with regard to the allotted funds, are the main cause of scope adjustments. This in turn has an impact on the range of jobs and activities that need to be finished as well as the suppliers' capacities. As a result, it might lead to a decrease in deliverables and lessen the beneficial effects of council initiatives on the community, which would ultimately have an influence on the project's overall performance and alignment with its original goals.

### 4.8.3 Communication challenges

Figure 4.8 illustrates that a combined 89% of participants strongly agreed or agreed that communication challenges posed a constraint on project success. On the other hand, 9% of respondents remained neutral, expressing uncertainty about the impact of communication barriers on project completion. Effective communication is crucial for the success of council projects, which often require interdepartmental project management teams. However, survey respondents noted that communication is frequently lacking, particularly from project managers in the engineering department who either limit their communication or fail to

communicate altogether. This inadequacy becomes particularly noticeable during the execution and closure phases of a project, where changes in project scope are frequently either not properly communicated or communicated at the last moment. Ochieng and Price (2010) supported the notion that communication poses a significant challenge in achieving project success. They argued that insufficient communication results in confusion and conflicts among project members, drawing a parallel to the story of the Tower of Babel, ultimately diminishing the probability of project success.

### 4.8.4 Restrictive legal regulations

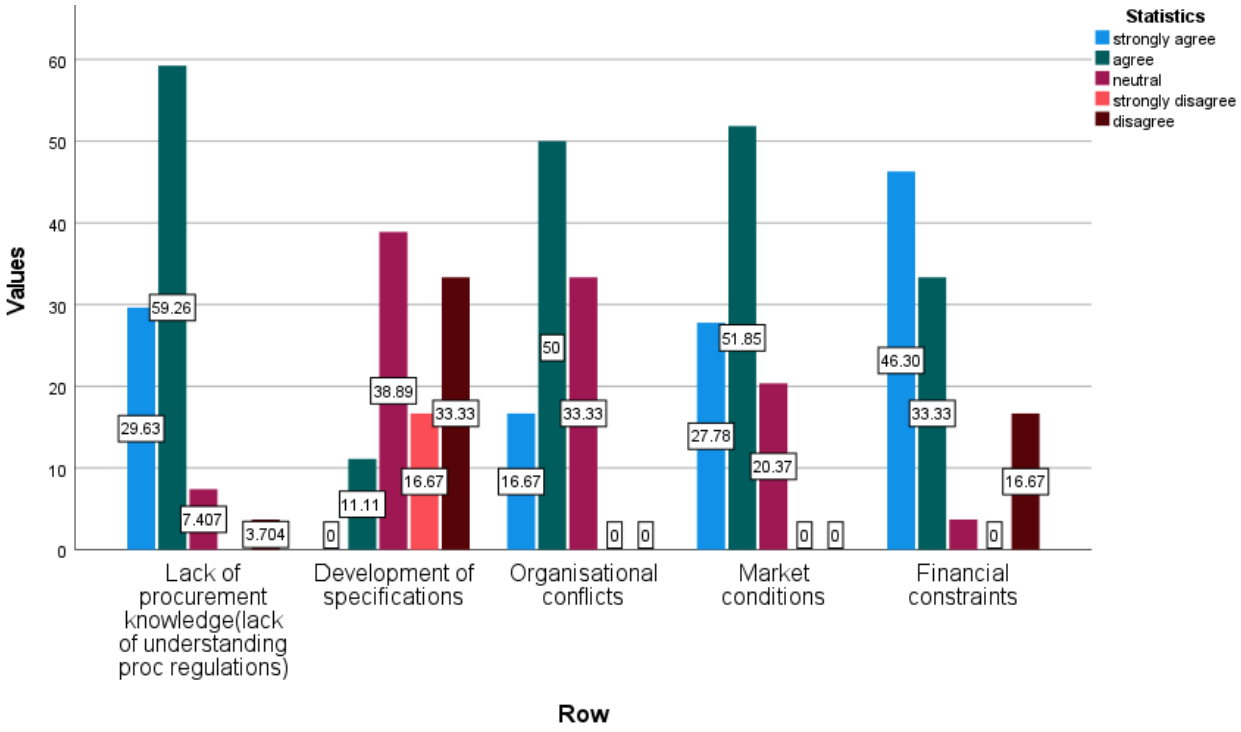
Figure 4.8 presents data indicating that a majority of respondents, comprising 77% in total, either agreed or strongly agreed that restrictive legal regulations have a negative impact on project success. During the subsequent interviews, participants provided further details on the matter and emphasized how the regulatory framework established by PRAZ (Procurement Regulatory Authority of Zimbabwe) significantly impeded project performance and the town council's ability to fulfill its responsibility of providing essential goods and services to the population. Specifically, attention was drawn to Section 80(6) of the Public Procurement and Disposal of Public Assets Act (PPDPA), which imposed a restriction on procuring entities to reassess the financial costs and values of awarded contracts by a maximum of 20%. One interviewee expressed their viewpoint, stating, "The PPDPA limits our capacity to compensate suppliers and their ability to carry out their responsibilities. A 20% threshold is practically insignificant considering the rapidly rising rates in the parallel market."

The regulatory authority has made an effort to address this issue by stating that organizations can only compensate suppliers at the inter-bank exchange rate for imported products in accordance with the project's Bill of Quantities when necessary. However, this has not reduced the frequency of contract cancellations. Numerous contracts have been canceled, leading to the need for re-tendering and requiring additional resources in terms of time, labor, and cost to

complete the cancellation procedures. This problem becomes more pronounced for long-term projects and contracts that exceed the time limit outlined in the procurement plan. As per Section 20(3) of the PPDPA, additional financial resources must be allocated in advance to cover subsequent project years. One respondent noted that "More time is spent on canceling contracts rather than creating them. “Furthermore, respondents identified a trend where suppliers, as a means of protecting themselves from legal liability, requested the inclusion of clauses that shielded them from failing to meet contractual obligations due to economic challenges. However, the local government has been reluctant to agree to such clauses as they significantly increase supply risk, reducing the likelihood of project and contract completion. This has resulted in an impasse regarding the signing of contracts and the initiation of projects.

### 4.9 Challenges in procurement planning

The graph below and the discussion that follows, depicts the challenges faced by the local authority in the development of procurement plans.




### 4.9.1 Lack of procurement knowledge

In Figure 4.9, a significant majority of respondents, comprising 88%, expressed varying degrees of agreement regarding the contribution of familiarity with legal frameworks to the effectiveness of procurement planning. During the interviews, respondents disclosed a challenge stemming from a lack of knowledge among supporting departments regarding procurement regulations, leading to frequent deviations from procurement law. They also identified a lack of knowledge or an organizational culture resistant to change as factors that contribute to these deviations. For example, project developers in the engineering department may fail to recognize and communicate a procurement requirement to the procurement management unit, resulting in its exclusion from the procurement plan. However, later on, end users may request the procurement of the product, disregarding Section 20 of the PPDPA (22:23), which mandates that procurement should align with the entity's budget. This demonstrates a lack of comprehension regarding the procurement plan and the proactive nature of strategic procurement within the town council. Eyaa and Oluka (2011) further

support this perspective, asserting that unfamiliarity with procurement rules significantly impacts compliance, efficiency, and effectiveness in procurement processes.

### 4.9.2 Financial constraints

According to the findings presented in Figure 4.9, financial constraints emerged as the most significant challenge impacting procurement planning. A considerable majority of respondents, comprising 46%, strongly acknowledged these financial challenges as constraints to procurement planning, while 33% agreed with this perspective. These constraints are primarily attributed to the unstable economy and the lack of foreign currency available to fund council projects. Furthermore, local councils often find themselves excluded from the RBZ foreign currency priority list, which limits the municipality's ability to access financially viable sourcing options and adequately compensate suppliers based on prevailing conditions. Consequently, suppliers either request payment in foreign currency or significantly inflate their prices to account for the fluctuating parallel market rate. Respondents highlighted that the procurement budget is denominated in the national currency, posing a challenge for the local authority when it comes to paying suppliers. Suppliers argue that the interbank exchange rate is ineffective as banks rarely provide foreign currency. Ampofo (2013) stated that financial constraints lead to unrealistically high estimates for procurement requirements. In such cases, Ansah and Normanyo (2017) argued that suppliers' capacity to fulfill these requirements is often limited due to prolonged payment periods that exceed contractual regulations. PRAZ has attempted to address this issue by allowing public entities to compensate suppliers for imported goods at the prevailing interbank exchange rate, based on the supplier's inputs. However, it's important to note that the interbank exchange rate often lags behind the prevailing parallel market rate, which suppliers emphasize as the source of their foreign currency input. Therefore, funds received at the interbank rate often do not align with the actual market value.

### 4.9.3 Intra - organizational conflict

Figure 4.9 demonstrates that a significant portion of respondents,33%, remained neutral regarding intra-organizational conflict as a challenge in the procurement planning process. However, 50% agreed and 16% strongly agreed that such conflict posed a difficulty. This conflict leads to delays in the execution of the procurement process due to departments' unwillingness to actively engage in it. One interviewee highlighted the challenge, stating, "The obstacle we encounter when developing the procurement plan is the lack of willingness from departments to participate in the process. Prior to the implementation of the PPDPA (22:23), procurement was primarily seen as a clerical task, with most departments handling their own procurement procedures. However, the new procurement law has elevated procurement to a strategic level, which has not been met with enthusiasm from other departments. This is evident in their hesitation to provide their requirements for products and services to be included in the procurement plan." The interviews also revealed that this reluctance has resulted in the delayed submission of the procurement plan, exceeding the deadline set by PRAZ, which mandates that all procurement plans should be submitted within 30 days after the end of the financial year. Ansah and Normayo (2017) identified the consequences of such delays, highlighting that it often leads to the procurement of resources that were not included in the procurement plan, putting a strain on government finances.

### 4.9.4 Market conditions.

Based on Figure 4.9, a small proportion of respondents, accounting for 20%, maintained a neutral stance, while the majority, comprising 52%, agreed, and 27% strongly agreed that market conditions present a challenge to procurement planning. These market conditions primarily pertain to the supply market, which is directly influenced by economic instability. The volatile economic landscape has severely constrained suppliers' capacity to fulfill their obligations, and in some cases, it has even hindered their ability to initiate or bid for projects. This poses a challenge in procurement planning, particularly concerning budgeting and determining the appropriate procurement method. During the interviews, respondents

highlighted the adverse impact of the deteriorating economy on the supply market and supplier capabilities. Financial hardships have led to a decrease in the number of bids received and, in certain instances, necessitated the reassessment and cancellation of awarded project contracts. Respondents attributed this phenomenon to the escalating costs of conducting business, which has made suppliers hesitant to sign awarded contracts for project completion. Suppliers have also requested the inclusion of specific clauses in contracts to safeguard themselves against potential failures in delivering the required goods or services. In relation to this challenge, Basheka (2008) argued that market conditions in developing countries are unfavorable and significantly affect the ability of procurement entities to ensure quality, timely fulfillment, and cost efficiency in procurement processes. Thai further underscored the significant impact of economic or market conditions on procurement systems.

### 4.9.5Specifications development

Based on the findings presented in Figure 4.9, 33% of respondents expressed disagreement, while 38% agreed, and 11% strongly agreed that the formulation of specifications had a negative impact on the efficiency and effectiveness of procurement planning. Insufficient or inadequate specifications can present challenges during the procurement process. These subpar specifications may arise due to project developers failing to identify project needs, neglecting to seek input from the market, or, as emphasized by the interviewed respondents, exhibiting reluctance to collaborate in the procurement planning process, resulting in incomplete project scopes. Ampofo (2012) contended that the failure to develop accurate product specifications can lead to modifications in the project scope, thereby impacting the project's timeline, cost, and overall quality and performance.

## 4.10 Reliability Test

An assessment of reliability was conducted utilizing SPSS version 27. The test yielded a Cronbach’s alpha outcome of .772, threshold which ensures results validity. This information is

illustrated in the diagram provided.

| Reliability Statistics | |
|---|---|
| Cronbach's Alpha | N of Items |
| .772 | 19 |

## Chapter summary

In order to satisfy the research objectives, the chapter presented the data that the researcher had gathered. SPSS version 27 was used to evaluate the data that had been gathered, and graphs, tables, and charts were used to visually portray the results for descriptive statistics. Using SPSS version 27, a reliability analysis was carried out, and the results exceeded the minimum validity score of.70, with a Cronbach's alpha level of.772. All four project objectives are covered by the data that is shown above. up among all of them, financial difficulties stood up as having the most influence on the efficacy and efficiency of procurement planning as well as the performance of the project as a whole. The results of the study will be summarized, a conclusion drawn, ideas for further research, and advice for the case study organization will all be included in the next chapter.

# CHAPTER FIVE

## 5.1 SUMMARY AND CONCLUSIONS

The concluding section of this research will provide a summary and conclusion of the study, encompassing all four preceding chapters. It will primarily concentrate on the findings presented in chapter four, which aimed to address the main research objective of examining the significance of procurement planning in local council projects. This chapter is divided into three parts: a summary of the research findings, the study's conclusions, and recommendations for future research.

## 5.2 Summary of the research

The primary objective of the study was to address specific research goals, including the examination of procurement planning processes at H.C.C., critical analysis of project management practices at H.C.C., evaluation of challenges encountered in procurement planning,

and assessment of factors influencing the success of municipality projects. The study was grounded in two theories, Goldratt's Theory of Constraints (1990) and Wernefelt's Resource-Based View (1984), which were used to mutually explain and integrate the aforementioned objectives. Relevant literature was collected and analyzed using a conceptual framework developed specifically for this research. Using Goldratt's Theory of Constraints and the iron triangle notion, the conceptual framework determined project performance as the dependent variable (1990). This notion states that scope, quality, cost, and time are the main metrics used to evaluate the performance of a project. Project performance was shown to be highly impacted by the efficiency and efficacy of procurement planning, which was identified as the independent variable. The identification of key factors within the independent variable included the needs assessment, specification development, and budget formulation.

The study adopted a pragmatic research paradigm, prioritizing the study problem over specific methods used. This choice was compatible with the mixed methodology approach employed to gather and analyze data. Data collection involved interviews with five council employees from a sample size of sixty-three employees. Data analysis was conducted using SPSS version 27, and findings were presented using descriptive statistics, as well as visual representations such as graphs, tables, and charts created using SPSS.

The study concluded that the local authority adheres to procurement planning procedures in accordance with the PPDPA (22:23). However, the quarterly review period for procurement plans can have a negative impact on project performance by devaluing allocated project resources, potentially affecting supplier quality and their ability to complete the project. The development of the procurement plan involves a multi-stakeholder approach, encompassing scope, time, and procurement methods. However, the involvement of the PMU, particularly in market surveys, is significantly limited due to organizational culture, resulting in a lack of cooperation from end-user departments.

The study revealed that suppliers are selected based on technical expertise and financial stability. This selection process, combined with competitive tendering as the primary procurement method, positively influences competition, supplier capabilities, and ultimately, project quality. The council manages a diverse portfolio of projects, simultaneously implementing multiple projects of various types. To handle this complex portfolio, the council employs essential project management techniques such as Gantt charts, CBS, WBS, CPA, and CBS.

The research found that the impact of procurement planning is primarily experienced during the execution stage, significantly affecting the project's resource capabilities and overall quality. Therefore, it is crucial to develop a comprehensive project procurement plan that considers key project deliverables and requirements. The major obstacles in procurement planning, as identified, are financial constraints. These constraints have a cascading effect on the capabilities of the supply market, leading to a significant reduction in the available supplier base. Consequently, suppliers submit overpriced bids of low quality. Another significant challenge is the lack of organizational cohesion, resulting in difficulties in developing specifications, as end users are hesitant to provide valuable information to the PMU. This inadequate scope development poses an increased risk of project failure.

Lastly, the study identified various factors influencing project performance, with procurement planning being the most significant. A flawed procurement plan greatly contributes to project failure by causing insufficient resources, incomplete scope definition, and limited financial means, posing a threat to the completion of multiple council projects. Scope changes were highlighted as a key factor hampering project performance by extending project completion time, while communication challenges between project developers, overseers, and the PMU responsible for contract management also posed risks. Additionally, restrictive legal regulations, particularly Section 80(6), which sets a limit on contract price variation, had an impact on

project performance. This limit does not align with parallel market exchange rates from which suppliers source foreign exchange, resulting in limited bids received, contracts signed, and an increase in canceled projects and contracts.

## 5.3 Conclusions

Based on the aforementioned findings, the researcher reached the following conclusions:

The local government authority of Harare displays a robust dedication to adhering to procurement laws and regulatory frameworks when formulating procurement plans. The procurement planning process has a significant influence on different stages of council projects, and its impact, whether positive or negative, is primarily observed during the execution stage. The local authority handles a complex project portfolio and frequently manages multiple projects concurrently. However, it is advisable to review the current project management techniques utilized and incorporate methods that possess greater capabilities for efficiently controlling the extensive project resources.

Based on the above statements, it can be inferred that the elements that influence the effectiveness of procurement planning also have a significant impact on project performance. Therefore, financial limitations, specifically limited access to foreign currency, restrictive market conditions, and resource capabilities, as well as inadequate development of project specifications, scope changes, political influence, and insufficient communication within the organization, all have notable adverse effects on project performance. Lastly, subpar procurement practices emerge as the most significant challenge to project performance, with the consequences becoming evident during the project execution stage and subsequently affecting overall project performance.

## 5.4 Recommendations

To address the existing organizational culture that views procurement as a clerical task and has resulted in departmental hesitation to engage in the planning process, it is recommended to

provide training to end user departments regarding the role and importance of the procurement management unit (PMU) and the procurement plan. This training will help overcome the reluctance and enhance understanding among department members of the significance of procurement in achieving project objectives.

Local councils should be included in the Reserve Bank of Zimbabwe's foreign currency allocation scheme. This would provide the local authority with valuable foreign currency to fund its activities and projects and compensate suppliers using a stable currency.

In order to align with the present market conditions, it is necessary to revise the procurement laws. This can be accomplished by conducting regular reviews of procurement plans to accommodate the dynamic economic environment.

To prevent delays in submitting procurement plans to the regulatory authority, it is advisable to initiate their development at an earlier stage.

For effective project management, it is crucial for the procurement management unit (PMU) to actively participate in all stages of the project management process.

The authority should incorporate more advanced project management techniques into their current strategies.

### 5.6 Areas for future research

The researcher suggests conducting additional studies that concentrate on other industries within the public sector, particularly at the local government level. Furthermore, it is recommended to assess the influence of procurement planning on the supply market of the private sector and their capacity to fulfill customer requirements.

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APPENDIX 1

P Bag 1020
BINDURA, Zimbabwe
Tel: 271 – 7531-6, 7621-4 ,6230
Fax: 263 – 271 – 7534
Cell No 0777603758

**BINDURA UNIVERSITY OF SCIENCE EDUCATION**
**FACULTY OF COMMERCE**
**ECONOMICS DEPARTMENT**

08 March 2024

Harare City Council

**RE: REQUEST FOR PERMISSION TO COLLECT DATA**

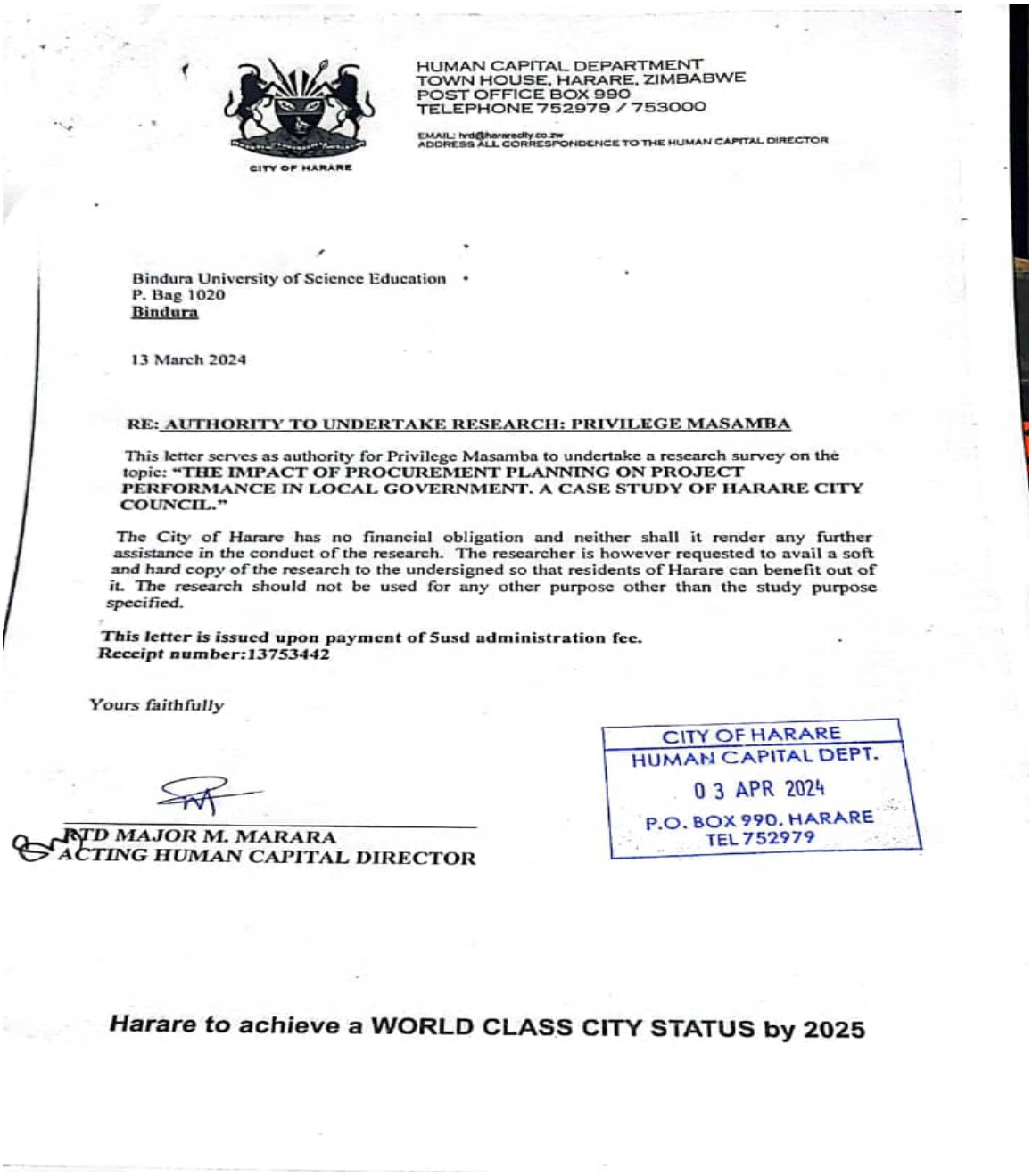
This letter serves to inform you that Masamba Privilege (Reg Number: B201615B) is pursuing Bachelor of Commerce Degree in Purchasing and Supply with our Department. Please assist her with data for her dissertation titled ***"The impact of Procurement Planning on project performance, a case of Harare City Council "***.

The information gathered from this research will be used purely for academic purposes and your response will be classified as private and confidential.

*Your cooperation will be greatly appreciated.*

*Yours sincerely,*

***Mutsvangwa. S. (Ph.D)***
***Chairperson: Department of Economics***



CITY OF HARARE

HUMAN CAPITAL DEPARTMENT
TOWN HOUSE, HARARE, ZIMBABWE
POST OFFICE BOX 990
TELEPHONE 752979 / 753000

EMAIL: hrd@hararecity.co.zw
ADDRESS ALL CORRESPONDENCE TO THE HUMAN CAPITAL DIRECTOR

Bindura University of Science Education
P. Bag 1020
Bindura

13 March 2024

RE: AUTHORITY TO UNDERTAKE RESEARCH: PRIVILEGE MASAMBA

This letter serves as authority for Privilege Masamba to undertake a research survey on the topic: **"THE IMPACT OF PROCUREMENT PLANNING ON PROJECT PERFORMANCE IN LOCAL GOVERNMENT. A CASE STUDY OF HARARE CITY COUNCIL."**

The City of Harare has no financial obligation and neither shall it render any further assistance in the conduct of the research. The researcher is however requested to avail a soft and hard copy of the research to the undersigned so that residents of Harare can benefit out of it. The research should not be used for any other purpose other than the study purpose specified.

***This letter is issued upon payment of 5usd administration fee.***
***Receipt number:13753442***

*Yours faithfully*

CITY OF HARARE
HUMAN CAPITAL DEPT.
03 APR 2024
P.O. BOX 990, HARARE
TEL 752979

*RTD MAJOR M. MARARA*
*ACTING HUMAN CAPITAL DIRECTOR*

***Harare to achieve a WORLD CLASS CITY STATUS by 2025***

APPENDIX 11

Good day Sir/Madam. My name is PRIVILEGE MASAMBA, I am a student pursuing a Bachelor

of Commerce Honors degree in Purchasing and Supply Chain Management with Bindura University of Science Education. As part of the fulfilment of my studies, I am carrying out a research project titled '**The impact of procurement planning on project performance'**. I hereby humbly request your participation in this project. Your input will be treated with confidentiality and will be used for academic purposes only.

**Instructions**

**( Please tick in the boxes**

**( Please do not write your name or personal information**

QUESTIONNAIRE

Section A: Demographic information

1. Gender

   Male Female

2. Age

   YEARS 18-25 26-35 36-45 above 46

   3. Level of Qualification

   Secondary Diploma Degree Post graduate

   4. Years of experience

Less than 2 2-10 Over 10 years

5. Your department

Procurement Finance Engineering

**Section B: How procurement planning is drafted and processes followed**

b1. Does the company follow the outline procurement process by PPDPA Yes No

b2. Which information do you include in procurement plan?

| | Strongly Agree | Agree | Neutral | Strongly Disagree | Disagree |
|---|---|---|---|---|---|
| Budget | | | | | |
| Scope of work | | | | | |
| Method of procurement | | | | | |
| Specifications | | | | | |
| Time for procurement | | | | | |
| Cost estimates | | | | | |

B3. At what stage of procurement planning process are other departments involved in?

| | Procurement | Legal | Finance | Housing&community service | Engineering |
|---|---|---|---|---|---|
| Development | | | | | |

| | | | | | |
|---|---|---|---|---|---|
| of scope | | | | | |
| Market survey | | | | | |
| Need identification | | | | | |
| Procurement method selection | | | | | |
| Budgeting | | | | | |

B4. How often do you update or review your procurement plan?

Weekly Monthly Quarterly Never

b5. Which procurement method is commonly used at your organization for high value projects?

Direct Competitive Restricted RFQ

**Section C: Practices and techniques of project management**

C1. Types of projects commonly undertaken

Works Consultancy Goods Non Consultancy

C2. Are the triple constraints (time, scope, cost &quality) a valid measurement of project performance? Yes No

C3. Which stage of procurement affect project management?

| | Strongly | Agree | Neutral | Strongly | Disagree |
|---|---|---|---|---|---|

| | Agree | | | Disagree | |
|---|---|---|---|---|---|
| Planning | | | | | |
| Execution | | | | | |
| Initiation | | | | | |
| Closure | | | | | |

C5. Project management techniques used

| | Strongly Agree | Agree | Neutral | Strongly Disagree | Disagree |
|---|---|---|---|---|---|
| Scheduling | | | | | |
| Critical path analysis | | | | | |
| Project evaluation review technique | | | | | |
| Cost break down structure | | | | | |
| Work break down structure | | | | | |

**Section D: Factors affecting the success of projects**

D1. What factors affect project success?

| | Strongly Agree | Agree | Neutral | Strongly Disagree | Disagree |
|---|---|---|---|---|---|
| Poor procurement planning | | | | | |

| | | | | | |
|---|---|---|---|---|---|
| Economic instability | | | | | |
| Scope change | | | | | |
| Regulations | | | | | |
| Poor communication | | | | | |

**Section E: Procurement planning factors**

E1. Which of the following greatly impact the effectiveness of procurement planning?

| | Strongly Agree | Agree | Neutral | Strongly Disagree | Disagree |
|---|---|---|---|---|---|
| Lack of procurement knowledge of other members included in planning (lack of understanding regulations) | | | | | |
| Development of specifications | | | | | |
| Organizational conflicts | | | | | |
| Market conditions | | | | | |
| Financial constraints | | | | | |

## INTERVIEW GUIDE

1. Which departments participate in the procurement planning.
2. Does the council follow the planning guidelines set provided in PPDPA22:23?
3. What kind of planning technique do you employ?
4. What kind of procurement method does the company typically use for projects?
5. Is the procurement plan a subset of the budget or does the budget come from procurement plan?
6. Which aspects influence the procurement method selection
7. What role does procurement planning serve in the life cycle of projects?
8. Difficulties encountered in procurement planning
9. Is it still possible to determine the success or failure of project using the iron triangle (budget, scope, time and quality)?
10. Difficulties faces in project management

TURNITIN ORIGINALITY REPORT

The impact of procurement planning on project performance

ORIGINALITY REPORT

| 17% | 7% | 1% | 13% |
|---|---|---|---|
| SIMILARITY INDEX | INTERNET SOURCES | PUBLICATIONS | STUDENT PAPERS |

PRIMARY SOURCES

| | | |
|---|---|---|
| 1 | Submitted to Bindura University of Science Education<br>Student Paper | 11% |
| 2 | ir.knust.edu.gh<br>Internet Source | <1% |
| 3 | Submitted to Manipal University<br>Student Paper | <1% |
| 4 | www.researchgate.net<br>Internet Source | <1% |
| 5 | liboasis.buse.ac.zw:8080<br>Internet Source | <1% |
| 6 | umispace.umi.ac.ug<br>Internet Source | <1% |
| 7 | vital.seals.ac.za:8080<br>Internet Source | <1% |
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