CHALLENGES FACED BY SUPPLY CHAIN MANAGEMENT OFFICIALS IN TERMS OF IMPLEMENTING THE PROCUREMENT PROCESS AT THE DEPARTMENT OF AGRICULTURE AND RURAL DEVELOPMENT IN WATERBERG, VHEMBE AND MOPANI DISTRICTS

By

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MINI-DISSERTATION

Submitted in fulfilment of the requirements for the degree of

MASTER OF BUSINESS ADMINISTRATION

in

BUSINESS ADMINISTRATION

in the

FACULTY OF MANAGEMENT AND LAW

(TGSL)

at the

UNIVERSITY OF LIMPOPO

SUPERVISOR: Prof. L Beyers

2022

DECLARATION

I declare that **CHALLENGES FACED BY SUPPLY CHAIN MANAGEMENT OFFICIALS IN TERMS OF IMPLEMENTING THE PROCUREMENT PROCESS AT THE DEPARTMENT OF AGRICULTURE AND RURAL DEVELOPMENT IN SEKHUKHUNE AND CAPRICORN DISTRICTS** mini dissertation hereby submitted to the University of Limpopo, for the degree masters of Business Administration has not previously been submitted by me for a degree at this or any other University,; that it is my work in design and in execution and that all material contained herein has been duly acknowledged.

....

Makgaleng, ML (Ms)   Date

ACKNOWLEDGEMENTS

I want to thank the following people for their respective contributions to this Mini dissertation:

Firstly, my mother and uncles for their unconditional love, support and words of encouragement and to my children for their support and understanding when I was dedicating most of my time to my studies. Special thanks are extended to my supervisors, Prof L Beyers, Prof M Lethoko and Prof M Kanjere for their guidance and support throughout my studies and to my colleagues for their willingness to contribute in this study. Finally, I would like to thank the Departmental Research Committee for the Limpopo Department of Agriculture and Rural Development for granting me permission to conduct this study.

ABSTRACT

The purpose of this study was to investigate challenges faced by Supply Chain Management (SCM) officials in the implementation of the procurement process at the Limpopo Department of Agriculture and Rural Development in Sekhukhune and Capricorn District as per the approval by TREC. The researcher requested the Head of Department for the Limpopo Department of Agriculture and Rural Development to grant approval to conduct the study at Sekhukhune and Capricorn Districts. The Head of Department delegated the Departmental Research Committee to attend to the researcher's request. The Departmental Research Committee advised the researcher and granted approval to conduct the study at Waterberg, Mopani and Vhembe District offices, since the researcher is working at Sekhukhune District sharing the same complex with Capricorn District office. A qualitative research method was used to collect data which was collected using structured interview questions. Participants in the study were officials working at Waterberg and Vhembe District. The researcher was unable to conduct research at Mopani District due to the unavailability of the participants. The findings revealed that SCM officials are not adequately trained but are still expected to deliver service efficiently and effectively. The study further revealed that there is a shortage of staff and SCM officials are struggling to deliver because of IT Infrastructure network problems.

It was concluded that SCM Practitioners are facing some challenges in the implementation of the procurement process at Limpopo Department of Agriculture and Rural Development in Waterberg and Vhembe District offices. The respondents indicated that there is a shortage of staff and also that posts which are vacant are not given priority. In addition, the IT Infrastructure Network problem was a big challenge to SCM Practitioners since they are without network most of the time while their systems require daily network access. The research indicated that officials are not well trained and that there is lack of communication between the districts and Head office.

It is recommended that vacant posts be filled immediately after the post becomes vacant and that the Department should develop a communication tool which will be circulated to all SCM officials. Management at head office is advised to arrange

monthlymeetingsanda

SCM forum inviting all SCM officials starting from the lower level upwards to address challenges and update each other about the new developments within the Unit.

It is recommended that the Department of Agriculture and Rural Development introduce intensive Training programmes within the Department to ensure that SCM Practitioners remain well informed. It is also recommended that the Department of Agriculture and Rural Development make a concerted effort to train top management in order to solicit their full support to the districts. It is recommended that the Department develops its SCM policy. The Department is advised to install Wi-Fi to officials working for the Limpopo Department of Agriculture and Rural Development at all five Districts in order to promote effective and efficient service delivery. It is recommended that the Department should allocate all necessary Logis training to SCM officials before they get access to the system. The Department needs to work with Provincial Treasury on the allocation of the items which need to be procured e.g seed and seedling in order to speed up service delivery.

It is recommended to the Department to appoint well qualified and experienced SCM officials to fill vacant posts, to offer training to officials who are already within the Unit and provide Bursaries to SCM officials to acquire long-term qualifications such as Diplomas and Degrees.

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ACRONYMS

BBBEE- Broad Based Black Economic Empowerment

BEE- Black Economic Empowerment

CIDB- Construction and industrial development Board

CSMP – Council of Supply Chain Management Professionals

DPSA- Department of Public Service and Administration

HDI- Historically disadvantaged Individuals

IT- Information Technology

LDARD- Limpopo Department of Agriculture and Rural Development

PFMA- Public Finance Management Act

PPPFA- Preferential Procurement Policy Framework Act

SAMDI – South African Management Development Institute

SBD –Standard Bidding Document

SCM- Supply Chain Management

TGSL-Turfloop Graduate School of Leadership

TREC- Turfloop Research and Ethical Committee

CHAPTER 1: INTRODUCTION & BACKGROUND

1.1 INTRODUCTION

The South African procurement reform processes in public procurement were initiated in 1995 in order to promote the principles of good governance and introduced the preferential point system to address socio-economic objectives (Migori & Ambe, 2008). The reform process was initiated due to the inconsistencies in policy application, lack of accountability, lack of supportive structure and fragmented processes. Matthee (2006) indicated that a uniform implementation approach to procurement was required in view of the findings of a report on opportunities to reform procurement processes in the South African Government. The shortages and destruction in terms of government and the interpretation and implementation of the Preferential Procurement Policy Framework Act 5 of 2000 (PPPFA), resulted in the introduction of Supply Chain Management (SCM) in the Public Sector as a policy- implementation tool (National Treasury, 2005). This was the government's effort to achieve the desired strategic policy outcomes through Public Procurement Process (McCrulden, 2004). Even though there are reform processes in the public procurement and employment of Supply Chain Management which are regarded as the strategic tool, South Africa is still facing enormous challenges in public procurement.

Public expenditure continues at a high level in the face of ever-increasing concerns about current procurement practices (SCM Review, 2015). There are constant allegations of corruption and inefficiencies in the procurement processes, and the considerable number of service delivery protests in the country indicating the prevailing dissatisfaction with basic services. According to smart procurement (Business Day, 2011), there is evidence of non- compliance with procurement legislation and policies, as well as of various tender Irregularities. The *Pretoria News* (2011), stated that Taxpayers were defrauded R30 billion. There was and still is corruption, incompetency and negligence by public servants. The *Business Day* report (2011) also confirmed that government had spent R26.4 billion in 2010 in ways that breached laws and regulations. The National and Provincial Governments and their entities notched up to R21 billion in irregular expenditure in 2010, a 62% rise over the R13 billion of the previous year (Business Day, 2011). According to

Stoney (2002), the procurement practice and corruption in the South African public sector are intimate twins.

The Supply Chain Management Review (2015) revealed that the implementation of dependable procurement practices across all spheres of Government was not satisfactory. Supply Chain Management Practitioners are delayed by lack of operational guidance on how to implement consistent procurement practices and how to put proper Departmental Policies into Practice (Gurria, 2016:4). It is a matter of concern that government is not making enough progress in implementing consistent procurement practices at the desired rate. National Treasury has implemented numerous changes to improve public procurement practices which address the Social- Economic issues of the Country.

Since procurement is a key tool and mechanism enabling government to implement policies for socio-economic development and transformation, it is important for the broader community to gain a better understanding of procurement practices. Earlier it was stated that procurement practices in the South African public sector would continue to progress in the quest to provide better quality services and to the level that government strives to address the socio-economic needs of the country.

Initially the study wanted to identify challenges faced by Supply Chain Practitioners at Limpopo Department of Agriculture and Rural Development in Sekhukhune and Capricorn District as approved by the TREC but the Departmental Research Committee for the Limpopo Department of Agriculture and Rural Development as delegated by the Head of Department, advised the researcher to conduct research at Waterberg, Vhembe and Mopani Districts since the research is the size of the population in Sekhukhune District. The new topic for the research will be the challenges faced by Supply Chain Management practitioners in the implementation of the procurement process at the Limpopo Department of Agriculture and Rural Development in Waterberg, Mopani and Vhembe District offices.

1.2. PROBLEM STATEMENT

South African government procurement services are characterised by much corruption, fraud and illegal practices which left the state with no option but to deal with those systems and substitute them with the current Supply Chain Management system(Larmour, et.al, 2013). The aim of introducing SCM was to address the

inefficiencies in government's previous methods of procurement for goods and services. There are problems with the improper implementation of Supply Chain Management (Fawcett, Elrom and Ogden, 2007).

Legislative Frameworks are in place to give direction on how to procure goods and services but still there are challenges, which are faced by SCM practitioners in the implementation of the Procurement Process (Ambe, 2009). If indeed, both SCM and the procurement system in the country (South Africa) follow the legislative framework, the question to be asked is what are the challenges that Supply Chain Management practitioners are facing which hamper them to implement the procurement process effectively and efficiently?

The outcomes of the Auditor-General's report for the financial year 2018/19 indicated noncompliance with SCM legislation relating to procurement without following a competitive bidding or quotation process amounting to R13 454 billion which is 34%. Noncompliance with other procurement process requirements amounted to R15 702 billion. The Auditor-General's report also asserts that the Department of Water Affairs paid R17.9 million to a consulting firm which was appointed for financial management services without evidence of work performed(Auditor General South Africa , 2018/19)

1.3.   PURPOSE OF THE STUDY

1.3.1. Aim of the Research

To investigate challenges faced by SCM officials in the implementation of the procurement process at Limpopo Department of Agriculture and Rural Development in Waterberg, Mopani and Vhembe District offices.

1.3.2 Research Objectives

- To find out how the Limpopo Department of Agriculture and Rural Development in Waterberg, Mopani and Vhembe Districts implement the procurement process.

- To identify challenges faced by SCM practitioners in terms of the implementation of the procurement process at the Department of Agriculture and Rural Development in Waterberg, Mopani and Vhembe Districts.

1.4. RESEARCH QUESTION:

What are the challenges faced by Supply Chain Management practitioners in the implementation of the procurement process at Limpopo Department of Agriculture and Rural Development in Waterberg, Mopani and Vhembe Districts?

1.4.1. Research Sub Question:

- Does the implementation of the procurement process at the Limpopo Department of Agriculture and Rural Development in Waterberg, Mopani and Vhembe Districts take place in line with the legislative frameworks?
- How do Supply Chain Management practitioners implement the procurement process at Limpopo Department of Agriculture and Rural Development in Waterberg, Mopani and Vhembe Districts?

1.5. RESEARCH DESIGN AND METHOD

1.5.1 RESEARCH DESIGN

Research design is defined as the clearly defined structures within which the study is Implemented (Burns & Grove 2001:223). This is a qualitative case study which made use of a phenomenological approach to gather relevant data. The phenomenological approach concerns itself with understanding and interpreting the meaning that participants give to their everyday lives (De Vos, 1998).

Qualitative design deals with data that is primarily verbal and derives meaning from the participant's perspective and also aims to understand meaning that people attach to everyday life (Bless & Higson-Son, 1995; De Vos, 1998). The qualitative approach is appropriate for this study because the data collected and used focuses on the participants' subjective experiences on the process of disclosure and the way they interpret them. Marshall & Rossman (1995) further outline that the qualitative approach to research is uniquely suited to uncovering the unexpected and to exploring new avenues. The richness and depth of the description gained from a qualitative approach, provides a unique appreciation of the reality of the experience (Munhall 2001:106).Qualitative research emphasises the dynamic, holistic and

individual aspects of the human experience, and attempts to capture those experiences in their entirety, within the context of those experiencing them (Polit & Beck 2004:16; Streubert & Carpenter1999:15).Through this approach, it was possible for the researcher to deeply engage and interact with participants through interviews, and rich data was generated on their experiences in SCM.

1.6. STUDY AREA

The study focused on Supply Chain Management officials at the Department of Agriculture and Rural Development in Waterberg, Mopani and Vhembe District Offices which are far apart from each other as per the Map below.

Figure: 1 Map for Limpopo Province
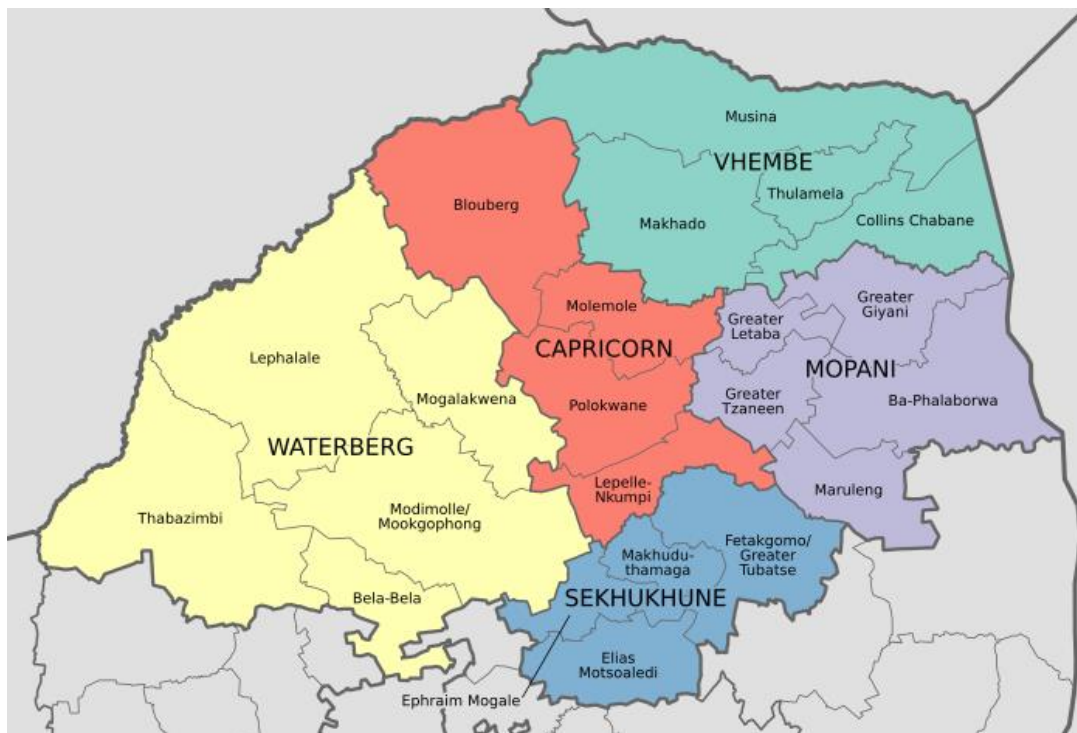
Source:en.wikipedia.org

The Department of Agriculture and Rural Development, Head Office is situated in Polokwane at 69 Biccard Street with five Districts, namely: Mopani District, Waterburg District, Sekhukhune District, Capricorn District and Vhembe District.

Waterberg District services five Local Municipalities through the procurement of goods and services i.e. Thabazimbi, Lephalale, Modimolle, Bela Bela, Mogalakwena and the District Office at Modimolle. Mopani District services Five Local Municipalities which are Greater Letaba, Greater Giyani, Greater Tzaneen, Baphalaborwa, Maruleng and District office. Vhembe District is servicing Musina, Thulamela, Makhado, Collins Chabane and Vhembe District offices

1.7. POPULATION

The size of the population for the Limpopo department of Agriculture and rural development is 2325. The targeted population for the study are the Supply Chain Management officials.

1.8. SAMPLE, SAMPLING METHODS AND SAMPLING SIZE

For the purpose of this research, a purposive sampling method was used as a sampling technique, because the nature of the research problem requires well-informed officials who are directly involved in the procurement process of the Department.

Management of SCM introduced the researcher to officials involved in SCM. In order to ensure that the sample size is well represented, the researcher would have considered all officials because they work in different sections/units and would like to obtain an overview of the different challenges they are facing. The researcher would have conducted research on the entire spectrum of Supply Chain Management units which are: Demand, Acquisition and Logistics (Stores). These officials would have been interviewed to check and share with the researcher the challenges they are facing with regard to the implementation of SCM and the procurement process. The reasons for the selection of the officials who participated in the study are not known to the researcher.

1.8.1 Sampling size

The Department of Agriculture and Rural Development in Waterberg, Mopani and Vhembe District office has five SCM Officials per Municipality. Due to the nature of the research and number of officials, the researcher will select all 15 officials to participate in the research.

1.9. DATA COLLECTION

For the purpose of this study, the unstructured interview was used as a data collection tool. According to Schultze(2000), unstructured interviews assist the researcher to generate detailed data and enable a researcher to have in-depth understanding of the theoretical and practical challenges faced by SCM officials in the Department of Agriculture and Rural Development in the Waterberg, Mopani and Vhembe District office. The researcher collected data from the respondents through face-to-face interviews with all the Supply Chain Practitioners/officials from the Department of Agriculture and Rural Development in Waterberg, Mopani and Vhembe District offices.

1.10. DATA ANALYSIS

According to Golafshani (2003) the concept qualitative data analysis is defined as working with data, organising it, breaking it into manageable units, synthesising it, searching for patterns, discovering what is important and what is to be learned and deciding what you will tell others. Qualitative researchers tend to use inductive analysis of data, meaning that the critical themes emerge out of the data rather than being decided prior to data collection and analysis. Many analyses of qualitative data begin with the identification of key themes and patterns, which depends on the process of coding. In this study, the researcher read all the data carefully, jotting down ideas as they came to mind. Key words representing the concepts were listed, related topics clustered and abbreviated with codes. The data belonging to each category was assembled and a comparison was made to check for emerging trends

1.11. ETHICAL CONSIDERATIONS

1.11.1. Ethical clearance - The researcher obtained ethical clearance from the University of Limpopo's Turfloop Research and Ethical Committee (TREC)

1.11.2. Permission - The researcher obtained permission letter to conduct research from the Departmental Research Committee of the Limpopo Department of Agriculture and Rural Development as delegated by the Head of Department.

1.11.3. Voluntary participation - The researcher explained to all participants the nature and purpose of the study and highlighted the point that their participation is voluntary, meaning that they have the right to withdraw their participation at any time they wish to do so. The participants were requested to sign the consent form.

1.11.4. Privacy and confidentiality- To deal with the issues of privacy and confidentiality, the researcher also explained to the participants that their names and any other information like contact details that link directly to them will not be disclosed to anyone or included in the report except in cases where the researcher obtained written consent from them.

1.11.5. Request permission - The questions of the interviews were carefully designed to avoid any offence and/or disclosure of confidential information. Both the written letters "permission from the Departmental Research Committee working for the Department of Agriculture and Rural Development at head office" and an ethical clearance letter from the UL's Turfloop Research and Ethical Committee (TREC)" are attached in the report as appendices.

1.12. SIGNIFICANCE OF THE STUDY

This study contributes to the existing body of knowledge on Supply Chain Management practices in the public sector, especially in South Africa. This is because the study investigated the challenges faced by Supply Chain Management practitioners in the Department of Agriculture and Rural Development in Limpopo Province in implementing the SCM processes. The outcome of the study is to promote efficiency, effectiveness, transparency, cost effectiveness, competitiveness, equity and fair dealing. Supply Chain Management officials and end users will benefit from this research since they are affected

1.13. OUTLINE OF THE DISSERTATION

Chapter One – Introduction and background of the study

Chapter Two - Review of the literature on the challenges faced by SCM officials in terms of the execution of their duties.

Chapter Three - A detailed description of the research design and methodology which will explain the choice and rationale of the research design, targeted population, sampling method and procedure, data collection and data analysis.

Chapter Four – Presentation and the discussion of research findings.

Chapter Five - Provides a summary, recommendations and conclusion of the study.

1.14 Conclusion

In this chapter the researcher introduced the research topic and the   problem statement; the researcher identified the aim and objectives of the study, the researcher also managed to identify the research questions and discussed the importance of the study. Chapter 2 will be about the literature relevant to this study.

CHAPTER 2: LITERATURE REVIEW

2.1 INTRODUCTION

This chapter provides a review of the literature that represents the challenges which Supply Chain Management officials are facing in the implementation of the procurement process. The purpose of this chapter is to bring clarification to the concept of SCM and to explore some SCM definitions, frameworks and terminologies in the Supply Chain Management field come from completed dissertations, academic books and articles in scholarly journals. The chapter will start by discussing procurement as a socio-economic objective from discussions and reviews of various scholarly works on SCM. The chapter will further discuss the elements of Supply Chain Management in South Africa, the appointment of Bid committees, the challenges in the procurement process i.e. internationally and nationally. The chapter will further illustrate the Legislative frameworks governing SCM and the code of conduct for Supply Chain Management Practitioners and the National Treasury regulations.

2.2 DEFINITION OF CONCEPTS

2.2.1 Public Procurement

According to Hommen and Rolfstam (2009) public procurement is the acquisition (through buying or purchasing) of goods and services by government or the public sector. According to Arrowsmith (2010), public procurement is the function by which public sector institutions acquire goods, services and construction projects from suppliers in the local and international market, according to the procurement system, which is fair, equitable, transparent, competitive and cost effective (Gul, 2010). It also directly or indirectly supports government's social and political aims. Public procurement has been used by governments to achieve socio-economic objectives such as stimulating economic activity, protecting national industries from foreign competition, improving the competitiveness of certain industrial sectors and alleviating national discrepancies (Bolton, 2006). Public Procurement is the sheer capacity of funds channelled through government procurement and is the largest

single buyer in most countries (Organisation for Economic Co-operation and Development, 2007)

2.2.2 Supply Chain Management

Supply Chain Management is a concept that is gaining popularity and importance. Supply Chain Management is not a concept without problems. The problems involving around SCM include lack of universally accepted definition of SCM. There are several different and competing frameworks for SCM, which include the lack of empirical evidence supporting the benefits attributing to SCM. Pienaar (2009) defined Supply Chain Management as a general description of the process integration involving organisations to transform raw materials into the final product which is transported to the end user. This definition indicates the need for attribution and a destination within which goods flow and accept the approach that Supply Chain start with raw materials, transformation and finish with the delivery of finished products to the customers.

Supply Chain Management examines and manages the Supply Chain network. The rationale for this concept is the opportunity for cost effectiveness and better customer service (Janvier-James, 2011).

According to Ambe and Badenhorst-Weiss (2012) SCM refers to the control of materials, information and finances as they move in a process from supplier to manufacturer, to wholesaler, to retailer and finally, to the customer. The term Supply Chain is the product flow that should be delivered to customers or businesses by passing through several organisations. It is the management of the flow of goods, which includes the movement and storage of raw materials, working process inventory, and finished goods from point of origin to consumption point (Hugo, Badenhorst-Weiss and Van Biljon, 2006). The Council of Supply Chain Management Professionals (CSMP) (2014) indicated that SCM includes the designing and management of all activities involved in sourcing and purchasing, transforming, and all logistics management activities. SCM coordinates supply and demand management within and across the corporate. Hommen and Rolfstam (2009) indicated that Supply Chain Management is an integral part of public procurement in

the South African public sector; public procurement is the acquisition of goods and services by Government or public organisations.

The definition used for this research is the one used by the National Treasury since it is central to the legislative environment governing the Government Departments. Supply Chain Management is defined as the collaborative strategy that aims at integrating procurement and provisioning processes to eliminate non-value-added cost, infrastructure, time and activities to competitively service end users. This definition includes the six elements of SCM which are: Demand Management, Acquisition Management, Logistics Management, Disposal Management, Risk Management and Supply Chain

Performance Management. SCM policy framework describes Supply Chain Management as the function whereby policy sector organisations acquire goods, work and services from suppliers with the procurement system, which is fair, equitable, transparent, competitive and cost effective (National Treasury, 2004).

2.2.3 Supply Chain Management Practitioners

These refer to officials working in Supply Chain Management responsible for the procurement of goods and services, their role is to ensure that delivery of goods and services is maximised efficiently and effectively with the use of limited resources. According to the Code of Conduct Supply Chain Management Practitioners (2003), "Supply Chain Management Practitioners should perform their duties effectively, efficiently and with integrity in accordance with the legislative frameworks governing Supply Chain Management".

2.2.4 Procurement process

According to Hommen and Rolfstam (2009), the procurement process is the acquisition (through buying and purchasing) of goods and services by government or public sector. Procurement process refers to the Government activity of purchasing goods and services needed to perform its functions (Arrowsmith, 2010). Odhiambo and Kamau (2003) defined the procurement process as the process of purchasing, hiring or obtaining goods and services by any contractual means, goods. Procurement process involves the 3 elements of SCM of acquiring goods and services, i.e Demand, Acquisition and Logistics management.

The difference between public procurement and procurement process is that procurement is the method of Acquiring goods and services while the procurement process is process followed to Acquire goods and services (Hommen and Rolfstam, 2009). The procurement process involves the elements of Supply Chain Management i.e demand, acquisition and logistics management (National Treasury, 2004).

2.3 LEGISLATIVE FRAMEWORK

Hanks, Daves and Perera (2008) indicated that Supply Chain Management operates within a regulatory framework which is set by national government for the implementation by provincial and local Government. Adoption of all SCM policies ensures uniformity in bid and contract documentation, which promotes the standardisation of SCM practices (National Treasury, 2003). It is through the legislative framework that each department should have a Supply Chain Management Unit. Furthermore, all departments must implement the Supply Chain Management policy as per the Public Finance Management Act (Act 1 of 1999).

2.3.1 Constitution of the Republic of South Africa (Act no 108 of 1996)

The Constitution of South Africa is the supreme law of the Republic of South Africa. It provides the legal foundation for the existence of the Republic; it sets out the rights and duties of its citizens, and defines the structure of the Government. The current constitution, is the country's fifth constitution and was drawn up by the elected Parliament in the South African general election which took place in 1994. It was promulgated by the late former President Nelson Mandela on 18 December 1996 and came into effect on 4 February 1997, replacing the Interim Constitution of 1993.

Since 1996, the Constitution has been amended by 17 amendment acts. The Constitution is titled the "Constitution of the Republic of South Africa, 1996" (Ambe & Badehorst-Weiss, 2012).

Under the apartheid government (pre-1994), procurement practices favoured large, established companies and it was difficult for small businesses to undertake to do business with the government (Ambe & Badenhorst-Weiss, 2011b). Before the

government constitutionalised procurement in SA in 1994, the State Tender Board Act governed procurement at national and provincial government levels whilst procurement at local levels was governed by various other pieces of legislation related to the procurement of goods and services (Jones, 2015 & Thai, 2009). However, over time the regulations in the State Tender Board Act were amended to allow for flexibility in the procurement processes.

When the new government took power in 1994, procurement was given a constitutional status and was put under the management of the National Treasury (Ambe & Badenhorst-Weiss 2012). The National Treasury was given the responsibility of managing and overseeing government expenditure and it exercised overall responsibility and oversight for the public procurement policy at national, provincial and local levels. As a means of addressing past imbalances and promoting socio-economic objectives, the new government embarked on policy reforms on the procurement practices of the country (Motuba, 2014). These were aimed at promoting the principles of good governance to enable easy access to tendering information and to provide simplified documentation. Section 217 of the Constitution of the Republic of South Africa (1996) has a significant impact on procurement practices in Government. It sets the primary and secondary procurement objectives which are as follows:

1) When an organ of state in the national, provincial and local sphere of government, or any other institution identified in national legislation, contracts for goods or services, should do so in accordance with a system which is fair, equitable, transparent, competitive and cost effective.

2) Subsection (1) does not prevent the organ of state or institution referred to in that subsection 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 should prescribe a framework within which the policy referred to in subsection (2) should be implemented.

In a nutshell section 217 makes provision for the use of procurement as a policy tool. The Constitution of the Republic of South Africa indicates the broad notion of

equality in South Africa. Section 217 allows the organ of the state to use "affirmative procurement", "preferential procurement" or "targeted procurement" when awarding contracts. The Constitution was introduced to govern the country in the long term. The Government decided to use the procurement system as an interim measure (Bolton, 2006). After the recent amendment of section 217(3), organs of state who implement a preferential procurement policy are also obliged to do so in accordance with the national legislation referred to in section 217(3) of the Constitution.

2.3.2 Public Finance Management Act (PFMA) (Act 1 of 1999)

Public Finance Management Act is the primary Act that regulates procurement. This Act established a regulatory framework for SCM, which includes procurement in national and provincial departments and state-owned enterprises. The aim of PFMA is to address the discrepancy of the previous rule-driven financial management in the public sector to enable public sector managers to manage and at the same time to be more accountable.

National Treasury is mandated by section 76 of the PFMA to come up with regulations applicable to all national, provincial and local spheres of government which ensure that the procurement and provisioning system is fair, equitable, transparent, competitive and cost effective (PFMA, 1999).

The PFMA outlines the responsibility of the accounting officer. Section 38 (1) iii of the PFMA outline that the accounting officer for the department, trading entity or constitutional institution must ensure that the department, trading entity or constitutional institution has and maintains an appropriate procurement and provisioning system which is fair, equitable, transparent, competitive and cost effective.

2.3.3 Preferential Procurement Policy Framework Act (PPPFA) (Act no. 5 of 2000)

In February 2000, effect was finally given to section 217(3) of the Constitution with the promulgation of the Preferential Procurement Policy Framework Act. This Act provides for the implementation of a policy and a system where bids (tenders) are not awarded purely on meeting specifications or having the lowest price, but on a prescribed points system where preference is given to Historically Disadvantaged Individuals (HDI's). Section 2(a) of the PPPFA stipulates that an organ of state must determine its preferential procurement policy and implement it within a prescribed framework. The Preferential Procurement Policy Framework Act (PPPFA) indicates that bids must be evaluated in accordance with the preference point which must be clearly stated in the invitation to bid. The regulations prescribed in 2017 under the Act, allow organs of state to also integrate functionality criteria in the price component of the points system.

Section 2 (1) of the PPPFA allocates a preference points system that must be followed by all organs of state when considering tenders. The 80/20 preference point system is applicable to the value threshold of up to R50 000 000.00. The 90/10 preferential point system is applicable to the tenders with the value of more than R50 000 000.00.the 90/80 points are awarded for price; on the other hand the 20/10 is allocated in terms of BBBEE status level of contributor.

In terms of regulation 6(2) and 7(2) of the Preferential Procurement Regulations (2017), preference points must be awarded to a bidder for attaining the BBBEE status level of contribution in accordance with the Table below:

Table 1 BBBEE Points

B_BBEE Status Level of Contributor	Number of points (90/10 system)	Number of points (80/20 system)
1	10	20
2	9	18
3	6	14
4	5	12
5	4	8

6	3	6
7	2	4
8	1	2
Non-Compliant contributor	0	0

Source: Preferential procurement regulation (2017)

2.3.4 Broad-Based Black Economic Empowerment Act 53 of 2003 (B-BBEE)

The B-BBEE is defined as an integrated and coherent socio-economic process that contributes directly towards economic transformation in South Africa by significantly increasing the number of black people that manage, own and control the country's economy, and by significantly decreasing income inequalities (Balshaw & Goldberg ,2008).The B-BBEE Act (Act 53 of 2003), defines Broad-Based Black Economic Empowerment as "the economic empowerment of all black people, as well as female workers, youth, people with disabilities and people living in rural areas, through diverse but integrated socio-economic strategies" that include, but are not limited to the following:

1) Increasing the number of black people that manage, own or control enterprises and productive assets;

2) Facilitating ownership and management of enterprises and productive assets by communities, workers, cooperatives and other collective enterprises;

3) Human resources and skills development;

4) Achieving equitable representation at all occupational categories and levels within the workforce;

5) Preferential procurement; and

6) Investment in enterprises that are owned or managed by black people" (Balshaw & Goldberg: 2008).

These B-BBEE definitions refer to an integrated approach, which is inclusive of all economic factors that contribute towards meaningful economic growth since the objective of the B-BBEEA is to facilitate Black Economic Empowerment (BEE)

through the transformation of the economy to ensure that black people can meaningfully participate in the economy.

2.3.5 Code of Conduct for Supply Chain Management Practitioners.

In terms of 76 (4)(c) of the PFMA (act 1 of 1999), the National Treasury is instructed to issue the code of conduct for SCM Practitioners that they should be adhered to by all officials and by other role players involved in Supply Chain Management. According to National Treasury (2003) practitioners should not perform duties that constitute unlawful gain of any form of compensation, payment or gratuities from any person, or suppliers/contractors for themselves, their family or friends.

Practitioners should ensure that they perform their duties efficiently, effectively and with integrity, according to the legislative frameworks and regulations governing Supply Chain Management. The SCM Practitioners should ensure that public resources are administered responsibly. According to the National Treasury (2003) SCM practitioners should avoid any conflict of interest when executing their duties. The SCM practitioners should be accountable to the public for their decisions and actions. The SCM officials are required to keep SCM issues confidential unless required by the law. The bid adjudication /evaluation teams are required to regulate Supply Chain Management on behalf of the institution in an honest, fair, impartial, transparent, cost effective and accountable manner in accordance with the accounting officer's delegated powers (National Treasury, 2003). Supply Chain Management officials are legally required to declare their financial interests every year through the e-disclosure system hosted by the Department of Public Service and Administration (DPSA).

2.3.6 Treasury Regulations

National Treasury regulation 16A (2005) indicates that the procurement of goods and services for bids must be within the threshold values which are determined by the National Treasury. The same Treasury Regulation further indicates that the SCM system should provide for the adjudication of bids through the bid adjudication committee. It was through the Treasury regulation that organs of the state and the

Public entities established the composition and functioning of bid specification, evaluation and adjudication committees.

Section 16A5.1 of the Treasury Regulations (2005) requires accounting Officers to ensure that SCM officials are well trained and employed according to the Framework for Minimum Training and Deployment issued by National Treasury.

2.4 PROCUREMENT AS A SOCIO-ECONOMIC OBJECTIVE

Individual countries internationally, approach public procurement differently and the diversity of these approaches can be attributed to the socio-economic objectives of individual country (Turker and Altuntaş, 2014). It was also noted from the literature reviewed that, the overall socio-economic objectives of procurement are the same between developed and developing countries and what is different is the extent to which these countries managed to achieve these objectives (Ababio, Vyas-Doorgapersad and Mzini, 2008). Most developed countries revealed economic imbalance between poor and rich citizens (Lewis and Roerich, 2009).

It was also noted from the literature review that individual countries worldwide have their own unique procurement objectives. For example, in the USA, the objective was to satisfy the requirements of fairness, equity and transparency on the use of public funds (Arizona Procurement Code, 2004). In EU countries, the overall procurement objectives were to create business opportunities for local enterprises and contribute significantly to the economic growth and creation of job opportunities (Watermeyer, 2011).

Literature reviewed provided evidence that procurement objectives in developing countries goes beyond those of developed countries, because they also have the duty to address corruption and financial accountability of public funds. For example, the Ugandan procurement seems to be rather quiet about the socio-economic objectives, but their focus is more on improving the efficiency of their procurement system (Thai, 2006).

The socio-economic objectives of procurement in South Africa can be categorised into eras "before and post-apartheid" governments (Bolton, 2009). The main objectives of both past and post governments in South Africa seem to share the same characteristics to create business and job opportunities for the citizens of the country (Watermeyer, 2011).

Literature reviewed reveals evidence which proved that in the past government objectives were to create these opportunities for a minority group, and created a huge gap between poor and rich amongst different ethnic groups. The same strategy was employed by the post-apartheid government, but the difference is that their aim is to address the imbalance that was created by the past-government (Arrowsmith, 2003).

Based on the above evidence, it seems socio-economic objectives in both eras have continued to plant the problem of discrimination amongst different ethnic groups (Bolton, 2009). The question should be asked concerning the post government objectives, which discriminates against the minority group, how Government intend to deal with white people born after the year 1994. This question is important because the government cannot continue to disadvantage citizens who have not benefited from the past government's policies. The study does not, however, answer this important research question.

2.5 ELEMENTS OF SUPPLY CHAIN MANAGEMENT IN SOUTH AFRICA

Prior to 1994, public procurement in South Africa was geared towards large and established contractors. It was difficult for new contractors to participate in government procurement procedures. Supply Chain in South Africa has undergone transformation through the introduction of the procurement reforms that started in 1995 and were directed to promote the principle of good governance and for the introduction of a preference system to address socio-economic objectives (National Treasury, 2003). The reform processes in South Africa were due to inconsistencies in policy application and the lack of accountability and supportive structure as well as fragmented processes. Matthee (2006) indicated that there is a need for the uniform implementation of SCM practice. According to Ambe *et al* (2012) Supply Chain Management is central to the government service delivery system and promotes

aims which are secondary to the primary aim of procurement such as using procurement to promote social, industrial or environmental policies. Supply Chain Management is an important tool for managing the Public Procurement (Office of Government of Commerce, 2005).

Hanks, Davies and Perera (2008) indicated that Supply Chain Management operates within a regulatory framework which was set by the National Government and extended by provincial and Local spheres of government to specific policies, legislation and regulations. The SCM policy framework is demonstrated by the Supply Chain Management Model (National Treasury, 2004). The SCM Model consists of six elements which are as follows: Demand Management, Acquisition Management, Logistics Management, Disposal Management, Risk Management and Supply Chain Performance.

The elements of South African Government Supply Chain Management are discussed in detail as follows:

2.5.1 Demand Management

Demand Management is the starting point of Supply Chain Management (National Treasury, 2004). The objectives of demand management are to ensure that the resources required to fulfil the needs identified in the strategic plan of the institution are delivered at the right time, price and place and at the correct quantity and quality to satisfy the needs for the end users. At this stage the needs are identified, specifications are precisely determined, the demands are linked to the procurement plan and the budget, market research conducted, and Industries analysed. Supply Chain Management officials and end users thus come together to ensure that value for money is achieved.

2.5.2 Acquisition Management

This is the second stage of Supply Chain Management. Acquisition Management is the process of compiling bid documents, inviting, evaluating and awarding bids and managing contracts. This is a critical stage of the SCM process since it involves direct contact with service providers. The SCM officials ensure that proper contract documents are signed and evaluation done in accordance with the published criteria

which was decided during the drafting of the specification by the bid specification committee. According to Malinga (2007) Acquisition Management is the stage where preferential procurement policy objectives are identified which could be through the specific contract.

2.5.3 Logistics Management

Logistics is the process of strategically managing acquisition, movement and storage of materials through the organisation and its marketing channel in such a way that profitability is maximised through cost-effective fulfilment of orders (National Treasury, 2004).

Logistics management integrates Supply Chain Management processes with the aim of minimising total logistics costs (Badenhorst- weiss 2005). Logistics Management provides for the setting of inventory levels, placing of orders, receiving and distribution of materials, stores, warehouse management and transport management.

2.5.4 Disposal Management

According to Ambe *et al* (2012) disposal is the management of assets that are no longer needed, considers obsolescence planning, creates a database of redundant materials, inspects materials for re-use, determines disposal strategies and methods of implementation.

Disposal Management deals with discarding of assets that are no longer required by the department and which may be required by other users. These assets include unserviceable, redundant or obsolete movable assets. Disposal of assets can be done through the transfer to another institution at market-related value, they may be transferred to other institutions, or by selling per price quotation, competitive bids or auction. Another method of disposal is by destroying the identified assets. The Department concerned should appoint a disposal committee which is responsible to test and inspect of the redundant materials for potential reuse (Migiro and Ambe, 2008).

2.5.5 Risk Management

Risk Management refers to the unintended or unexpected outcome of a decision or action. Risk Management is the provision of an effective system for identification, consideration and avoidance of potential risks. According South African Management Development Institute (SAMDI, 2005) Risk Management includes the identification of risks on a case by case basis, allocation of risks to the party that is best suited to manage it, acceptance of the cost of the risk, the management of risk in a proactive manner and provision of adequate cover for residual risk as well as the assignment of relative risks to the contracting parties through providing clear and unmistakable contract documents.

2.5.6 Supply Chain Performance Management

This is the screening process in conducting an analysis to conclude whether the proper process has been followed and whether the desired objectives were achieved (Migiro and Ambe, 2008). At this stage officials check compliance to norms and standards, the cost efficiency of the SCM process, and whether supply chain practices are consistent with the Government's broader policy focus.

According to Ambe *et al* (2012) these six elements of SCM can be implemented properly within the procurement and provisioning system that is fair, equitable, open and transparent, competitive and cost effective.

2.6 APPOINTMENT OF BID COMMITTEE

The Supply Chain Management policy framework provides for the appointment of three Bid Committees that are as follows: Bid Specification Committee, Bid Evaluation Committee and Bid Adjudication Committee. The members appointed to serve in the Bid Specification Committee and Bid Evaluation Committee is not allowed to be appointed as members of the Bid Adjudication Committee (National Treasury, 2003).

2.6.1 Bid Specification Committee

This committee is responsible for the compiling of specifications. The specification should be compiled in an unbiased manner to allow all bidders to offer their goods and services. It is recommended that the specification or the terms of reference be approved by the Accounting Officer or his delegates (Bid Adjudication Committee prior the advertising of tenders to ensure that there is consistency in the criteria which are stipulated in the Bid Document (KwaZulu-Natal Provincial Treasury, 2005).

2.6.2 Bid Evaluation Committee

The evaluation committee consists of a cross-functional team comprising of Supply Chain Management practitioners and suitably skilled officials from other relevant disciplines. This committee is responsible for the evaluation of bids received. The Bid Evaluation Committee verifies the capability of the bidder checking whether the recommended bidder will be able to execute the contract. They also verify whether the bidder will be able to comply with the specifications in respect of quality, quantity and functionality. They verify whether the bid offers value for money. The Bid Evaluation Committee allocates preferential points; they check if bidders comply with the requirements of the Central Supplier Database (National Treasury, 2005).

Bids are evaluated in accordance with the criteria specified in the bid document. The committee drafts a report requesting the Bid Adjudication Committee to grant approval to the qualifying service provider.

2.6.3 Bid Adjudication Committee

The Bid Adjudication Committee considers the recommendations of the Bid Evaluation Committee and makes a final award or recommends to the Accounting Officer or Authority to make a final award or they make another recommendation to the Accounting Officer/Authority on how to continue with the relevant procurement. The Bid Adjudication Committee always ensures that all necessary documents are submitted, and they justify the disqualification with valid and accountable reasons. They ensure that the scoring is fair, consistent and correctly calculated and applied (National Treasury, 2006).

Despite the reform processes in public procurement and the employment of SCM as a strategic tool, predicaments arise in South African public procurement practices. The discussion to follow will be on the challenges which SCM officials are facing in the implementation of the procurement process internationally and in the South African public sector.

2.7 PROCUREMENT CHALLENGES

2.7.1 Procurement challenges international perspective

International literature reviewed documented studies which suggest that both developed and developing countries experience the same procurement challenges which include corruption and political interference to name a few on the part of government officials. The study conducted by Arrowsmith (2010) contended that the only difference is the extent to which these challenges affect the overall processes and procedures and the achievement of the socio-economic objectives of procurement between developed and developing countries. It was furthermore noted that, developing countries are more likely to be affected by these challenges compared to developed countries.

 It was also noted from the literature reviewed that, developing countries also share procurement challenges. For example, the study conducted in Nigeria by Dike (2001) which shows that the government of the country increases the annual budget allocation to various government departments in order to support the implementation of the procurement policy.

On the one hand, studies conducted by Dike (2001) and Ambe (2012) shows that political interference in the public procurement processes and procedures seems to be common practice amongst the developing countries such as Nigeria and South Africa.

2.7.2 Challenges in Procurement of goods and service

Ambe and Badenhorst-Weiss (2012) stated that numerous legislative frameworks that guide public sector procurement practices and other involvement are provided. McCruden (2004) indicated that there are challenges facing the South African

government in the implementation of its empowerment policies. Such challenges include lack of knowledge, skills and capacity; non-compliance with the National Treasury policies and regulations; poor planning and linking of demand to the budget; lack of appropriate accountability; fraud and corruption; insufficient response to and irregularity in risk management in SCM; inadequate measures for monitoring and evaluating of SCM; bad behaviour; too much decentralisation; and ineffectiveness of the B-BBEE policy.

2.7.2.1   Lack of proper knowledge, skills and capacity

According to Bolton (2009), many SCM actors in South African Government institutions have attended several training workshops on SCM, but they still lack the appropriate knowledge for proper implementation. McCarthy (2006) asserted that it is very difficult to verify the completeness of the bid document because of the incomplete register.

2.7.2.2   Non-compliance with SCM policies and regulations

Van Zyl (2006) indicated that noncompliance with SCM policy and regulations can be attributed to lack of the requisite SCM skills and competencies as well as the absence of a strict regulation culture. The author further attested that these may include the tendency not to utilise a competitive process for both quotations and bids/ tenders, incorrect utilisation of the preferential point system, lack of appropriate bid committees, using unqualified suppliers, passing over the bids for incorrect reasons, utilising of the wrong procurement process in respect of the thresholds, extensions of validity periods, lack of bid information on the bid register, ambiquous specifications, appointment of the bid committee members not aligned to policy requirements. According to the studies conducted by Matthee (2006) and Van Zyl (2006) noncompliance to SCM policy is caused by the lack of skills, capacity and knowledge of the staff which results in failure in the implementation of SCM processes in all spheres of government.

2.7.2.3   Poor planning and linking of demand to the budget

Mkhize (2004) indicated poor planning as another major challenge in the implementation of SCM processes. Many government entities are still faced with the challenges of proper planning and linking demand to budget and this may be

attributed to limited skills and capacity (McCarthy (2006). Ambe and Badenhorst-weiss (2011b) acknowledged that training and workshops are vital for successful implementation of SCM.

2.7.2.4   *Accountability, fraud and corruption*

According to Handfield *et al* (2011) accountability formulates a vibrant support to public procurement without transparency and accountability systems, the huge funds channelled by public procurement systems run the risk of being intertwined with increased corruption and the misuse of funds. Fraud and corruption costs South Africa's taxpayers hundreds of millions annually. It is further mentioned that the impact of fraud has led to the formation of unique legislative actions and upgrades in existing legislation. Lamour and Wolanin (2013) indicated that cases of corruption had been reported on the anti-corruption hotline.

2.7.2.5   *Corruption*

Corrupt transactions may occur in networks that are highly organised as well as opportunistic. Manmood (2010) indicated that corrupt transactions occur between corrupters as a result of social interaction. According to Mahlaba (2004) corruption occurs when two or more people intend to undertake corrupt action. The term corruption is used as a summarised mention referring to a large range of illicit or illegal activities (Lamour and Wolan, 2013). There is no universal definition for corruption. The most prominent definitions share a common emphasis on the abuse of public power or position for personal advantage.

2.7.2.6   *Inadequate and inconsistency with regard to risk management/ irregularities in SCM*

McCarthy (2006) indicated that risk management is another major challenge in SCM. The findings of the study conducted by Ambe and Badenhorst (2012) revealed that there is a lack of internal control environment and the implementation of risk

mitigation procedures through the effective utilisation of SCM policy and procedure and this was indicated as the cause of fraud and corruption (Smart Procurement, 2011) and the other administrative malpractices within government entities obstruct SCM. According to Boateng (2008) lack of understanding regarding the SCM concept and its complicated link to long-term quality service delivery, human capital development and quality service delivery, human capital development and associated socio-economic growth, may be the root causes of the SCM problem in the organs of state. Boateng (2008) indicated that since 1994, South Africa has enjoyed unprecedented social and infrastructural freedom, but the majority of people who hoped freedom would bring relative socio-economic deliverance and improvement are still feeling bitter toward government over issues which also include lack of perceived quality of governance, service delivery failure, corruption in some of the organs of state and disappointment with empowerment policies.

2.7.2.7   *Inadequate measures for monitoring and evaluating of SCM*

Pauw (2011) asserted that inadequate monitoring and evaluation is linked to the absence or the poor presence of a control environment and the government entities are put in a difficult position to give effect to the implementation of SCM as required by the policy. According to a *Business Day* report (2011), procurement actors in government have spent millions of Rand in ways that are against the policies and regulations. The National and Provincial governments and public entities have notched irregular, unauthorised, fruitless and wasteful expenditures that contravened laws and regulations. Most government entities do not have clean audits.

2.7.2.8   *Ethics and conflict of interest*

Ethics and conflict of interest affects SCM's implementation. According to Mahlaba (2004) there is huge power wielded by some chief financial officers and lack of proper consultation with other senior officials. The National Treasury Guide to accounting officers prescribed a standard approach toward SCM procedures, in many instances given the independence of the accounting officer's financial management and the lack of application resulted in department's utilisation of own discretion to procure in a manner that would be appropriate for a specific time.

2.7.2.9   Inadequate planning and linking demand to the budget

According to Pauw (2011) demand management serves as the integral part of the SCM process since it defines the decision-making process that allows a department to procure goods and services at the right time, place and at the right cost. Many government entities are still faced with the challenges of improper planning and linking demand to budget (Ambe and Badenhorst Weiss, 2011a). Some government entities cannot properly quantify the needs of those requiring their services or properly estimate costs nor can they accurately track, control or report on expenditure (Luyt,2008). Luyt (2008) further indicates that there is a need to monitor the delivery of services properly to ensure that scarce resources are efficiently and effectively procured. The Office of Government of Commerce (OGC, 2005) indicates that poor planning and budgeting have also affected the implementation of SCM and assert the importance of linking demand planning to the budget.

2.7.2.10   Collusion, bribes and bid rigging

Klitgaard (2000) asserts there are three types of corruption likely to occur in procurement which are collusion in bidding leading to high prices, kickbacks from bidders which reduce competition and influence selection and bribes to officials responsible for regulating performance of the winning bidder which result in possible overruns and low quality. Klitgaard (2000) further indicated that bid rigging forms part of bribery and corruption.

2.7.2.11   Cover Quoting

According to Luyt (2008) of the South African Institute of Government Auditors (SAIGA) cover quoting refers to the manipulation of the three-quote procurement system by officials from the department acting in collusion with the bidder, whereby multiple quotations are submitted as if they are independent quotations. Thomson (2001) states that cover quoting cannot happen in ignorance or be occasioned by negligence. It is a premeditated and intentional. Thomson (2001) further stated that officials involved in the procurement process would contact one supplier and request that the supplier submit multiple quotations with different company names. This type of conduct involves dishonesty by officials and it usually involves corrupt rewards.

2.7.2.12   Too much decentralisation of the procurement system

Migiro and Ambe (2008) indicate that South African government procurement of local requirements such as materials and equipment and services is largely decentralised to departments.'' Centralisation leverages scales to reduce costs. Decentralisation relies on local knowledge to build relationships" (Fawcett, Ellram and Ogdem, 2007). Centralisation offers advantages such as leverage due to volume reduction of duplication of purchasing effort, better control and development of specialised expertise of purchasing personnel (Handfield, Monczka, Guinipero and Patterson, 2011). Decentralisation can lead to better responsiveness to purchasing needs, to a better understanding of the unique local needs and it is also closer to supplier and taking ownership of decisions that have an impact on one's own budget. (Handfield *et al* 2011)

2.7.2.13 Ineffectiveness of the B-BBEE.

According to Moeti (2014) The South African government adopted the provision of BEE to empower all historically disadvantaged individuals rather than only the minority group of black stakeholders. So far, it adopted the Broad-Based Black Economic Empowerment Act (BBBEEA), which calls for expanded opportunities for workers and smaller enterprises as well as more representative ownership and management. Current BEE provisions have, however, in many cases failed to ensure a broad-based approach, instead commanding significant costs on the economy without supporting job creation or growth (Bolton, 2006).

The present BEE model remains unduly focused on transactions that involve existing assets and which benefit a very small number of individuals. The following shortcomings have emerged in the implementation of BEE: ownership and senior management issues receive unequal emphasis, which among other things include 'fronting', speculation and the abuse of procurement processes. Again, the regulations do not create adequate employment to support small enterprises and local procurement. The Preferential procurement regulations aggravate this situation by privileging ownership over local production (National Treasury, 2017). Finally, the BBBEE regulations penalise public entities from participating in the procurement process. The democratic state owns public entities on behalf of its people yet the regulations do not count them as 'black empowered' (Zuma, 2009).

2.8 CAUSES OF IMPLEMENTATION PROBLEMS

Various studies revealed different causes of Supply Chain Management implementation problems which among others include interpretation issues, departmental coordination issues, resource and capacity constraints, political Interference problems and programme operator problems

2.8.1. Interpretation issues

The study conducted by Ambe and Badenhorst-–Weiss (2012) revealed that although legislative frameworks are in place, implementers are still failing to interpret them correctly since some organisations are experiencing conflict over their mission. The literature review revealed that there was a huge amount of money allocated to Government Departments which end up in corrupt activities through the procurement process. Smart procurement (2011) indicated that in 2010, R26.4 Billion was spent unlawfully in South Africa because of the misinterpretation of SCM prescripts.

2.8.2 Resource and Capacity Constraints

According to McCarthy (2006) human resource and financial constraints tend to adversely affect the policy implementation process because of lack of capacity and knowledge by SCM practitioners who are unable to handle procurement processes which lead to bad governance. Literature revealed that the decentralisation of the procurement process to individual provinces, municipalities and public entities caused implementation problems because some of SCM practitioners lack skills, capacity to execute SCM processes efficiently, and effectively (Ambe & Badenhorst - weiss, 2011b).

2.8.3 Timeline problems

Hanks, Davies and Perera (2008) indicated that politicians develop policies and tend not to consider implementation time needed by policy implementers. Hanks, Davies and Perera (2008) further stated that once politicians decide to act on a problem, they expect fast implementation; the author also indicated change as another factor that affects timelines. The National Treasury Guide for Accounting Officers set a model approach towards SCM procedure, but on several occasions there is lack of compliance and application of the guidelines.

2.8.4 Political Interference problems

According to Mahlaba (2004), politicians intervene to influence implementers' decisions or sometimes overturn implementation strategies. According to Malinga(2007) maladministration and corruption exist in all spheres of government particularly the Local sphere through the influence of the political affiliation particularly the ruling party which has the power to appoint and control senior administrators. Reddy, Naidoo and Pillay (2005) indicated that politicians influence the procurement process by bringing their family and friends to be awarded the tenders.

2.8.5 Programme Operator problems

Mkhize (2004) indicated that programme operators deviate from the set implementation procedure and design their own implementation processes and procedures. The research further revealed that end users play their part since the budget is allocated to their units and they take full responsibility of the implementation process. According to Handfield *et al* (2011), there are many government entities that still face the challenges of improper planning and linking demand to budget. Badenhorst- weiss (2005) indicated that inadequate planning and linking demand to the budget affect the implementation of SCM.

2.9 CONCLUSION

In this chapter the researcher explored the literature relevant to the study and managed to identify areas applicable to the study's problem statement. The chapter examined SCM concepts in the public sector. The legislative frameworks governing SCM and the code of conduct for SCM practitioners were broadly discussed. Chapter Three discusses the research design and methodology.

CHAPTER 3: RESEARCH METHODOLOGY

3.1 INTRODUCTION

This Chapter outlines the research design and methodology used in the research process to investigate the problem identified in Chapter One. It also identifies the target group, sampling method and size of the population. In this chapter the researcher explains and discusses the instruments used to collect data. The research focused on the investigation of challenges in the implementation of Supply Chain Management process at the Limpopo Department of Agriculture and Rural Development in Waterberg, Mopani and Vhembe Districts in South Africa.

3.2 RESEARCH METHODOLOGY

In this study, a qualitative research method was used. Welman and Kruger (2001) stated that the qualitative approach refers to research, which produces descriptive data and is based on meaning expressed through words and other symbols or metaphors. Bless,Higo-smith and Sithole (2013:181) stated that qualitative research "is collecting, analysing, and interpreting data by observing what people do and say". It refers to the meaning, concepts, definitions, characteristics, metaphors, symbols and decrepitating of things". According to Diamontupoulos and Schlegelmilch (2000) a qualitative research method was used in an inquiry process of understanding where a researcher develops a compound, holistic picture, analysis of words and reports detailed views of informants and conducts the study in a natural setting. Leedy and Ormrod (2001) indicated that quantitative research is used to answer the research questions about relationship between measures and variables with the purpose of explaining, predicting and controlling phenomena. It relies on numerical data to test the relationship between two variables.

3.2.1 Qualitative Research

Qualitative research is to a large extent more subjective than quantitative research and employs different methods of getting information, from individuals, through interviews and focus group interviews (Horberg,1999). Qualitative approach is exploratory and open ended. It involves a few people who are engaged through interviews or a few of focus groups are conducted. Participants were asked questions and the interviewer examined and explored their responses to identify and

define people's perceptions, opinions and feelings about the topic, which is discussed, and to determine the degree of agreement that exists in the group (Maylor, 2005).

According to Berg (2007) the class of the finding from a qualitative approach depends on the skills and experience of the interviewer.

For this study the researcher selected a qualitative approach to examine challenges which SCM practitioners continually face when they implement the procurement process within their area of employment (Department of Agriculture and Rural Development). The advantage of the selected method is that much quality information can be obtained within a limited time and is also cost effective. The qualitative approach is appropriate for this study because the data collected and used focuses on the participants' subjective experiences on the process of disclosure and the way they interpret it. Marshall & Rossman (1995) further outline that the qualitative approach to research is uniquely suited to uncovering the unexpected and to exploring new avenues. The richness and depth of the description gained from a qualitative approach, provides a unique appreciation of the reality of the experience (Munhall 2001:106).Qualitative research emphasises the dynamic, holistic and individual aspects of the human experience, and attempts to capture those experiences in their entirety, within the context of those experiencing them (Polit & Beck 2004:16; Streubert & Carpenter1999:15).Through this approach, it was possible for the researcher to deeply engage and interact with participants through interviews, and rich data was generated on their experiences in SCM.

3.3 RESEARCH PARADIGM

Mahadea and Pillay (2008) stated that there is no best or correct research paradigm, it should inform the research design to best answer the research questions under the study. For the purpose of this research, post-positivist was employed as a research paradigm, because this choice is influenced by a philosophy called critical realism, since post-positivist recognises the modification of existing theories (Mahadea and Pillay, 2008). The   study investigated challenges faced by Supply Chain Management practitioners in the implementation of the procurement process at the

Department of Agriculture and Rural Development in Waterberg, Mopani and Vhembe District offices.

3.4. RESEARCH DESIGN

According to McMillan and Schumacher (2010), research design is a plan or strategy which moves from the underlying philosophical assumption to specify the selection of respondents. Burns & Grove (2001) defined research design as the clearly defined structures within which the study is implemented. A qualitative research approach was used in this study by applying a case study design using semi-structured interviews. Case study is defined as "systematic inquiry into an event or a set of events the purpose of which aims to describe and explain a phenomenon of interest" (Creswell, 2009). Case study design enabled the researcher to investigate a contemporary phenomenon within the real-life context (Yin, 2003).For the purpose of this study, case study is selected since it would enable a clear understanding and the acquisition of knowledge on the challenges that SCM practitioners are facing when they implement their day-to-day duties. The case study enabled the researcher to focus on affected employees within the Department of which in this study they are SCM officials. Advantages of the case study design is that it delivers the results in a real context and the effects of the phenomenon under study can be easily understandable to several audiences, it is suitable for exceptional cases and it also examines the phenomena in depth. A single case study also provides valuable information about the individual's consistency of performance in a particular domain (Baxter & Jack, 2008).

3.5 STUDY AREA

The study focused on challenges faced by SCM officials in the implementation of the procurement process at the Department of Agriculture and Rural Development in Waterberg, Mopani and Vhembe Districts in South Africa. The offices are far apart from each other (approximately 130 km from each other). Waterberg District is situated in Modimolle, Mopani District is in Giyani while Vhembe District is at Makhwarela in Venda.

3.6 POPULATION AND SAMPLE

3.6.1 Population

According to Babbie and Mouton (2001) Population is an aggregation and elements from which the sample is selected. McMillan and Schumacher (2010) defined population as a group of individuals or events from which a sample is drawn. (De Vos *et al*: 2005*)* also defined population as the totality of persons, events, organisation units, case records or other sampling units with which the specific research problem is concerned.

The population consists of 15 Supply Chain Management officials working for Limpopo Department of Agriculture and Rural Development: Waterberg, Mopani and Vhembe district officials. The identified population includes district finance deputy directors, officials from the Demand Management unit, Acquisition Management Unit and Logistics Management.

The targeted population was specifically selected to authenticate the research from a statistical purpose viewpoint and to ensure that opinions are obtained from respondents who are directly affected by the implementation of the procurement process.

3.6.2 Sampling

Burke (2010) defined sampling as the process of drawing a sample from the population, a set of elements taken from a larger population. A sample is a group of cases, respondents or records comprised of part of the targeted population which is carefully selected to represent the population.

It is expressed that the sample size wasenough to elicit responses that will make it possible to generalise the results to the population of Limpopo Department of Agriculture and Rural Development Supply Chain Management practitioners.

De Vos *et al* (2005) identified two kinds of sampling methods to be used by researchers which are: probability sampling which focuses on randomisation and non-probability sampling, which does not implement randomisation. The researcher

used a purposive non-random sampling method because the participants for the study are officials working in SCM in the Department of Agriculture and Rural Development in Waterberg, Mopani and Vhembe Districts since the researcher believes that they provide relevant information. De Vos *et al* (2005) indicated that purposive sampling is based on the judgement of the researcher, in that a sample is composed of elements that contain the most characteristic representation of typical attributes of the population. The idea behind qualitative research was to purposefully select participants that were the best in helping the researcher to determine the effectiveness of administrative intervention in Supply Chain Management of LDARD. The sample consisted of 15 officials from Waterberg, Mopani and Vhembe Districts.

3.7 DATA COLLECTION

Horberg (1999) indicated that data collection for qualitative research involves collection of data by interacting with research participants in their natural settings. The researcher collected data from officials working in the SCM Unit at the Department of Agriculture and Rural Development in Waterberg, Mopani and Vhembe Districts since they are the role players who face challenges in implementing the procurement process. The researcher collected data from the primary data which was done through interviews and the secondary data which was obtained from books and journals.

3.7.1 Primary Data (Interviews)

Babbie and Mouton (2001) indicated that primary data is the data collected for the first time. McMillan and Schumacher (2010) defined interviews as a data collection method in which the interviewer poses questions to the interviewee.

Data was collected from SCM Officials through interviews. It was expected that 15 SCM officials will provide valuable information regarding challenges that they are facing in implementing the procurement process but only seven officials participated in this study.

According to De Vos *et al.* (2005) there are three types of interviews, namely, structured, unstructured and semi-structured interviews.

3.7.1.1 Semi-structured interviews

McMillan and Schumacher (2010) defined structured interviews as a specific interview with questions that allow individual, open-ended responses. According to De Vos *et al* (2005) semi-structured interviews give the researcher and the participants an opportunity to be more flexible, and it allows the researcher to make follow-ups on some interesting issues which give the research further information during the interviews.

Data was collected primarily in the form of semi-structured interviews using an interview guide consisting of both closed and open-ended questions. All participants managed to provide enough information regarding challenges which they are facing in the implementation of the procurement process at Limpopo Department of Agriculture and Rural Development in Waterberg, Mopani and Vhembe Districts.

The interview questions comprised of 21 questions which were posed to SCM officials as they are the role players in the procurement process. The interview questions focused on the skills and expertise acquired by SCM officials, the training needed for SCM , the implementation of policies and regulations, the procurement processes for the Department of Agriculture and Rural Development in Waterberg, Mopani and Vhembe District, and the challenges SCM officials encounter in the procurement process.

3.7.2 Secondary Data

McMillan and Schumacher (2010) defined secondary data as a non-interactive strategy for obtaining qualitative data with little or no reciprocity between the researcher and the participants. Bless, Higson-Smith and Sithole (2013) described secondary data as a recording method or unobtrusive measures that are less reactive than interactive strategies in that the researcher does not extract the evidence. The researcher used legislative frameworks, treasury regulations, Websites and Newspapers with the current information regarding challenges in SCM. The researcher used notes which were collected during the interviews and wrote up findings and conclusions based on the data was collected**.**

3.8 DATA ANALYSIS

Creswell (2009) indicated that the process of data analysis involves making sense of the text and image data. It involves moving deeper into understanding the data, representing the data and making an interpretation of the larger meaning of data. Qualitative data analysis is an active inductive process of organising the data into categories and identifies patterns among the categories (McMillan and Schumacher, 2010) and data collected through interviews. The collected data was compared and categorised accordingly. Patterns were identified, differing responses were noted, possible explanations and propositions were recorded.

A qualitative, exploratory, descriptive and contextual design were followed using the phenomenological method to explore participants' experiences in SCM (Streubert & Carpenter 1999:18).The richness and depth of the description gained from a qualitative approach, provides a unique appreciation of the reality of the experience (Munhall 2001:106).Qualitative research emphasises the dynamic, holistic and individual aspects of the human experience, and attempts to capture those experiences in their entirety, within the context of those experiencing them (Polit & Beck 2004:16; Streubert & Carpenter1999:15). The researcher chose to follow a qualitative research process to explore the challenges faced by SCM officials in the implementation of the procurement process. Through this approach, it was possible for the researcher to deeply engage and interact with SCM Practitioners through phenomenological interviews, and rich data was generated on the experiences of the participants in SCM. Field notes were taken by the interviewer based on the observations made during the interviews. Exploratory research is defined by Burns and Grove (2001:374) as research conducted to gain new insights, discover new ideas, and for increasing knowledge of the phenomenon. Descriptive research involves direct exploration, analysis and description of particular phenomena, as free as possible from unexplained presuppositions, aiming at a maximum intuitive presentation (Streubert & Carpenter 1999:49).

Descriptive studies are used to document the phenomenon of interest in the real situation (Marshall & Rossman 1995:41). Botes (1995:16) describe contextual research as findings valid within the time space and value context in which the study is being done. Phenomenology emphasises the individual's constitution of his or her

life world, in other words, how the person experiences his or her world. The phenomenological research method was used to conduct this study, as it provided an <u>opportunity</u> for SCM Practitioners to share their experiences with the researcher, without imposing the views of the researcher.

The data analysis approach for this study is Narrative Analysis which is all about listening to people telling stories and digging into what that means. The assumption here is that stories form a functional purpose. They fundamentally help the researcher to make sense of the world. Therefore, by analysing stories and the ways in which they are told, the researcher is unpacking the ways in which people (the storytellers) deal with, cope with and make sense of reality (Liamputtorg, 2009).

The researcher approached the investigation with the intention of discovering the the insider's perspective.

3.9 VALIDITY

 According to Diamontopoulus and Schlegelmilch (2000), validity of the measure is the extent to which a research instrument is free of systematic and random errors. There are three types of validity, namely content validity, criterion and construct validity. The study focused on both construct and criterion validity. The questions resemble the context being investigated by the description of the population of the study. The population consists of the role players of the Limpopo Department of Agriculture and Rural Development in Waterberg, Mopani and Vhembe districts, being the SCM practitioners since they have knowledge and experience of SCM processes and procedures.

3.10 RELIABILITY

Gilbert (2008) described reliability as the "property of measuring devices for social phenomena which yield consistent measurement when the phenomena are stable regardless of who uses it provided the basic conditions remain the same". Reliability of the study was drawn from the legislative frameworks, data collection and data analysis methods. The researcher is confident that the research method which was

used in this study obtained truthful and correct results since the researcher used reliable sources in this study.

3.11 ETHICAL CONSIDERATIONS

According to Saunders, Lewis and Thornhill (2000) ethics are the appropriateness of the researcher's behaviour in relation to the rights of those who become participants of the research or who are affected by the research. Brynard *et al* (2014) indicated that research ethics are focused on what is morally proper and improper when the researcher is engaged with participants or when researcher accesses archive data. Bless *et al.* (2007) indicated that it is always the responsibility of the researcher to ensure that her research is ethically conducted. The researcher obtained approval from the ethical clearance committee prior the collection of data.

The researcher requested the Head of Department for the Limpopo Department of Agriculture and rural development to grant approval to conduct the study at Sekhukhune and Capricorn Districts. The Head of Department delegated the Departmental Research Committee to attend to the researcher's request. The Departmental Research Committee advised the researcher and granted approval to conduct the study at Waterberg, Mopani and Vhembe District offices, since the researcher is working at Sekhukhune District sharing the same complex with Capricorn District office.

The researcher complied with the following principles and guidelines of the code of conduct of ethics:

3.11.1 Full disclosure or deception

De Vos *et al* (2005) describe deception of subjects as deliberately misrepresenting of facts to make another person believe what is not true, violating the respect to which every person is entitled. Deception involves withholding of information or offering incorrect information to ensure full participation from the participants. The research applied openness and transparency to all participants about the aspects of the study. The researcher explained the purpose of the study to the participants. The

researcher informed participants about the aim of the study which was to investigate the challenges SCM officials are facing in terms of implementing the procurement process at the Limpopo Department of Agriculture and Rural Development in Waterberg, Mopani and Vhembe Districts.

3.11.2 Voluntary Participation

The participants were not forced to participate in the interview. According to McMillan and schumacher (2010) participants must be told to feel free to withdraw from participation at any time when they feel uncomfortable with the interview process. Bless *et al* (2007) stressed that no person should be forced to participate in the research. Participants were informed that their participation towards the research was on voluntary base.

3.11.3 Informed Consent

Participants were given theform in which they were requested to sign which serves as an indication that participants understand the research, the purpose of the study, their choice of participating in the study and freedom to withdraw from participation (McMillan and Schumacher, 2010).

3.11.4 Confidentiality and anonymity

Babbie (2008) distinguishes between confidentiality and anonymity. The author believed that confidentiality indicates that only the researcher and few people should be aware of the identity of participants. It was made clear to the participants that their responses will remain anonymous and confidential. It was further indicated that there would be no reference to any individual's name in the research results. The name of individuals was not required during the interviews, only their rank or occupation was required

3.11.5 Permission to conduct research

The researcher requested the Head of Department for the Limpopo Department of Agriculture and Rural Development to grant permission to conduct research at Sekhukhune and Capricorn. The Head of Department delegated the departmental researcher committee to grant approval and the researcher was requested to

present the proposal to the departmental research committee. The committee granted approval for the researcher to conduct research at Waterberg, Mopani and Vhembe districts instead of Sekhukhune and Capricorn districts since the researcher was working for Sekhukhune and sharing the same premises with Capricorn District and the committee had the impression that the quality of the results might be compromised. The researcher collected data after the approval letter was granted. The researcher presented the approval letter to the participants o request their free participation.

3.11.6 Publication of findings

Participants were informed that the results of the study would be made available at their request.

3.12 CONCLUSION

This chapter broadly discussed the rationale behind the methodology, how the research was conducted, and the steps taken to ensure the validity of the data. The research methodology further discussed the population and the sampling and the way in which data was collected and analysed. Lastly, the chapter discussed the ethical considerations.

CHAPTER 4: PRESENTATION AND DISCUSSION OF RESEARCH FINDINGS

4.1 INTRODUCTION

This study was conducted in order to determine the challenges that affect Supply Chain Management in the implementation of the procurement process at the Department of Agriculture and Rural Development in Sekhukhune and Capricorn District. However, the Department of Agriculture and Rural Development Research Committee disagreed to the study areas indicating that the researcher could not conduct the research where the researcher is currently working and being the supervisor to colleagues that the researcher would be interviewing.

The committee also disagreed to approve Capricorn District because Sekhukhune and Capricorn District are within the same complex and the committee had the impression that the researcher knew colleagues in Capricorn District, and they believed that this would affect the outcome of the research. The Departmental research committee granted approval to conduct the study at Mopani, Waterberg and Vhembe District office in Limpopo Province.

This chapter presents data that was collected through the interviews conducted by the researcher. The researcher conducted interviews with seven Supply Chain Management practitioners working for the Limpopo Department of Agriculture and Rural Development. The interview schedule provided a list of 21 questions, which were divided into six themes, namely biographical data, the implementation side of the strategies which are in place, the determination of training needs, the effects of the training on the operations of SCM, challenges that SCM officials are facing and general implementation issues.

The question and the answers will be discussed in detail in the following section. The data will be presented in the form of graphs and pie charts and will be analysed and interpreted there from.

4.2 THE AIM OF THE SCHEDULED INTERVIEW QUESTIONS WAS TO ACHIEVE THE FOLLOWING OBJECTIVES AS OUTLINED IN CHAPTER ONE OF THE STUDY:

- To find out how the Limpopo Department of Agriculture and Rural Development in Waterberg, Mopani and Vhembe Districts implement the procurement process.
- To identify challenges faced by SCM practitioners in terms of the implementation of the procurement process at the Department of Agriculture and Rural Development in Waterberg, Mopani and Vhembe Districts.

4.3 THE INTERVIEW SCHEDULE AND INTERVIEWS

The researcher conducted interviews with SCM officials working for Waterberg and Vhembe Districts since they are directly responsible for the SCM operations at the Limpopo Department of Agriculture and Rural Development. The research was conducted manually, and all records were filled and summarised accordingly.

The results of the interviews helped in determining the challenges that SCM officials face daily in their working environment and the causes thereof.

The researcher conducted Interviews with seven officials (four from Waterberg and three from Vhembe District office) who are knowledgeable about the procurement process since they all work in SCM.

The interview questions were divided into sections, A, B, C, D and E. Section A of the interview questions dealt with the biographical data in order to gain knowledge of the participants in aspects such as occupation, gender and age. Section B deals with the implementation of the procurement process, section C deals with training and development. Section D deals with policy implementation and section E deals with challenges faced by SCM officials in the implementation of the procurement process.

The different components of the interview schedule are further discussed in the following sub sections

Data was collected from lower level management and junior staff of the Limpopo Department of Agriculture and Rural Development in Waterberg and Vhembe

Districts, such as Assistant Director: Supply Chain Management, State Accountant: SCM and Finance Clerks.

4.3.1 District

The research was based on three district offices, namely, Waterberg, Mopani and Vhembe. Waterberg and Vhembe Districts participated on the study with four officials and three Officials respectively. Mopani District did not participate in this study.

Table 2: District of Employees

District	Number of Employees
Waterberg	04
Vhembe	03
Mopani	00
Total	07

4.4 THE INTERVIEW QUESTIONS AND THE RESPONSES FROM WATERBERG DISTRICT.

4.4.1 Occupation of Employees

The first question dealt with the occupation of the respondents. The respondents were requested to indicate their occupation and 25% of the responses come from the Assistant Director: SCM, 50% came from State Accountant: SCM and 25% from Finance Clerks. There is 0% from Directors and Deputy Directors since they did not participate in this study.

Table 3: Occupation of employees for Waterberg District

Occupation	Number of Employees
Assistant Director: SCM	01
State Accountant: SCM	02
Finance: Clerk	01

Figure 3: Occupation of Waterberg District Employees

% difference

■ assistant director ■ state accountant ■ Clerk:SCM
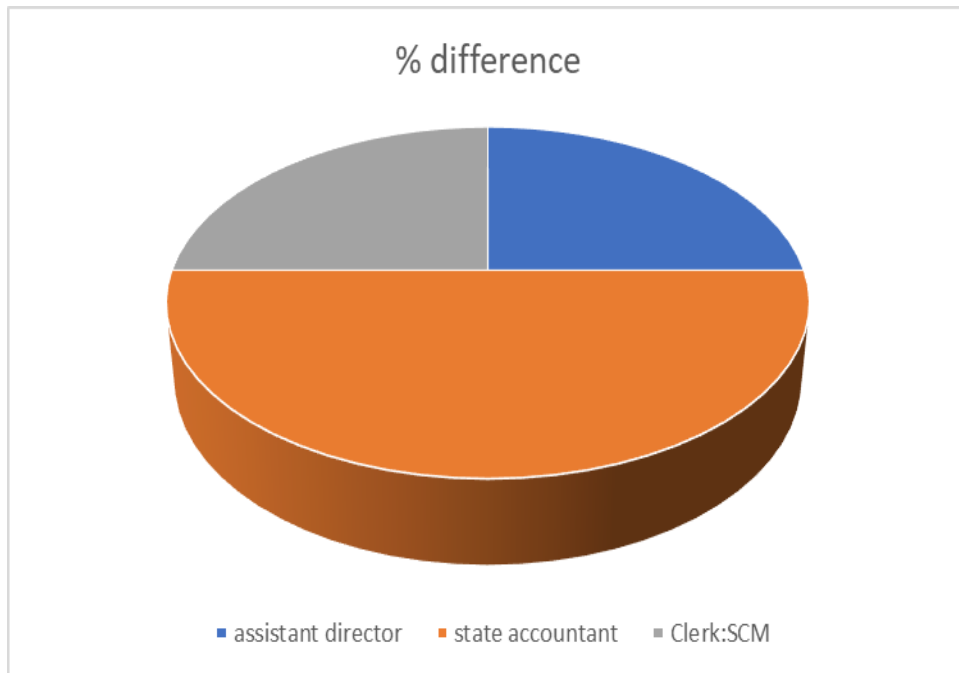
4.4.2 Gender for Waterberg Employees

The respondents were requested to indicate their gender on the interview question. Female respondents numbered more than male participants with 75%.

Table 4: Gender for Waterberg Employees

Gender	Number of Employees
Female	03
Male	01
Total	**04**

Figure 4: Gender of Waterberg Employees.
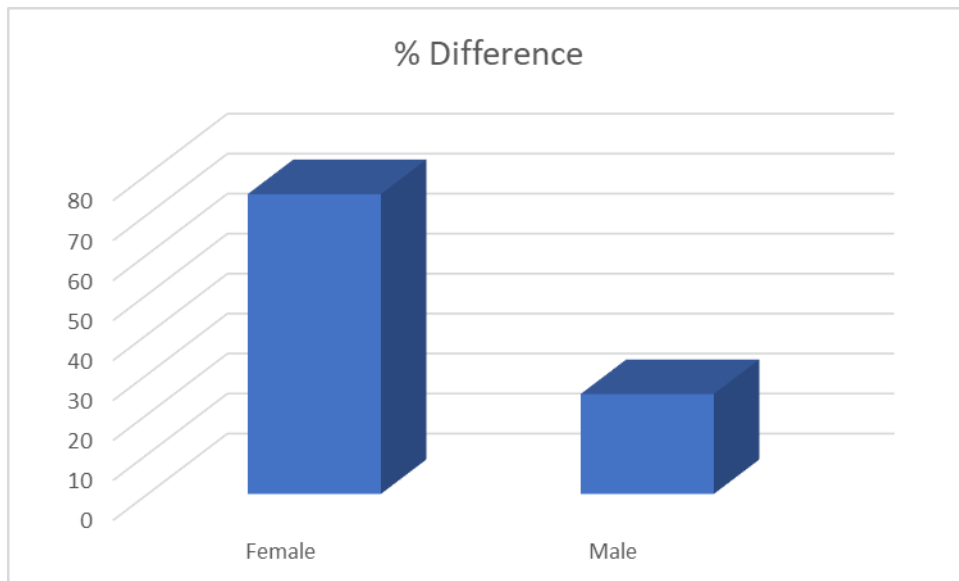
4.4.3 Age of Waterberg District employees

The interview schedule provided a question which dealt with the age of the respondents. The respondents were requested to provide the research with their age group: between 30-40, 41-50, 51-60 and above 60. Respondents were required to mark an appropriate box with the respondents between the ages of 30 to 50.

Table 5: Age for Waterberg Employees.

Age of Waterberg District Employees	Number of Employees
30 – 40	03
41- 50	01
51-60	00
Total	**04**

Figure 5: Qualifications of Waterberg District officials
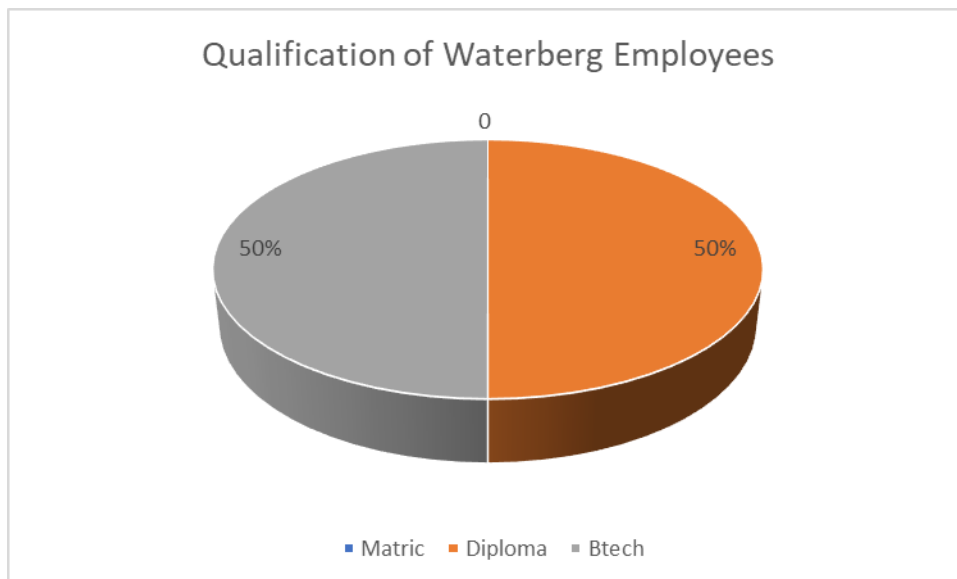
As per the above figure 50% of the respondents are in possession of diplomas in Financial Management and another 50% have a BTech qualification in Logistics Management. These qualifications are of course related to SCM.

4.5 THE IMPLEMENTATION OF THE PROCUREMENT PROCESS

The Question was to determine the extent which SCM Officials in the Department implement the procurement process and their understanding about the procurement process. Respondent A a defined procurement process as the process of acquiring goods and services using a minimum of three quotations, respondent C and D from (Waterberg) defined procurement as the buying process for the end users, respondent B (from Vhembe) defined it as the process of procuring goods and services through price quotations and also through competitive bids. All respondents shared the same opinion of defining procurement as the process of acquiring or buying goods and services. Respondent A,B,C and D took the researcher through the implementation of the procurement process from the point of identifying the need, they all indicated that all their needs are linked to the budget and the procurement plan. Respond B (from Waterberg) said the procurement process is implemented by the way of sourcing Quotations as per their SCM regulations. Respondent c indicated that the use the central supplier data base to source quotations and she further indicated that for all procurement processes they obtain a minimum of 3 quotations, after obtaining Quotations they issue an order and inform the supplier about the award and decide on the delivery date which the respondent said must be within 30 days. Respondent A and B (from Waterberg and Vhembe district) Indicated that the procurement goods and services through Quotations to the value of R500 000.00 as the limit for the District level. She further indicated that for goods and services below R30 000. They obtain a minimum of 3 qouations, the respondent further alluded that all supplier deposit their quoations in the tender box, then on the closing date at 11h00 which is the standard time from National treasury they open the tender box and evaluate quotations according to price and specification. For goods and services above R30 000. Respondent A mentioned that they source quotations form a minimum of 3 suppliers, wait for the closing date, they request supplier to deposit their quotation in the tender box, after closing date they setup the Bid evaluation meeting, whereby the adhoc committee members are duly appointed by the District dorector, after the evaluation the quotations goes to the

district sub bid committee members who are duly appointed by the Head of Department for a period of 12 Months. Respondent A went further and explained that the sub bid committee members have the powers to award or reject the Bid depending on the circumstances. After the award the respondent(A) indicated that SCM practitioners inform the Supplier about the award through a telephone call and issue the appointment letter which is signed by the District Director, the supplier is also informed about the signing of the contract, then after the supplier has signed the contract, then SCM Practitioners, being respond A and other colleaques Issue purchase order through Logis system.Respondent A indicated that the end user is also informed so that they can conduct further communication with supplier regarding site handover if its construction or delivery terms and period. Respondent B outlined roles of Bid committees ie the Bid specification committee, Bid evaluation committee and Sub Bid adjudication committee. Respondent B indicated that once SCM Practitioner receives the specification they check whether the budget is confirmed, whether the required goods or services are procured according to the procurement plan, they also check if the market research was conducted, this will show the estimated market price, if the market price is below R30 000.00 SCM Practitioner will record the request, allocate the Request for Quotation (RFQ) Number, Then start with the procurement process, if the market price shows that it will be above R30 000.00 that's when according to responded B the District Director appoint the Bid specification committee members, Respondent B indicated that they should always be a cross functional team which constitute the end user, the expert in that field, SCM Practitioner and other 2 Members. The respondent further indicated that the Bid specification committee's role and responsibility is to draft a clear, unbiased and precisely determined specification. Respondent B further explain the role of the Bid evaluation committee as to evaluate the Bid according to the specification and said it should also be a cross functional team, which include SCM official end user and other 2 experts, they are also appointed by the District Director on adhoc basis. The respondent (A) Mentioned the role of the sub bid adjudication committee, respondent said they are appointed on annual basis, and should always contain knowledgeable members who occupied higher ranks starting from Deputy Director level. Their role according to responded B is to either award or reject Bids, they also have powers to variate orders, to expand or cancel contracts to the value of R500 000.00. Respondent B indicated that the sub bid adjudication committee is

appointed by the Head of department. All committee members are obliged to declare their interest and to sign the attendance register in each and every meeting that they attend. The respondent further indicated the both the sub bid adjudication committee members and SCM officials should sign the code of conduct for supply chain management on yearly basis. Respondent c indicated that suppliers are expected to deliver goods or services within 30 days of receipt of the order, but for constructions they are given a minimum of 2 months to complete their work. The researcher requested clarity on what is meant by construction works, then respondent c gave an example of the construction of a broiler house after delivery the supplier is expected to hand in invoice which should be paid within 30. Respondent c also mentioned the standard bidding documents that should be part of the request and compulsory returnable documents, the respondent (c) mentioned Standard Bid document (SBD) 1, SBD 3.1 as price schedule, SBD 4 as declaration of interest, SBD6.1 preferential claim form, SBD 8 Declaration of past SCM practice, SBD 9 Certificate of independent Bid determination and the general condition of contract.

The interview schedule provided the question which said "how do you implement the procurement process? The respondents gave almost the same answers regarding their implementation of SCM procurement process. Respondent A said it was to implement the procurement process in such a way that they ensured they followed the preferential procurement regulation of 2017 and other SCM prescripts, Respondent B indicated that they conducted business with suppliers whose tax matters are in order, they comply with the Treasury Instruction Note, Respondent C indicated that they used a central supplier database to source quotations. Respondent c from Waterberg indicated that sometimes they are unable to meet deadlines due to IT Network failure, respondent c further alluded that the shortage of staff compromise the quality of work since there is no segregation of duties when other colleaques are on leave.

4.6 SUPPLY CHAIN MANAGEMENT TRAINING AND DEVELOPMENT

According to the Skills Development Act no 97 of 1998, section 3.2.1, it is important to invest in human resource training and development in order to gain strategic and operational advantages.

Training was mentioned as a determining factor; the number of practitioners and the availability of bid committee members also played an important role in determining the capacity of the Department to exercise its Supply Chain Management mandate.

The interview schedule provided questions which concentrated on how often the SCM practitioners attended training sessions.

Respondent A indicated that they attend training sessions once a Quarter, respondent B indicated that they attend training once a year and respondent C and D indicated that they always attended training sessions.

According to the responses gathered from respondents A, B, C and D there was a division about the provision of training among the officials because some respondents attended adequate training sessions whereas others attended few training sessions.

Respondent A indicated that they attend training on quarterly basis, respondent B indicated that they attend training once a year. Respondent B also complained that the provision of training is occupation based not on the basis of their needs.

Respondent C highlighted the importance of having Bid Committee members receive training and indicated that the Department offered training to the bid adjudication committee members alone putting aside the need for training being provided to all other Bid Committee members such as the Bid Specification Committee and Bid Evaluation Committee members since they are the teams which facilitate the implementation of the procurement process.

4.6.1 The impact of Training on the operations of Supply Chain Management

The interview schedule provided the question which was about whether training has an impact on SCM operation. All respondents acknowledged the positive impact of training since they believe that training broadened their knowledge and skills. The other two respondents agreed that training provided the skills on the other hand indicated that the department should up their skills by providing them with bursaries so that they could acquire long-term qualifications such as diplomas from the Charted Institute for Procurement and Supply (CIPS) and other recognised tertiary institutions, in order to broaden their career paths.

One of the follow-up questions posed to the respondents was whether they received enough SCM training. All respondents indicated that not all of them attended all SCM-related training. Respondent A mentioned that they indicated the need for training on their performance development plan (PDP) every financial year but the provision for training was not aligned to their needs and the period as indicated on their PDP.

4.6.2 Supply Chain Management forums and the focus during the forums.

The interview schedule provided the following question: does your Department have SCM Forums?

SCM Forum is meant for SCM officials who discuss all SCM-related issues such as the policies within the unit, the challenges facing SCM officials and provides guidance relating to SCM.

Respondent A indicated that she is not aware of an SCM forum within the Department and further indicated that some of forums are attended by senior officials. Respondent A highlighted that they do have inactive SCM forums, respondent C and D indicated that they are not aware of such forums. Only respondent B is aware of the inactive SCM Forum.

4.7 GENERAL POLICY IMPLEMENTATION

Participants were asked to list legislative frameworks governing SCM and how those legislative frameworks are implemented.

Respondents A, B, C and D mentioned the following legislative frameworks: the constitution, PPPFA, PFMA and National Treasury instruction notes as their guiding tools to implement SCM Processes. Respondent A indicated that they run SCM Processes smoothly with the available policies issued by the Limpopo Provincial Treasury and National Treasury regulations. Respondent B indicated that there do not have challenges in policy interpretation and implementation.

4.8 THE LEGISLATIVE FRAMEWORKS

The interview schedule provided questions which required respondents to provide the researcher with the legislative frameworks which govern SCM. All respondents were familiar with these legislative frameworks since they all mentioned the Constitution of the Republic of South Africa, the Public Finance Management Act, Preferential Procurement Policy Framework Act and Treasury Regulations. The researcher asked the respondents on how they implement these legislative frameworks and that was where respondents gave different opinions. Respondent A indicated they ensured that they applied the 80/20 principle when procuring goods and services from a threshold above R 30 000.00; respondent B indicated that legislative frameworks serve as a road Map in SCM, and were used as a guideline for compliance and to avoid audit queries. Respondent C indicated that they ensured that service providers are paid within 30 days as prescribed within the Treasury Regulations. Respondent D said that the legislative frameworks assisted in procuring goods and services and in preventing the abuse of the Supply Chain Management system, respondent D further indicated that the central supplier database was used which is more convenient than the former Departmental database.

4.9 THE DEPARTMENTAL SUPPLY CHAIN MANAGEMENT POLICY

The interview schedule provided the following question regarding Departmental policy: Does your Department have a SCM Policy? The respondents were required to respond with 'yes' or 'no' to the question which asked whether or not the LDARD had a SCM policy. Respondent A responded with a 'no', indicating that they only rely on the National and Provincial Treasury policy and the Instruction notes and circulars, Respondent B said 'no' and also indicated that they relied on Provincial and National Treasury policies, respondent C and D explained that they are not sure of the existence of such a policy.

Referring to responses made by Waterberg District officials regarding the internal SCM policy the researcher realised that there is no transparency in the Department since SCM officials are supposed to be the custodians of the SCM policy within the Department

4.10 CHALLENGES FACED BY SCM OFFICIALS

4.10.1 Shortage of staff

Respondent A mentioned shortage of staff as one of the challenges which SCM officials are facing. Respondent A further indicated that the Department does not fill the positions in SCM even if the posts are on the structure and are being funded. Respondent B indicated that they are not able to go on leave because of these gaps within the unit. The other two respondents did not mention shortage of staff as a challenge, but the researcher observed during the conversation that there is a shortage of staff since all officials indicated that they are operating on demand, acquisition and logistics being four in the unit.

Shortage of staff served as a challenge to all the respondents within SCM because the affected officials are not able to deliver services efficiently and effectively due to a lack of capacity.

4.10.2 Lack of communication between the districts and head office

Communication serves as a key in Supply Chain Management. One of the respondents indicated that there is lack of communication between top management and junior staff and this serves as a challenge to SCM officials. Respondent A indicated that top management at Head Office fail to communicate changes which should be implemented by SCM officials at district level and this lead to lack of uniformity in Supply Chain Management which is contrary to the Legislative Frameworks which govern SCM. The other respondents did not mention this as a challenge.

4.10.3 IT Infrastructure Network Problems

Respondent A, B, C AND D indicated that they have a challenge of IT infrastructure Network problem and need WIFI which will assist in their implementation of the procurement processes. Respondent A, B, C and D utilise the Central Supplier Database (CSD), Logis Portal and Legislative Frameworks which are requires Internet access. Respondents (A, B, C and D) use Telephones which works only when IT infrastructure network is up and running. All respondents identified the IT infrastructure network as a serious challenge which delays service to the public.

Respondent B indicated that they invite request for Quotations through emails and it becomes difficult when they don't have IT Infrastructure Network.

4.10.4 The new procurement system

All respondents (respondent A, B C and D) indicated that they have been using the Finest System for the past five years and indicated that it was more convenient and time saving since it only required two to three officials to issue an order. The new system (Logis), they said is problematic and not user friendly, respondents further indicated that the Logis system required more than four people to issue an order.

They said the system required ICN numbers which are only created by Provincial Treasury, they further indicated that the order was only issued on the second day and this is new to them because   when using the Finest System an order was issued in one day. Respondents indicated that they are not familiar with the system. Some respondents indicated that they attended one training session called Logis Literacy and mentioned that Logis Literacy is an introduction to Logis. They complained that they had no further training related to these systems but they were expected to deliver service to the public with little knowledge. Respondents indicated that this new system was delaying the procurement process and the outputs.

4.10.5 Poor planning by end users

One of the respondents indicated that end users often fail to procure as per their procurement plan and they bring requests in the last Quarter of the financial yea. This serves as a challenge to SCM officials since they are forced to work under pressure which poses a risk to their effectiveness and an efficient procurement process. The respondents further indicated that end users from head office decentralise the procurement process to the district even if the budget was allocated at Head office when they realise that budget is not moving. This causes procurement process delays since they push urgent cases emanating from head office which were the result of poor planning.

4.11 INTERVIEW SCHEDULE AND RESPONSE FROM VHEMBE DISTRICT

The researcher interviewed three respondents from Vhembe District.

4.11.1 Occupation

The first question dealt with the occupation of the respondents. The respondents were requested to indicate their occupation. Participants in this research were the State Accountant and Clerks.

Table 6: Occupation of Vhembe District officials

Occupation for Vhembe District Employee	Number of Employees
State Accountant: SCM	01
Finance Clerk	02
Total	**03**

4.11.2 Age

The interview schedule provided a question, which dealt with the age of the respondents. The respondents were requested to provide the research with their age group between 30-40, 41-50, 51-60. Respondents were required to mark an appropriate box with X.

Figure 6: Age for Vhembe District Officials
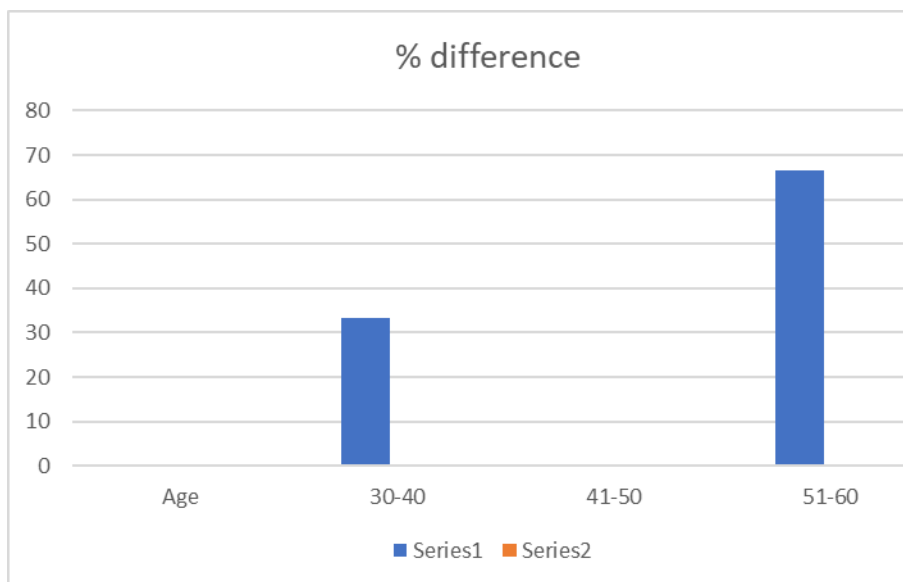
4.11.3 Gender

The respondents were requested to indicate their Gender. Female respondents numbered more than Male participants with 66.67%

Figure 7: % Difference on Gender of Vhembe District Employees
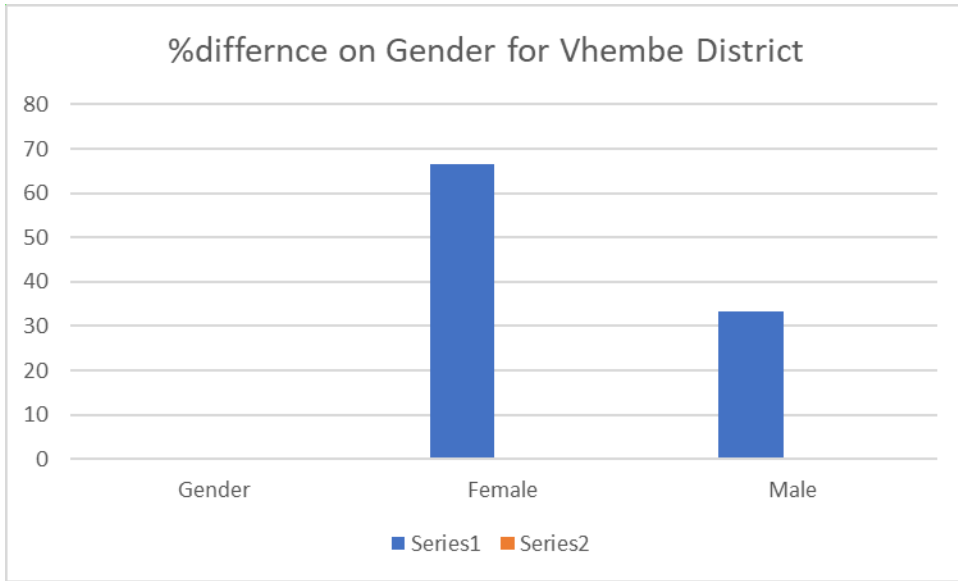
4.11.4 Qualifications

Participants hold different qualifications as per the Table below, the highest qualification of the participants on this study is a degree with the lowest percentage of only 33.33% and participants with matric comprise 66.67%.

Figure 8: Qualifications of Vhembe District Officials
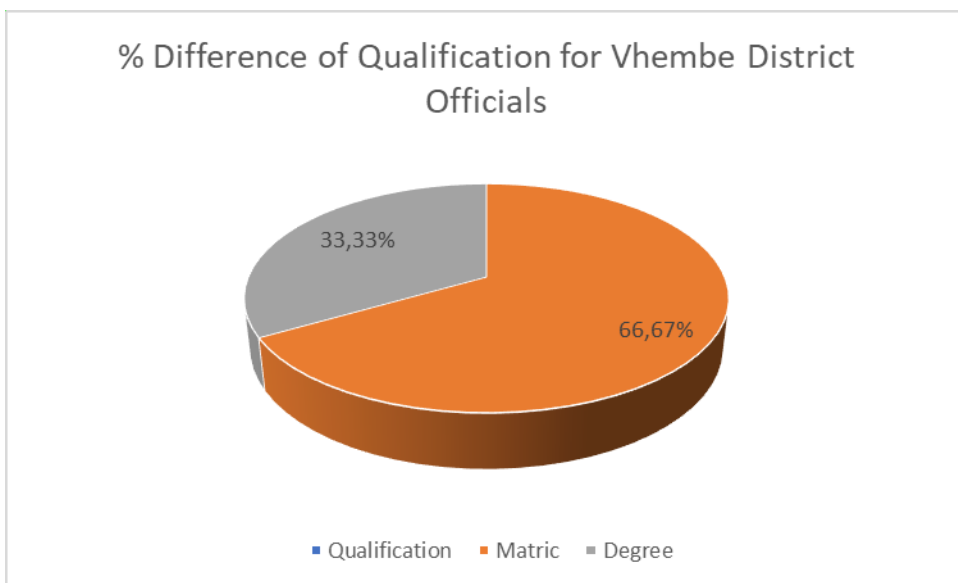
4.12. The implementation of the procurement process

The question was to determine the extent to which SCM officials in the Department implement the procurement process and their understanding of the procurement process. Respondent A defined the procurement process as that of buying goods and services for the end users. Respondent B defined procurement as the process of linking expenditure to the budget. Respondent C defined procurement as the process of obtaining goods and services through the quotation procedure.

Respondents, A,B and C gave almost identical answers regarding their implementation of SCM procurement process. Respondent A, B and C listed, the constitution of the republic of South Africa, Public Finance Management Act and the Preferential Procurement Policy Framework Act as the legislative frameworks which they normally apply on their procurement processes.

4.13. Supply Chain Management Training and Development

The interview schedule provided questions focused on how often SCM Practitioners had attended training sessions?

Respondents A and B indicated that they all went for SCM Training, they further indicated that they still lack skills on the Logis System since they only attended few training sessions which did not cover all the modules.

4.13.1. The impact of training on the operations of Supply Chain Management

The interview schedule provided a question about whether training had an impact on SCM operations.

Respondent A indicated that training has a positive impact on their daily duties since they get updates about the new developments in SCM. Respondent B indicated that training has a positive role since it improves their skills and develops their knowledge. Respondent C also asserted that training has a positive impact since they get to know their colleagues and get a chance to network with other colleagues from different environments. All three respondents indicated the positive impact of training on their working environment.

One of the follow-up questions posed to the respondents, A, B and C was whether they received enough SCM training. All respondents indicated that not all of them had attended all SCM training sessions more especially the Logis training which they indicated that they are experiencing problems when it comes to the issuing of orders.

4.14 Supply Chain Management forums and the focus during the forums.

The interview schedule provided a question about implementation of the SCM Forum meant for SCM officials. Respondents discussed all SCM-related issues such as the policies within the unit, the challenges facing SCM officials and provide guidance relating to SCM.

All the three respondents were not aware of an SCM Forum within the Department.

4.15. General policy implementation

Participants were asked to list legislative frameworks governing SCM and how those legislative frameworks are implemented.

Respondent A listed the Constitution, PPPFA, BBBEEA and PFMA, respondent B mentioned Treasury regulations, the Constitution and the PFMA, respondent C mentioned the constitution, PPPFA, PFMA and Treasury regulations. Respondents A, B & C indicated that they perform their duties according to the available legislative frameworks.

4.16 THE LEGISLATIVE FRAMEWORKS

The interview schedule provided question which required respondents to provide the researcher with the legislative framework governing SCM. All respondents are familiar with these legislative frameworks since they all mentioned the Constitution of the Republic of South Africa, the Public Finance Management Act, Preferential Procurement Policy Framework Act and Treasury Regulations. The researcher asked the respondents on how they implemented these legislative frameworks and that was when respondents gave different opinions. Respondent A said that the legislative frameworks assist them in procuring goods and services and in preventing the abuse of Supply Chain Management system, they used them as a guideline for compliance and to avoid audit queries. Respondent B indicated that they ensured

that service providers are paid within 30 days as prescribed within the Treasury Regulations. Respondent C indicated that National Treasury Regulations provided the procurement threshold to procure goods and services.

4.17 THE DEPARTMENTAL SUPPLY CHAIN MANAGEMENT POLICY

The interview schedule provided a question regarding departmental policy. The respondents were required to respond with a "yes" or a "no" on the question which asked whether or not the LDARD has an SCM policy.

Respondent A indicated that they are aware of the departmental policy while the other two respondents (B and C) were not aware of a Departmental policy, indicating that they use the provincial and National Treasury prescripts.

4.18 CHALLENGES FACED BY SUPPLY CHAIN MANAGEMENT OFFICIALS

4.18.1 Shortage of staff

Shortage of staff in SCM is one of the challenges faced by SCM Officials. All respondents indicated that they operate the unit as skeleton staff and indicated that the Department is overworking them because they operate the three elements of SCM (ie Demand, Acquisition and Logistics), being only 4 and not having an Assistant Director within the Unit.

Shortage of staff serves as a challenge to all the respondents within SCM because officials concerned are not able to deliver service efficiently and effectively due to lack of capacity.

4.18.2 IT Infrastructure Network problems

Vhembe District does not have Wi-Fi for the employees and they have IT Infrastructure problem since they fail to execute their duties. Among other systems respondents A, B and C utilise the following network-based systems: Central supplier Database (CSD), Logis Portal and legislative frameworks which are also obtainable from the internet. Telephones which have been installed also operate through the IT Infrastructure network. All respondents identified the IT Infrastructure network as being a serious challenge which delays service to the public.

4.18.3 The new procurement system

All respondents indicated Logis System as a serious challenge which delays the issuing of orders since it requires the creation of ICN numbers which are created by the Provincial Treasury only. Respondent B indicated that the Limpopo Provincial Treasury serves as the only central Department to create ICN numbers to all 11 Provincial Departments and this delays the issuing of orders within the Department.

4.19 Comparison between Waterberg and Vhembe District offices

4.19.1 Occupation

The first question dealt with the occupation of the respondents. They were requested to indicate their occupation as follows: 14.3% of the response came from Assistant Director: SCM, 42.9% came from State Accountant: SCM and Finance Clerks. There is 0% from Directors and Deputy Directors since they did not participate in this study.

Table7: Occupation of Waterberg and Vhembe District Employees

Occupation	Number of Employees
Assistant Director: SCM	01
State Accountant: SCM	03
Finance Clerk	03
Total	**07**

4.19.2 Gender for Waterberg and Vhembe District Employees

The respondents were requested to indicate their gender. Female respondents numbered more than male participants with 71.4%.the male participation in this study is 28.6%

Table 8: Gender for Waterberg and Vhembe District officials

Gender for Vhembe and Waterberg District Employees	Number of Employees

Female	05
Male	02
Total	**07**

4.19.3 Age for Vhembe District Employees

The respondents were requested to indicate their age. Respondents between 30-40 numbered 57.14%, respondents between the age of 41- 50 stood at 14.28% and those between 51-60 years of age were the second highest at 28.57%.

Table 9: Age of Employees for Waterberg and Vhembe District

Age of Waterberg and Vhembe District Employees	Number of Employees
30 – 40	04
41- 50	01
51-60	02
Total	**07**

4.19.4 Qualifications of employees

Participants hold different qualifications as per the Table below. The highest Qualification of the participants on this study is a degree with the lowest percentage of only 14.28% and participants with BTech, Diploma and Matric Qualification share the same percentage (28.57%).

Table 10: Qualification of Employees for Waterberg and Vhembe District

Qualifications for Waterberg and Vhembe District Employees	Number of Employees
Degree	01
BTech	02

Diploma	02
Matric Certificate	02
Total	**07**

4.19.5 Supply Chain Management Training and Development

All respondents indicated that they went for training and did not identify how often they attended those training sessions. All respondents indicated the positive impact of training in their working environment and indicated that training provides them with the new skills and knowledge and assists in networking with other colleagues. Respondents from Vhembe District indicated that they are all not aware of an SCM forum taking place within the Department while Waterberg district officials indicated that the Forum exists but is not active.

4.19.6 Poor planning

One of the respondents indicated that end users fail to procure as per their procurement plan and they bring their requests in the last quarter of the financial year and this serves as a challenge to SCM Officials since they are forced to work under pressure which risks their effectiveness and efficient procurement process. The respondent further indicated that end users from Head office decentralise the procurement process to the district even if the budget is allocated at head office when they realise that budget is not moving and this causes delays to the district procurement process since they will be pushing urgent cases for head office which had resulted from poor planning

This challenge was mentioned by Waterberg District, but the researcher believes that even though Vhembe District did not mention it as a challenge they might be sharing the same sentiments since they are serving the same Department. These challenges go together with the challenge of lack of communication between the districts and head office.

4.19.7 IT Infrastructure Network problems

All respondents indicated that there is no Wi-Fi at the districts while their system needs access to the Internet. They mentioned systems such as the Central Supplier Database (CSD), Logis Portal and Construction Industry Development Board (CIDB)

4.19.8 The new procurement system

All respondents indicated that they have been using the Finest System for the past five years and indicated that it was more convenient and time saving since it only required two to three officials to issue an order. The new system the Logis System, is problematic and not user friendly. Respondents further indicated that the Logis System requires more than five people to issue an order while at the same time experiencing shortage of staff and said the system required ICN numbers which are only created by provincial treasury. Furthermore, the order is only issued on the second day and this is new to them because the Finest System issued the order in one day. Respondents indicated that they are not familiar with the new system since some of them only attended one training session i.e. Logis Literacy and it is merely the introduction to Logis and complained that they had not attended further training related to Logis but they were expected to deliver service to the public with little knowledge. Respondents indicated that this new system is delaying the procurement process and the outputs.

4.20 DISCUSSION OF THE KEY FINDINGS OF THE STUDY.

The overall aim of this study was to identify challenges which SCM Officials are facing in terms of the implementation of the procurement process at Limpopo Department of Agriculture and rural Development in Waterberg, Mopani and Vhembe Districts.

The findings are based on five themes which are the biographical data, the implementation of the procurement process, training and development, general implementation of the policy and the challenges faced by SCM officials in the implementation of the procurement process.

The main participants in this research were the State Accountant and the SCM Clerks both with 43% each. Assistant Director involvement was only 14% and 0% in the case of Deputy Directors since none of them participated in this research. The

research also revealed that 57% of the respondents are from Waterberg District and 43% from Vhembe District Office.

The research also found that 57% of the participants are between the ages of 31-40 years old. Female respondents numbered more than male participants with 71.4%.

The researcher conducted interviews at the following municipalities Waterberg and Vhembe District. Waterberg respondents numbered three and four were from Vhembe District.

The research found that most of the respondents hold matric certificates, diplomas and B Techs while each category of qualification is 29%. Only 14% of the participants have a BCOM Degree.

4.20.1 Supply Chain Management Training and development

The research revealed that training is not proportionately allocated to SCM Officials; the research also shows that there is a need for bursaries to SCM officials to acquire long-term qualifications such as degrees and diplomas. The study revealed that all respondents agree that their training needs are not addressed or allocated as per their needs and periods submitted on their performance development plan.

4.20.2 Supply Chain Management forums and the focus during the forums

The study reveals that there is no SCM forums are held within the Department since the majority of the respondents indicated that they are not aware of their existence and one respondent indicated that it exists but is not active. The researcher concluded through observation that the SCM forum does not exist within the Department because among the participants were assistant directors, state accountants and clerks. Most of them were not aware of it unless it is attended by deputy directors since they were not represented. The SCM forum would have assisted the respondents to identify and eliminate challenges of not being aware of departmental policy and communication challenges.

4.20.3 The Departmental Supply Chain Management policy

The research revealed that there is no Departmental SCM Policy commonly used by SCM Practitioners within the Department since all the respondents indicated that they were not aware of the SCM policy within the department, except for respondent A who was aware but was unable to elaborate much on the follow-up question. The researcher observed that all officials were unaware of the departmental policy that gave SCM officials direction when procuring goods and services. Furthermore, the respondents indicated that they relied on Provincial Treasury SCM Policy and the National Treasury circulars and Instruction notes.

4.20.4 Shortage of staff

The study revealed a shortage of staff in SCM and this serves as a serious challenge since there is a lack of segregation of duties within the unit. The study further revealed that the Department does not fill the positions even when the posts are in the structure and are being funded. The study also shows that shortage of staff within SCM affects efficient and effective service delivery due to lack of capacity.

Shortage of staff in SCM is regarded as one of the challenges which SCM officials are facing. All respondents indicated that they operate the unit as skeleton staff and indicated that the Department is overworking them because they operate the three elements of SCM (i.e. Demand, Acquisition and Logistics), numbering four or five.

4.20.5 Lack of communication between the Districts and Head Office

The study revealed that there is lack of communication between the districts and head office. The study also indicated that there is no uniformity between head office and district offices since the senior officials at head office fail to communicate changes which should be implemented by the whole Department. Respondents indicated that there is lack of communication between the districts and head office and this service is one of the challenges that need to be resolved.

4.20.6 IT Infrastructure Network problems

The study revealed that the Limpopo Department of Agriculture and Rural Development have no Wi-Fi for the employees while the network at district level serves as a serious challenge. The study shows that SCM officials use systems such as the Central Supplier Database and Logis System and these systems require network access. The study also showed that all respondents identified the network

as being a serious challenge which delays services from being provided to the public.

4.20.7 The new procurement system

The study reveals that SCM officials have been using the Finest System for the past five years which did not give them major challenges as compared to the new system which was introduced to the department in 2017.

The study also showed that Logis System requires more than five people to issue an official purchase order while the participants are experiencing shortage of staff. The study showed that the system allows users to print orders on the second day which is totally different from Finest System which issues an order in one day. The research also indicated that the respondents did not receive adequate Logis training and this also served as a serious challenge to all the respondents. The research further reveals that this Logis System is delaying the procurement process and the outputs.

4.20.8 Poor planning by end users

The study showed that end users fail to procure as per their procurement plan and bring their requests in the last quarter of the financial year and this served as a challenge to SCM officials since they are forced to work under pressure which risks their effectiveness and the efficiency of the procurement process. The study also indicated that end users from head office decentralise the procurement process to the District even if the budget is allocated at head office when they realise that budget is not moving and this caused delays to the district procurement process since they will be pushing urgent cases for head office which are the result of poor planning.

4.21. CONCLUSION

This chapter analysed and interpreted the data collected. This chapter broadly discussed interview questions which were divided into five sections. Section A of the interview questions dealt with biographical data in order to gain knowledge of the participants. Section B dealt with the implementation of the procurement process, section C dealt with training and development. Section D dealt with policy implementation, the main objectives of this study was to find out how the Limpopo Department of Agriculture and Rural Development in Waterberg, Mopani and Vhembe Districts implement the procurement process, the respondents indicated their implementation process which was guided by the Provincial Treasury SCM policy since they don't have the departmental policy. Another objective was to identify challenges faced by SCM practitioners in terms of the implementation of the procurement process at the Department of Agriculture and Rural Development in Waterberg, Mopani and Vhembe Districts. Participants were very much vocal about the challenges they are going through within the unitamong others challenges participants highlighted shortage of staff which delayed service delivery and the IT infrastructure network problem which led them to travel to head office which is indeed a long distance from where they are working. The next chapter   summarises all chapters, recommendations and conclusions of this study.

CHAPTER 5: SUMMARY, RECOMMENDATIONS AND CONCLUSIONS.

5.1 INTRODUCTION

The results of this study were analysed and interpreted in Chapter Four and attempted to answer the research questions articulated in Chapter One. The aim was to identify the challenges which SCM officials are facing in the implementation of the procurement process at the Department of Agriculture and Rural Development in Waterberg, Mopani and Vhembe districts.

Chapter Five comprises a summary, recommendations and conclusions based on the research findings of this study. This chapter also summarises all chapters discussed.

5.2 SUMMARY OF FINDINGS ON RESEACH OBJECTIVE 1: The implementation of procurement process at the Department of Agriculture and rural development in Waterberg, Mopani and Vhembe Districts

The participants highlighted their understand of the procurement processes and that they implement the processes in accordance with the Provincial Treasury policy since they don't have the departmental one, they highlighted the procurement processes which they follow according to the value threshold, they indicated that the maximum limit that the District can procure is up to R500 000.00. They were also able to identify the bid committees which are within the District and the system which they are using to source Quotations and to issue orders. Participants also highlighted the process before and after the award of the Quotations. The participants were very transparent on how they handle quotations and how they allocate the quotation numbers. The Budget and the procurement plan were highlighted as the crucial starting point in the implementation process.

5.3 SUMMARY OF FINDINGS ON RESEARCH OBJECTIVE 2: Challenges faced by SCM practitioners in terms of the implementation of the procurement process at the Department of Agriculture and Rural Development in Waterberg, Mopani and Vhembe Districts.

Despite the implementation processes which were highlighted under objective 1, participants are at the same time facing some challenges within the unit, they mentioned 7 challenges which affect their implementation processes and among other challenges they mentioned shortage of staff, IT I infrastructure network problem, the new procurement system which they are obliged to utilise when issuing orders and lack of communication between Head office and Districts. These seem to be the common challenges since all most all participants mentioned the same challenges.

5.4 THE AIM OF THE STUDY WAS TO ANSWER THE FOLLOWING RESEARCH QUESTIONS:

- Does the implementation of the procurement process at the Limpopo Department of Agriculture and Rural Development in Waterberg, Mopani and Vhembe Districts take place in line with the legislative frameworks?
- How do Supply Chain Management practitioners implement the procurement process at Limpopo Department of Agriculture and Rural Development in Waterberg, Mopani and Vhembe Districts?

Chapter Two dealt with the literature review which discussed the legislative framework governing SCM in the South African public sector, procurement as a socio-economic objective, elements of SCM in South Africa, appointment of bid committees in the South African public sector, procurement challenges in the public sector of South African Government and while these were highlighted the causes of implementation problems were also part of the discussions.

Chapter Three described the research methodology followed to gather and analyse the data of the study. This chapter discussed the research design, identified the study area, population and sample. The validity and reliability of the study were identified and the ethical consideration outlined as well as the limitations of the study.

Chapter Four presented data which was collected through the interviews conducted by the researcher. This chapter discussed the questions and answers obtained from respondents. Finally, the key findings for this chapter were encapsulated.

5.5 CONCLUSION

The overall study indicated challenges which SCM Practitioners are facing in the implementation of the procurement process at the Limpopo Department of Agriculture and Rural Development in Waterberg, Mopani and Vhembe District office. SCM Practitioners displayed uniformity throughout the 2 Districts even though they are not well trained in some of the systems (Logis and CSD). They mentioned that provincial Treasury SCM Policy assisted in ensuring adherence to the procurement processes and procedures, they read the policy and implement

accordingly. SCM Practitioners mentioned that they first issue orders before the service could be rendered; their procurement is guided by the availability of funds and the procurement plan. Among other challenges respondents identified shortage of staff highlighting the fact that vacant posts are not filled; and that there is often no network although their systems require network access daily. The research also indicated that officials are not properly trained and that there is lack of communication between the Districts and Head office. Recommendations have been suggested which should be implemented in order to improve service delivery and to eliminate under spending.

5.6 RESEARCH LIMITATIONS

The purpose of the research is to conduct interviews with SCM officials since they are the role players and the ones facing challenges in implementing SCM processes. Distance had a negative impact on this study because the researcher could not interview Mopani District staff since the officials were about to knock off and the Director of Mopani District office was not able to keep officials in their offices for their full participation and was unwilling to reschedule the meeting for another time.

In addition, Deputy Directors for all districts were not interested in participating in this study. Communication also served as a limitation because the researcher made some arrangements well in time, but participants were not at office during the interviews. Some of Vhembe District officials were not at office during the interview. It was the researcher's observation that participants were not fully willing to disclose the challenges that they are facing because they were afraid that the research will still go to the departmental research committee and also because the researcher also works for the same Department and the same unit.

There were also financial constraints because of the distance which the researcher had to travel made it impractical for the researcher to visit one place twice since the return trip for each district is almost 300km return. It was impossible for the researcher to interview all 15 officials as planned due to these constraints and only managed to interview seven officials.

5.7 RECOMMENDATIONS

5.7.1 It is recommended that vacant posts be filled immediately after a post become vacant. Human Resource Management should prioritise filling SCM positions since they are very critical posts.

5.7.2 With regard to the challenges raised concerning lack of communication, it is recommended that the Department should develop a communication tool which should be circulated to all SCM officials. Management at head office is advised to arrange monthly meetings and SCM forums inviting all SCM officials starting from the lower level upwards to address challenges and update each other about new developments within the unit.

5.7.3 It is recommended that the Department of Agriculture and Rural Development introduce intensive training programmes within the Department to ensure that SCM practitioners remain well informed. It is recommended that the Department introduce proficiency training which will assist in communication, analytical and conceptual skills. The proficiency training recommended for SCM officials in the Limpopo Department of Agriculture and Rural Development relates to renewal courses and programmed training.

5.7.4 It is recommended that the Department of Agriculture and Rural Development make a concerted effort to train top management in order to solicit their full support to the Districts.

5.7.5 It is recommended that the Department should develop its SCM policy which will serve as a guideline to SCM practitioners and be published on the intranet for access to all officials, the policy must be used concurrently with the Constitution of the Republic of South Africa, PFMA, PPPFA, B-BBEEA and Treasury Regulations.

5.7.6 Regarding the IT infrastructure network challenge, the Department is advised to install Wi-Fi available to officials working for the Limpopo Department of Agriculture and Rural Development at all five districts in order to promote effective and efficient service delivery.

5.7.7 Regarding the Logis system challenge it is recommended that the Department should provide all necessary Logis training to SCM officials before they have access to the system. The Department needs to work with Provincial Treasury on the allocation of these items in order to speed up service delivery.

5.7.8 It is recommended that the Department should appoint well qualified and experienced SCM officials to vacant posts and also offer training to officials who are already within the Unit and provide Bursaries to SCM officials to acquire long-term qualifications such as degrees and diplomas.

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ANNEXURE C

INTERVIEW SCHEDULE

TOPIC: Challenges faced by SCM Officials in terms of implementing Procurement process at the department of Agriculture and rural Development in Sekhukhune and Capricorn Districts.

Interview Questions

1. age_ : tick the applicable box with X

30- 40	40-50	51- 60

2. Gender (Female or Male)_____

3. Occupation

4. Area:_____

5. Highest Qualification (Optional):_____

6. What do you understand by the words Supply Chain Management?

_____

_____

_____

_____

_____

7. What is your understanding of the procurement process?

_____

_____

_____

_____

8. How do you implement the Procurement process?

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_____

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_____

9. What are the legislative frameworks which govern SCM?

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_____

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10. How are you implementing legislative frameworks in your Department?

_____

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_____

_____

11. Does your Department have Supply Chain Management Policies?

_____

_____

_____

_____

_____

12. If yes, what do you do to make sure that you comply with the given policy?

_____

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_____

13. Are you facing any challenges with the implementation of the procurement process?

14. YES/NO

15. If yes kindly list the challenges_____

_____

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_____

16. If not, what is it that you are doing to achieve the objectives of SCM Policies?

_____

_____

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17. How often do you go for SCM Training?

18. Did you receive enough SCM training?

_____

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19 What is the impact of Training in your working place?

20. Does your department have SCM Forums?

Yes/no

21. If yes, what is   your main focus?

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22. What recommendations can you give in order to overcome SCM challenges that exist in your department?

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