TOWARDS AN INTEGRATED SUSTAINABLE PROCUREMENT MODEL FOR THE NIGERIAN CONSTRUCTION INDUSTRY: A REVIEW OF STAKEHOLDERS' SATISTISFACTION WITH CURRENT REGIMES

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Abstract
Procurement of public works in Nigeria has been plagued by several ills. Principal amongst these are; inadequate management of the highly competitive contractual relationships, prolonged project time, failing of infrastructure in serviceability requirements, extreme cases of frequent buildings collapse long before the design life has expired and controversial claims. The incidences or accusation of collusion among parties which are detrimental to the projects are burning issues among the Nigerian construction professionals and academics. The aim of this study is to explore stakeholders' satisfaction with the current procurement methods in construction project delivery in the country. The objectives of the research are; to identify stakeholders' expectations for procurement performance in the Nigerian Construction Industry and to explore the level of stakeholders' satisfaction with the procurement methods used. The research employs an exploratory qualitative research approach. 45 respondents who are stakeholders in the construction industry identified through purposive sampling were interviewed. The findings showed that the current methods have not delivered intended benefits to the spectrum of stakeholders. The study concluded that there exists a gap in stakeholders' expectation of performance regarding total project costs, time of delivery, value derivable from projects in their service life and the actual project delivery in the Nigerian Construction Industry. Thus, in developing a sustainable procurement model, stakeholders' perspective is important. Stakeholder's support and buy – in are important being potential users of the new model. Their input, critic and aspirations are necessary ingredients.

Keywords: Construction Industry, Satisfaction, Stakeholders, Procurement, Project

1 Introduction

Construction procurement has become of concern and attracted industry-wide attention considering its critical role in the delivery of intended benefits to project stakeholders (Association for Project Management, 2006). The Construction Industry has struggled to deliver real value to its clients when compared to other industries. This phenomenon scholars argue is largely due to the poor performance of the procurement strategy (Dada, 2012; Dim and Ezeabasili, 2015). According to Love, Skidmore and Earl (1998), procurement performance is a direct measure of the construction industry performance. It is believed that a good procurement is synonymous with successful project performance (Rwelamila, 2010). Hence, Watermeyer (2011) found it appalling, the unwillingness of developing countries and the

paucity of efforts at developing procurement strategy that will deliver better results than currently experienced. Ofori (2000) posits that part of the challenges of procurement in developing countries is that most of the methods used are imported from the developed nations that have different history, culture, technological development and size of industry. Thus, in developing an integrated procurement model for the construction industry in Nigeria, there is need to evaluate stakeholder satisfaction with current methods. This study builds on the works of Dada (2013); Adeojo and Babalola (2013); Ekung, Okonkwo and Odesola (2014) and Omonori and Lawal (2014). The existing studies focused on stakeholder's view of success factors and their engagement on construction projects in the industry. Hence, there exists a gap of an industry-wide inquiry of stakeholders' satisfaction with current methods. The aim of the study is to evaluate stakeholders' satisfaction with the current procurement processes in construction project delivery. The objectives of the research are; to identify stakeholders' expectations for procurement performance in the Nigerian Construction Industry and explore how satisfied the stakeholders are with the procurement methods used in the country. This new study contributes to existing knowledge by providing useful insight into different stakeholders experience as regards construction procurements in Nigeria.

2 Construction Procurement and Stakeholders' Satisfaction

2.1 Construction Procurement

Love *et al*. (1998) argue that procurement is a key factor in attaining client satisfaction and project success. Love, Irani, Cheng, and Li (2002) and Rwelamila (2010) define procurement as "an organisational system that assigns specific responsibilities and authorities to people and organisations, and set out how different elements of a construction project would relate". Also, Greenwood and Walker (2002) describe procurement systems as an arrangement comprising of at least four distinguishable elements:

1. Organization of inputs for the project (how the project will be executed);
2. Relationships of the participants;
3. Reimbursement regimes for participants; and
4. Contractual arrangements.

The definitions above show that procurement entails complex interaction of several components that ultimately determine how construction projects are delivered. The variants of procurement systems used today stem from the need to improve on construction project delivery gains (Babatunde, Opawole, and Ujaddugbe, 2010). Consequently, the selection of the most suitable procurement system is critical for clients and project participants. Thus, an important and contemporary issue for industry practitioners and academics. Construction Procurement methods are broadly classified into Traditional and Non-Traditional types.

2.2 Procurement methods

Literature has identified more than 12 procurement routes through which construction projects can be delivered. These are; Traditional, Design-Build, Construction Management, Management Contracting, Labour Only, Direct Labour, Public Private Partnerships, Partnering, and Strategic Alliance etc. These procurement methods have been classed as traditional and non-traditional types. Traditional procurement method handles the design and construction of a project in two separate phases and by two separate teams (Masterman, 2002; Mbamali and Okotie, 2012). Using this approach, the Client enters into separate contracts with the design team as consultants to produce necessary designs and contract documents. Afterwards, the client signs a separate agreement with the contractor to deliver the project based on agreed criteria. The Client selects a contractor through a tendering process that may

be open, selective or negotiated (Odusami and Bamisile, 1997; Mathonsi and Thwala 2012). The non–traditional types are: Integrated, Management Oriented, and Collaborative/discretionary procurement systems. These are exemplified as Packaged Deals, Turnkeys, Design and Build, Build Operate Transfer (BOT), Design Build Operate Transfer (DBOT); Management Contracting, Construction Management; Public Private Partnerships, Private Finance Initiatives, Partnering, Strategic Alliancing, Concessions, Framework Agreements (Latham, 1994; Rwelamila, 2010).

2.3 Procurements in Nigeria Construction Industry

For over 45years after Nigeria's independence, there was no proper legal framework that regulated procurement in the public sector. Procurements were done based on individual policies of each agency of government fraught with irregularities and corruption. Contracts were awarded based on personal recognition and political office holders used contract awards to settle cronies and families. Succinctly, the World Bank Country Procurement Assessment found:

"*fraudulent practices in the award and execution of public contracts through inflation of contract cost, lack of procurement plans, poor project prioritization, poor budgeting processes, lack of competition and value for money and other kinds of manipulations of the procurement and contract award processes*" (Bureau of Public Procurement, 2015).

In order to mitigate these challenges, the Public Procurement Act of 2007 was promulgated. Thus, Bureau of Public Procurement (BPP) was established in Nigeria to provide a legal/ institutional framework and develop professional capacity for public procurement in Nigeria. The framework covered procurement of goods, works and services. The PPA entrenches the two stage traditional procurement method. This entails the pre-qualification of contractors (technical qualification, financial capability, experience in the industry, adequate personnel, equipment etc.) and financial bidding to select the lowest and most responsive bidder (Adeojo and Babalola, 2013).

Consequently, the main legal frameworks guiding public procurement in Nigeria are Public Procurement Act (PPA), 2007 and Infrastructure Concession Regulatory Commission Act (ICRCA), 2005. The PPA has been criticized for failing to deliver on value for money, transparency, as intended by major stakeholders in the industry due to factors such as failure of the Government to constitute the National Council for Public Procurement and incompetency of procurement officers in running the process. Some successes have however been recorded (Jacob, 2010; Williams–Elegbe, 2012; Bureau of Public Procurement, 2015).

Babatunde, *et al.* (2010) acknowledge the use of both traditional and non-conventional procurement methods in the Nigerian Construction Industry. The study reveals 48.08% of respondents use variants of traditional procurement, 32.69% variants of public private partnership and 19.24% Design and Build methods. The factors that ranked highest in the selection of traditional methods are project completion at estimated time and cost. While the factors that ranked highest in the selection of non-traditional methods are quality assurance and project completion at estimated time.

The Construction Industry Stakeholders in Nigeria have been identified as Architects, Engineers, Project Managers, Builders, Quantity Surveyors, Governments, Local communities, Suppliers and Financial Institutions (Adeojo and Babalola, 2013). Depending on where the projects are located, the local communities are usually willing to accept construction projects geared towards infrastructure development due to years of lack and underdevelopment in certain parts of Nigeria. However, matters of land tenure system, acquisition, adequate compensation, environmental degradation and local participation in terms of employment for the host communities are front burners when it comes to new developments. Experience have

shown that certain social projects such as schools, boreholes, municipal treatment plants, roads, markets, mass housing were poorly delivered (Ekung, *et al.* 2014; Omonori and Lawal, 2014).

2.4 Stakeholder Theory and Construction Project Stakeholders

There is a consensus among many researchers that what is known as "Stakeholder Theory" has its roots in the works of Freeman (1984). Freeman argues that at the organizational level, stakeholder management has a tripartite function. These are: identification of stakeholders, the development process that recognises their needs cum interests and cultivating relationships with them in line with the corporate objectives of the company. Clarkson (1995) asserts that stakeholders can be broadly categorized into two groups. The primary and the secondary groups. Stakeholders that have an official or contractual relationship with an organization such clients, employees, suppliers, and shareholders belong to the former while those not holding such contracts such as government, local community are the latter. Hirsh and Morris (2010) agree with this position.

Turner (1999) opines that "stakeholders" are all the people or groups whose lives or environment are affected by the project but who receive no direct benefit from the project. Thus includes; teams family members, people made redundant by the product of the project, and local community where the project is based. Association for Project Management (2006) views stakeholders as all those who have interests or roles in the project or are impacted by the project. Project stakeholders according to Anderseen (2008) are individuals or groups of people affected by a project or in a position to influence it. These individuals may not have official roles to play on the project. Project Management Institute (1996) defines project stakeholders as individuals or organizations who are actively involved in the project or whose interest may be positively or negatively affected as a result of executing the project.

Despite the above views, Mairnades et al. (2011) strongly posit that there is yet a lot of uncertainties as regards the term "stakeholders". The authors concern stems from delimitation for the word "stakeholder". Who and who are stakeholders indeed? The authors argue that there exist several definitions for the term, therefore creating confusion as to what the term means. Supporting this position, Friedman and Miles (2006), asserts that the term "stakeholder" has been inappropriately used in the past 20years. Though, the term is popularly used by governments, businesses, non-governmental bodies and the Media, there exist more than 60 different concepts and meanings associated with the term "stakeholder" (Bryson, 2004; Beach 2008). Thus, there is an ongoing debate as regards the merits and demerits of the stakeholder theory or whether it is a theory at all (Jones and Wicks, 1999 and Donaldson, 1999).

Nonetheless, the common principle that ran through most of the concepts or definitions is that the Company should take into consideration the needs, concerns and influences of persons or groups who either impact or are impacted by its policies (Federick, 1992). At the organisational level, Cleland (1999) argue that one of the key functions of managers is to develop an organizational structure for a project. This function can be achieved by identifying appropriate stakeholders, specifying the nature of their interest, measuring stakeholders' interest, predicting the future behaviour of each stakeholder, and evaluating the impact of the stakeholders' behaviour on the team's ability to manage the project (project politics).

Eskeroid and Hueman (2013) contest that addressing the needs and challenges of the society entails identifying and managing the needs of stakeholders. The authors suggest that for effective stakeholder management to occur which satisfies the requirements of sustainable development, the following questions require answers;

a) Does value determine the basis of decisions e.g. participation, transparency or fairness?
b) How will the needs of the stakeholders be balanced within the economic, environmental and social interests?

c) To what extent will the values and perspectives of the stakeholders be considered in the short, medium and long-term basis? What of future stakeholders?
d) How far-reaching will the inclusion be in terms of spatial consideration (Gareis, Huemann, and Martinuzzi, 2013) i.e. local, regional, and global stakeholders?

Elkington (1998) uses the term "Triple Bottom Line" to convey the financial, social and environmental performance of a project. The author assets that sustainability could be achieved at the intersection of the environmental, social and financial performance of a project. This is a necessary trade-off for a practicable result (Doloi, 2012). Boyd (2011) views project stakeholders as customers who are either users of the product of the project or those who pay for the project. These stakeholders can be internal or external to the project. It is the project stakeholders that determines whether a project is successful or not depending on the agreed parameters at the beginning of the project and the final project results.

2.5 Project Stakeholders satisfaction

A prominent view in marketing literature as regards customer satisfaction is the GAP model. The model explains that a company must understand its customer expectations and measure its performance against those expectations (Parasuraman, Zeithaml, and Berry, 1985). Strong, Ringer and Taylor (2001) applied the model to the wider field of stakeholder management. The study reveals that timeliness of communication, honesty, completeness of information, the empathy shown by management and treatment of all stakeholders with equity are critical to stakeholder satisfaction.

Satisfaction is identified as one of the challenges of the Construction Industry (Dulaimi, 2005; Nzekwe-Excel, 2012). Traditionally, project team satisfaction derives from meeting the needs of the Client. However, with recent developments in the industry, satisfaction has been redefined as meeting the needs of the clients and other project participants. Construction Industry Development Board (2008) included contractor satisfaction as one of the measures of Construction Industry performance in South Africa. Thus, the success of projects regarding stakeholders' satisfaction is expressed as the extent to which requirements, needs, and expectations of the Client and other project participants are met i.e. key stakeholders.

Boyd (2011) believes there are satisfiers and dissatisfiers that impact on the overall satisfaction of the customer. A satisfier is a project deliverable that if achieved will affect the customers satisfaction positively while a dissatisfier is that which will affect the customer satisfaction negatively if it is not achieved. Thus, highlighted the Maxims of project satisfaction as;

i. Implicitly or explicitly delivering the products that the stakeholders needs or desires
ii. Offering products at quality consistent with the prices
iii. Making projects available in the timeframe specified by the customers
iv. Providing appropriate feedback mechanism
v. Instituting a conflict resolution process that is fair to all the stakeholders.

The APM (2006) defines project success as the satisfaction of stakeholders' needs and thus measured by the success criteria identified and agreed upon at the start of the project. Lim and Zain (1999) explain that from project participant's perspective, project success is construed as the attainment of some established project goals while public or end users perceive project success from satisfaction derivable from the project. Thus, Cleland and Ireland (2004), thought it not strange to see different stakeholders express success/satisfaction from their view point.

Hence, Construction Industry Satisfaction Constructs are Cost, Quality, Time and Utility in a healthy and safe environment (Rwelamila, 2010; Nzekwe-Excel, 2012). Rwelamila (2010) posits that different project procurement systems have varying degrees of impact on meeting

certain stakeholder expectation. These expectations could range from contractor collaboration during the design process, client involvement, reduction in variation, constructability, value engineering, risk sharing and allocation, public accountability to a host of others. The author argued that when the desires of key stakeholders cannot be met by the proposed procurement system an alternative or a variant may be appropriate. Thus concluded that there is a lack of adequate knowledge of procurement systems by construction experts which has been a source of numerous project failures.

In a survey study, Dada (2013) identified that there is no significant difference between the expectation of contractors and clients as regards using the following as parameters for measuring satisfaction in the Nigerian Construction Industry: project completion at expected time, project completion meeting and exceeding agreed quality specifications, project completion at expected cost, transparency and accountability, potential for providing technology transfer, completion for prestige and status symbol.

It is easier to evaluate what stakeholders want at the project level because there is an established technique to do so. The stakeholder analysis is a technique that helps to identify project stakeholders, discern their values, beliefs, expectations and group their level of influence on the project. Thus, at the end of the project the level to which the needs or aspirations of the key stakeholders have been met can be established. However, at the industry level there is much complexity. Stakeholders' satisfaction requires making comments through the aggregation of experiences on numerous unrelated projects. This scenario in itself posed challenges for the research. The paper progresses to the methodology for the research.

3 Research Methodology

This research employs an exploratory qualitative approach. The choice of research methodology was determined by the ontological and epistemological basis of the research and position of literature. Thus, it is important to discuss what constitutes a qualitative research. There are many positions in literature as to what qualitative research entails. However, Mason (2002) succinctly describes qualitative research as that with the interpretivist philosophical approach. Its data generation processes are flexible and sensitive to social context in which the data is produced. Methods of data analysis involves case building which consist of understanding of complexities, details and context. This position is supported by Creswell (1994) and Saunders, Thornhill, and Lewis (2003). It suffices to say, that certain quantitative researchers view qualitative research as less systematic and anecdotal or at best illustrative. Sufficient proof exists in literature that shows that this position is far from the truth. The strategic significance of context and in-depth understanding of the social world remains obvious strengths of the qualitative research.

Key stakeholders in the Nigerian Construction Industry were identified through purposive sampling and interviewed. 45 interviews were conducted. The participants were based in two major Nigerian cities of Lagos and Abuja. The choice of location is due to the concentration of construction activities at these locations. The researcher obtained the consent of the participants regarding their willingness to partake in the study and were informed it is part of an ongoing doctoral research. The interviews were conducted via telephone, thus audio recorded and transcribed for analysis. Table 1 contains list of interviewees according to the stakeholder types.

Table 1. Categorization of interviewees according to stakeholder types

Type of stakeholder	No of interviewees
Government Agency/Procuring Authority	6
Private Sector Client Organization	5
Construction Professionals (Architect, Engineers, Builders, Quantity Surveyors)	12
Construction Companies	8
Informed members of the public	7
Financial Institutions	3
Suppliers	4
Total	45

4 Findings and Discussion

The cross section of respondents admitted to using Traditional, Labour only, Direct Labour, Construction Management, Management Contracting at one time or the other but with limited experience with Design and Build and PPP methods. The interviewees said that it is the clients that determine most of the time the choice of procurement option ably assisted by the consultants after consideration of a host of factors. However, public construction projects delivery at Federal and State levels are governed by the Public Procurement Act, 2007.

The perception of informed members of public concerning the performance of the construction industry regarding its delivery on the cost, quality, time of delivery, and utility basis is less than satisfactory. Projects meant to be delivered within a reasonable period of time get unduly delayed. According to this category of respondents, project costs nearly always escalates. It is common for roads newly constructed to start having potholes within few years of their use. Delivery and maintaining good quality projects have been a challenge. The government hardly carry the public along with good information as regards public infrastructure projects. This in line with the position of Strong *et al.* (2001) with claims that timeliness of communication, the correctness of information, honesty, and a sense of being treated equally affect satisfaction significantly.

Private Sector clients use a wider range of procurement options than the public sector though the public sector is the bigger client. Certain principles such as public accountability, competitive bidding make some procurement options less desirable. Example of such are Cost reimbursable variant of traditional method and Partnering. This is because the tax paying public are less comfortable with the idea of no financial ceiling for projects and fear monopoly in the market. This situation necessitates choosing the most appropriate procurement system and thus impact on stakeholder satisfaction (Rwelamila, 2010). The private sector clients have achieved better delivery of projects because funds are more readily available, delivery of projects are fitted to business outcomes, there is more discipline as regards use of funds, and risk management. The private sector clients feel satisfied with the current methods.

The Professionals' perspective is that more needs to be done concerning choosing appropriate procurement methods to suite the project specifics. The current challenge with funding of national budget has made Public Private Partnership (PPP) a desirable model for government at all levels. However, the PPP is still hardly open enough for scrutiny as there are few of such projects in the country. Most of these projects are still at construction stages. The Financial Institution respondents and Suppliers have been at the receiving end of the imperfection in the industry. These two groups facilitate delivery of projects through the provision of funding, warehousing of funds, provision of performance guarantees and supplying materials. Instability

in the industry affect both groups negatively. The perspectives of the two groups is that while the construction industry has potential for employment generation and increased liquidity, it has performed below expectation. The Construction Company senior management respondents identify delays in payment by Clients, non-effective judicial system for pursuing claims when clients defaults, financial strain in the economy as factors influencing effective procurements. The contractors lament the loss of margin due to stoppage of funding to some projects. Thus admitted the industry can perform better than it is currently in meeting stakeholders' expectation.

5 Conclusion

The study explores stakeholder satisfaction with current procurement regimes in the Nigerian Construction Industry through a quota sampling of key industry stakeholders. The study reveals that there exists a gap in stakeholders' expectation of performance of construction projects and the actual project delivery in the Nigerian Construction Industry in terms of cost, schedule, quality and utility. It suffices to say that satisfaction is low when the spectrum of stakeholders is considered. Thus, in developing a sustainable procurement model, stakeholders' perspective is important. The current research is part of an ongoing research, so the findings of the research will help direct future research in developing a procurement model that will be tailored made to the realities of the Nigerian Construction Industry.

6 References

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