

# West African Centre for Water, Irrigation & Sustainable Agriculture (WACWISA)

University for Development Studies



**WACWISA**  
Building Capacities for Sustainable Solutions

## PROCUREMENT MANUAL

2019

## Table of Contents

1.0 Introduction	1
2.0 Procurement Structures	2
2.1 Procurement Entity	2
2.2 Head of Procurement Entity	2
2.3 Procurement Unit/Directorate	2
3.0 Functions of the Procurement Directorate	2
3.1 Entity Tender Committee (ETC)	3
3.2 Tender Evaluation Panel	3
3.3 Central Tender Review Committee	3
4.0 Functions of the Central Tender Review Committee (CTRC)	4
4.1 Originating Department	4
4.2 Stores Department	4
5.0 Inspection/Takeover Teams	4
6.0 Procurement Advisory Committee (PAC)	5
7.0 Approving Authorities	5
7.1 Thresholds for Approving Authority	5
8.0 Tendering Methods	5
9.0 Time Scales	6
9.1 Estimated Lead Times	6
9.1.1 Request for Quotation	6
9.1.2 National Competing Tendering (Goods)	6
9.1.3 Estimated Lead Times for NCT (Works)	6
9.1.4 Estimated Lead Times for ICT (Goods)	7
9.1.5 Estimated Lead Times for ICT (Works)	7
10.0 Tendering Procedures	7
10.1 Request for Quotation (RFQ)	7
10.2 Tender Evaluation	8
10.3 Contract Award	8
10.4 Contract Management	8
10.5 Expediting	8
10.6 Payment	8
10.7 Feedback	9
11.0 Complaints on the Procurement Process	9
11.1 Review of Procurement Process	9
11.2 Review by the Vice Chancellor	9
11.3 Administrative Review by the Public Procurement Authority	9
12.0 Unethical Conduct	10
13.0 Responsibilities of Officers	10
14.0 Sanctions for Non-Compliance with Ethical Standards	10

---

## 1.0 Introduction

The University for Development Studies (UDS) was established in May 1992 by PNDC Law 279 to blend the academic world with that of the community in order to provide constructive and meaningful interaction between the two for the total development of Northern Ghana, in particular, and Ghana as whole. It began academic work in September 1993 with the first batch of thirty-nine (39) students admitted into the Faculty of Agriculture, (FOA), Nyankpala.

The University's principal objective is to address and find solutions to the environmental problems and socio-economic deprivations that have characterized Northern Ghana in particular and are also found in some rural areas throughout the rest of the country.

Accordingly, UDS consciously and systematically run programmes that are targeted to prepare the individuals to establish their own careers in specialized areas. Further, it equips these practitioners with requisite knowledge to enable them to live and function in any deprived community in the country.

Although the University is still in need of physical infrastructure and teaching aids, it has steadily grown over the years, and now operates four (4) satellite campuses spread out in three (3) Northern Regions of Ghana. That is Wa Campus (Upper West Region), Navrongo campus (Upper East Region) and, Tamale and Nyankpala Campuses (Northern Region).

As a public institution, the UDS uses the Public Procurement Act 2003 (Act 663) as amended in the procurement of goods, works, technical services and consultancy.

The Public Procurement Act 2003, (Act 663) established the Public Procurement Board, now Public Procurement Authority. The Act provided for the establishment of the Public Procurement Board to make administrative and institutional arrangements for procurement, stipulate tendering procedures to secure a judicious, economic and efficient use of state resources in public procurement.

The UDS has internally developed strategies in line with the Public Procurement Act 2003 (Act 663) as amended in the procurement of goods, works, technical services and consultancy.

## 2.0 Procurement Structures

- i. Public Procurement Authority
- ii. Procurement Entity
- iii. Head of Procurement Entity
- iv. Procurement Unit
- v. Tender Committee
- vi. Central Review Committee
- vii. Tender Evaluation Panel
- viii. Originating Department
- ix. Stores Unit
- x. Inspection Team
- xi. Procurement Advisory Committee (PAC)

### 2.1 Procurement Entity

The **University for Development Studies** is a Procurement Entity

### 2.2 Head of Procurement Entity

The Vice Chancellor is the Head of Entity.

### 2.3 Procurement Unit/Directorate

The Procurement Directorate is an outfit in the UDS with the responsibility of superintending procurement. The Head of the Procurement Directorate and his/her team is responsible for undertaking and coordinating all delegated procurement activities within the University.

## 3.0 Functions of the Procurement Directorate

The Procurement Directorate will assist the Vice Chancellor and WACWISA Director in the performance of all procurement related activities by the University, and these include;

- i. Coordination and preparation of procurement plans
- ii. Receipt and review of approved procurement request to ascertain that the proposed procurement is within the approved procurement plan and that budgeted funds available for the specified procurement activity.
- iii. Ensuring that funds are committed prior to the execution of contract.
- iv. Coordinate the preparation of the under listed tender documentations;
  - Specification
  - Terms of reference
  - Bills of quantities
  - Drawings
  - Shortlist

- Adverts
- Pre-qualification documents and other tender documents
- v. Submission of documentation for review and approval by the tender committee prior to issue if so required
- vi. Coordinating the process of opening of tenders and quotations
- vii. Participation in tender evaluation

### **3.1 Entity Tender Committee (ETC)**

The UDS tender committee shall perform the following functions

- i. Ensure that at each stage of procurement activity, procedures prescribed in the Act are followed
- ii. Work within the threshold limits specified in the 2<sup>nd</sup> schedule of the Act
- iii. Exercise sound judgments in making procurement decisions
- iv. Review and refer to the Central Tender Review Committee for concurrent approval Procurement above the ETC's threshold, that has been duly;
  - Processed by the procurement Directorate and
  - Evaluated by the appropriate evaluation panel constituted by the ETC.

### **3.2 Tender Evaluation Panel**

The UDS shall appoint a tender evaluation panel with the required expertise to evaluate tenders.

The composition of the panel would be based on skills, knowledge and experience relevant to the procurement requirement and may include:

- Relevant technical skills
- End user representation
- Procurement and contracting skills
- Financial management and analysis skills
- Legal expertise

A tender evaluation panel shall, in the performance of its functions, proceed according to the predetermined and published evaluation criteria.

A tender evaluation panel shall be an ad hoc body of not more than seven (7) and not less than three (3) members.

To ensure transparency, members of the Tender Evaluation Panel shall not be directly involved in the approval of any contract award.

### **3.3 Central Tender Review Committee**

Tenders beyond the threshold of the ETC are forwarded to the Central Tender Review Committee for concurrent approval.

## 4.0 Functions of the Central Tender Review Committee (CTRC)

The CTRC shall perform the following functions;

- i. Review the activities of each step of the procurement cycle leading to the selection of the lowest evaluated bid or best offer to the University in relation to the particular procurement under consideration, in order to ensure compliance with the Act, its operations instruments and guidelines.
- ii. Review decisions of Head of Entity in respect of complaints.

### 4.1 Originating Department

The originating Department or Unit, WACWISA Technical Team is the initiator of requests for procurement or asset disposal action.

The said officer(s) has the responsibility to;

- a. Ensure that the requirement for procurement is;
  - Justified by the needs of the Unit/Department/Centre.
  - Not for goods already available.
  - Within the procurement plan and covered by available funding in the budget or development plan.
- b. Prepare the initial specifications of the requirement.
- c. Prepare a procurement requisition or memo.

### 4.2 Stores Department

The Stores Department is responsible for the following procurement activities:

- i. Preparation of the annual budget for both allocated and unallocated store.
- ii. Originating department or procurement of stock items.
- iii. Receipts of goods.

## 5.0 Inspection/Takeover Teams

The receipt of all goods, and the validation of work completed for works and services is subject to inspection and verification by an inspection team, made up of;

- i. WACWISA Technical Team representative/user department
- ii. Internal Audit representative
- iii. Store keeper
- iv. Procurement Directorate representative
- v. Supplier/Contractor/Service provider
- vi. Works and Physical Development representative (For Works Procurement)
- vii. Any other person(s) whose expertise would be required

## 6.0 Procurement Advisory Committee (PAC)

The PAC is an institutional arrangement by the UDS for procurements within the threshold of Vice-Chancellor.

## 7.0 Approving Authorities

WACWISA Director

Campus Principal

Head of Entity – Vice Chancellor

Entity Tender Committee (ETC)

Central Tender Review Board (CRTB)

### 7.1 Thresholds for Approving Authority

Approving Authority	Goods	Works	Services
Vice-Chancellor	Up to GHS100,000.00	Up to GHS 150,000.00	Up to GHS 100,000.00
Campus Principal	Up to GHS 20,000.0 0	Up to GHS 25,000.00	Up to GHS 20,000.0 0
WACWISA Director	Up to GHS 20,000.0 0	Up to GHS 25,000.0 0	Up to GHS 20,000.0 0

Details of the ETC and CTRC thresholds are available at [www.ppaghana.org](http://www.ppaghana.org).

The approving authorities may:

- Approve a submission
- Reject a submission with a reason
- Approve submission, subject to clarification or amendment or minor amendment
- Not modify a submission including, in particular recommendations for contract award
- Reject any submission without good justifiable reason.

## 8.0 Tendering Methods

- a. Competitive Tendering includes:
  - i. International Competitive Tendering
  - ii. National Competitive Tendering
  - iii. Request for Quotation
  - iv. Restricted Tendering
- b. Single Source Procurement
- c. Selection of consultants determined by
  - i. Quality cost based selection
  - ii. Quality based selection
  - iii. Selection based on consultant's qualification
  - iv. Least cost selection
  - v. Fixed budget selection
  - vi. Single source selection
- d. Framework contracting

## 9.0 Time Scales

They are guidelines determining the length of time in each of the steps of the procurement process of goods, works and services.

### 9.1 Estimated Lead Times

#### 9.1.1 Request for Quotation

Activity	Time
Preparation of Tender Document	0 - 1 weeks
Invitation/solicitation	0 - 2 weeks
Tender closing/opening	Same date
Tender Evaluation and Report submission	0 - 1 weeks
Contract Award	0-1weeks
Contract Signature	1 week
Delivery/completion period	1- 4 weeks
Inspection and Acceptance	0 - 1 weeks
Final Acceptance (works)	As per contract

#### 9.1.2 National Competing Tendering (Goods)

Activity	Time
Preparation of Tender Document	1-3 weeks
Prior Review/ETC/TRB approval	1-2 weeks
Advert/Tender Invitation	2-4weeks
Tender closing/opening	same date
Tender Evaluation and Report submission	1-2 weeks
Post Review/No objection	1-2weeks
Contract Award	0-2weeks
Contract Signature	1-3weeks
Letter of Credit	1-4weeks
Delivery	as per contract
Inspection and Acceptance	0-1 weeks

#### 9.1.3 Estimated Lead Times for NCT (Works)

Activity	Time
Preparation of Tender Documents	2weeks minimum
Prior Review/ETC/TRB	1-2 weeks
Advertising/Tender Invitation	2-4 weeks
Tender Close/Opening	same date
Tender Evaluation and Report Submission	2-4 weeks
Post Review /ETC/TRB approval	1-2 weeks
Contract Award	1-2 Weeks
Contract Signature	1-3 Weeks
Mobilisation (Advance Payment)	2-4 weeks
Completion Period	As per contract
Final Acceptance	4 weeks

#### 9.1.4 Estimated Lead Times for ICT (Goods)

Activity	Time
Preparation of Tender Documents	1-6 weeks
Prior review/ETC/TRB approval	1-2 weeks
Adverts/Tender Invitation	6 weeks minimum
Tender Close/ Opening	same date
Tender Evaluation and Report Submission	2-4 weeks
Approval by ETC/TRB	1-2 weeks
Contract Award	0-2 weeks
Contract Signature	1-4 weeks
Letters of Credit (Goods)	2-4 weeks
Delivery	6-16 weeks
Inspection and Acceptance	0-4 weeks

#### 9.1.5 Estimated Lead Times for ICT (Works)

Activity	Time
Preparation of Tender Documents	2 weeks minimum 4 weeks
Prior Review/ETC/TRB approval	1-2 weeks
Advert/Tender Invitation	6-8 weeks
Tender Close/Opening	same date
Tender Evaluation and Report Submission	2-4 weeks
Post Review / ETC/TRB Approval	1-2 weeks
Contract Award	1-2 Weeks
Contract Signature	2-3 Weeks
Mobilization (Advance Payment)	2-4 weeks
Completion Period	As per contract
Final Acceptance	24-52 weeks

## 10.0 Tendering Procedures

### 10.1 Request for Quotation (RFQ)

This method is usually used for standard specification items of low value or off-the shelf items with threshold is up to GHS100,000.00.

- Select from a list of suppliers on the organization's supplier data base
- Send invitation letters to at least three (3) and at most six (6) suppliers

The content of the RFQ is to inform supplier of:

- The precise description of the goods, works or service
- The rules for the procurement process
- Sources of Funding
- The evaluation criteria
- The conditions of the proposed contract
- Deadline for submission
- Place for submission
- The tender (quotation) opening commences immediately after the close of tender as stated in the tender document.
- The Opening panel shall comprise at least three (3) persons including a member of Procurement

## 10.2 Tender Evaluation

- The purpose of tender evaluation is to assess suppliers to ensure that a potential supplier will be able to perform any contract or tender that it is awarded.

The following factors are taken into consideration in the general evaluation of tenders:

- Legality to operate as a supplier or service provider.
- Technical capability to perform.
- Minimum economic and Financial capabilities.
- Sustainability and environmental considerations.
- At the end of the evaluation, tenderers that met all the requirements are ranked based on the price. The one with the lowest price is recommended as the Lowest Evaluated Tenderer for award of contract.

## 10.3 Contract Award

- The appropriate approving authority then gives approval for the award of contract.

## 10.4 Contract Management

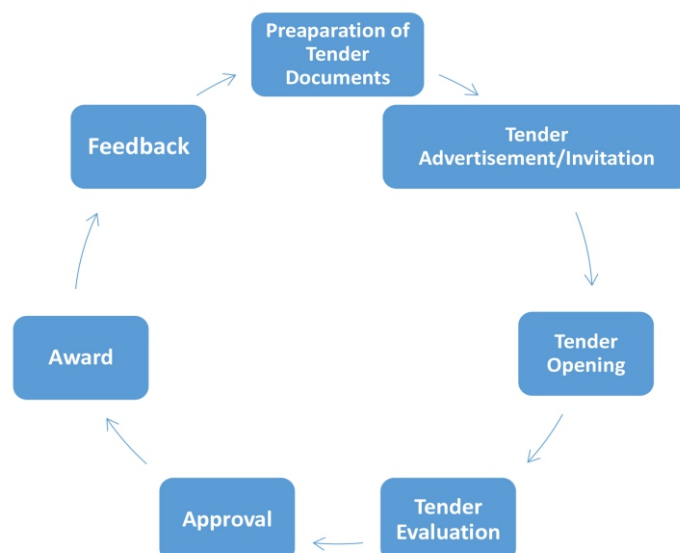
- It is the process designed to ensure that both parties meet their contractual obligations, and that the intended outcomes of a contract are delivered.
- It also involves building and maintaining a good working relationship between the buyer and supplier, continuing through the life of a contract. It normally involves some of the following process:

## 10.5 Expediting

- It is the process of following up or chasing an order to ensure that delivery will be on schedule or track the progress of the order and its delivery.

## 10.6 Payment

- Once goods are delivered, it is the responsibility of the buyer to start the processes for the payment of the goods or services.
  - The invoices should be paid within the period stipulated in the contract and it is usually 28 days.
- It is part of ethical trading to pay suppliers on time as agreed as it impacts on the buyer's reputation.



## 10.7 Feedback

It is recommended that unsuccessful tenderers should be notified about their bids and their Tender Security and samples (if any) returned to them immediately

## 11.0 Complaints on the Procurement Process

### 11.1 Review of Procurement Process

Any supplier, contractor or consultant that claims to have suffered, or that may suffer loss or injury due to a breach of a duty imposed on the Procurement Entity by the Act, may seek a review of the procurement process.

However, the following shall not be subject to a review process:

- a. The selection of the method of procurement used;
  - i. the choice of a selection procedure;
  - ii. the limitation of procurement proceedings to National Competitive Tendering;
  - iii. a decision by the Procurement Entity to reject tenders, proposals, offers or quotation.

A complaint shall, in the first instance, be submitted in writing to the Vice Chancellor

### 11.2 Review by the Vice Chancellor

The Vice Chancellor shall not entertain a complaint unless it was submitted within twenty (20) days after the supplier, contractor or consultant submitting it became aware of the circumstances giving rise to the complaint, or when that supplier, contractor, or consultant should have become aware of those circumstances, whichever is earlier.

The Vice Chancellor may entertain or continue to entertain a complaint after the procurement contract has entered into force.

The UDS shall attempt to resolve a complaint by mutual agreement with the supplier, contractor or consultant. The Vice Chancellor shall, within twenty-one (21) days after the submission of the complaint, issue a written decision:

*stating the reasons for the decision; and if the complaint is upheld in whole or in part, indicating the corrective measures that are to be taken.*

If the Vice Chancellor does not issue a decision within twenty-one (21) days, the supplier, contractor, or consultant, submitting the complaint is entitled to institute proceedings for administrative review by the Public Procurement Authority (PPA). Following the institution of proceedings for administrative review by the Public Procurement Authority, the competence of the Vice Chancellor to entertain the complaint ceases.

### 11.3 Administrative Review by the Public Procurement Authority

A supplier, contractor or consultant entitled to seek review may submit a complaint to the Public Procurement Authority: within twenty-one (21) days after.

Rules Applicable to Review Proceedings are available at [www.ppa.gh.org](http://www.ppa.gh.org)

## 12.0 Unethical Conduct

- i) Revealing confidential or “inside information” either directly or indirectly to any tenderer or prospective tenderer;
- ii) Discussing a procurement with any tenderer or prospective tenderer outside the official rules and procedures for conducting procurements;
- iii) Favouring or discriminating against any tenderer or prospective tenderer in the drafting of technical specifications or standards or the evaluation of tenders;
- iv) Destroying, damaging, hiding, removing, or improperly changing any official procurement document;
- v) Accepting or requesting money, travel, meals, entertainment, gifts, favours, discounts or anything of material value from tenderers or prospective tenderers;
- vi) Discussing or accepting future employment with a tenderer or prospective tenderer;
- vii) Requesting any other Public Servant or Government official representing the Procurement Entity in a procurement to violate the public procurement rules or procedures;
- viii) Ignoring evidence that the Code of Ethics has been violated by a member of the Tender Committee, Public Servant or other employee or representative of the Procurement Entity; Ignoring illegal or unethical activity by tenderers or prospective tenderers, including any offer of personal inducements or rewards.
- viii) Ignoring evidence that the Code of Ethics has been violated by a member of the Tender Committee, Public Servant or other employee or representative of the Procurement Entity; Ignoring illegal or unethical activity by tenderers or prospective tenderers, including any offer of personal inducements or rewards.

## 13.0 Responsibilities of Officers

Senior officers in a Procurement Entity have responsibility to:

- i) Provide instructions and guidance to staff, especially where they may be exposed to opportunities for accusations of fraud or corruption;
- ii) Encourage staff to follow ethical principles and practices and create an environment where transparency and openness are the standard;
- iii) Ensure that all staff comply with instructions and guidelines, including the maintenance of documented records;
- iv) Set appropriate levels of financial delegation, and ensure a proper separation and rotation of duties.

Junior officers in a Procurement Entity have responsibility to:

- i) Follow management instructions and procedural guidelines.
- ii) Be alert to and report any indications of unethical behaviour
- iii) Seek guidance from a manager or auditor on any concerns that may arise.

## 14.0 Sanctions for Non-Compliance with Ethical Standards

- i) Adherence to the provisions of Act 663 as amended and Regulations by Public Officials is obligatory and failure to do so will be considered an offence subject to sanctions.
- ii) Any official suspected of non-adherence to the rules and regulations will be suspended and his or her benefits, including salary, withheld pending investigation. Officials found misappropriating government funds, regardless of the value, will be summarily dismissed.
- iii) Other offences involving non-adherence to the rules and regulations, including negligence and

- iv) Any tenderer, supplier, contractor or consultant who attempts to influence a procurement process, or the administration of a contract by any unfair method, will be subject to sanctions.
- v) This may include debarment of the company from Government contracts for a period of five (5) years, in addition to any remedies that may be sought in a court of law

**WACWISA**  
Procurement Manual

