

DURBAN UNIVERSITY OF TECHNOLOGY

**THE IMPACT OF PROCUREMENT PROCESSES ON SERVICE DELIVERY IN
HIGH SCHOOLS: A CASE STUDY OF QUEENSBURGH HIGH SCHOOLS IN
KWAZULU-NATAL**

GABRIEL LINDANI NGCOBO

APRIL 2022



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NATAL**

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Specialising in

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at the Durban University of Technology

GABRIEL LINDANI NGCOBO

APRIL 2022

____Date: ____9 April 2022_____

Co-Supervisor

____(signature) Date: _11 April 2022

DECLARATION

I hereby declare that this study represents the original work by the author and has not been submitted for a degree at any university. Where use was made of the work of other scholars, it has been duly acknowledged in the text and included in the reference list.

SIGNATURE

09-04-2022

DATE

APPROVED FOR FINAL SUBMISSION

Supervisor:

12 November 2021

ABSTRACT

The delays in the provision of public schools infrastructure in South Africa motivated the researcher to conduct this study. Procurement processes by the KZN Department of Public Works have been investigated and evaluated, as these processes relate to services delivery challenges such as delays in project implementation. A case study approach, focusing on public schools in Queensburgh area, KwaZulu-Natal, has been utilised to understand the phenomenon and answer the research question/s.

Procurement processes profoundly impact on service delivery. Insufficient budgets, obtaining approvals from committees, lodging of appeals, and lack of financial and technical capacity are some of the problems that cause delays and problems in service delivery. Interventions to improve the delivery of public schools infrastructure are necessary to ensure that teaching and learning takes place in a conducive environment.

The research question, asked in a case study context: How does procurement management impact on education service delivery in South African public schools? What lessons can be learned from public schools in the Queensburgh area of KZN?

The qualitative research approach, including semi-structured in-depth interviews with officials from the Department of Public Works (DPW) and contractors that do business with DPW assisted the researcher in generating data. Data analysis were performed by utilising thematic content analysis. Relevant coding practices were utilised in the analysis and interpretation of data.

Some of the salient findings regarding the causes of procurement delays in service delivery related to requests for funding, centralisation of powers and functions, objections to awarding of tenders, corruption, awarding of tenders only to the lowest bidders, awarding of tender to incompetent tenderers, incorrect compilation of specifications, lack of requisite skills, lack of working capital, lack of technical knowledge, and invasion of construction sites.

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In closing, I would like to quote Robert Mangaliso Sobukwe “Education to us means service to Africa”.

DEDICATION

I would like to dedicate this work to my late mother, Nozipho Pauline Ngcobo, who instilled Christian values in us. She taught us to be “wise as serpents and innocent as doves” *Lala ngoxolo, ngiyohlala ngikuthanda*.

My late brother Nkosinathi may your soul rest in peace! I love you, brother!

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CHAPTER 1: GENERAL ORIENTATION

1.1 INTRODUCTION AND BACKGROUND

This study evaluated the general impact of procurement and compliance management on effective public school operations. Particular lessons have been learned from schools located in the Queensburgh area of Kwa-Zulu Natal, South Africa.

The public sector relies on public procurement in responding to its developmental mandate to build houses, construct bridges, and provide schools with classrooms and textbooks for South African people (Mazibuko 2018:7). Pooe, Mafini and Makhubela (2015: 67) observed that government uses public procurement to grow economy, protect the national industry against foreign competition, revive certain industrial sectors, and provide solutions for regional differences. Telgen, Harland and Knight (2016:16) supported this view, who stated that public procurement can play an essential role in delivering government objectives.

Luyimbazi (2014:1) observed that the government uses independent contractors to deliver services to the people and invent processes to support service delivery. This is due to the private sector's success in achieving the levels of efficiency that the government cannot achieve. Procurement is therefore, a cornerstone of engaging and managing the service providers, a failure in procurement is detrimental to the delivery of services. Basheka (2009:2) stated that the public procurement process is necessary for ensuring good governance in that all government departments entrusted with the responsibility to deliver services are dependent on this process. Telgen, Harland and Knight (2007:20) indicated that public procurement enables the government to achieve its policy objectives such as employment creation, supporting the business sector, and empowering historically disadvantaged groups.

This study focuses on how procurement processes affect the delivery of infrastructural services to the schools. This research study explores procurement's impact that results in delays and other unintended consequences on service delivery. Regan, Love and Smith (2015:405) postulated that the traditional method of providing public

infrastructure often results in delays and waste. This is re-echoed by Ambaw and Telgen (2017:403) who stated that procurement of goods and services in developing countries is outsourced to the private sector using inefficient procurement processes. Furthermore, various major projects are behind schedule and require the government to put more money to complete. Davis, Love and Baccarini (2008:10) revealed that project duration, in the traditional method, takes long in that construction commences only when the project design is completed. Telgen, Harland and Knight (2007:18-20) further revealed that public procurement is subjected to a plethora of rules and procedures which are sometimes contradictory. The rules and regulations make it difficult for the organ of state to create relationship with the suppliers, hence the role of supplier is important in service delivery. This view is supported by Eyaa and Oluka (2011:35) who postulated that procurement practitioners are operating in an environment that is governed by several regulations, policies, directives, intense scrutiny, technological changes and demand for service improvements. These factors make public procurement an intricate field.

For the government to fulfil the needs of their people they must prioritise efficient procurement practices to ensure the elimination of unnecessary delays in the system (Pooe, Mafini and Makhubela, 2015:67). South Africa's Gross Domestic Product (GDP) is expected to grow at a 1.8% percentage over the next three years owing to spending on government's infrastructure (National Treasury 2022c:3). Bolton (2006a:193-194) believes that South Africa's public procurement operates within the law's ambit. For example, section 217 of the Republic of South Africa Constitution stipulates that when organs of state contract for goods and services, they must do so in line with a cost-effective system.

Saad (2018:41) supports Bolton's view that the legal framework for procurement is stipulated in a number of Acts of Parliament. To be specific, the construction procurement is incorporated under the Construction Industry Development Board of Act (Act 38 of 200). De La Harpe (2009:47) indicated that a well-constructed procurement system is achievable when there is a clear legal framework that creates the rules for transparency, mechanisms for enforcements, and consistency in overall policy formulation and implementation. Moreover, competent personnel must implement and manage the procurement function. Thai (2001:28) revealed that public

procurement has many conflicting interests. Therefore, sound regulations are necessary to increase public confidence failure to enforce regulations result in malfeasance.

1.2 RATIONALE AND MOTIVATION FOR THE STUDY

Since the government estimated to invest over R750 billion in infrastructure to support economic growth and improve the lives of its citizens, an efficient and cost-effective supply chain management system must be in place to ensure that those objectives are realised. Failure to deliver on the objectives interrupts the lives of the people and the economy thereof (National Treasury 2016:4). It is estimated that 20.47% of the GDP in South Africa comes from public procurement expenditure (Mhelembe and Mafini 2019:1). The public-sector spending on infrastructure over the next three years is estimated at R812.5 billion. There are six projects to be undertaken with a total value of R96 billion. This includes massive infrastructure and construction of six new border posts (National Treasury 2022c:3). In the 2013 /14 financial year, the South African public sector spent R500 billion on goods and services and construction works. If it is spent efficiently, this large amount of money will ensure the provision of services such roads and ports, schools, and health services (National Treasury 2015a:3-4).

Since public procurement contributes to the country's economy, it is important to ensure that it operates in enabling environment. It is crucial to identify the risk factors that act as hurdles to the successful performance of public procurement (Mhelembe and Mafini 2019:2). Based on anecdotal evidence, which resulted in observation on how inefficient procurement system results in untenable delays in service delivery, the researcher is motivated to conduct this study to understand the causes and possible solutions to this intractable problem. Rendon (2008:203) acknowledged that the public sector faces enormous challenges in dealing with large contractors who compromise service delivery by taking advantage of government inefficiencies in procurement core competences and contract management.

The focus of this research is to investigate the impact of procurement processes on service delivery by using "a Case Study approach". The focus will be on schools in the Queensburgh area in KwaZulu-Natal. Procurement irregularities in the schooling

sector system, in this area, affect the quality of service delivery and often results in delays, legal challenges and ultimately budget overruns. All these factors affect service delivery and cause enormous constraints to communities. Moreover, the delays ultimately affect budgets to the extent that the government has to add more money from public funds to finance the project due to time delays. The procurement system should be designed in a manner that is immune to delays caused by red tape for the government to respond to the needs of the people efficiently and effectively. Manyathi (2017:11) revealed that public procurement is fraught with acts and regulations that emanate from Parliament which require the organs of state to engage in competitive tendering when they contract for goods and services.

1.3 RESEARCH PROBLEM

In developing countries, public procurement is considered as essential in delivering services and a considerable portion of the budget is spent on procurement. However, in many developing countries, the service delivery is poor despite the massive allocation of the budget being made (Davis et al., 2014:79). The phenomenon and problem focused on in this study formulation is that the failure of procurement systems results in enormous service delivery backlogs, such as delays, unpredictable price inflations, community unrest, corruption and other societal maladies. More significantly, such inefficiencies result in the ultimate failure of the government to provide services to its citizens affecting the general quality of life for citizens. On the policy front, Bolton (2006b:22) stated that the inflexibility of public procurement policies has made public procurement more intricate.

The main argument to be advanced in the study is that there should be organic flexibility in the implementing compliance measures so that they do not hinder the service delivery process. This is not the same as saying that compliance measures are irrelevant or insignificant in the procurement process. However, the study emphasizes that these should not act as a barrier or hindrance in the entire procurement process. This study seeks to highlight the importance of educational service delivery and how the procurement process should ultimately enhance education.

1.4 RESEARCH OBJECTIVES

1. To ensure that effective procurement management impact positively on education service delivery in South African public schools; to learn lessons from public schools in the Queensburgh area of KZN;
2. Determine the linkage between procurement processes and compliance management, and how this interface impact on public school operations;
3. To improve and streamline procurement management – and the aspect of compliance management - to benefit education delivery in public schools;
4. To propose novel procurement and compliance management policy adjustments.

1.5 RESEARCH QUESTION

- 1 How does procurement management impact education service delivery in South African public schools? What lessons can be learned from public schools in the Queensburgh area of KZN?
- 2 What is the linkage between procurement processes and compliance management, and how does this interface impact public school operations?
- 3 How can procurement management – and the aspect of compliance management - be improved and streamlined, to benefit education delivery in schools?
- 4 To what extent are novel procurement and compliance management policy recommendations possible, to improve on the current challenges?

1.6 SIGNIFICANCE OF THE STUDY

Watermeyer and Phililps (2020:63) noted that the myriad of legal prescripts that regulate procurement in the South African public sector make it difficult for procurement staff to understand their expectations. In some instances, this creates fear to some procurement staff in discharging their duties owing to the Auditor General's new power to hold officials individually responsible to reimburse the state for the funds misapplied. The organs of state advertise tenders has slowed down owing to strict audit procedures that warrant the rigorous checking to avoid errors that can lead to qualified audits.

Therefore, this study seeks to shed more light on how to manage procurement difficulties in the public sector. Service delivery protests are often related to poor or non-existent service delivery in most instances. Since 2004, South Africa has experienced widespread service delivery protests against uncaring, self-serving, and corrupt leaders of municipalities (Alexander: 2010:25). The recommendations of this study may assist government authorities and policy makers in making informed decisions about procurement issues.

1.7 LITERATURE REVIEW

Dlungwane (2017:7) indicated that the rationale behind a literature review is to provide a clear understanding of existing literature in relation to the societal problem being investigated.

Various sources such as articles, books, journals, dissertations, reports from organisations, newspaper articles, and policy statements pertinent to procurement and service delivery were reviewed. Chapter two of this dissertation presents a detailed review of relevant literature.

1.8 RESEARCH DESIGN AND METHODOLOGY

A summary of research design and methodology is provided below:

1.8.1 Research design

Dlungwane (2017:8) postulated that the research design determines how the research study will be conducted. Therefore, the researcher should collect and analyse information to respond to the research questions. The attainment of clarity into research questions enables the researcher to develop a research design.

In the context of this research study, the method of the qualitative research approach was purposefully utilised in obtaining data. According to Creswell (2009:175) qualitative researchers gather various forms of data such as interviews, observations and documents instead of the single form of data source. The data is then analysed and organised into categories and themes.

1.8.2 Sampling

In this study, a sample of eight Public Works officials and eight contractors that do business with DPW were used to collect data. Creswell (2009:175) further stated qualitative researchers choose participants for data collection according to the research problem. A purposive sampling technique was used in selecting officials and contractors to be interviewed. The researcher was believed that the officials with knowledge of built environment and procurement would assist in providing data that is needed during the analysis phase. Moreover, the researcher found that contractors who do business with DPW provided responses required for data collection and analysis. As stated, the eight officials that were interviewed were chosen based on their academic qualifications such as quantity surveying, project management and civil engineering. Moreover, some were chosen based on their built environment propensity and experience and others based on their knowledge and experience of procurement. The contractors were also chosen based on their knowledge of construction and their numbers of years doing business with DPW.

1.8.3. Methods of data collection

This study utilised interviews that were conducted face to face. This method was used to understand the participants' views and perceptions better. Data were collected to determine the causes of delays and defaults in service delivery. The interviews with the officials were conducted in the government offices, and the interviews with contractors were conducted in their offices. Data was collected using an audio recorder.

1.8.4 Ethical issues

Conradie (2020:16) indicated that the dignity of the respondents in a formal academic research is not compromised. The respondents' identities during the research process were never revealed. Comments made during interviews deemed to compromise either the department or contractor were not incorporated into the study. Data generated is being used for academic purposes only namely, completion of this dissertation and for publication of academic articles.

1.9 STRUCTURE OF DISSERTATION

This dissertation comprises of five chapters. These chapters will be segmented as follows;

Chapter One

This chapter includes introduction, background of the study, the rationale and motivation for the study, the problem statement, and the significance of the study, the research aims, questions and objectives. It concludes with methodology.

Chapter Two

In this chapter the researcher investigates the legal framework for the government procurement and methods of procurement. It reviews the challenges of procurement in the South African context, African context and International context.

Chapter Three

This chapter contains the research design and methodology used to collect data. The qualitative research approach method, which incorporates sampling approaches, data collection and data processing, is explained.

Chapter Four

This chapter presents, discusses and analyses data into various themes and findings.

Chapter Five

This chapter presents the conclusion and recommendations, which are based on the findings of the study.

1.10 CONCLUSION

This chapter provided a background to the study, motivation and rationale for the study, research problem, aim and objectives, the significance of the study and methodology.

This study provides the literature on public procurement and aims to create a broader insight into procurement challenges that may assist the government in improving service delivery. This chapter explained the key objectives of the study and the methods which are going to be employed to achieve the aforesaid objectives. Lastly, a summary of the study was presented. In the following chapter, the literature review is dealt with rigorously.

CHAPTER 2: LITERATURE REVIEW

2.1 INTRODUCTION

In this chapter, the literature will be reviewed succinctly in line with the key research question of this study, which is to explore the impact of procurement processes on service delivery with reference to public schools. The challenges related to procurement and compliance management during the provision of infrastructural services are being explored. The chapter begins with a short introduction outlining the impact of procurement on service delivery. The rest of the chapter is discussed under the following sub-headings: Definition of Public Procurement, Theoretical Framework, Legislative Framework for the government Procurement, Methods of Procurement, Service Delivery, The impact of Procurement in the South African context, African context and International context.

This study focuses on the impact of procurement processes and compliance management related to infrastructure in the public schools. Saad (2018:44) noted that lengthy processes of procurement coupled with delays by bid committees, hinder service delivery. The literature investigates local and international studies in order to support the argument of the study which pronounces that procurement impacts on service delivery. Watermeyer and Philips (2020:9) indicated that the procurement system focuses, in particular, on procedural compliance than value for money, as a result, the support functions gets affected. There has to be a shift from the manner in which procurement operates to prevent the system from being costly, burdensome, ineffective and susceptible to fraud.

All governments require goods and services in order to operate. These goods and services can be obtained either by “in house” or “contracting out”. The process whereby government obtains goods and services from entities that trade with the state is referred to as government procurement or public procurement (De La Harpe 2009:20-21). Anthony (2013:3) stated that the government procurement contributes in the growth of country’s economy, therefore, it must be managed properly. Bolton (2006b:2) observed that public sector procurement is estimated to be almost 14% of

GDP. Watermeyer and Phillips (2020:7) noted that the National Development Plan (NDP) is aimed at achieving 10% of GDP through public infrastructure investment that is funded through tariffs, public private partnership, taxes and loans. Mazibuko (2018:118) revealed that procurement processes enable the country to achieve the public infrastructure such as offices and facilities that provide places of work for officials, schools, hospitals and clinics that provide essential services.

2.2 MEANING OF PUBLIC PROCUREMENT CONCEPTUALISATION

This is a brief review of different definitions of public procurement by different scholars in order to shed light on the meaning of the concept public procurement.

Bolton (2006b:2) described procurement as the role of purchasing goods and services from private entities. Mazibuko (2018:1) defined procurement as the supply chain system for the acquisition of all necessary goods, works and services by government and its organs in order to promote general welfare of society. Anthony (2013:39) revealed that since procurement refers to “acquisition”, the phrase “contracts for goods and services” as per section 217(1) would exclude the instances where the state is providing goods and services. The author is of the view that the word “procurement” refers to acquisition of goods or services by public bodies and not the supply of such goods or services.

According to De La Harpe (2009:27) the provisions of the Constitution are the starting point to define term procurement. Section 217 of the Constitution refers to the contracting of goods and services by the state. Section 217(1) further refers to “contracts”, and uses the word as a verb. This interpretation is narrow in that it refers only to the contractual stage of procurement, a wide interpretation is needed that should include both pre-contractual and contractual phase of procurement. De La Harpe (2009:28) further observed that a broad interpretation to section 217 is necessary to include the sale and letting of assets or services by the state

2.3 THEORETICAL FRAMEWORK AGENCY THEORY

The first scholars to propose the agency theory were Stephen Ross and Barry Mitnick. Ross invented the economic theory of agency, and Mitnick invented the institutional

theory of agency. Ross invented the study of agency in tandem with problems of compensation contracting. Mitnick invented the theory on the premise that institutions form around agency and are essential in addressing problems that stem from agency relationships (Mitnick 2019:2). Agency theory focuses on the agency relationship, in which one party (the principal) delegates work to another (agent), who performs that work. Furthermore, agency theory uses contract as an instrument to describe the relationship between principal and the agent (Jensen and Meckling 1976 cited in Eisenhardt 1989: 58).

Shapiro (2005:266) described agency relationships as contracts, incentives, monitoring devices, bonding and other forms of social control, which are necessary in minimising agency costs. Eisenhardt (1989:58) further stated agency theory is meant to address the problems that occur in agency relationship. The first problem arises due to conflicting desires and goals of the principal and agent. The second problem arises due to risk sharing between principal and agent and their different attitudes towards addressing the problem. Both parties prefer different actions towards addressing the problems due to their different preferences.

Hill and Jones (1992:132) suggested that the agency theory holds the assumption that the interests of principals and agents are different; as a result, the principal must establish incentives for the agent to curb opportunistic action. Eisenhardt (1989:59-60) concurs with Hill and Jones that outcome-based contracts curb agent opportunism. However, Beatty and Zajac (1994 cited in Dharwadkar, George and Brandes 2000: 651) suggested that agency problems can be addressed by three ways:

1. enhancing risk-bearing properties of principals and agents;
2. increasing incentive alignment between principals and agents and
3. proper monitoring of agents by principal.

Regan, Love and Smith (2014:152) indicated that public private partnership advocates for the risks associated with contract to be transferred to contractors and the remainder to be borne by the government. Eisenhardt (1989:58) noted that in agency theory there are elements of risk sharing between principal and agent and there are different attitudes towards addressing the risk.

In the light of the above, the agency theory can assist in curbing poor performance of the contractors that do business with the DPW. Agency theory holds the assumption that the interests of the government and the contractors are conflicting, as a result, government must put measures in place to monitor and incentivise the contractors in order to avoid the problem of poor performance that hinders service delivery. Furthermore, the agency theory can assist in addressing the above problem due to the fact that agency theory holds the assumption that principal (government) must monitor the behaviour of the agent (contractor) in order achieve the desired outcomes.

2.4 LEGISLATIVE FRAMEWORK FOR GOVERNMENT PROCUREMENT

In this section the legislation is outlined that govern public procurement in South Africa. This serves to guide organs of state and procuring entities on how to comply with rules and regulations when they contract for goods and services.

According to Penfold and Reyburn (2011:4) section 217 of the Constitution provides as follows:

- (1) When an organ of state in the national, provincial, and local sphere of government, or any other institution identified in the legislation contracts for goods and services, it must do so in accordance with a system which is fair, equitable, transparent, competitive and cost-effective.
- (2) Subsection (1) does not prevent the organs of state or institutions referred to in that section from implementing a procurement policy providing for –
 - (a) categories of preference in the allocation of contracts, and
 - (b) the protection or advancement of persons or categories of persons, disadvantaged by unfair discrimination.
- (3) National legislation must prescribe a framework within which the policy referred to in subsection (2) must be implemented.

In line with the above, De La Harpe (2009:271) observed that the Constitution advocates for procurement system which is fair, equitable, transparent, competitive and cost-effective to enable all bidders a fair chance in the award of contracts. He is of the view that due to the history of Apartheid, Constitution also advocates for

protection or advancement of persons who were historically disadvantaged. Bolton (2006:194) is of the view that using procurement as a policy tool can be interpreted as “wealth redistribution”. Anthony (2013:64) reiterated that using procurement as a policy tool may benefit the historically disadvantaged groups and eradicate the effects of past injustices.

2.4.1 Public Finance Management Act no.1 of 1999 and Municipal Finance Management Act no. 56 of 2003

In tandem with section 217 of the Constitution, framework legislation was enacted to regulate public procurement. The first Act is the Public Finance Management Act (PFMA), which prescribes the procurement system that must be followed by national and provincial governments, the public entities listed in Schedule 2 and 3 of the Act, constitutional institutions, Parliament and provincial legislatures. The second Act is Municipal Finance Management Act (MFMA) that regulates public procurement on local sphere of government. The third is Act is Preferential Procurement Policy Framework Act (PPPFA) which is applicable to all spheres of government to empower the historically disadvantaged groups (De La Harpe 2009: 273).

According to Anthony (2013:28-29) the legislation applicable to procurement includes PPPFA that regulates preferential procurement by outlining the manner in which to implement preferential procurement policies. PFMA governs public finance and public sector procurement at national and provincial government level, whereas, MFMA manages public finance and public sector procurement at local government level. This is re-echoed by De La Harpe (2009:306) who stated that MFMA seeks to promote the efficient and effective utilisation of financial resources in municipalities and institutions in the local sphere of government. Saad reiterated that (2017:15) National Treasury through the PFMA of 1999 and the Local Government MFMA of 2003 ensures that organs of state comply with public procurement in South Africa.

Bolton (2006b:6) observed that PFMA regulations and Supply Chain Management regulations have been promulgated for the implementation by the organs of state to acquire goods and services and the disposal and letting of government assets in line with fairness, equity, transparency, competitiveness and cost-effectiveness. Bolton (2006b:7) further noted that MFMA provides that organs of state must procure goods

and services in line with the system that is fair, equitable, transparent, competitive and cost-effective. De La Harpe (2009:305-306) postulated that the PFMA repeats the requirements of the Constitution in that it does not take the constitutional principles of the public procurement further. He is of the view that the onus is on the procuring entities to devise a system in line with a framework of the Constitution, the PFMA, the regulations and the practice notes.

This supported by Penfold and Reyburn (2011:8) who stated that PFMA echoes the procurement principles set out in the constitutional provisions. Mazibuko (2018:113) is of the view that PFMA gives National Treasury functions and powers of oversight on public procurement. Mnguni (2012:34) views PFMA as an Act that promotes good financial management by ensuring that service delivery is rendered through scarce resources. She views the objectives of the PFMA as follows:

- To remodel the system of financial management in public sector.
- To ensure that public sector managers perform their duties but, at the same time, answer for their actions.
- To eradicate waste and corruption in the use of public assets.

2.4.2 Broad Based Black Economic Empowerment Act no.53 of 2003

Broad Based Black Economic Empowerment Act advocates for the economic empowerment for previously disadvantaged groups such as Blacks, women, workers, youth, disabled and people living in rural areas. The Act mandates that the Codes of Good Practice must be issued on Black Economic Empowerment (BEE). The Codes of Good Practice serve as guidelines through which the preferential procurement policy is implemented by organs of state (De La Harpe 2009:329-330). Saad (2017:26) noted that BEEE Act correlates with the PPPFA in that the participation of black people in the economy is advocated by granting preference to black owned companies. In doing so, government also promotes the inclusion of Small Micro Medium Enterprises (SMMEs) in the economy. Mazibuko (2018:53) supported Saad's view that PPPFA of 2000 (RSAc) provides that the government tenders be awarded to entities that are BEE compliant.

2.4.3 Promotion of Access to Information Act no.4 of 2013

De La Harpe (2009:316) noted that the Promotion of Access to Information Act (PAIA) was enacted to give access to any information held by the state and any information possessed by another person that is required for the protection of any rights. This makes possible for all individuals involved in public procurement to access information that is deemed necessary to avoid any infringement on their rights that may occur during the award of contracts. According to Anthony (2013:29) PAIA controls access to any information held by both the government and citizens.

2.4.4 Promotion of Administrative Justice Act no.3 of 2000

According to Penfold and Reyburn (2011:32) Section 33 of the Constitution provides that everyone has the right to lawful reasonable and procedurally fair administrative action, therefore, the Promotion of Administrative Justice Act 3 of 2000 (PAJA) was enacted to give effect to constitutional rights in that it permits the aggrieved bidders to request the written reasons for administrative actions. De La Harpe (2009:320) viewed PAJA as an Act that gives power to all people involved in public procurement in that all decisions taken in public procurement are administrative and they must comply with the dictates of the Constitution which is fairness, equity, transparency, competition and cost effectiveness. Mazibuko (2018:138) revealed that the procedure to pursue remedies and enforce ethical procurement practices by entities is applicable to challenge procurement decisions as prescribed in the PAJA. However, before instituting judicial review proceedings, it is necessary that an applicant should first finish any internal remedy provided for under any other law.

2.4.5 Construction Industry Development Board Act no.38 of 2000

According to Saad (2017:14-15) construction procurement is included under the Construction Industry Development Board Act (Act 38 of 2000). The Construction Industry Development Board (CIDB) and CIDB Standard for Uniformity in Construction Procurement ensure that construction industry complies with regulations. Anthony (2013:66) revealed that since CIDB is a public entity listed in Schedule 3 of PFMA, it

must operate in line with the dictates of the section 217 of the Constitution. The CIDB is empowered in terms of section 4(c) and 5(4) of the CIDB Act to create the Code of Conduct in ensuring that all participants in the construction procurement act in the best interest of the industry. De La Harpe (2009:326) is of the view that CIDB Act seeks to establish CIDB in order to promote an integrated strategy for reconstruction, growth and development. The Act is also duty bound to promote standardisation and uniformity in procurement documentation, practices and procedures, best practice and value for money and international competitiveness.

Watermeyer and Phillips (2020:29) observed that the CIDB register of contractors seeks to support risk management in the bidding process, reduce administrative burden related to the award of bids, and reduce bidding costs to all parties in the construction industry. Furthermore, the CIDB Act ensures that construction works are awarded only to a registered contractor. Watermeyer and Phillips (2020:35) further noted that CIDB Act envisioned the establishment of register of contractors that will enable the organs of state to manage risk on intricate contracting strategies and promote the contractor development. Saad (2018:42) revealed that CIDB ensures the proper functioning of the activities such as contract for engineering and construction works; supply contracts for the procurement of construction materials and equipment; service contracts for construction, as well as professional services; and the disposals excess materials, equipment and demolitions.

2.5 METHODS OF PROCUREMENT

In this section, the methods of procurement are outlined. In particular, those which applicable to procurement construction owing to the objective of the study that seeks to investigate the impact of procurement on service delivery in public schools.

2.5.1 Open Tendering

This method is used when the bidders submit their bids in response to the advertisement of bids and this method is open to the public in that there are no restrictions to the number of bidders who may aspire to bid. Bidders submit their bids based on the information provided in newspapers or tender bulletin. The bids submitted after the date and time stipulated for submission must be rejected and

returned unopened if possible. (Anthony 2013:69). According to De La Harpe (2009:115) open tendering entails that an open invitation is extended to the general public to tender in line with the criteria and requirements clarified in the invitation to bid. This method is recognised as enabler in promoting competition, economy, efficiency and other principles of public procurement. Mazibuko (2018:124) noted that notifying bidders on time regarding opportunities is essential in competitive bidding. The advertisement of bids for a period of at least thirty days before closure gives bidders adequate time to tender.

De La Harpe (2009:121) revealed that bids must be opened at the time stated in the tender documents and the all suppliers and contractors who submitted bids reserve the right to attend the tender opening. The information of each supplier or contractor and the price must be pronounced to those attended the tender opening. The information must also, if requested, be given to suppliers or contractors who submitted the bids but unable to attend or send representative at the tender opening (De La Harpe 2009:121). This is re-echoed by Mazibuko (2018:124) who stated that in South Africa the time for bid opening is similar to the deadline set by organs of state for receipt of bids. The institution should open all bids at the stipulated time and place, and bids should be opened in public to accommodate bidders or their representatives. The names of the bidders and their tender offers must be recorded when bids are opened and the tender prices must be read aloud. Quinot and Arrowsmith (2013:274) noted that this method of procurement reduces the collusion among bidders and the abuse of discretion to those who are entrusted with role of awarding tenders.

2.5.2 Two-stage tendering

The two-stage tendering method may be used in circumstances where it is not practical for the procuring entity to compile specification for goods and services to be procured (De La Harpe 2009:135). UNCITRAL Model Law on Public Procurement (2014: 30) provides that the two stage tendering may be used when open tendering was engaged in but no tenders were received, alternatively, the procurement was cancelled by procuring entity. Moreover, if the procuring entity deems that engaging in the new open tendering will not yield desired outcomes of securing the contract.

De La Harpe (2009:135-136) postulated that the two stage tendering method may be used in two instances: The first instance occurs when it is not feasible for procuring entity to formulate specification for goods and services, therefore, the proposals are sought to address the problem. The second occurs in the acquisition of high technology items such as large passenger aircraft or sophisticated computer equipment. In this method, due to the complexity of goods, it might be considered detrimental for the procuring entity to rely on its specifications without considering negotiating with suppliers and contractors as to obtain their technical expertise.

2.5.3 Restricted Tendering

Restricted tendering occurs when the invitation is restricted to an identified number of suppliers or contractors. This method is normally used when goods or services, due to their highly intricate or specialised nature, are rendered by a limited number of suppliers or contractors only. It can also take place if the time and cost required to evaluate a large number of tenders would be unbalanced to the value of goods and services to be acquired. (De La Harpe 2009:137). Anthony (2013:70) is of the view that restricted tendering differs from open tendering in that only a limited number of bidders are eligible to bid based on their proposals, furthermore, responsive bidders whose chances are high to execute contractual duties are then invited to submit bids. Bid specifications are determined by bidders as opposed to the organs of state. Quinot and Arrowsmith (2013:274) argued that this method is similar to open tendering with the exception that the bids are solicited directly from potential bidders. De La Harpe (2009:137) added that procuring agency must invite tenders from all suppliers and contractors who have a potential to provide goods and services to ensure competition and prevent abuse. When the organ of state engages in the restricted tendering, it must do so, in an unbiased manner and select a huge number of suppliers or contractors to ensure effective competition.

2.5.3 Request for proposals

According to Anthony (2013:70-71) this method of procurement is used when the procuring entity is incapable of creating detailed specifications, the procuring entity then relies on the expertise of potential bidders to produce the specifications. The potential bidders therefore determine the bid specifications and the emphasis is placed

on quality than price due to a number of proposals received. De La Harpe (2009:138) indicated that when this method is used the procuring entity invites a limited number of suppliers or contractors to solicit various proposals, negotiates with them regarding changes in their proposals and request best and final offers. The offers are then assessed and compared in line with weight and application of evaluation criteria. Quinot and Arrowsmith (2013:286) postulated that suppliers submit their own proposals in response to the need, the proposals are discussed and the final offers are submitted. This method invites a limited number of suppliers, each supplier compiles specification according to its own ability to deliver. This method is useful in that it enables the procuring entities to take advantage of various solutions devised by suppliers.

UNCITRAL Model Law on Public Procurement (2014:43) provides that, in order to solicit proposals, the invitation to participate in request-for-proposal must be extended. The invitation must include the following:

- Name and address of the procuring entity,
- Description of goods or services and the desired time and location for goods or services.
- Terms and conditions of procurement contract and the form of contract, if any, to be signed by parties.
- The criteria and procedures to be used to establish the qualification of suppliers or contractors or the information that must be presented to demonstrate qualification, and
- The criteria for opening proposals and evaluating them.

2.5.4 Competitive Negotiation

This procedure is used in case of an emergency where the formal procedure will not enable the organ of state to achieve value for money. Negotiations are only feasible if there is sufficient number of potential providers, furthermore, the sufficient number is dependent on the circumstances of the particular case (Anthony 2013:71). De La Harpe (2013:140) noted that competitive negotiation differs from both two stage tendering and request for proposals in that it is an unstructured method of

procurement. The organ of state enters in negotiations with suppliers or contractors for procurement of goods or services. Certain information and criteria pertinent to the negotiations are provided, furthermore, after conclusion of negotiations suppliers and contractors are requested to submit the best and final offer through which the contract is awarded.

National Treasury (2015b:42) provides the following:

- Organ of state may enter into a competitive negotiations if it is not feasible to formulate the specification of work or goods to address the procurement needs.
- The nature of goods and services warrant the use of competitive negotiations to address the procurement needs.
- If the contract is designed for research, experimentation, study or development; or
- All the tenders received in a normal bidding procedure are deemed non-responsive and re-inviting new bids is likely to yield similar results.

2.5.5 Request for quotations

This method is a simple, faster and inexpensive procurement procedure. It is used to procure goods or services of low value and the organ of state is permitted to obtain goods or services through written or oral invitation (De La Harpe 2009:141). This is re-echoed by Anthony (2013:71) who stated that this method is also referred to as the shopping method and it is used to procure cheap goods which are readily available. A request for quotations is a much more informal procedure in that quotations may be solicited by telephone. National Treasury (2015b:42), reiterates that the shopping method of procurement includes the readily available goods that are not exceeding a threshold value of R50 000.

2.6 SERVICE DELIVERY CONCEPTUALISED

In this section, the concept of service delivery is defined. The importance of basic services in improving the people's lives is also explained. The challenges encountered in providing basic services to the citizens are outlined as well. Lastly, the correlation between procurement and service delivery is explained. Service delivery forms part of

this study in that it is a variable this study seeks to improve through effective and efficient procurement processes.

“Service delivery is a deliberate obligatory decision by elected or appointed officials to serve or deliver goods and services to the recipients.” (Helmsing 1995, cited in Davis et al., 2014:79). Awortwi and Helmsing (2007:1) revealed that basic services are important human needs deemed to be the obligation of the state and government institutions are tasked with the delivery of these services. These include basic services such as water, sanitation and waste collection, primary education, and primary health care. The collapse of political and economic structures in Sub-Saharan Africa (SSA), impacted negatively on the provision of basic services. Moreover, the shrinking government budgets force many countries to utilise resources sparingly in order to provide basic services.

Nderi (2015:4) revealed that services that are not accessible are deemed as being of poor quality and those that can be easily accessible are deemed as quality services. Service rendered in time is enjoyable to the consumer but the delay in service delivery makes the services to lose value. Wallis and Dollery (2001:247 cited in Kanyane 2014:96) indicated that the delivery of basic services in many developing countries is hindered by the state incapacity; South Africa is not immune to this problem. All spheres of government are confronted with the problem of providing services with fewer resources. Ngwakwe (2012:314) stated that lack of financial accountability affects the provision of services in public sector. There are various factors that hinder financial accountability and service delivery in public sector namely, inadequate financial skills capacity, maladministration, political god-fatherism, supply chain management, and lack of transparency. This is supported by Lunga and Lube (2019:437) who stated that accountability is necessary in public sector to improve service delivery and alleviate poverty. To increase the resources in public sector without improving accountability structure is less likely to improve service delivery.

According to Paper on Transforming Public Service Delivery (1997:11) the changes in bureaucratic systems, processes and attitudes, and prioritisation of citizen’s needs may result in an improved service delivery. Furthermore, improved service delivery cannot be achieved in isolation from other fundamental management changes within

the public service, which requires the civil servants to adapt into a new culture of putting people first when they discharge their duties. A new relationship between public service and individual clients is important in achieving the improved service delivery as opposed to issuing of circulars, rulebooks and prescripts.

White Paper on Transforming Public Service Delivery (1997:14) provides that the South African public sector has a long way to go in that there are no clearly defined standards to measure service delivery. Citizens see complaining about services as fruitless and time consuming, and they perceive lack of information and the complex regulations as barriers to services. Many government forms are complicated and written in an impersonal style that is discouraging to read and finding right person to assist in government departments is a mammoth task that results in citizens feeling helpless, frustrated and uncertain.

Manyathi (2019:19) indicated that public procurement is important in delivering efficient and effective public services, however, the success of public procurement lies not in the compliance with rules and regulations but with efficient and effective delivery of services. Quinot (2014: 61-62) postulated that the Constitution mandates the state to render services to the citizens, and the delivery of services relies heavily on procurement. Therefore, the effective delivery of basic services can be achieved through cost-effective public procurement that promotes competition and value for money. Public procurement plays a pivotal role in the delivery of services, if it is not administered properly, it results in people venting their anger through embarking on service delivery protests.

This view is supported by Schooner and Whiteman (2002, cited in Marius 2017:84) who stated that the role of procurement policy in ensuring effective service delivery in public sector is vital in both developed and developing countries. Moreover, the improved service delivery can contribute to the attainment of Millennium Development Goals. Manyathi (2019:40) revealed that good governance coupled with effective procurement system enable the organs of state to render services efficiently. Moreover, good governance principles forces the organs of state to comply with procurement rules and regulations.

Marius (2017:91) postulated that organs of state are grappling with determining the length and duration of each step in the procurement process. Failure in determining duration impacts on cost, time and quality of services rendered to the communities. This is in line with study's argument that there is a strong correlation between public procurement and service delivery. The poor administration of procurement always affects service delivery, government spends a lot of money on procurement in order to meet the needs of the people, but there is always cases of maladministration in which funds earmarked for service delivery ending up in people's pockets. This deprives people of their constitutional rights to service delivery and tarnishes the image of government thereof.

2.7 THE IMPACT OF PROCUREMENT PROCESS ON SERVICE DELIVERY: SOUTH AFRICAN PERSPECTIVE

In this section, the study seeks to investigate the impact of procurement processes on service delivery. This section is divided into three segments namely, South African perspective, African perspective and International perspective. The rationale behind is to show that the problem is not confined to South Africa only but it stretches out to the continent and abroad.

As stated, this study presents challenges that cripple procurement in South Africa and the challenges are herein discussed in order show the impact of procurement processes on service delivery. Supply Chain Management (SCM) staff are inexperienced and under-skilled. Furthermore, SCM is grappling with high staff turnover and low level of motivation (National Treasury 2015a:4). Williams-Elegbe (2014: 211) revealed that insufficient attention is dedicated in building capacity for the staff employed in procurement, in South Africa. In some instances, the benefits of procurement reforms are not achieved due to poor implementation of regulation, which is caused by lack of understanding.

According Watermeyer and Phillips (2020:61) the baseline study conducted by National Treasury Supply Chain Management indicated the following: most SCM staff are placed in the Logistics Management function and few employed in SCM; 4% of staff do not have matric qualification; 2% of staff are registered with a professional

body or association and 50% of staff belong to Chartered Institute of Procurement and Supply (CIPS); .41% of officials possess a national diploma, 19% a bachelor degree, 1% post graduate qualification; and only 19% of staff has obtained SCM related qualifications and the most staff are in possession of courses such as accounting and public management.

This view is supported by Mazibuko (2018:115) who stated that bid committee members must have skills on regulatory practices, knowledge of policies, contract management and administration, financial analysis, industry expertise, commodity-specific knowledge of potential supply base, supply chain management and project management. Despite the above requirements, the majority of bid committee members do not have the requisite skills required to discharge their duties, hence the outcome of the bid specifications, bid evaluation, and bid adjudication is compromised. Watermeyer and Philips (2020:38) supported Mazibuko's view that underqualified SCM staff who lack construction industry acumen, can during evaluation of bids, overlook capable and deserving tenderers. Manyathi (2019:67) reiterated that there is a lack of skill and capacity in public procurement despite training programmes developed by National Treasury.

Ambe and Badenhorst-Weiss (2012:253) indicated that decentralisation of procurement to departments and provinces results to tender fraud and poor service delivery. This is also re-echoed by Munzhedzi (2016:2), who stated that corruption is underpinned by decentralisation of procurement to individual provinces, and public entities. Thobakgale and Makgopo (2018:43) added that decentralisation of legal framework in which Supply Chain Management procedures operate makes it difficult to detect all procedures contained in the legislation. This view is supported by (National Treasury 2015a:5) which provides that SCM policies and regulations are difficult and confusing to the emerging contractors. For instance, emerging contractors should fill out forms when they bid for tenders hence they lack administrative capacity and support. Moreover, the procedures are also difficult for the officials to interpret and implement.

Dlova and Nzewi (2019:16) reiterated that some staff members do not understand policies and procedure due to incomprehensible terminology. This is also re-echoed

by Migiro and Ambe (2008: 236) who recognised that lack of contractor's knowledge about SCM regulations and policies avoids them from registering their grievances about the unethical conduct of SCM officials. In the same vein, lack of officials with requisite knowledge heightens non-compliance with SCM procedures and guidelines. Zitha, Sebola and Mamabolo (2016:67) added that non-compliance in public procurement is attributable to complex legislative requirements that govern the processes

Watermeyer and Phillips (2020:63) also noted that the law and policy of public procurement in South Africa is contained in a difficult and inconsistent regulatory framework. There are approximately 22 pieces of legislation dealing with public procurement and this poses a challenge for experienced individuals in aligning the laws with the duties to be carried out. Mazibuko (2018:113) indicated that there are more than 80 different legal tools govern public-sector supply chain management in South Africa. She is of the view that South Africa must modify its procurement regulatory environment to create a conducive environment for suppliers and practitioners. Mazibuko (2018:114) further stated that perennial poor policy implementation and operational flaws in institutional SCM oversight are attributable to inability of staff to interpret and apply policies and standards. Saad (2018:43) added that the lack of qualified supply chain cadres and lack of skills and expertise to perform their duties hinders service delivery.

The administration of procurement practice in South Africa is riddled with flaws in that the criteria and point systems are not implemented when bids evaluated. The specifications are often not adhered to. At times, the quality of work undertaken suggests that market analysis is not conducted during planning stage to achieve value for money. South Africa still uses old manual system despite the advent of e-Procurement (Mazibuko 2018:125). Watermeyer and Phillips (2020:60) revealed that the amendments to the CIDB Standard for Uniformity in Construction resulted in the service delivery problems such as project delays, inappropriate appointment of qualified professional service providers which has caused major cost overruns on projects, inefficient infrastructure being delivered, increase in the failures of structural systems in buildings, the construction of inefficient buildings, the increase of disputes and poor infrastructure delivery that requires maintenance. Louw (2010:83) identified

the challenges that hinder the functioning of public procurement as follows: conflicts of interest among committee members; procurement and provisioning are rule driven in that value for money is equated with the lowest bid; failure in linking procurement to budget and failure to collect statistical data on completed projects.

Construction Industry Development Board (2017:32); Ambe and Badenhorst-Weiss 2011b cited in Thobakgale and Makgopo (2018:42-43); World Bank (2003:16-20) outline the challenges of public procurement in South Africa as follows,

- Inappropriate bid committees and inability to use competitive processes for quotations and bids;
- Incorrect use of preference points system;
- Use of unqualified and non-tax compliant suppliers;
- Use of incorrect procurement processes with regard to threshold values for quotations,
- Deviations for normal SCM procedures are not supported by valid reasons;
- The prolonged period to award tenders owing to lack of capacity results in many problems including the lack of work in the industry, increases in prices which cannot be adjusted in budgets;
- Cancellation of tenders at the advertisement stage owing to client poor budgeting / non availability of funds;
- Difficulties in obtaining client feedback on queries pertinent to advertised tenders and challenges in obtaining results of tender adjudication process;
- Inconsistencies in functionality criteria used to award tenders.
- The failure of certain provinces to advertise in the State Tender Bulletin.
- The failure of the state organs to pay contractors within 30 days of receipt of an invoice, despite it being mandated by Public Finance Management Act.
- The failure of state organs to collect data with regard to contracts that are cancelled or completed results in non-availability of basic procurement statistics such as expenditure in procurement, number of contracts executed, reasons for the termination of contracts and time and cost overruns.
- The preliminary findings of Auditor General into state procurement found the following: organs of the state failing to determine value for money and achieving savings to the state; altering of specifications after the awards of

bids; poor planning in works contracts; excessive cost overruns; inadequate evaluation of tenders; and extension of existing contracts to overcome supply interruptions.

- The procurement at national level is functioning flawlessly as compared to procurement at provincial and local level. The councillors appoint consultants at their own discretion
- Lack of definitive quantities in contracts hinder the bidders from pricing properly.
- Lack of competitive bidding by state organs when appointing consultants in the built environment.
- Lack of knowledge and skill in the technical aspects of procurement, and
- Lack of documents pertaining to guidelines.

Mnguni (2012:46) identified deficiencies associated with procurement and contract management of the departments as follows: lack of clarity on the formulation of PPPFA policies and lack of requisite knowledge by procurement practitioners to apply PPPFA and its relevant legislations; lack of correlation between budgeting processes and procurement processes of the departments; procurement activities and functions were treated as stand-alone functions due to poor planning of budget and procurement; lack of uniformity in the publication of tenders by different spheres of Government in that tenders are advertised in Government Gazette and in local newspapers; bid documentation, advertising and adjudication procedures were not uniform; and the conflicts of interest exists in that most members of the Boards were not in the employ of the state but were interested in Government Tenders.

Mnguni (2012:35-36) indicated that risk management, in procurement, represents the process of measuring or assessing risk and devise strategies. The strategies, in most instances, were unable to cope since they were designed as plans and put away. Therefore, procurement needs to address risk management and includes it within corporate strategies of the organisation. The first step of risk management in procurement is to identify the risks, the second step is to assess the impact of the risks and third step includes the strategy to deal with or eradicate the risks. Mazibuko (2018:137) supported Mnguni's view that risk management must be used in South

African public-sector procurement to fight fraud and corruption. The accounting officers/authorities must consider the potential risks during supply chain management processes by incorporating it into the business plan for the procurement of all goods and services.

Davis et al., (2008:4) postulated that the success of project implementation is dependent on a procurement strategy in identifying risks and pronouncing how the project should be managed. The risks in construction projects include completing a project not in line with business needs, a project that is behind the scheduled time and a project that is above the costs of the pre-planned budget. Watermeyer, Nevin and Langenhoven (2012:56) stated that risk management and control measures enable the institutions to achieve their goals. Therefore, internal controls are necessary to ensure that strategic and operational objectives are met, regulations are adhered to, resources are utilised efficiently, and valuable information is provided and preserved for auditing.

According to National Treasury (2015b:38) the establishment of risk registers is necessary to mitigate risk associated with construction procurement. Such registers should include the entry date of the risk; risk description; the measures and actions to alleviate risk and action status. National Treasury (2003:5) cited in Mnguni (2012:36) identified potential risks associated with procurement processes, and the consideration to be given to the following: identification of procurement risk on case by case basis; allocation of risks to the people trained to handle them; the state to bear the costs of risks if the cost of transferring them is higher than that of keeping them; the practising of risk management in a pro-active manner and sufficient provision of the cover of outstanding risks; contract documentation to visibly and unmistakably assign relative risk to the contracting parties.

Mhelembe and Mafini (2019:3) revealed that South African public sector faces risks that limit the performance of procurement system and these include: regulatory framework within which SCM is implemented; unreliable suppliers and unreasonable high number of suppliers with whom the business is conducted; ability of employers to fill vacancies for an occupation, or specialised skills needed within that occupation; managing a supplier's ability to comply with contractual obligations, and safeguarding

of confidentiality, integrity and availability of information. Watermeyer and Phillips (2020:66) stated that the risks in construction procurement should be mitigated through procurement processes in that procuring entity should utilise qualified and experienced resources to deliver the project successfully.

According to Bolton (2006a:193) public procurement in South Africa was granted authority by the Constitution to address the effects of past discrimination. However, public procurement in South Africa is not functioning without challenges. Ambe and Badenhorst-Weiss (2012:243) noted that challenges of procurement in South Africa range from non-compliance with procurement and supply chain management related legislations and policies to tender irregularities. Manyathi (2019:68) noted that the non-compliance with procurement prescripts is rife despite acts and policies promulgated by National Treasury to enforce compliance. Munzhedzi (2016:2) revealed that prices are inflated, contracts are awarded to friends or relatives and non-disclosure of interest by bid members, tenders are not advertised, and bid committees are not properly instituted.

According to Republic of South Africa (2015:5), contractors abuse the current weak public sector SCM environment, this is manifested through high prices paid for goods and services, contracts that favour certain contractors, collusion, unethical behaviour, non-performance and poor quality products and services rendered. As stated, there are a myriad of cases of tenders awarded to officials employed by the state, which amounted to millions of rand since 2013/14 to 2014/15 financial year (Mazibuko and Fourie, 2017:111).

This view is supported by Hosken (2020:1) who reported that the funerals of Winnie Madikizela-Mandela, Zola Skeweyiya, and Billy Modise who all died in 2019 cost taxpayers R76 million. Public Works minister Patricia de Lille instructed her officials to lay fraud charges to the company that rendered services for allegedly inflating invoices, however, the project manager (Sammy Mashita) of the awarded company argued that he saved the state up to R274 million by pointing out inefficiencies in the tender due to incorrect tender specifications. Hosken (2020:2) further reported that, in 2019, the department conducted the audit on goods and services contracts, which revealed irregular expenditure of more than R30 million around the funerals of

Madikizela-Mandela Skweyiya and Modise. The billings and payments were not checked for years, and the officials failed to protect the interest of the state, and in some instances, service provider submitted inflated invoices and quotations that exceeded departmental specifications. Manyathi (2019:68-69) revealed that the rampant corruption in public procurement is attributable to the non-existence of professional body to ensure that the official found guilty of financial misconduct is struck off the roll.

Zitha and Mathebula (2015:21) conducted the study on the impact of unethical conduct by procurement officials on service delivery and the following deficiencies were identified: the unethical conduct depreciates the quality of services rendered; the unethical conduct compromises fairness, competition, transparency and cost effectiveness in public procurement processes; the unethical conduct results in officials embezzling funds meant for service delivery; the unethical conduct results in contractors defaulting on project execution; the unethical conduct may result in service delivery protests and loss of life thereof; the unethical conduct results in unequal distribution of economic resources; and the unethical conduct dents the image of government and erodes public trust thereof.

Ambe and Badenhorst-Weiss (2012:253) revealed that that Broad Based Economic Empowerment Act (BBBEEA) does not yield the desired outcomes of empowering a large number of people instead only a handful of individuals who are benefiting. The failure of BBBEEA to create employment opportunities and develop small-medium enterprises is giving rise to fronting and all other forms of tender irregularities. This is in line with study's argument that poor procurement processes affect service delivery.

Migiro and Ambe (2008:236) identified the procurement constraints that hinder the operations of SCM within the municipalities as follows: failure to comply with SCM guidelines and policies; bypassing of SCM procedures to avoid compliance ; complex regulations results in non-compliance; inability to interpret regulations prevent suppliers from complaining about irregularities; lack of technical knowledge results in non-compliance; collusion between suppliers and staff to rob government; and renewing existing contract as opposed to issuing a new contract. Godfrey and Oelofse (2008) cited in Pooe, Mafini and Makhubela (2015:69) indicated that inadequate

budgets, capacity and equipment hinder the ability of municipalities in providing services in line with the Constitution. Pooe, Mafini and Makhubela (2015:72) added that some municipal departments do not have essential skills to perform the duties, this results in the appointment of consultants to administer procurement, which in turn, delays the procurement of goods and services.

Hosken (2019:6) concurs that Immovable Asset Management (IAM) department is weak due to the lack of skilled personnel to do the job; moreover, there is underutilisation of budget on big infrastructure projects due to the lack of skilled personnel. Irregular expenditure has vastly increased since 2010-2011 financial year to R14, 75 billion in many municipalities due to non-compliance with SCM legislations. In 2014-15 financial year, municipalities identified 69% of the irregular expenditure. Hunter (2018:4) asserted that the department of Health in North West has been under the administration of Provincial Treasury and the Premier's Office for the past three years due to procurement problems.

This is supported by Ndletyana (2020:15) who reported that councillors, officials and private sector are colluding fraudulently with regard to transporting of water by tanker, some municipalities are aware of this corruption. The Auditor- General reported that 81% of municipalities failed to comply with procurement procedures in that incompetent suppliers were contracted on basis nepotism, moreover, approximately R1 billion worth of contracts were awarded to entities in which officials and councillors had an interest.

Woods and Mantzaris (2012:113-114), cited in Mantzaris (2014: 69), suggested that departments and other public institutions in South Africa normally do not invite tenders for services or purchases under R100 00.00. There is a myriad of day-to-day purchase transactions under this tender threshold, which involves a huge spending of taxpayer's money. Accordingly, corruption can be rampant if rules and regulations are not adhered to. As stated, Mantzaris (2014a) cited in Manzarits and Pillay (2017:176) revealed that South African municipalities and the public service is confronted with a problem of fragmented SCM system that consists of 80 different regulatory instruments. This situation hinders the monitoring process and evaluation, and hampers the high standard of service delivery.

Wall, Watermeyer and Pirie (2012:28) postulated that municipalities and provincial departments are failing to spend adequately on project implementation. The underspending is estimated at R 15 billion in (2009/10) financial year. The reasons for underspending is attributable to factors such as: poor budgeting that results in budget shortfalls; poor supply chain management and poor of planning. Wall, Watermeyer, and Pirie (2012:28-29) further stated that municipalities differ in the manner in which they spend on capital projects. Some municipal departments manage to spend 95% of their budget and others are unable to spend even 50%. Service delivery is driven by political will in that, in (2008/9) financial year, Soccer World Cup stadiums were constructed timeously because the deadlines were politically driven and non-negotiable. Municipalities set themselves long timelines to evaluate and award tenders. The slower turnaround by municipalities is caused by factors such as: the non-involvement of SCM personnel in the committee system; undertake construction procurement in a similar way as non-construction procurement; lack of knowledge on SCM staff on how infrastructure is planned and executed and poor planning.

The above is in line with study's argument that procurement processes delays service delivery due to rigmarole involved in appointing contractor to undertake the work. The appointment of incompetent contractors is attributable to poor procurement processes; this affects service delivery in that the completion of projects are delayed or terminated and this results in the budget underspending.

Ambe and Badenhorst-Weiss (2012:251) noted that many government entities lack proper planning and budgeting. As a result, the procurement of goods and services gets affected. Bizana, Naude and Ambe (2015:676) concur that poor planning has ripple effects on the outcome of the project. The problems occurred during the planning phase affects the implementation on basis of costs escalation, furthermore, poor planning and lack of market analysis affects the entire tendering processes. Zitha, Sebola and Mamabolo (2016:67) reiterated that lack of proper planning by programme managers and procurement officials has a bearing on service delivery. Poor planning results in bids being cancelled prior to the award and this compels the state to spend on the re-advertisement of bids. Kiage (2013:61) revealed that public procurement is hindered by poor planning, unrealistic budget, and incompetent staff entrusted with procurement responsibilities. Manyathi (2019:68) revealed that a lack

of planning and budgeting affects the project execution in the public sector, therefore, the managers and public procurement practitioners must ensure that the demand planning is linked to the budget processes.

Zitha, Sebola, and Mamabolo (2018:683-684) stated that procurement plans are not utilised effectively to strengthen compliance with procurement processes and the following deficiencies were identified: absence of monitoring mechanisms; non-adherence to timelines set in the procurement plans; failure to utilise procurement plans as a strategic tool to strengthen compliance; procurement plans developed and submitted for motives that are at variance with good governance; advertisement of projects by departments that do not form part of procurement plans; modification of procurement plans without valid reasons.

Mnguni (2012:38) postulated that the lack of procurement planning impacts negatively on the functioning of the departments and the achievement of the sector goals. Therefore, procurement processes, in any public sector, as incorporated in National Treasury Regulations of 2004, should be designed as follows:

- Annual procurement plans must reflect contract packages, estimated costs for each package, the procurement method, processing steps and processing times up to accomplishment.
- The Budget Committee must review procurement plans in the preparation of the following financial year.
- Procurement Committee must review procurement plans for gathering and combination into a composite plan for the department.
- The annual Procurement Plan should be arranged in tandem with the annual plans and budget for each Directorate, as well as overall department's budget.

Bashuna (2009:264) observed that a proper planning of procurement and regular monitoring is necessary for the success of project implementation. A lack of external audit and reliable management information system to plan and manage procurement may result in failure in project implementation. Ambe and Badenhorst-Weiss (2012:252) added that the inadequate monitoring and evaluation affects the functioning of government entities in that deviations and non-compliance are not

detectable. This is re-echoed by Mnguni (2012:58) who stated that the government departments do not monitor progress or performance of the awarded bidder. The monitoring of procurement processes and the procurement staff members thereof was identified as a source of deficiencies that results in the loss of funds. Bizana, Naude, and Ambe (2015:678) revealed that contract management processes, such as late payments to the suppliers, under quoting and access to resources affect the execution of projects and service quality thereof.

Bizana, Naude and Ambe (2015:679) added that the challenges of acquisition management processes such as weak internal controls and irregular practices result in the right service provider being deprived the award of the bid. This is in line with study's argument that if procurement processes are not regulated properly will affect service delivery. Pooe, Mafini and Makhubela (2015:73) stated the lack of transparency as a major problem to municipal procurement system in that bidders are not given feedback after the tender application hence bidders believe that they are entitled to information that resulted to their bids not being considered for awards by municipality.

2.8 THE IMPACT OF PROCUREMENT ON SERVICE DELIVERY: AN AFRICAN PERSPECTIVE

As stated, the occurrences of procurement challenges and its impact on service delivery on various countries within the African continent are analysed and discussed. Mahmood (2010:285) postulated that public procurement represents 18.42% of the world gross domestic product. Witting (2007:2) revealed that public procurement, in developing countries, accounts for approximately 9-13% of their GDP. However, the rampant corruption associated with procurement warrants attention. According to Basheka (2009:2) the huge portion of budget is spent on procurement. It is assumed that between US\$30 to US\$43 billion could be available in public procurement marketplace in sub-Saharan Africa.

However, procurement in Africa is not functioning without challenges. Odhiambo and Kamua (2003:11) revealed that in most developing countries, the procurement process is not understood by government procuring entities and business community

as well as stakeholders such as professional associations, academic entities and the general public. Despite steps taken by various developing countries to reform their public procurement systems, the process is still riddled with secrecy, inefficiency, corruption and undercutting which results in the waste of resources. Kirai and Kwasira (2016:44) added that procurement performance is affected by factors such as lack of proper direction, poor coordination, bureaucracy, lack of competition and transparency, differing levels of corruption and absence of trained procurement personnel.

Zimbabwe

Zimbabwe is not immune from challenges that hinder the implementation of procurement. According to (Musanzikwa 2013:125) there are various challenges that hinder the functioning of procurement system in Zimbabwe and these include: the awarding of tenders to incompetent contractors; inadequate market inquiry in the award of tenders, as a result, the construction of a 20km road that was estimated at \$10 million escalated to \$80 million; procurement entities are forced to award tenders to incompetent contractors as opposed to competent foreign owned companies due to the indigenisation policy; most people who are entrusted with procurement responsibility are incompetent and delays in decision-making processes resulted in some projects lagging behind schedule.

Dzuke and Naude (2015:6-8) identified the procurement problems that affect service delivery in Zimbabwe as follows: procuring entities select wrong procurement method during preparation phase due to poor training; the process of Request for Proposal (RFP) and advertisement is slow in that it takes a month to occur due to the lack of technical capacity; the regulations on the advertisement of tenders cause delays in that the tenders should be first published in the gazette, and if the gazette is not paid on time the advert publication may delay by a week period; the evaluation committee members lack the requisite skills to do their jobs and the regulations are silent about the criteria to select the committee members, therefore, the biasness in the appointment of committee members results in poor quality of tender evaluation and poor procurement decisions thereof; the lodging of appeal process by the unsuccessful bidders and the time taken by courts to finalise the appeals is a further

impetus; and the lack of proper contract management results in contractors failing to deliver and abandoning the contracts thereof.

Zinyama (2014:102) added that administrative channels between Local Authorities and Central Government are cumbersome and time wasting. Councils are faced with the predicament of funding the provision of services due to delaying budget approval and this has resulted in delays in the procurement of services like water chemicals. Chigudu (2014:25) revealed that procurement system is abused through patronage and corruption in Zimbabwe. The public officials reduced competition by shortening tender periods so that few bidders get the opportunity to submit their bids. Moreover, public officials transgressed with impunity due to the absence of retribution. The procurement system in Zimbabwe is fragmented in a sense that there are regulations that are applicable in central government only as opposed to local authorities and state owned enterprises.

Tsabora (2014:18-19) stated that public procurement law and policy in Zimbabwe is flawed and unclear. The Indenisation and Economic Empowerment Act affects the ability of industry and manufacturing sector to deliver and perform. The State Procurement Board is susceptible to pressure by politicians who want to do business with the state to the detriment of the country's growth and development. This in line with study's argument that unregulated procurement processes result in corruption and this impacts on service delivery.

Ghana

Ghana is not immune from procurement challenges. The procurement system in Ghana has been experiencing shortcomings and weaknesses. As a result, the Public Procurement Law, 2003 (Act 663) was enacted in order to bring about the reforms in the procurement system. However, there are challenges that militate against the implementation of procurement reforms. According to World Bank (2003:22) the contract management assessment was conducted in Ghana and the findings suggest that the government should pay attention to various contracts that are poorly managed such as: rising costs due to unsound contract management processes; failure to achieve predetermined goals coupled with project delays; inability to assess contractor's claims; and the inability to apply damages in the event of default coupled

with inability to comply with the conditions of contract. This in line with study's argument that unregulated procurement processes affect service delivery.

Ameyaw, Mensah and Osei-Tutu (2012:55) identified weaknesses associated with procurement in Ghana as follows: absence of extensive public procurement policy; absence of body to provide technical knowledge; lack of explicitly defined roles for procuring entities; lack of legal regime to protect procurement; absence of rules and regulations to oversee the procurement matters; and non-availability of independent appeal process for aggrieved bidders to challenge procurement decisions. Ameyaw, Mensah and Osei-Tutu (2012:58) added that corruption is rife in Ghana and the Public Procurement Law has failed to curb it, furthermore, assessment report on procurement suggests that the staff responsible for procurement are not equipped despite the training they have received. World Bank (2003:25-40) indicated that poor record keeping and delays in payment of contractors hinder the implementation of reforms. Moreover, lack of career development and low salaries of staff employed in procurement also hinders the implementation of procurement reforms.

Osei-Tutu, Badu, and Owusu-Manu postulated that (2009:236) public procurement in Ghana is marred by conflicts of interest, bribery, embezzlement, kickbacks and tender manipulation. This problem has resulted in government looking for a new way in which construction procurement will be undertaken to achieve value for money, a sound procurement system was identified as a deterrent to corruption. Osei-Tutu, Badu, and Owusu-Manu (2009:245-246) further identified the inefficiencies associated with public procurement in Ghana as follows: weak institutional infrastructure; absence of monitoring mechanisms; lack of correlation between procurement and strategic perspective; lack of knowledge of national and international donor standards; poor quality of bidding standards; delays in procurement; poor negotiation skills and lack of transparency.

Oppong (2019:95-96) identified the factors affecting service delivery in Ghana as follows:

- Public procurement, at the local government level, is riddled with corruption.
- Inability of procurement system to manage the risk affects service delivery.

- Lack of financial and technical capacity to provide services at a reasonable price.
- Inability to hold service providers accountable for the quality of services rendered.
- Non-compliance with financial legislation results in poor delivery of services.
- Lack of managerial, administrative, financial and institutional capacity affects service delivery.
- Lack of capacity to implement procurement regulations hinders the implementation of competitive public procurement system, and
- The procurement system lacks regulations to combat fraud and corruption.

Kenya

Kenya has made various reforms in order to achieve economic growth over the past decade. However, Kenya is not immune from procurement challenges that cripple the functioning of procurement. According to Odhiambo and Kamua (2003:19-20) a study that was conducted on procurement, in 1986, revealed that the state was losing a lot of money on corruption. In 1997, another study was conducted which proposed the need for a review and implementation of procurement reforms, and the following was identified as impediments to procurement: lack of transparency and fair competition; lack of adequately trained procurement staff, and lack of professional body to oversee and instil discipline on procurement staff to counteract corruption.

Bashuna (2013:270) suggested that delayed financing and insufficient funding result in failure and abandonment of projects. Thuo and Njeru (2014:71) indicated that public procurement in Kenya is grappling with problems such as unrestrained contract variations, overcharging, lack of control in expenditure, incorrect application of procurement method, non-delivery of goods, conflicts of interest, and lack of legal stability and enforcement. Amemba, Nyaboke, Osoro and Mburu (2013:45) revealed that various government tenders are awarded to entities owned by prominent civil servants without declaration of interest. The government officials and the bidders are driven by financial benefits than issues of ethics and integrity. The bidders are organised in informal cartels that are powerful to remove. This is supported by Gichio

(2014:3) who stated that public procurement in Kenya is grappling with corruption that amounting to billions of shillings and this is attributable to the weaknesses in the law.

Mutangili (2019:67) reiterated that corruption is rampant in Kenya. The primary source of corruption in Kenya is the neglect of institutions that enforces the rule of law. The legislature and judiciary have been weakened, the absence rule of law has advocated the culture of impunity and malfeasance. Ambasa (2014:5) indicated that emergency procurement is crippled by legislative gaps. Such gaps do not only cause delays in the pharmaceutical procurement but also hinder the speed in which procuring entities respond to disaster. Gesuka and Namusonge (2013:3-4) revealed that non-compliance to regulations by procuring entities in Kenya is still high despite measures to promote compliance. The inefficiencies in public procurement results in the loss of billions from state funds. These challenges stem from poor procurement planning, delayed payments, corruption, inadequate training and lack of access to information.

According to Public Procurement Oversight Authority (PPOA), (2009:3) poor record keeping has negative consequences in the procurement process. It results in the loss of documents and at times Procuring Entities lose legal disputes in courts on basis of poor record keeping. The weaknesses in record keeping which include failure to comply with procurement law and fragmentation of procurement files affects procurement process. Lusuli and Rotich (2014:3) reiterated that the effective public procurement has not been accomplished in Kenya despite the enactment of Public Procurement and Disposal Act 2005 that emphasised the importance of proper record management. This is in line with study's argument that poor record keeping due failure of procurement system will open the loopholes for fraud and corruption and affect service delivery.

Bashuna (2013:271) added that manual systems attribute to the slow pace of procuring goods and services. As a result, the implementation of information communication technology (ICT) is needed to accelerate service delivery. However, factors such as infrastructure, poverty, illiteracy, and cultural environment hinder the implementation of ICT in developing economies. Williams-Elegbe (2014:215) concurs that many African countries do not have reliable power supply and telecommunications facilities to enable procurement to function electronically and digitally.

Despite the strengthening of procurement framework in Kenya, there are some weaknesses associated with regulatory framework. (PPOA 2007:9-10) identified the challenges of procurement in Kenya as follows: the non-availability of procurement manual affects the functioning of procurement entities; lack of clarity in the procedure of choosing the most responsive bidder hinders the functioning of procuring entities; the non-existence of guidelines for procuring entities to register the contractors in the database hinders the functioning of the procuring entities; and lack of clear guidelines on how to apply technical capacity in choosing the most responsive bidder. PPOA (2007:14-15) further identified the procurement challenges as follows: lack of procurement planning in the functioning of procuring entities; lack of coordination between procurement and financial management procedures hinders the performance of procuring entities; lack of feedback on major expenditures affects the budgeting and project implementation; inability to promote e-procurement hinders the bidders from accessing procurement information; and lack of knowledge and capacity hinders the procurement goods and services.

Gambia

Gambia is not immune from challenges that hinder the implementation of procurement. According to World Bank (2005:v-vii) public procurement in Gambia is faced with challenges such as: lack of knowledge on procurement staff that results in institutions failing to achieve the desired outcomes; procurement processes are fraught with challenges such as insufficient transparency, lack of technical knowledge on committee members, inadequate supervision of contracts and poor record keeping; delays in payments that affects the operations of various businesses; lack of compliance with Public Procurement Act (PPA) by procuring organizations; conflicts of interest in the appeal process in that the officials who approve procurement decisions also review the appeals lodged by aggrieved bidders; and the failure of Cabinet to meet regularly results in delays of large contracts.

Witting and Jeng (2005:22) stated that, in 1988, the World Bank and Government of Gambia conducted a study on procurement, which revealed that Gambia lacked the following; rigorous procurement policies procedures, a solid and effective procurement body, adequate procurement staff and a regulatory body to ensure compliance. Witting

and Jeng (2005:33-34) further identified the factors that militate against procurement reforms in Gambia as follows: Public Enterprises/Parastatals were reluctant to perform their procurement activities under the supervision of donors-funded projects due to inexperience and fear of contractual obligations; low level of competency on procurement staff and inability to cope with emerging procurement issues due to poor background of procurement; and conflicts of interest in that the same officials perform both procurement duties and auditing duties.

Nigeria

The implementation of procurement in Nigeria is not without challenges. Achua (2011:334) revealed that the gross abuse of procurement processes in Nigeria hinders the development of the country. The procurement process is riddled with over-invoicing, inflation of project costs, proliferation of non-existent projects and siphoning off of funds through various forms of manipulation that results in the procurement of goods and services being of poor quality. A chunk of government funds is lost to tender irregularities.

Shwarka and Anigbogu (2012:970-971) added that, before 1999, construction procurement in Nigeria was riddled with irregularities such as poor project planning, insufficient budgeting plans, project fragmentation, bids inflation and overcharging, change orders during project implementation, use of inappropriate procurement methods, award of contracts without following due process, award of tenders to incompetent contractors, lack of transparency and deteriorating ethical standards of procurement practitioners. Dim and Ezeabasili (2015:168-169) revealed that the procurement in Nigeria is dysfunctional due to supply chain management processes. The procurement system is rigid in that project objectives are not explicit.

Quinot and Arrowsmith (2013:144-145) postulated that Nigeria has entrusted Civil Society Organisations (CSOs) the role of observing and monitoring the procurement proceedings in a bid to deter corruption. The CSO observers have been successful in identifying the breach of procurement rules. However, the procuring entities only invite the CSO observers during the opening of tenders and exclude them from other stages of procurement, despite the Act's stipulations that CSO observers shall be invited in all stages of procurement. Jibrin, Ejura and Augustine (2014:158) noted that

contractors are registered contrary to the provisions of the Act that allocate that function to the Bureau. This enables Procuring entities to generate revenues and open a loophole for corrupt practices. In some instances, procuring entities influence the process of pre-qualifying bidders to exclude qualified contractors for less qualified.

Malawi

Malawi is not immune from challenges that hinder the implementation of procurement. There are procurement-related challenges such as ineffective procurement system, conflict of interests, high cost of private sector finance, contradiction of policies, and ineffective risk transfer. Sukasuka and Manase (2016:1510) revealed that the adopted procurement system in Malawi does not have mechanism to identify value for money in the procurement of goods and services. The cabinet minister is involved in the procurement activities such as designing, financing, operating and maintaining. Accordingly, the involvement of cabinet minister is deemed as conflict of interests.

Sukasuka and Manase (2016:1511) added that Public and Private Partnerships–Policy contradicts with the Act on how to handle unsolicited bids. The Private Policy Partnership policy rejects the handling of such bids. On the contrary, the Act condones the handling of the bids. The private investors are charging high interest rates, as a result, the Public Private Partnership deals are expensive and cumbersome for the government. There is no mechanism to assess the amount of risk cost transferred to the private sector. (ODPP Annual Report, 2007 cited in Ameyaw, Mensah and Osei-Tutu 2012:58) suggested that lack of capacity building for service providers hinders the procurement reforms in Malawi. Many bidders lack on a number of aspects namely, lack of basic knowledge of the law, poor access to tender information and insufficient technical skills to compete in the tender process.

Dzuke (2015:66) indicated that the lack of capacity by service providers hinders the reforms of public procurement in Malawi. Public procurement is also hindered by a lack of knowledge of public procurement law, inability to understand standard tender documents, inability to publish tender information, and lack of technical capacity as well as managerial capacity to compete in the bidding process. The above occurrences are in line with study's argument that poor procurement system does

not yield the desired outcomes of achieving the value for money in the delivery of services.

Tanzania

The implementation of procurement in Tanzania is not without challenges. Public Private Partnership (PPP) has been introduced to address the problem of service delivery. However, there are challenges with regard to the implementation of PPP. Ngowi (2009:35) revealed that stakeholders are unable to meet contractual obligations by failing to deliver services as per duration and specification. They fail to make payments in tandem with agreement and this results in delays in service delivery. Ngowi (2009:36) further revealed that the concept of PPPs is new in Tanzania. As a result, there is an insufficient knowledge of concept and its operationalization by stakeholders and this may lead to insufficient support, commitment and validation of PPP issues. The application of PPP in Tanzania is also hindered by public sector that is riddled with excessive bureaucracy, inefficiency and ineffectiveness and inadequate incentives. This is in line with study's argument that insufficient knowledge of procurement system by stakeholders will affect service delivery.

Maliganya (2016:3-12) identified weaknesses that hinder Public Procurement Act (PPA) 2011 in Tanzania from achieving value for money in service delivery as follows:

- The PPA 2011 was not designed in tandem with an objective to achieve value for money in that it is failing to curb corruption. Moreover, it centralises most of decision-making powers to committees and these reduce the ability of the state to deliver goods and services efficiently and effectively.
- The procurement law is based on price competition method that restricts procurement officials from selecting bidders. This method denies government the opportunity to negotiate with the bidders in order to achieve value for money in the delivery of goods and services.
- The rigmarole involved in procurement processes results in three problems namely, delays in procurement of goods and services, unfavourable environment for government business coupled with price escalation by bidders in recuperating losses and non-accountability of staff.

- The failure of PPA 2011 to define and impart ethical values on procurement staff and other role-players may result in procurement stakeholders violating rules unintentionally.

The Public Procurement Regulatory Authority barred 19 companies from competing for the government contracts after it emerged that companies were involved in corruption. In 2014, Transparent International report revealed that Tanzania was ranked 119th out of 175 countries reviewed and this indicated rampant corruption. In 2012, the analysis by World Policy Forum revealed that a total of \$495m was disbursed from donors for supporting budget for 2012/2013 fiscal year, and donors pledged to contribute additional US\$495m for 2013 fiscal year provided that corruption is tackled. The interference of politicians and prominent government officials during procurement process was cited as a reason for maladministration (Ivambi 2016:16-17).

Uganda

The implementation of procurement in Uganda is not without challenges. According to Odhiambo and Kamua (2003:20), public procurement in Uganda was perceived as a policy strategy to eradicate poverty, and the study carried out revealed that the legal framework for public procurement is not supportive; hence, the laws are inadequate and fragmented. It also revealed malpractices such as under-invoicing, inadequate official documentation, and a lack of professional body to regulate actions of procurement officers.

Dzuke (2015:62) postulated that the procurement process, in Uganda, is slow. The appointment of members of District Contracts Committees delays, without proper explanation. Poor recruitment process resulted in the employment of procurement practitioners who lack requisite skill to do the job. The inability to manage procurement resulted in the appointment of a few suppliers, the same limited number of contractors are not coping with the workloads owing to limited capacity. There are many challenges that stand in the way of suppliers ranging from bid security fees, performance bank guarantees, high interest rates to inability to read, interpret and analyse tenders requirements.

Agaba and Shipman (2007:374) indicated that the Government Central Purchasing Corporation undertakes procurement of many items in Uganda. The backlog and delays in procurement process proved that the Central Tender Board was unable to keep with pace of the increased government expenditure and procurement requirements. Therefore, the International and Foreign Aid Organisations that finance almost half of procurement spending in Uganda considered procurement to be a barrier to service delivery. Kakwezi and Nyeko (2019:174) observed that procuring entities in Uganda lack information about procurement procedure, this results in failure in achieving efficiency and effectiveness. Muhwezi, Musiime, and Onyutha (2020:155-156) postulated that the failure of management to formulate the contingency plan and compliance checklist affected the quality of construction projects in Uganda. The failure of management to monitor the performance of the contractors compromised the quality of construction projects. In most instances, the deviation of construction projects upon completion from the standards set in the conditions of contract is attributable to poor monitoring.

Basheka (2008:401) identified challenges affecting procurement planning in local governments in Uganda as follows: delays in appointing procurement and disposal unit; failure in conducting market survey; staff collusion to inflate price during design stage; poor communication, delays in budget allocation; influence by tenderers; political interference; inability to present procurement requirements; inadequate consultation; and poor procurement and disposal guidelines. Thai (2008:1072) revealed that Uganda is one of the most corrupt countries in the World after Nigeria. Corruption undermines good governance and hinder economic development.

Eyaa and Oluka (2011:37) stated that Uganda loses billions of shillings owing to procurement flaws and non-compliance with regulations. Public procurement is marred by the use of wrong methods which results in high procurement costs, poor quality purchases and late or non-delivery of goods and services. Eyaa and Oluka (2011:38) further indicated that people who are tasked with procurement role in Africa lack knowledge of procurement and this opens loopholes for manipulation. This is in line with study's argument that unregulated procurement system results in problems that hinder the effective delivery of services.

Ethiopia

The implementation of procurement in Ethiopia is not without challenges. Damte (2018:44) identified the challenges associated with procurement in Ethiopia as follows: multiple decision makers delays the purchasing period in that each individual has to ensure that the process is adhered to; vague compilation of requisite form complicates the process; non-involvement of technique committee in bidding process results in suppliers supplying wrong items to the institution; absence of follow up on the procurement of items; and delays in the acquisition of goods that is attributable to the absence of accountability.

Legesse (2017:16-17) postulated that public procurement is faced with challenges such as: over-bureaucratized procurement system to avert negative publicity; non-involvement of procurement in early stages of design and planning; undermining the role of procurement as a partner of the business; non-renewal of procurement contracts on time and lack of mechanism to manage internal supply market developments and opportunities; and failure to use procurement for operational processes.

World Bank (2002:3-5) identified the problems that affect procurement in Ethiopia as follows: public procurement laws were inadequate and not based on international models; the inability of procurement laws to cover parastatals and other public bodies; the inability of Procurement Manual to reveal the range of procurement described in the Procurement Law; absence of example documents for works and consulting services; absence of crucial information on bidding documents such as bid evaluation criteria, clauses on price adjustment and settlement of disputes; and restriction of competition in the procurement of imported goods.

2.9 THE IMPACT OF PROCUREMENT ON SERVICE DELIVERY: AN INTERNATIONAL PERSPECTIVE

As stated, the impact of procurement on service delivery in various countries of the world is investigated. The idea behind is to show that the challenges associated with procurement do not only hinder service delivery in South Africa, however, it is a worldwide phenomenon.

United States of America

The procurement in the United States of America is not functioning without challenges. U.S. public procurement is faced with a myriad of malfeasances and inefficiencies. Despite \$11 million that was spent by city of Chicago in combating corruption, other cities in the United States are also faced with corruption committed by high-ranking politicians at the expense of cities' constituents. The federal and military contracting is the sector that is affected by the tendencies of malpractice in that navy officials admitted to have committed wrongdoings and collected bribes thereof (Roman 2013:13).

Federal procurement market is fraught with barriers that hinder foreign companies from participating freely in federal procurement market. One of the barriers is the small business preference that gives one quarter of federal market to the small businesses, on the contrary, other firms are struggling to meet the criteria that would enable them to participate in federal procurement market. Furthermore, the cyber security requirements imposed on information technology is another barrier that exclude foreign companies from participating in federal procurement. Reformers have endorsed the repudiation of multiple regulations in federal procurement to enable US to lower costs for business. Hence, complex regulatory regime is responsible for service delivery challenges (Yukins 2017:78-79). This is in line with the study's argument that corruption and stringent procurement processes affect service delivery in that the citizens are deprived of value for money that is attainable through open competition.

Japan

The language is an obstacle that hinders many people from participating in Japanese procurement. The bidding documentation needs to be translated in Japanese and submitted in a set timeframe. As a result, foreign companies carry a financial burden of employing specialists in order to comply with tender requirements where the lowest bid is the determinant. Missing and incomplete translations of bids by foreign entities results in their bids being invalidated and eliminated from bidding (Griek 2014:37-38). This occurrence is line with study's argument that stringent procurement processes

and language barrier will discourage foreign bidders from bidding and this will deprive citizens of value for money that is attainable through free and competitive bidding.

Koike (2014:6-7) revealed that collaborative procurement is hindered by problems emanating from bureaucratic culture. Firstly, lack of competence caused by transfer of procuring officers to another department to avoid relationship between staff and tenderers and this result in staff not being able to grow in their profession. Secondly, lack of leadership in the public procurement reforms. Thirdly, lack of teamwork among various stakeholders involved in procurement process.

India

India obtained independence in August 1947, and adopted constitution in January 1950. India emulated British model of parliamentary democracy, however, the procurement is not functioning without problems. World Bank (2003: 10-13 identified problems that affect procurement in India as follows: multiplicity of rules and procedures governing procurement due to the absence of oversight by government; absence of central law that governs procurement results in procuring entities implementing wrong procedures and policies; lack of credible complaint procedure within the system and the collusion between superiors and subordinates; absence of standard tender document results in procuring entities using multiple tender documents for identical procurements.; the procurement system allows the procuring entities to negotiate with the bidders and this opens the room for corruption; and delays in procurement processes due to red tape.

Tabish and Jha (2010:264) indicated that public procurement in India is grappling with irregularities. These irregularities affect three stages of public procurement, namely, (1) pre-tender stage comprising of project formulation, appointment of consultants, and preparation of project report; (2) tender phase comprising of prequalification, preparation of tender documents, inviting and opening of bids, bid evaluation and award of bid; and (3) implementation phase comprising of complying with the conditions of contract, disbursing payments, quality assurance and timely completion.

Tabish and Jha (2010: 269-271) further identified the irregularities that affect public procurement in India as follows:

- Inability to define openly the criteria to evaluate and award tenders.
- Deliberately fabricate the tender estimate to mislead bidders.
- Deliberately put restrictions to deny consultants/bidders a chance to bid in order to favour only a few consultants/bidders.
- Failure to ensure that insurance policies are submitted and technical staff is deployed to minimise the risk of failure in project execution.

Hazarika and Jena (2017:21) added that the procurement process in India is affected by the delays caused by poor planning, budget preparation and approval and insufficient procurement staff. The absence of comprehensive legislation opens a leeway of corrupt practices within the procuring entities. There is no clear provision for a penalty should the individual found to have transgressed. This is in line with study's argument that the absence of procurement legislation that governs procurement activities will result in procuring entities abusing the procurement processes. As a result, the service delivery will be affected since it depends heavily on procurement.

2.10 GAPS IDENTIFIED IN THE EXISTING SCIENTIFIC KNOWLEDGE

This researcher looked at various thesis, journals and scientific publications by other scholars in relation to the current research topic. It was clear that no scientific research knowledge exist regarding the specific theme of this research project, hence it is important that further research should be conducted in this field.

Moreover, the researcher did not find any specific studies pertaining to the impact of procurement processes on service delivery in relation to public secondary schools.

2.11 CONCLUSION

The literature reviewed in this chapter are in line with the study argument that procurement processes affect service delivery. The theoretical framework which is the agency theory has been critiqued and the correlation between the theory and study has been explained. The legislative framework that governs public procurement in South Africa has been explored. The various methods of procurement which can be used by the organs of state when they contract for goods and services were also explored.

CHAPTER 3: RESEARCH METHODOLOGY

3.1 INTRODUCTION

The previous chapter provided a detailed review on procurement challenges and its impact on service delivery. The intention of literature review is to analyse procurement challenges and its impact on service delivery and make it understandable. This chapter presents methodology and design for the study. The tools and instruments that were used to collect the data is explained. The chapter concludes by providing a brief discussion on data analysis, ethical considerations and the test for reliability and validity of this study.

The problem of the study is that procurement processes sometimes result in delay in service delivery due to compliance requirements and procedures to follow. This study focuses on the impact of procurement within the schooling sector. As a result, this study will attempt to mitigate and address the challenges of procurement, which hinder service delivery. The nature of the study dictates that the qualitative research approach must be used to help the researcher to understand the problem well. Therefore, semi-interviews were used to collect data from Public Works officials and contractors.

3.2 RESEARCH DESIGN AND THE RESEARCH METHODOLOGY

3.2.1 Methodology and design defined

Research methodology is scientific way of solving research problems. The research methodology must be designed in line with the research problem. Research methodology is wider than that of research methods in that it includes all aspects of research from motivation for the study, research problem, method of collecting data, and method of analysing data (Kothari (2004:8). Kumar (2014:122) viewed research design as a plan that you follow during your research journey to find answers to your research questions. It is a plan of action that determines the methods and procedures to be used during research process. This is re-echoed by Creswell (2009:3) who

defined a research designs as plans and procedures that determine the methods of data collection. The research plan involves several decisions that determine the design to be used to study a topic. The selection of a research design emanates from factors such as research problem, the researchers' personal experiences and the audiences. According to Kothari (2004:31-32) the research design includes an outline of what the researcher will do from writing the hypothesis to final analysis of data. It also includes source of information regarding the research problem, method of collecting and analysing data and time and costs of undertaking a research. Conradie (2020:97) indicated that research design comprises objectives such as sources from which data can be collected, methods of collecting and analysing data, access to data, location of participants and financial implications. Manyathi (2019:121) described research design as a process of transforming ideas, research question and interests from being a thought to be a meaningful research in social sciences.

The researcher has designed the plan in accordance with the nature of the study. As stated, the nature of the study dictates that interviews should be conducted to a number of respondents in order to get the information that will assist in addressing research problem. Therefore, the researcher acted in accordance with the plan or design in order to achieve the desired results. Furthermore, the manner in which this study is planned and designed is explained in the following sections hereunder.

3.2.2 Qualitative and quantitative research methods

Qualitative research is a type of social science research that collects and works with non-numerical data (Crossman, 2017:1). The qualitative research approach is used in the behavioural sciences to study the motives of human behaviour and the factors that that motivate people to behave in a particular manner (Kothari 2004:3). Dlungwane (2017:46) postulated that the qualitative research approach is normally used to investigate the policies due to its ability to answer questions and shed light on matters deemed sensitive, thereby assisting the researcher to fully understand the experiences of the people. According to Hennink, Hutter and Bailey (2011:8-9) the qualitative research approach is used to examine people's experiences through research methods such as interviews, focus group discussions, observation, content analysis, visual methods, and life histories. If a qualitative researcher approach has

qualities such as open-mind, curiosity, flexibility and ability to listen, it will be easy to collect data successfully. Creswell (2009:175) identified the characteristics of the qualitative research approach as follows:

- Qualitative researchers collect data in the field where participants grapple with the issue or problem. The researchers obtain information through mingling with people.
- The researchers collect data on their own through examining documents, observing behaviour, and interviewing participants.
- The information is gathered through a myriad of sources than relying on a single source.
- The researcher focuses on learning the meaning that the participants hold about the problem as opposed to the meaning the writers express in the literature.
- The themes and categories emerge when the researcher engages with the participants to learn about the research problem.
- The information gathered through data collection may affect the initial plan and change all the phases of the research process.

Hennink, Hutter and Bailey (2011:269-270) postulated that, in qualitative writing, the researcher is tasked with the responsibility to conduct the investigation to a specific audience with regard to issues affecting the study population. In qualitative writing, the researcher must report about the methods he chooses to address the problem, the methods he utilises to analyse the data and the methods he uses to interpret the data in order to arrive at valid conclusions and recommendations. Qualitative writing is challenging in that it produces a large volume of data which is difficult to analyse and interpret, therefore the researcher must apply a good method or technique to produce scientific results.

Neuman (2000:122) stated that a salient difference between qualitative and quantitative research is the nature of data that is used to conduct the study. The qualitative research approach uses soft data in the form of impressions, words, sentences, photos and symbols. On the other hand, quantitative research uses hard

data in the form of numbers. Furthermore, these two approaches differ in the manner in which they perceive social life and this has a bearing on the tool that can be used by each style to collect data.

Table 3.1 Differentiating features of the qualitative research and quantitative research approaches

Qualitative approach	Quantitative approach
Data is obtained as transcripts, recorded words from respondents and observation	Data is obtained as statistics and numbers
Relatively few subjects or cases in the study	Many subjects or cases in the study
The meaning of the research is discovered towards the end of study	The research meaning comes at the beginning of the study
Themes are extracted from the data collected from respondents	Tables, statistics and chart are used to analyse data
Outcomes are normally singular, objective, and not influenced by the researcher	Outcomes are normally varied and objective as influenced by respondents
The study is mainly dependent on the researcher	The study is not dependent on the researcher
The research is mainly biased	The research is impartial
Theory is sometimes inductive and non-casual	Theory is sometimes deductive and casual
Research procedures are specific and devoid of duplication	Research procedures are vague and riddled with duplication

Source: Manyathi (2019:122)

3.2.3. Sampling Techniques

Sewnunan (2014:47) described sampling as selecting small number of objects, people and events from an entire population and this small number is referred to as sample. Manyathi (2019:125-126) indicated that sampling is mostly used because it is not feasible to interview or survey the whole relevant population at a given time. Therefore, it is wise to survey or interview a sample in that the whole population gets included in the study results. Furthermore, sampling process is cheap, time-saving and more accurate. For reasons stated above, the researcher opted to sample eight Public Works officials from a number of staff and eight contractors from a pool of contractors.

Qualitative and quantitative research differ in relation to the manner in which sampling is conducted. Quantitative researchers choose probability or random sampling for two reasons: it saves time and costs and it produces accurate results. On the other hand, qualitative researchers choose non-probability sampling. The sample in qualitative research is drawn from a small number of cases and the research topic determines the sampling technique that will be used to collect data (Neuman 2000:195-196).

Kothari (2009:59) stated that non-probability sampling is known by various names such as deliberate sampling, purposive sampling, and judgement sampling. In this category of sampling, the researcher selects items for the sample deliberately. In other words, the researchers purposively choose small mass of sampling out of a huge number which in turn becomes the representative of the whole. This supported by Dlungwane (2017:52) who stated that in non-probability sampling the researcher selects samples based on subjective judgement. Creswell (2009:148) indicated that in non-probability sample respondents are not chosen based on their convenience and availability. For the reasons stated above, researcher had purposively chosen the respondents that would assist in arriving at valid conclusion and recommendations.

On the contrary, probability sampling is known as random or chance sampling. In this category of sampling, every item has an equal chance of inclusion in the sample. The individual units are chosen from whole group by mechanical process as opposed to

deliberate process (Kothari, 2004:60). In random sampling, the researchers establish a simple frame, which is the list of population elements. For instance, the researcher might use a telephone directory as a sampling frame, in this regard; the population would be residents with a listed telephone number. Therefore, a sample of the desired size can be drawn randomly from a table of numbers and this process is not subject to researcher biases (Pilot and Beck 2010:313).

3.3 METHODS OF DATA COLLECTION

Data collection refers to obtaining valuable information that will assist to solve the research problem. There are four main tools that can be used to collect data. These tools range from questionnaires, interviews, observation to reading. The emphasis must be on ensuring that the tools used to conduct the study are reliable and valid (Bakre 2015:146). Kothari (2007:95) revealed that data collection commences once the research problem has been identified. The data is classified into two categories namely, primary data and secondary data. The primary data are those that are collected for the first time and which are deemed original, on the contrary, secondary data are those which have been collected before, and which have undergone the statistical process. According to Kumar (2014:171-172) primary data is collected from primary sources, for instance, finding out first-hand information about the feelings of a community with-regard to the services that they receive from the government. On the other hand, secondary sources implies the utilisation of census, hospital records and organisation's record to extract information and the utilisation of sources such as articles, journals, magazines books and periodicals to obtain data which is necessary for the study.

Wiid and Diggins (2013:88) stated that there are two approaches to primary data collection. The researcher must decide on method that is deemed effective and suitable to the problem that the study seeks to address. The researcher is at liberty to utilise any method of collecting data provided that it will yield the desired outcomes. Moreover, the following factors should be considered when choosing the data collection method: interviews enables the researcher to collect more data than telephone surveys; the data-collection method must ensure that the study results are

reliable and objective; and the survey method is quicker and cheaper than observation in that the interviewer has control over data collection than the observer.

3.3.1 Interview

As defined by Neuman (2000:274) an interview is short-term, secondary social interaction between two individuals with the intention to exchange information. The interviewer asks predetermined questions and records answers, and the interviewee answers. Hays and Sing (2012:239) concur that structured interview relies on a pre-planned sequence and pace of questions that a researcher follows. The questions should be asked exactly as written and the task of the interviewer is to motivate the participants to talk freely about the topic. Kumar (2014:182) postulated that interview enables the interviewer to prepare a respondent before asking complex and sensitive questions. Furthermore, the interview enables the interviewer to give clarity to the question that is not understood by the respondent. Pilot and Beck (2010:341) emphasised that semi-structured interviews are used when the researchers have a number of topics or questions to cover in an interview.

Kothari (2004:98-99), Creswell (2009:179), and Manyathi (2019:127-128) identified the advantages of the interview method as follows: interviews enable the researcher to obtain more information; interviews offer the researcher a chance to restructure questions; interviews enable the researcher to choose person(s) to answer questions; interviews enable the researcher to record the answers; the interviewer can catch the respondent off guard to elicit information; the language of the interview can be made to suite the ability or educational level of the informant; interviews can be arranged at a time convenient to researcher; interviews enable the researcher the control over the line of questioning; interviews enable the participants to share their experiences; interviews enable the thoughtful collection of data in that participants have enough time to prepare; interviews enable the researcher to see if the respondent is not comfortable with question; and interviews enable the researcher to keep the respondent focused to avoid any occurrence of distractions.

According to Hennink, Hutter and Bailey (2011:211) verbatim transcript is important in that it enables the researcher to catch participants' own words and phrases, and it enables the researcher to understand the participant's livelihoods which is necessary

in qualitative research. This study used semi-structured interviews to collect data from the participants. All interviews were conducted in English and the verbatim transcript was retained for data analysis.

3.2.3 Data display

As mentioned by Conradie (2020:105) it is imperative in qualitative studies to display and present data in the manner that is accessible and understandable to the reader. The data analysis and findings of this study are displayed appropriately, using texts, tables, figures and bar charts.

The primary data generated through semi-structured interviews are (partly) displayed verbatim in the chapter on data analysis in Chapter Four. Challenges to the delivery of schools' infrastructure, and solutions to delays and defaults in service delivery were mentioned by participants in all in-depth interviews and were incorporated during the interpretation of results through coding and thematic content analysis.

3.4 DATA ANALYSIS

Creswell (2009: 184) viewed data analysis as a process of collecting an open-ended data by asking questions and developing an analysis from information provided by the participants. According to Robson, (2011:412) data analysis is a breaking up of something intricate into smaller parts. Hennink, Hutter and Bailey (2011:205) view qualitative data analysis as a science of developing evidence-based interpretations of data by using appropriate methods to ensure that study findings are in tandem with data. Conradie (2020:108) indicated that qualitative data analysis is an intricate process that requires clear thinking on the part of the researcher. Various problems may hinder the research process, leading to inconsistencies in the interpretation. It is, therefore, imperative for the researcher to strike a balance between the qualitative data analysis program and value of all sources.

Hennink, Hutter and Bailey (2011:210) added that data analysis involves three main tasks namely; producing verbatim transcript of the interview or group discussions, translating the transcript and removing the people's names from the data to ensure that participants' identity is not revealed. Robson (2011:408) indicated that data

analysis, in fixed design method, begins in the aftermath of data collection. Data analysis, on the other hand, in flexible research method, begins at earlier stage. Data analysis is necessary in that the data in their raw form hinder the identification of themes and important messages that are necessary in solving research problem. Robson (2011:475) further postulated that managing the qualitative data can become cumbersome, therefore, the researcher must start early to reduce the data mountain and this forms part of data analysis

This is supported by Wiid and Diggins (2013:236) who stated that, at this stage, the researcher is faced with a massive volume of raw data to be analysed and interpreted. Therefore, proper planning of data analysis must start early to avoid inaccuracies that may emerge during the process of analysing data. Pilot and Beck (2010:463) indicated that qualitative data analysis is challenging for three main reasons such as: firstly, there are no universal rules for analysing qualitative data and the absence of standard analytic procedure makes it difficult to explain the process of analysing and presenting findings in a valid manner; secondly, there is a huge amount of work required. Qualitative analysts must organise and interpret many pages of narrative materials; thirdly, qualitative analysis requires inductive skills and creativity.

According to Creswell (2009:185-186) data analysis involves various steps of analysing data such as:

- Recording interviews, typing field notes, and sorting data.
- Read all the data to obtain a general sense of information and meaning.
- Organise information assembled during data collection into paragraphs.
- Read all transcripts carefully and jot down some ideas.
- Pick one interview and write thoughts in the margin.
- Make a list of all topics, group together similar topics, and form these topics into columns.
- Abbreviate topics as codes and write codes next to segments of the text.
- Find most vivid wording for your topic and turn them into categories.
- Make a final decision on the abbreviation for each category and alphabetise these codes, and

- Assemble data material belonging to each category in one place and perform a preliminary analysis.

The study was analysed through the use of thematic analysis. Bakre (2015:153) indicated that thematic analysis is a qualitative method utilised by the researcher to identify, analyse and report patterns within the data. He further asserted that thematic analysis helps the researcher to organise and describe the set of data in a detailed manner. There are six basic phases to conducting a thematic analysis; these include: becoming familiar with data; generating initial codes; searching for themes; reviewing themes; defining and naming themes; and producing the report.

This view is supported by Conradie (2020:106-107) who stated that there are six phases in thematic data analysis, namely, preliminary organising and planning; open and axial coding; development of preliminary code book; pilot testing the code book; final coding process; reviewing the code book and finalising the themes. Thematic analysis produces a set of themes that describe the most significant patterns in the data and these themes can be identified using inductive approaches. Dlungwane (2017:62) defined content analysis as a “detailed and systematic examination of the contents of a particular body of material for the purpose of identifying patterns, themes or biases”.

Robson (2011:477) identified the advantages of thematic content analysis as follows: it can be utilised in all types of qualitative data; it is an easy method to use; it can be used by researchers who lack experience of qualitative research; the results derived from analysis can be easily communicated to practitioners, policy makers, and an educated public; it is an ideal method to use when the researcher has to interact with participants to collect data and in the analysis of findings; it enables the researcher to summarize a huge chunk of qualitative data; and it can be used in a different fields and disciplines.

For the purpose of this study, the researcher identified themes and patterns that emerged from the data to understand the phenomenon of service delivery challenges and to identify causes and solutions related to the management of these challenges utilising the Queensburgh area as a case study. In other words, the data that

generated by means of semi-structured interviews were recorded by the researcher and analysed by means of qualitative coding process that reduced the raw data. The codes were categorised and the main recurring themes and patterns were identified by the researcher. The relationships between these themes were determined and explored to assist with final interpretation of the data.

3.5 RELIABILITY AND VALIDITY

Reliability refers to the degree to which the results of a study can be duplicated, comparing samples of similar nature, in similar patterns to generate similar findings. The study is deemed as reliable if it produces common themes and trends during data analysis (Sewnunan 2014:66). Qualitative reliability implies that the method of research must be consistent at all times. To maintain consistency, the researchers must document steps and procedures involved in the research process. Furthermore, a case study protocol and database must be formulated. Validity, on the other hand, means examining the accuracy of the findings (Gibbs 2007 cited in Creswell, 2009:190). Hays and Singh (2012:192), defined validity as truthfulness of findings and conclusions based on the interaction between the researcher and participant about a particular subject.

To ensure the validity of the data, the participants were informed that there was no force or coercion in participating in the study in order to ensure that data collection sessions involved only those who were genuinely willing to take part in the study. Furthermore, they were informed that they had a right to withdraw from the study should they feel to do so without giving any reason or explanation whatsoever. They were encouraged to be frank and they were told that they were no wrong and right answers to the questions.

3.6 ETHICAL CONSIDERATION

The ethics are not only important in the field of natural sciences, such as medicine but even in the social sciences. Therefore, the researcher should ensure that ethical issues are adhered to at all times when data is collected from the participants (Collis and Hussey 2003:37). In this case, a letter requesting the permission to conduct the study was submitted to the Department of Public Works and the Department of

Education and the permission was granted to this effect (Appendix A and B). Once the permission was granted, the letters were forwarded to Public Works officials. The arrangement and permission were sought with the participants of the study to avoid disrupting functioning of the offices. Neuman (2000:90) suggested that the researcher must always abide by moral and professional obligations, even in instances whereby research participants are unaware of or unconcerned about ethics. Social researchers must be knowledgeable about research techniques and be sensitive to ethical issues.

The purpose of the interview was explained to the respondents and the use of a digital recorder thereof. The participants were requested to sign the consent forms, which enabled them to acknowledge that they understand the purpose of the study. The respondents were assured of the confidential nature of information gathered during the study and that their identities would remain anonymous. The participants were told to excuse themselves from answering questions that they feel will harm and jeopardise their work and institutions.

3.7 CHALLENGES DURING DATA COLLECTION

Only one instrument was used in this study to gather data. The interviews were conducted with the following respondents namely, the members of the staff from the DPW and contractors that do business with DPW. The researcher visited two high schools in Queensburgh to ask the principals to participate in the study. In one school, the researcher met the acting principal who agreed to participate in the study, however, when the researcher later came to conduct the research he encountered newly employed principal who refused to participate in the study. In another high school visited by the researcher, it was mentioned that the school is operating under section 21, which means that the school raises money on its own to fund the maintenance and it does not rely on services of Public Works. The researcher, then decided to exclude the principals from the study.

The researcher intended to interview only senior officials from the DPW, however, only the Chief Financial Officer (CFO) agreed to participate in the study, other senior officials did not respond to the invite that was extended to them. Therefore, the researcher requested other staff members who are employed in built environment and

in SCM unit and they agreed to participate. These Public Works Officials were interviewed by the researcher: the Chief Construction Project Manager; the Deputy Director the Programme Manager; the Project Manager; the Quantity Surveyor, the Building Inspector, the Assistant Director: SCM Unit; the Practitioner SCM.

3.8 CONCLUSION

In this chapter the research methodology, design, approach and process were discussed. The difference between research methodology and research design was explained. The difference between the qualitative research approach and quantitative research approach was clarified. However, the emphasis was put on the qualitative research approach since the study is qualitative. The type of sampling technique that was used by the researcher to select respondents has been explained.

The method that was used to collect data has been explained. This study used in-depth interviews. The data analysis process has been critiqued. The importance of ensuring that study results are reliable and valid has been explained. The importance of ethics in conducting research has not only been explained but has been applied in that the identities / names of research participants have not been revealed. Lastly, the challenges experienced by the researcher during data collection has been revealed. In the chapter that follows, the generated data have been presented, analysed and interpreted, resulting in scientific findings as responding to research question.

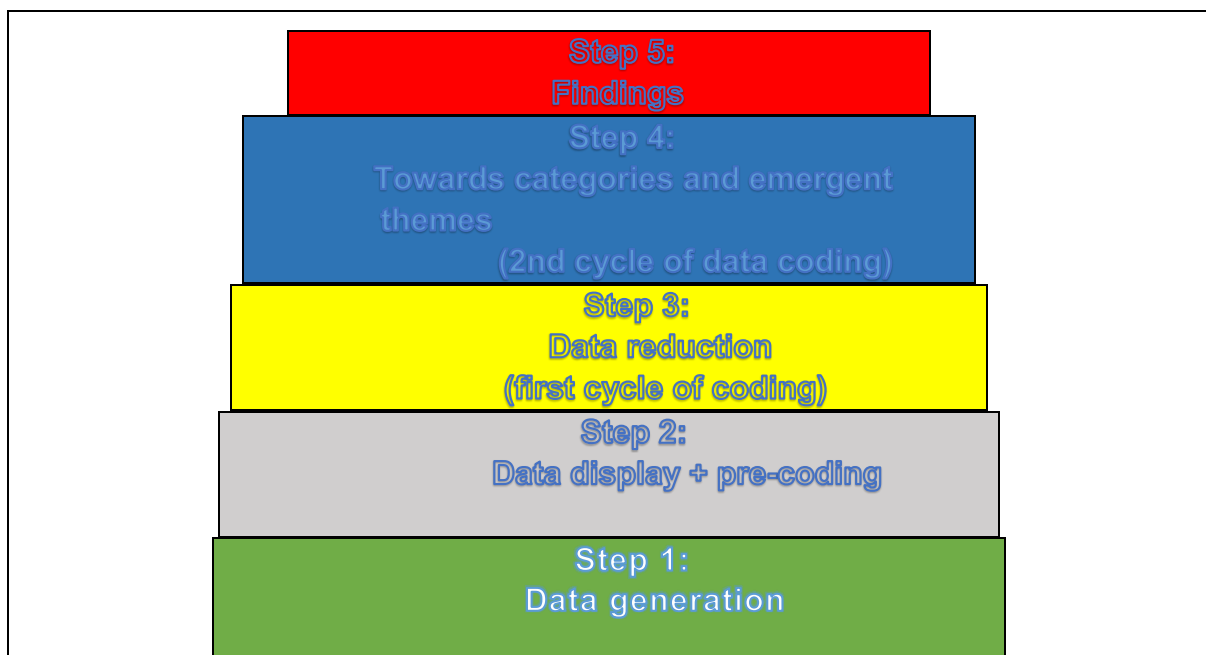
CHAPTER 4: DATA ANALYSIS

4.1 INTRODUCTION

In this chapter the data generated by the study is presented and analysed, using qualitative data analysis techniques. Thematic content analysis resulted in scientific outcomes that are presented at the end of the chapter in a scientific form.

Procurement processes impact on service delivery in that they cause delays in the provision of services. The research focus was to evaluate the impact of procurement processes as it relates to the slow delivery of services, with a case study performed in two public schools in Queensburgh area in KwaZulu-Natal.

The five steps depicted here indicate an overview of how data was generated and analysed in the current study.



(Source: Adjusted from Conradie, 2020)

Figure 5.1: Five steps in qualitative data generation and analysis

4.2 STEP 1: DATA GENERATION

The researcher generated data by conducting the semi-structured interviews with the selected officials at the DPW in Mayville Durban. Moreover, the researcher conducted the semi-structured interviews with the selected contractors that do business with the DPW. The rationale behind interviewing the officials from DPW and contractors was to find solutions on the problems relating to delays on service delivery that are caused by procurement processes with reference to public schools. The interview took place in a formal setting, at government offices, and were recorded in audio and written formats.

The interviews centred on how Public Works officials perceive the administering of procurement processes in delivering the services and what can be done in ensuring that the compliance is adhered to and at same time the service delivery is expedited.

These eight Public Works Officials were interviewed by the researcher: the Chief Financial Officer (CFO); the Chief Construction Project Manager; the Deputy Director Programme Manager; the Project Manager; the Quantity Surveyor, the Building Inspector, the Assistant Director: SCM Unit; the Practitioner SCM as well as eight contractors that do business with DPW.

4.3 STEP 2: DATA PRESENTATION AND PRE-CODING

In this phase (Step 2) the essential responses of the participants are presented, per interview question. The relevant text is presented in the table 4, meaning that the unrelated comments and confusion have been eliminated, with a view to work with the reduced and appropriate data. In these tables some of the noteworthy verbatim quotes ('gems') have been included despite the fact that the researcher predominantly applied open coding, and not in vivo (verbatim) coding.

Since there are two groups of respondents in the research study, namely, Public Works officials and contractors, all former respondents were asked a similar set of semi-structured interview questions and latter respondents were asked a similar set of semi structured interview questions. By utilising the process of pre-coding and open coding, also known as the first stage of coding, the most significant participant

responses (some verbatim) were captured in relevant text and are presented in tables below in italics. Establishing this relevant text, as opposed to the entire raw data set or full transcript of all data that were generated (including irrelevant or outmoded remarks), was an important step in initial data reduction. Pre-coding assisted to reduce the comprehensive raw data transcript to pages and paragraphs, with a view to further coding and analysis. Entire pages of data prescripts were scrutinised by researcher to find meaning and impression and to arrive at initial hypothesis that procurement processes impact on service delivery. An example of the hypotheses would be: The procurement operates within the parameters of the law, therefore, the pace and speed in which the services are rendered is affected by complying with the processes and procedures. Another example: Late and non-delivery of construction projects affects teaching and learning in public schools.

It is important to mention that the responses displayed were grouped separately as those obtained from Public Works officials and contractors. The research aim was to obtain insights from different role-players in the delivery of schools' infrastructure, and to address the problem of delays and non-delivery of construction projects.

Table 4.1: Responses from Public Works officials at case study (two public schools in Queensburgh)

	Respondent 1	Respondent 2	Respondent 3	Respondent 4
A 1.	In your view, what are the challenges that affect procurement processes in your department?			
A 1.	<i>SCM is understaffed, it has more responsibilities with less staff. Lack of knowledge by staff employed at SCM. Committees don't normally sit almost every week. Service delivery depends on committees.</i>	<i>Lack of understanding of procurement processes by officials employed in SCM. Issue of Capacity in that the department has number of projects to undertake but with less staff. Issues of personal interest by SCM officials.</i>	<i>Poor planning in terms of the whole procurement process. SCM is highly regulated, quite bureaucratic in terms of the processes. There is a lot of processes you have to go through to comply with the legislations.</i>	<i>One of the challenges is that the department does not have money, we use funds from client departments. To procure, we need the confirmation of funds and it takes time to get funds approval due to non-availability of delegated individuals to append signatures.</i>
A 2.	What is the impact of procurement processes on service delivery?			
A 2.	<i>Everything depends on procurement processes. It is central in terms of service delivery e.g. if there is a storm damage and the roof is blown away the classrooms will be open. Once there are delays in procurement the teaching and learning will be affected.</i>	<i>Procurement process is a requirement by law to safeguard against any risk. The impact can be positive and negative. The delays caused by procurement has direct impact e.g. the community at large will be affected if there is no school or clinic delivered on time.</i>	<i>Obviously, delayed process delays service delivery.</i>	<i>It has a negative impact, yes it is good in terms transparency and compliance. Sometimes the client departments withdraw the projects from DPW due to delays and assign them to other implementing agencies.</i>

	Respondent 1	Respondent 2	Respondent 3	Respondent 4
A 3.	Procurement within the Department of Public Works has two phases namely, Pre-Bid and Post-Bid. Which of these phases do you think causes the delays the most and why?			
A 3.	<i>It has to be Pre-Bid. It has an impact on the entire value chain of delivery of the project. Pre-Bid is central; the entire process starts there. There is nothing major in the Post Bid that can delay.</i>	<i>I would say out of the two is Pre-Bid. Pre-Bid is understaffed. Staff seem to have personal interests on the projects in that they prioritize the projects which they think will benefit them materially.</i>	<i>Pre-bid in terms of planning and defining specifications, delays in there.</i>	<i>It is Pre-Bid; the delays emanate from the funds as I mentioned earlier. To undertake the projects, you need to have funds approval. Also, the long process of advertisement.</i>
A 4.	How does the lodging of appeals by unsuccessful bidders affect service delivery?			
A 4.	<i>There are two parts of it, if the concerns are genuine the bidder has the right to challenge the process but if there are no grounds in that the appeal is lodged with the intention to delay, it is wrong. It causes the delays in service delivery. People suffer due to the non-implementation of the project.</i>	<i>Appeals take a long time. You may have to wait for six months or more for a Tribunal to take a decision. The service delivery gets affected. It also costs the state a lot of money in that by the time the appeal is finalized the costs increase.</i>	<i>If the appeal is lodged it lengthens the time in which you are able to award the bid. It will delay the implementation of the project which will then have the direct impact on the delivery time of the project.</i>	<i>If the appeal is lodged the service must be put on hold. There are a lot of cases to be attended to by Tribunal. It might take plus or minus six months, the prices of the items increase. You end up adjusting the price of the project.</i>
A. 5.	How can these challenges be addressed?			

	Respondent 1	Respondent 2	Respondent 3	Respondent 4
A 5.	<i>We need to capacitate SCM staff in terms of requisite skills to be able to discharge their duties. You need to have stipulated timeframe in terms of turn around periods to complete the processes. To ensure that committee members sit from time to time to attend to cases submitted to them.</i>	<i>Awareness campaigns on how to avoid conflicts of interest so that the staff can put the citizens first. To capacitate SCM officials so that they understand the legislative frameworks. To ensure that the compliance is adhered to in order avoid appeals</i>	<i>To introduce long term planning in terms of infrastructure. You need to know well in advance what you are going to procure e.g. if you want to build the school in two years' time. You need to know well in advance that the procurement process needs to start.</i>	<i>To ensure that the funds are allocated on time from client departments. Alternatively, DPW must have its own budget instead of requesting funds from client departments. The procurement planning must be implemented on this first day of financial year</i>
B 1.	How does contract management processes within the Department of Public Works affect service delivery?			
B 1.	<i>It speaks to the implementation of the contract between the state and the service provider. It speaks to the issue of cost, quality, and time. It caters for challenges such as underperformance of the contractor, underperformance of the consultant, community behavior, subcontractors, unskilled labour and deliverables of the project.</i>	<i>There is quite a lot of red tape in government. You may find that the decisions making are delayed because we have to follow all the processes to avoid the department from having qualified audits and those processes take time, obtaining approvals while the service delivery on the other hand is being compromised.</i>	<i>The contract management assists in meeting the milestones of the project implementation and that impacts on the final outcome which affects service delivery.</i>	<i>It affects service delivery in terms of requirements like guarantees which are needed before the commencement of the contract. Black contractors are struggling to submit guarantees on time and we end up extending time for submission of guarantees</i>

	Respondent 1	Respondent 2	Respondent 3	Respondent 4
B 2.	In your view, what are the causes of failure and default in the completion of the projects?			
B 2.	<i>The capacity, some contractors don't have human resource and knowledge of construction. Issue of cash flow, some contractors don't have capital to start the projects, this is a serious issue. Business forum demands work, you find that subcontractors from community lack the skill to undertake the projects</i>	<i>Awarding tenders to the lowest bidder and this compromises profit margins of the company. You award to the lowest bidder and you find that the rates were not market related. Poor cash flow management, buying of cars with the money that is meant for projects. Lack of understanding of conditions of contract by contractors.</i>	<i>Poor contract management. If the implementation is not monitored. Contractor's inability to deliver. You may appoint inexperienced contractor.</i>	<i>The failure and the default is caused by financial muscle of the company. Lack of construction knowledge by contractors. Also employing people that do not have the skill to undertake the projects. Business forum wants to be bought out. They demand 30% of project value</i>
B 3.	What are the consequences of failure and default?			
B 3.	<i>Consequences are too severe. Each project is designed to address a particular problem e.g. addition of classrooms, addition of wards, building of school, building of hospital. The people from the ground suffer. The failure and default affects service delivery.</i>	<i>The people of South Africa won't have access to basic services that have been promised by government. The local community won't have school and clinic and that has negative impact.</i>	<i>Failure to deliver in time either classroom or clinic, the province won't provide learners with a classroom same as if you build a clinic and default you don't provide the health care to the community.</i>	<i>When the project is cancelled, the money should be recovered from the contractor. We also check if the default is caused by non-payment by the department.</i>

Table 4.2: More Responses from Public Works officials at case study (two public schools in Queensburgh)

	Respondent 1	Respondent 2	Respondent 3	Respondent 4
B 4.	How can these challenges be addressed?			
B 4.	<i>The measures needs to be taken is to assist the contractors to learn to manage the cash flow. Partner with the CIDB and other regulatory bodies. By so doing, you will be avoiding the failure in project implementation also this will help them to bid successfully.</i>	<i>There must be certain funding put aside for all projects implemented by provincial departments. There must be enough staff employed.</i>	<i>Having a good contract management and system in place. If you set milestones, then you need to ensure that they are achieved. If not, you must have a corrective measure.</i>	<i>To avoid bias in the evaluation of tenders. To avoid awarding contracts to the lowest bidder.</i>

Table 4.3: Responses from Public Works officials at case study (two public schools in Queensburgh).

	Respondent 5	Respondent6	Respondent 7	Respondent 8
A 1.	In your view, what are the challenges that affect procurement processes in your department?			
A 1.	<i>Lack of budget to undertake the project in that you must request the client department to allocate funding and that delays the projects. The lodging of appeals, objecting to the award as Tribunal is inundated with a lot of appeals and takes time to address the appeal.</i>	<i>Procurement processes attract a lot of challenges. Mostly they take longer than what is required in delivering projects especially the urgent projects e.g. if the department of Health needs urgent project to respond to the pandemic</i>	<i>Process takes quite long, it emanates from obtaining approvals from committees PDC, BEC, and BAC to advertise and to award. The process is longer than the norm.</i>	<i>Our processes are lengthy. It takes a long time for one project to get out to site. There are many steps but they are necessary in that we are using public funds that we have to be accountable for.</i>

	Respondent 5	Respondent 6	Respondent 7	Respondent 8
A 2.	What is the impact of procurement processes on service delivery?			
A 2.	<i>The impact is big on service delivery. Sometimes you find that through these delays the learners don't have classrooms or toilets and that affects their learning. You find that the roof is leaking and when it rains the children have to be in the classroom and the windows are broken during winter the kids must attend school.</i>	<i>The impact is big e.g. the terminated roof project due to non-performance whereby roof material that has been installed. You can't save the project against adverse weather conditions through appointing another contractor. You still have to follow the lengthy processes while the stormy weather is causing havoc. More budget will be needed to replace what could have been saved</i>	<i>Delays the implementation of the project in terms of awarding. It also affects the client itself in that they find the need for facility and give it to us to implement. The challenges affect service delivery on the ground and beneficial occupation and operation of the building for the client.</i>	<i>Obviously, if it takes a long time e.g. if there is a hospital needs oxygen since we are in living in COVID time, the lengthy processes will cause more deaths. It impacts on our society in general negatively.</i>
A 3	Procurement within the Department of Public works has two phases namely, Pre-Bid and Post-Bid. Which of these phases do you think causes delays the most, and why?			

	Respondent 5	Respondent 6	Respondent 7	Respondent 8
A 3	<i>Pre Bid causes delays in that there is a lot of processes before the bid can be advertised. It goes through various committees for approval. You may find that the award is hindered by the appeal. You may also find that the project is approved but there is insufficient funding. You then have to ask for additional funding from the client department</i>	<i>Pre Bid causes more delays e.g. to kick -start the project you first have to get the budget. The approval to advertise needs to go through three committees and they sit in different intervals. The bid award may take two months and may be objected. If it is objected it may take six months and some may end up in the court of law.</i>	<i>Pre Bid causes delays the most in that some of the processes are out of hands especially the projects that are above the delegation of the region are in the hands of our head office.</i>	<i>Pre bid takes a long time in that if the appeal is lodged it delays the process. There are a lot of processes that take place before the process can start e.g. getting funding and confirming funding, in some instances the project is cancelled after it has been awarded due to lack of funding.</i>
A 4.	How does the lodging of appeals by unsuccessful bidders affect service delivery?			
A 4	<i>This affects service delivery a great a deal. There is a lot of provincial departments that are serviced by Tribunal in terms of appeals lodging. Therefore, the process of resolving appeal takes time and this impacts on service delivery</i>	<i>Some service providers are unreasonable in terms of how they lodge appeals. There is an appeal case that I know which took a year without being attended to. Some contractors don't want to enter into settlement despite being given valid reasons for non-award. They may take the matter further to court to frustrate the process.</i>	<i>The appeals are lodged at Treasury and the processes take time to asses these appeals. Some of them are fruitless. This causes further delays</i>	<i>I understand that the appeals are necessary if someone feels that he followed everything needs to be followed and he still doesn't get the contract. But it delays service delivery in that people have to wait for appeal process to get finalized.</i>

	Respondent 5	Respondent 6	Respondent 7	Respondent 8
A 5.	How can these challenges be addressed?			
A 5.	<i>They can be addressed through the shortening of the processes. If there is more transparency in the process and involvement of all stakeholders. More transparency on procurement processes to avoid appeals.</i>	<i>By using the open bidding process to invite bidders. To use the close tender system in certain circumstances, without being subjected to auditing, to address the life threatening situation.</i>	<i>Certain functions and delegations must be given to the region. Value thresholds must be increased and more responsibilities be given to the region to have control over the process.</i>	<i>Our government has good policies. Our problem is implementation. Officials must attend workshops. We need to be transparent to avoid appeals.</i>
B 1.	How does contract management processes within the Department of Public Works affect service delivery?			
B 1	<i>The contract management affects service delivery in that the awarded bidder may sometimes delay in submitting performance guarantee, public liability insurances, health and safety plans, and construction program. If that is not monitored closely it can affect service delivery in that contractors may not submit on time. If the contractor is not paid on time that affects the project due to cash flow problems.</i>	<i>There are always service delivery protests in South Africa due to impatience from community who want service delivery. The politicians make promises when they are under pressure without taking into account the procurement processes to be followed. Citizens don't understand the procurement processes.</i>	<i>We try our best to ensure that the project is completed within the stipulated time. However, there are times when we have unforeseen events and when the variation order is required. The variation order needs approval prior to the activity being carried out.</i>	<i>Contract management has its own challenges. Sometimes you may find that the project requires variation order that was not foreseeable during the commencement of the project. You must motivate to the committees for approval to be granted</i>

	Respondent 5	Respondent 6	Respondent 7	Respondent 8
B 2.	In your view, what are the causes of failure and defaults in the completion of projects?			
B 2.	<i>People don't manage their contract as they are supposed to or mainly is the issue of cash flow management. Sometimes people lack contract management skills. You find that they are awarded but they don't have the clue of what they are doing in that they don't hire the right people like the foreman to manage the contract and that leads to the failure of the project.</i>	<i>Service providers not being knowledgeable, not having working capital, some being greedy in that they want to have three projects running at the same time. Even if it is one project, the lack of knowledge may result in the failure of the project.</i>	<i>In most instances, it is the poor management from the contractor's side and financial management in that some contractors don't have enough cash flow. Lack of skill within the company and site management staff are not experienced.</i>	<i>Most of the time the projects are awarded to the wrong people. Mostly, the lack of capital to do the work. We end up cancelling</i>
B 3	What are the consequences of failure and defaults?			
B 3	<i>The consequences of failure and defaults lead to the cancellation of project. There are steps taken as per the contracts namely, GCC or JBCC. If the contractor working on site is failing, the written warning should be issued and ultimately the project should be cancelled.</i>	<i>The major consequence is the community in which the project is meant to serve. If the project is cancelled the people suffer. If it is a school, the kids will suffer in that the school that is nearby is not completed on time they will have to travel far.</i>	<i>The contractor gets penalized so it is a loss of profit for him. The facility is not delivered on time so it is an inconvenience for the end user.</i>	<i>Defaults result in cancelation of projects. To ensure that due process is followed before cancellation by giving warning and time to rectify to contractors is time consuming. It affects service delivery. It also results in service delivery protests.</i>

Table 4.4: More Responses from Public Works officials at case study (two public schools in Queensburgh).

	Respondent 5	Respondent 6	Respondent 7	Respondent 8
B 4.	How can these challenges be addressed?			
B 4.	<i>Department to provide mentorship to the contractors. Financial service providers to conduct workshops on financial literacy to assist contractors. Financial assistance to be given to contractors to address the cash flow problems.</i>	<i>Politicians must not interfere in the planning process of the project in that they rush it. e. g. promise the construction of school without getting the confirmation of electrification from Eskom.</i>	<i>Government must provide support, workshops etcetera for up and coming contractors in order to develop them. To train them on financial management as well. To get the artisans schools back like it used to be 20 years ago.</i>	<i>We need to award people that are fit to do the work as opposed to people who offer bribes. We need to put out correct specification</i>

Table 4.5: Responses from contractors at case study (public schools in Queensburgh)

	Respondent 1	Respondent 2	Respondent 3	Respondent 4
C 1.	What are the challenges faced by contractors in bidding for tenders and in executing projects?			
C 1.	<i>The challenges are to go through the tender document making sure you complete it correctly, going through bill of quantities also double checking with your suppliers, pricing and amount of materials to be used and you also you got to put your profit margin there. It is difficult for the ordinary layperson who is coming in to this for the first time. Business forum is a challenge.</i>	<i>We coming excessively low prices to be considered for the projects. Some of the challenges is that there are no proper specifications to guide contractors in terms of pricing. They are people who are quoting but they don't know what they are quoting for. 9 out of 10 times the contractors who are awarded projects they never finish the projects.</i>	<i>I would say one is the fees of the tender documents, two is the location of the project in terms of attending site briefing. You have to price low to be considered for bid. You also have to submit the guarantees e.g. you have to pay R400 000 for 1 million guarantee. Business forums demand 30% of the project. It has big effect on service delivery.</i>	<i>Most people are unable to price the document correctly and they underquote which results in projects not completed on time.</i>
C 2.	What are the causes of failure and default in completing projects?			

	Respondent 1	Respondent 2	Respondent 3	Respondent 4
C 2.	<i>Some people don't have the capacity. They don't have the business acumen to know how to price, where to go buy stuff etc. You have to be in the game e.g. there is a certain type of paint that the department wants. Don't buy another paint that's cheaper you will have the problem. The project leader will say scrap that thing off. The finance also contributes too.</i>	<i>The failure will be caused by substandard materials, substandard workmanship. Obviously, sometimes when people coming too low it comes back to costing. If you have got the job at the right price and you can buy the material at the right place you will finish the job on time.</i>	<i>Most people who are in the industry don't know the pricing. Doing business with the client that does not pay on time. Poor management of staff. Employing people without requisite skills. Employ more staff than needed for a particular project. Abuse of resources e.g. cars etc.</i>	<i>When the contractors underquote it will result in non-completion of project due to poor workmanship.</i>
C 3	How do these challenges affect service delivery?			
C 3.	<i>The only challenge I can cite is finance in that I have been not doing any working for past few months but I have picked myself up and managed to arrange some finances.</i>	<i>After being awarded the project and you coming in excessively low. When the reality sets in with you going to find the right materials for the job and then you realize that you underquoted. It does affect service delivery in that you spend more time trying to shop around for best the deal to make profit.</i>	<i>In any developmental state as South Africa, construction is at the forefront of service delivery. If construction is affected the entire country suffers e.g. If a 5 billion project gets affected it may affect the movement of money from banks to hardware, to contractors and ultimately affects service delivery.</i>	<i>The service delivery will be affected due to poor workmanship. Hence they have not priced correctly that will lead to delays</i>

Table 4.6: More responses from contractors at case (public schools in Queensburgh)

	Respondent 1	Respondent 2	Respondent 3	Respondent 4
C 4.	How can these challenges be addressed?			
C 4	<i>If the department has its house in order in that it spreads the work over the months of the year e.g. when it comes to March and April, financial year end, there is no work.</i>	<i>If the tender is advertised there should be a mandatory requirement that forces the contractor to put in quotations from the suppliers for materials that they need to acquire and labour rates from Department of Labour to prevent the people that come excessively too low and getting awarded the job. This will assist in ensuring that the contractor does not default</i>	<i>The government must look at the evaluation criteria for award e.g. If the 40 million project is awarded at 32 million. Already you are setting up that contractor for failure. How can you empower a contractor who is 8 million below the estimate? Once the project is cancelled and re-advertised it becomes more costly to the state.</i>	<i>There has to be program for contractors. They need to be told how to price. They need also to have skilled people on site to fast-track work.</i>

Table 4.7: Responses from contractors at case (public schools in Queensburgh)

	Respondent 5	Respondent 6	Respondent 7	Respondent 8
C 1.	What are the challenges faced by contractors in bidding for tenders and in executing projects?			
C 1.	<p><i>Most contractors lack entrepreneurial knowledge. We have never been trained on how to price the document properly. We learn from other contractors, then we price according to other contractor's knowledge. If you price it right you succeed, if you price it wrong you don't finish the work. Access to funding, the banks have requirements such as credit record and collateral. For emerging contractors, I don't think there must be such requirements.</i></p>	<p><i>People from the department are unable to provide explanation or clarity on tender related queries. They lack knowledge. This results in contractors completing tender documents incorrectly. They are unnecessary requirements which put burden on the contractors i.e. tender document must be submitted with company certificate, however, the certificate is available in CSD.</i></p>	<p><i>We are coming from nowhere, we don't have finance, starting capital or equipment such as cars to run around. We lack education in that we don't understand tender document i.e. functionality criteria are written in manner that is difficult and it suits the established companies and Whites owned companies.</i></p>	<p><i>The challenges mainly getting the prices, going around getting right figures into pricing the tender document</i></p>
C 2.	What are the causes of failure and default in completing projects?			

	Respondent 5	Respondent 6	Respondent 7	Respondent 8
C 2.	<i>To use the funds borrowed from the bank in personal things as opposed to the project e. g. I am changing the car and furniture, buying substandard material, when the project leader comes he will instruct the contractor to remove the substandard material. The contractor will end up failing to complete the project within the contract period.</i>	<i>The bid may be awarded to the contractor who priced incorrectly. The contractors are not paid on time. Many contractors have closed the sites due to non-payment.</i>	<i>Lack of technical capacity in that people who are employed to work on site don't have skill to do the work. Contractors are not specialising in terms of work categories i.e. civil work, building work and electrical work. Business forum demands 30% of contract value.</i>	<i>As I said money costs us not to finish the job.</i>
C 3.	How do these challenges affect service delivery?			
C 3.	<i>Emerging contractors fall into the trap of employing unskilled people in that people claim to have a requisite skill in order to be employed because of hunger. The contractor ends up delivering poor service. The country suffers in that the structure that is supposed to take 20 years ends up taking 10 years.</i>	<i>Non-payment of contractors affects service delivery in that the project has the contract period in which it must be completed. Failure or delays in project completion affects the citizens in that they don't get school or clinic on time.</i>	<i>Lack of technical knowledge by contractors affect service delivery. Contractors are offering bribes to officials so that they are not held accountable for poor workmanship.</i>	<i>If the tender is awarded to the contractor who lacks working capital, obviously, the service delivery will be affected in that the contractor will not deliver.</i>
C 4.	How can these challenges be addressed?			

Table 4.8: More responses from contractors at case (public schools in Queensburgh)

	Respondent 5	Respondent 6	Respondent 7	Respondent 8
C 4.	<p><i>We should have trainings and workshops on finance, management of the projects and business. To prevent cases whereby contractors, bribe the project leaders to overlook poor performance, they end up not learning how to solve problems. Government must approach established companies to collaborate with emerging companies for transfer of skill.</i></p>	<p><i>The screening and evaluation of tenders must determine the contractor's technical and financial capacity to do the work. The government must have sufficient budget to undertake the projects. The government must have contingency (funds) in case the project escalates. The government must pay contractors on time.</i></p>	<p><i>Educate people to refrain from corruption. Payments must be fastracked. CIDB must conduct workshops to train contractors and Public Works staff on construction related matters.</i></p>	<p><i>To check the bank statements for the contractor that has been awarded, check previous work.</i></p>

4.4 STEP 3: DATA REDUCTION (FIRST CYCLE OF CODING)

Presented here is a summarised and integrated version of the most prominent, repeated version of responses from participants during the semi structured interviews process, indicating certain patterns and moving towards emergent themes from the data. The researcher has put an open coding process in operation.

A. Questions related to pre-tender stage (pre-bid) of procurement within the Department of Public Works.

A.1 – In your view, what are the challenges affect procurement processes in your department?

The lengthy processes that emanate from obtaining approval from committees. The request for funding for project implementation from client departments and inability of staff to do the work are major challenges that affect procurement processes.

A.2 – What is the impact of procurement processes on service delivery?

The procurement process is a requirement by law and the impact can be positive and negative. Procurement is good in ensuring transparency and compliance however; the lengthy processes impacts negatively on service delivery.

A.3 – Procurement processes within the Department of Public Works has two phases namely, Pre-bid and Post bid. Which of these phases do you think causes delays most and why?

Pre-bid impacts on the entire value chain of the project delivery. In order to kick-start the project, you need to get funding from the client department and the process is time consuming. The approval to advertise needs to go through three committees that sit in different intervals.

A.4 – How does the lodging of appeals by unsuccessful bidder affect service delivery?

If the concerns are genuine the bidder has the right to challenge the process but if there are no grounds in that the appeal is lodged with the intention to cause delays, it

is wrong. It costs the state a lot of money in that by the time the appeal gets finalised the costs of doing the projects increase.

A.5 – How can these challenges be addressed?

The trainings and workshops must be organised for staff employed in procurement to enable them to learn and understand the work and legislative frameworks. There has to be sufficient funding from client departments for project implementation, alternatively, Public Works must have its own budget as opposed to rely on client department. Certain functions must be delegated to regional level of operation, value thresholds must be increased and more responsibilities must be given to the region to have control over processes. Committees must sit from time to time to attend to cases submitted. More transparency on the processes to avoid appeals.

B. Questions related to post-tender stage (pre-bid) of procurement within the Department of Public Works

B.1 – How does contract management processes within the Department of Public Works affect service delivery?

Contract management affects service delivery in that the awarded bidder sometimes delay in submitting the mandatory requirements such as performance guarantee, public liability insurances, health and safety plans and construction program. Despite our efforts to ensure that the project is completed on time, there are unforeseen circumstances whereby the variation order is required. The variation order needs approval from committees before it can be implemented.

B.2 – In your view, what are the causes of failure and default in the completion of projects?

Most contractors lack skill and knowledge to do the work. Most of the time the projects are awarded to the wrong people. In most instances, the contractors lack the working capital. Poor cash flow management, buying cars with the money that is meant for projects. The invasion of construction sites by business forum results in failure and default in the completion of projects.

B.3 – What are consequences of failure and defaults?

People of South Africa will not have access to basic services that is promised by government. The facility will not be delivered on time, so it is an inconvenience to the end user. Cancellation of projects

B.4 – How can these challenges can be addressed?

Government must provide support and workshops to the emerging contractors. There has to be workshops on financial literacy to assist the contractors on financial management. The artisans' schools should be brought back like it used to be 15 to 20 years ago. We need to look at how we put out specifications, it needs to be clear. Many challenges occur on site because the project has not been specified correctly.

C. Questions related to the role of contractors in bidding and executing work for the Department of Public Works.

C.1 – What are the challenges faced by the contractors in bidding for tenders and in executing projects?

Most people are unable to price the document properly. You have to price low to be considered for the award. One of the challenges in Metros is business forum, they demand 30% of the project value without executing work.

C.2 – What are the causes of failure and default in completing projects?

Most bidders lack knowledge of construction industry. The failure is caused by substandard materials and substandard workmanship.

C.3 – How do these challenges affect service delivery?

When you are awarded the project at the price lower than market rate, you spend more time trying to shop around for the best deal to make profit.

C.4 – How can these challenges be addressed?

The tenders must be awarded at a market related price. There must be training and workshops to assist the contractors with the pricing of tender documents.

4.4.1 Researcher observations

As can be observed above, after the initial pre-coding cycle the first cycle of coding was performed. From the responses by Public Works officials and contractors and detailed comprehensive raw data transcripts, codes were identified through an open coding process, and these are incorporated here above. The research-generated codes were essential building blocks in the process of allowing the data to surface.

The researcher processed the raw data transcript that was obtained via in-depth interviews by means of pre-coding, holistic coding, and open coding. Approximately eighty open codes were identified by the researcher in the current study. The coding assisted the researcher to identify the repeated thoughts, ideas and emerging patterns expressed by the participants. Codes from the research interviews were arrived at inductively and were data driven, through a bottom up approach (as opposed to deductively, or theory driven).

5.4.2 Recommendation 2: Decentralisation of powers and functions

Delays in service delivery is attributable to obtaining approvals from committees or from senior managers who are delegated with powers to sign and approve. In most instances, the bid committees do not converge owing to non-availability of members who often attend meetings of the departments. It is recommended that the powers and functions to carry out duties must be decentralised to the district offices in order to fast-track service delivery.

4.5 STEP 4: TOWARDS DATA CATEGORIES AND EMERGENT THEMES (SECOND CYCLE OF CODING)

Data categories and emergent themes have been identified by the researcher from the further reduced data set presented as part of the first cycle of coding – Step 3 above. The categories and themes closely correspond with the outcome of the first cycle of coding, ensuring that a clear and a logical line of analysis is demonstrated, where there is no move away from the data generated initially. The emergent themes were identified from the respondents' suggested descriptions, causes, solutions and implementation actions in relation to the delays and default in service delivery. The

themes - as applied to the case study in Queensburgh public schools – have direct reference and implication to whether the government policies address the service delivery challenges.

The main data analysis categories identified by the researcher are the following:

- *general fundamentals* i.e. prioritising the impact of procurement on service delivery.
- *causes of the problem* – see table below
- *solutions to the problem* – see table below
- *emergent themes* – see further in this section

This table is a presentation of some of the main emerging themes found by the researcher – the table is followed by a more detailed account related to some of the key emergent themes.

Table 4.9: Emergent causes and solutions to delays and default to service delivery (Source: Ngcobo, GL: 2020)

Causes of delays and default in service delivery	Proposed solutions to delays and default in service delivery
<p>Procurement processes:</p> <ul style="list-style-type: none"> • Obtaining approvals from three committees sitting in different intervals. • Failure of committees to sit timeously to attend to cases. • Request for funding for project implementation from client departments • The lodging of appeals by aggrieved bidders. • Award of tenders to the lowest bidder. • Failure of contractors to submit timeously the mandatory requirements 	<p>The causes presented in the column on the left should be addressed.</p> <ul style="list-style-type: none"> • Delegation of certain functions to the region and the increase of value thresholds. • The committees must sit frequently to attend to cases. • Allocation of sufficient budget for project implementation. • More transparency on the process to avoid appeals. • The tenders must be awarded at the market related price. • Timeous submission of necessary documents

Causes of delays and default in service Delivery	Solutions to delays and default in service delivery
<p>Staff</p> <ul style="list-style-type: none"> • Lack of requisite skill to do the work. • Lack of understanding of legislative prescripts. • Insufficient staff employed. <p>Contractors</p> <ul style="list-style-type: none"> • Lack of working capital • Poor cash flow management • Lack of knowledge of construction industry. • The use of substandard materials. • Invasion of construction sites by business forum • Incorrect compilation of specifications • Poor workmanship • Cancellation of projects 	<ul style="list-style-type: none"> • Encourage staff to study SCM related qualifications. • Organise trainings workshops on legislative frameworks. • Employ more staff. <ul style="list-style-type: none"> • Offer financial assistance • Impart financial knowledge through trainings and workshops • Impart technical knowledge through training and workshops • The use of material specified in the tender specification. • Law enforcement agencies intervention to fight the crime. • Proper compilation and rigorous assessment of specifications. • Provide trainings and workshops. • The artisans' schools must be brought back

(Source: Ngcobo, GL: 2020)

The emergent theme 1: The procurement processes are lengthy and delaying service delivery.

Causes:

- (a) The time it takes to obtain approvals from committees is long and it delays service delivery.
- (b) The committees do not sit timeously due to committee members' tight schedules and workload.
- (c) The client departments take time to approve the requests for funding that are needed for project implementation.
- (d) The appeals lodged by aggrieved bidders delay service delivery in that it takes time to resolve the disputes.
- (e) Failure of contractors to submit the mandatory requirements on time.

Solutions (Proposals)

- (a) Certain functions must be delegated to regional level of operation, value thresholds must be increased and more responsibilities must be delegated to the regions.
- (b) The committees must sit frequently to attend to cases submitted for approvals.
- (c) There must be sufficient allocation of funds to all projects assigned to Public Works by clients' departments.
- (d) The process of evaluation of tenders must be fair and transparent to discourage bidders from lodging appeals.
- (e) The bidders must submit all necessary documents on time so that the

project may kick-start timeously.

The emergent theme 2: Inability of staff employed at SCM Unit to do the work properly.

Causes:

- (a) The staff employed at SCM Unit lack requisite skills to do work.
- (b) The staff employed at SCM Unit lack knowledge of legislative prescripts.
- (c) There is shortage of staff employed to do the work at SCM Unit.

Solutions (Proposals)

- (a) Encourage the staff to study SCM related qualifications in order to be equipped with knowledge.
- (b) Organise workshops and training to equip staff with legislative frameworks.
- (c) Employ more staff to do the work.

The emergent theme 3: Late and non-delivery of projects / services to the citizens

Causes:

- (a) The awarding of tenders to the lowest bidder results in defaulting of contractors.
- (b) The invasion of construction sites by business forum results in defaulting of contractors.
- (c) The incorrect compilation of specification results in project failure.
- (d) The award of tenders to the incompetent contractors results in project failure.
- (e) The failure of contractors to execute the projects owing to poor workmanship.
- (f) The cancellation of projects by procuring entity owing to poor workmanship.

Solutions (Proposals)

- (a) The tenders must be awarded at a market related price to avoid defaults.
- (b) The intervention of law enforcement agencies is crucial to avoid the invasion of construction sites.
- (c) There must be a proper compilation and rigorous assessment of specification.
- (d) There must be a rigorous assessment of contractor's technical and financial capacity during the evaluation of tenders
- (e) Trainings and workshops must be provided to impart knowledge on contractors.
- (f) The artisans' schools must be brought back.

The emergent theme 4: Inability of contractors to do work properly

Causes:

- (a) Most contractors lack working capital to do work.
- (b) Most contractors lack knowledge of cash flow management.
- (c) Most contractors lack knowledge of construction industry.

Solutions (Proposals)

- (a) Financial assistance must be offered to all contractors grappling with financial problems .
- (b) The financial knowledge must be imparted through trainings and workshops.
- (c) The technical knowledge must be imparted through training and workshops.

4.6 STEP 6: FINDINGS

In summary, qualitative thematic content analysis of the generated data produced the scientific findings presented here, with reference to delays in service delivery by DPW.

1. The procurement processes are highly regulated, bureaucratic, and lengthy.
2. In most instances, the procuring entity (Public Works) battles to get sufficient funds needed for initiation and implementation of projects from the client departments;- this hampers the pace in which projects can be implemented.
3. The approval to advertise and award tenders must be obtained from three committees which sit at different intervals, depending on the value of the project. Sometimes committees do not sit owing to non-availability of members, this hampers the pace in which the project can be implemented.
4. Aggrieved bidders are entitled to object the award of the project if it deems necessary to do so;- this hampers the pace in which the project can be implemented.
5. Most bidders, when the letter of award has been issued, are battling to submit the mandatory requirements such as performance guarantee, public liability insurances, health and safety plan and construction programme. Interventions to get sufficient budget from the client departments, to ensure that committees sit frequently, to ensure that processes are transparent and fair and to ensure that the necessary documents are submitted timeously by the contractors, need to be made.
6. Corruption results in the awarding of tenders to incompetent tenderers who fail to deliver the projects within the stipulated time. Furthermore, most delays and defaults in project implementation are attributable to corruption in that tenders are awarded to incompetent tenderers. Interventions required by the state to act swiftly against corrupt civil servants
7. Lack of knowledge of SCM and the legislative prescripts governing public procurement by officials employed at SCM Unit. The intervention by employer is required.

8. It was found that late and non- delivery of projects occurs due to factors such as always awarding the tender to the lowest bidder, awarding of tender to incompetent contractors, incorrect compilation of specifications, poor workmanship, invasion of construction sites, and cancellation of projects. The interventions required by Public Works are: to award tenders to suitable contractors and at a market related price, to ensure that specifications are properly compiled, to call the law enforcement and security agencies to safeguard the construction sites.
9. Lack of financial and technical capacity by the contractors. Interventions needed to offer financial assistance and to offer trainings and workshops to the contractors.

4.7 RESPONSE TO THE RESEARCH QUESTION/S

How does procurement management impact on education service delivery in South African public schools? What lessons can be learnt from public schools in Queensburgh area?

Procurement impacts profoundly on the delivery of schools'-infrastructure in South Africa. One of the duties of government is to maintain debilitating infrastructure in the schools, this is done mainly through outsourcing of work to private entities by government procuring entities. This case study focuses on DPW as a procuring entity mandated to deliver infrastructural services to the schools located in Queensburgh area. When the researcher was collecting data, it transpired that schools located in Queensburgh area use their powers conferred to them by Department of Education to maintain their schools. This is due to delays related to procurement processes by DPW in providing infrastructure to the schools.

What is the linkage between procurement processes and compliance management, how does this interface impact on public schools' operation? Procurement is highly

regulated with laws, statutes and regulations. Therefore, the procuring entities must at all times comply with regulations in discharging their duties and complying with these regulations result in delays in the provision of schools;-infrastructure. The failure of fixing a decaying infrastructure on time may result in teaching and learning taking place in an environment that is not conducive to performance.

How can procurement management – and the aspect of compliance management - be improved and streamlined, with a view to benefit education delivery in schools? This question was answered in chapter 5 (Conclusion and Recommendations). Furthermore, there are many factors that militate against effective and efficient delivery of schools'-infrastructure. These challenges were explained in section 4.6 above (Findings).

To what extent are novel procurement and compliance management policy recommendations possible, to improve on the current challenges? The onus is on those who are entrusted with the role to lead and govern to implement recommendations. However, it is highly feasible to improve on the current challenges in that, through scientific research conducted, the challenges have been identified and solutions have been proposed.

In the next chapter, the conclusions and recommendations are presented.

CHAPTER 5: CONCLUSION AND RECOMMENDATIONS

5.1 INTRODUCTION

At the end of long and interesting journey of research, the researcher in this chapter finally concludes and proposes recommendations. There is the hope that the outcomes from this study will shape the policy making in that the government will design the procurement in the manner that will expedite service delivery. This is not only going to assist in the provision of schools' infrastructure in Queensburgh area, but this should become a blueprint through which all service delivery backlogs and delays in the country are attended to.

These conclusions and recommendations stem from the scientific research process during the years 2018 to 2020. A qualitative analysis of data, mostly from semi-structured interviews with respondents, observation, and experience has enabled the researcher to identify causes and solutions to the problem of delays and defaults in service delivery. Moreover, in this chapter, the proposed recommendations are discussed.

5.2 CURRENT REALITY

The South African Government has a fiduciary responsibility to deliver services to the people. The procurement is the tool that is used by government to render services. Section 217 of the Constitution provides the manner in which the organ of state must follow in providing the services. Failure to comply with the dictates of the Constitution results in organ of state guilty of transgression. Therefore, the due process must always be followed when the organ of state contracts for goods and services.

Most of the delays in service delivery occur when the state departments complying with procurement procedures. The delays and defaults in the provision of services deprive the citizens of their constitutional rights. It is noteworthy that most of the time the civil servants do not deliberately delay services, however, the regulations

associated with procurement cause delays. Furthermore, the factors such as poor planning, insufficient budget, incompetence and corruption also contribute to the non-delivery of services. In most instances, the citizens resort to anger and service delivery protest. It is not uncommon to see people torching and destroying the existing infrastructure during the protest. This puts more burden on the state in that the money that could have been spent in addressing a particular need is spent on rebuilding the torn and burnt infrastructure. According to (Ngcamu 2019:1) service delivery protests can be viewed as a self-defeating strategy in that the infrastructure gets destroyed during the protest. In Limpopo province (Vuwani), several schools were torched and burnt during the protest. In most instances, the protests are marred by criminal elements of looting buildings, forcing total shutdown of businesses. The closure of business, due to protests, normally results in the loss of profit for business-owners and loss of income for workers.

5.3 DELAYS IN SERVICE DELIVERY – WHAT ARE THE MAIN CAUSES FOUND AND PROPOSED SOLUTIONS?

The main causes related to delays and defaults in service delivery have been summarised by researcher as follows: long processes emanate from obtaining approvals; the objection of awards by aggrieved bidders; lack of technical knowledge to do the work; and the lack of working capital to undertake the work. On the other hand, the solutions are summarised as follows: delegation of certain functions to the regions and the increase of value thresholds; more transparency in the process to avoid appeals; impart technical knowledge through training and workshops; and offer financial assistance.

The slow pace in service delivery is attributable to lengthy processes, objection of awards and insufficient budget. The contractor's inability to do the work and lack of working capital result in failure and defaults in the delivery of services. A holistic approach is required to address the challenges of delays and defaults in service delivery. The approach includes: reduce red tape that cause delays, adequate budget for project implementation, imparting of skills and knowledge to contractors, provide access to loans for contractors, and protect construction sites from invasion.

5.4 RECOMMENDATIONS

5.4.1 Recommendation 1: Civil Society Organisations (CSOs) to observe and monitor procurement processes

In the view of rampant corruption in government procurement and the manner in which public perceive procurement operations, it is recommended that CSOs must be entrusted with role of observing and monitoring the procurement proceedings. In Nigeria, the involvement of CSOs in government procurement has been successful in identifying the breach of procurement rules (Quinot and Arrowsmith 2013:144-145). This is not only going to assist in reducing malfeasance but it is going to reduce the delays in service delivery which are caused by the lodging of appeals by aggrieved bidders. The public' outlook at the government procurement will change, people will start to perceive public procurement as clean and fair and the tendency of objecting awards will decrease.

5.4.3 Recommendation 3: Introduction of mentorship programme

Lack of technical capacity hinders the success of many contractors to do the work. Proper knowledge of pricing tender document increases the contractor's chance of winning the bid. Furthermore, the technical know-how enables the contractor to finish the project on time and to deliver quality workmanship. However, many contractors are failing to price and to execute projects successfully. It is recommended that the DPW must introduce the mentorship programme in order to assist contractors with technical knowledge.

The vocational training programmes concentrating on apprenticeship system can provide artisan skills to contractors, this can reduce the failure and defaults in project implementation. It was found that contractors also lack on cash-flow management in that the money that is meant to finance the project is used on lifestyle upliftment i.e. buying fancy cars and fancy cloths. Financial literacy in a form of training and workshops will improve contractor's ability to manage cash flow.

5.4.4 Recommendation 4: Government business loan scheme

The failure and defaults in many construction sites is attributable to lack of working capital by contractors. Some contractors have technical capacity to do the work but they struggle with the finances. It is recommended that the government must introduce the business loan schemes to assist the struggling contractors with working capital. India has five different loan schemes aimed at assisting small medium micro enterprises namely, MSME government business loan scheme, Padrahan Mantri MUDRA Yojana (PMMY), Credit Guarantee Fund Scheme for Micro and Small Enterprises (CGFSMSE), National Small Industries Corporation Subsidy (NSICS) and Credit Link Capital Subsidy Scheme (CLCSS). In the South African context, the introduction of the loan schemes will enable the government to achieve the following:

- (a) effective and efficient service delivery.
- (b) job opportunities.
- (c) generating revenue out of tax paid by contractors.
- (d) generating revenue out of loan repayments.

5.5 FINAL CONCLUSION

In final analysis, the procurement processes in relation to service delivery cause delays, not only in the provision of schools' infrastructure but in other basic services. The delays stem from obtaining approvals from bid committees, request for funding from client departments and lodging of appeals by aggrieved bidders. Moreover, failure and defaults in the provision of schools' infrastructure is attributable to lack of financial and technical capacity by contractors, awarding of tender to the lowest bidder, awarding of tender to the incompetent contractor, incorrect compilation of tender specification and invasion of construction sites.

The proposed solutions can assist in achieving the improved the delivery of services. The involvement of CSOs in procurement processes may assist in ensuring fairness and compliance with the procedures. This will discourage the objection of awards which seems to be a major source of delays in the provision of services. The decentralisation of powers and functions will alleviate red tape that causes delays in

the delivery of services. The imparting of knowledge and skills through mentoring program will enable the contractors to price the documents correctly and manage to compete in the bidding processes successfully. Moreover, the imparting of financial knowledge through trainings and workshops will enable the contractors to manage their cash flow properly. The introduction of business loan scheme by government can address the challenge of working capital which prevent many businesses from flourishing.

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Appendix A: Letter of authorisation to conduct the research at the Department of Public Works



public works

Department:
Public Works
PROVINCE OF KWAZULU-NATAL

ETH
Priv:
DUR
4006
ENG
Tel:
Fax:
Ref:

HEAD OF DEPARTMENT

MR. R. GOVENDER

DEPARTMENT OF PUBLIC WORKS

191 PRINCE ALFRED STREET

PIETERMARITZBURG

3200

Letter of Authorization to conduct the research at the Department of Public Works

This letter serves to confirm that the Department is aware that Mr. G.L. Ngcobo, student number 19952851 is a registered Master student at the Durban University of Technology. His study is based on: The impact of procurement processes on service delivery. A case of Queensburgh High schools in KwaZulu-Natal

There are no objections to his study, and it is permitted that he has access to relevant personnel and information to assist in his study

APPROVED / NOT APPROVED

Mr. *R. Govender*

Date: 23/08/2016

Appendix B: Letter Of authorisation to conduct a research at the Department of Education



education

Department:
Education
PROVINCE OF KWAZULU-NATAL

Enquiries: Phindile Duma
Ref.:2/4/8/1435

Tel: 033 392 1063

Mr GL Ngcobo

31 bedford Avenue

50 Monte Carlo

Bellair

4094

Dear Mr Ngcobo

PERMISSION TO CONDUCT RESEARCH IN THE KZN DoE INSTITUTIONS

Your application to conduct research entitled: **“THE IMPACT OF PROCUREMENT PROCESSES ON SERVICE DELIVERY IN HIGH SCHOOLS: A CASE STUDY OF THE QUEENSBURGH HIGH SCHOOLS IN KWAZULU-NATAL”**, in the KwaZulu-Natal

Department of Education Institutions has been approved. The conditions of the approval are as follows:

1. The researcher will make all the arrangements concerning the research and interviews.
2. The researcher must ensure that Educator and learning programmes are not interrupted.
3. Interviews are not conducted during the time of writing examinations in schools.
4. Learners, Educators, Schools and Institutions are not identifiable in any way from the results of the research.

5. A copy of this letter is submitted to District Managers, Principals and Heads of Institutions where the intended research and interviews are to be conducted.
6. The period of investigation is limited to the period from 26 January 2018 to 09 July 2020.
7. Your research and interviews will be limited to the schools you have proposed and approved by the Head of Department. Please note that Principals, Educators, Departmental Officials and Learners are under no obligation to participate or assist you in your investigation.
8. Should you wish to extend the period of your survey at the school(s), please contact Miss Phindile Duma at the contact numbers below
9. Upon completion of the research, a brief summary of the findings, recommendations or a full report/dissertation/thesis must be submitted to the research office of the Department. Please address it to The Office of the HOD, Private Bag X9137, Pietermaritzburg, 3200.
10. Please note that your research and interviews will be limited to schools and institutions in KwaZulu-Natal Department of Education.

Umlazi District

Head of Department: Education Date: 29 January 2018

The impact of procurement procurement processes on service delivery in the high schools: A case study of Queensburgh high schools in KwaZulu Natal

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Appendix D: Semi-structured in-depth interview questions

Semi-structured in-depth interview questions

A. Questions related to pre-tender stage (pre-bid) of procurement within the Department of Public Works.

A.1 – In your view, what are the challenges affect procurement processes in your department?

A.2 – What is the impact of procurement processes on service delivery?

A.3 – Procurement processes within the Department of Public Works has two phases namely, Pre-bid and Post bid. Which of these phases do you think causes delays most and why?

A.4 – How does the lodging of appeals by unsuccessful bidder affect service delivery?

A.5 – How can these challenges be addressed?

B. Questions related to post-tender stage (pre-bid) of procurement within the Department of Public Works

B.1 – How does contract management processes within the Department of Public Works affect service delivery?

B.2 – In your view, what are the causes of failure and default in the completion of projects?

B.3 – What are consequences of failure and defaults?

B.4 – How can these challenges can be addressed?

C. Questions related to the role of contractors in bidding and executing work for the Department of Public Works.

C.1 – What are the challenges faced by the contractors in bidding for tenders and in executing projects?

C.2 – What are the causes of failure and default in completing projects?

C.3 – How do these challenges affect service delivery?

C.4 – How can these challenges be addressed?