

**PUBLIC PROCUREMENT REFORMS AND SERVICE DELIVERY IN
GOVERNMENT DEPARTMENTS IN UGANDA: A CASE OF MINISTRY OF
LOCAL GOVERNMENT.**

**BY
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**A DISSERTATION SUBMITTED TO THE SCHOOL OF MANAGEMENT SCIENCE
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DECLARATION

I, Godwin Guloba, declare that this dissertation is my original work and has to the best of my knowledge, never been submitted for any other academic award in a University or other institutions of higher learning before.

Signature

Date

APPROVAL

This study was conducted under our supervision and the dissertation has been submitted for examination with our approval as supervisors.

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DEDICATION

I wish to dedicate this report to all members of my family for their resolve towards our strong family ties and values, even under some of the most difficult circumstances imaginable. In a special way, I also wish to dedicate the study to my Daughters: Gloria, Viola, Leticia, Olga and Nathalia for giving the time even when they needed my attention most. I'm equally thankful to my dear Brother Willy, for his support throughout the course. Finally, my gratitude to my parents for the academic and behavior foundation imparted in me which has enabled me to pursue this higher academic degree

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LIST OF ACRONYMS AND ABBREVIATIONS

AO	Accounting officer
CC	Contracts committee
CTB	Central Tender Board
EC	Evaluation committee
GoU	Government of Uganda
IFMS	Integrated Financial management systems
IMF	International Monetary Fund
MoLG	Ministry of Local Government
MDGs	Millennium Development Goals
NC	Negotiations Committee
NDP	National Development Plan
PDEs	Procurement and Disposal Entities
PDU	Procurement Disposal Units
PPDA	Public Procurement and Disposal of public assets Authority
PPDAA	Public Procurement and Disposal of Public Assets Act
PPPs	Public Private Partnerships
SMEs	small and medium sized enterprises

ABSTRACT

The study established the relationship between procurement reforms and service delivery in government departments in Uganda taking a case of the Ministry of Local government. Specifically, the study investigated the relationship between: public procurement legal-regulatory reforms; public procurement organization-structure reforms; professionalization of the PDU, and service delivery in government agencies taking a case of Ministry of Local government of Uganda. A Case study research design was used, adopting a triangulation of both qualitative and quantitative approaches of data collection and analysis. Questionnaires and interview guides were used to collect data from a sample size of 36 respondents. The quantitative data was analysed using descriptive statistics and Pearson correlation techniques. The findings showed that, procurement legal – regulatory reforms, structural – institutional reforms and professionalisation of PDU all positively and significantly contributed to service delivery, with structural – institutional reforms registering the highest correlation. On the basis of the findings, the researcher concluded that: Realization of effective service delivery is hinged on strong and consistent legislation focusing on internal weaknesses related to violation of the existing controls which can affect service delivery. The study recommended that; there is need to have a strong and consistent legislation in place. In addition, MoLG should consider adopting new approaches to procurement management, so as to strengthen the structural – institutional aspect, and finally, there is need to set clear parameters for the procurement practice and have it recognised as other traditional professions.

CHAPTER ONE

INTRODUCTION

1.1. Introduction

Public Procurement Reforms in Uganda which commenced in 1997, were intended to support and guide government agencies in the delivery public services. The Public Procurement and Disposal of Public Assets Act (PPDAA), in particular, was enacted in 2003 to operationalize the procurement system and it came along with a more decentralized approach. The country has since its enactment had a number of reforms intended to re-align it to the realities of service delivery in public settings. However, with all these reforms in place, public procurement management of both central and local governments seems to be detached from effective service delivery in Uganda (Musana, 2003). This study examined the relationship between public procurement reforms and service delivery in Uganda, taking a case study of the Ministry of Local Government. Public procurement reforms as the independent variable was measured in terms of legal-regulatory framework reforms, organization structure reforms and administrative reforms while service delivery, the dependent variable was measured in terms of efficiency, effectiveness and Professionalization of PDU's. This chapter presents the background to the study; the problem statement; general purpose of the study; specific research objectives, research questions, hypothesis; significance, justification of the study; scope of the study and the key operations definitions

1.2. Background to the study

This section presents the background to the study under the historical, theoretical, conceptual and contextual aspects as proposed by Amin (2005).

1.2.1. Historical background

The history of public procurement can be traced as far back in the emergence of trade about 5000 years ago. Until the technological developments of the past 20 years, conventional ideology regarded procurement as the practice-based administrative process of buying the goods and services required to satisfy the functional needs of managers (Monczka, Trent and Handfield, 2002). Monczka, et al (ibid) further suggest that the evolution of procurement can be traced through a number of stages: emergence around the mid nineteenth century (in their view), through a period of recognition before World War II, rapid increase in sophistication in procurement during that War, followed by a period of quiet gestation.

By the late 1980s, the demands on procurement processes were shifting and, with it, traditional ideology and methods began to change. Procurement began to be mentioned in terms of a new concept called the supply chain (Oliver & Webber, 1982); and the importance of procurement was also recognized by Michael Porter's theory of the value chain (Porter, 1990). Public procurement continued to evolve over time, both conceptually and organizationally. That evolution was more enhanced during the 1990s as governments at all levels came under increasing pressures to "do more with less." Indeed, all governmental entities of rich and poor countries were struggling in the face of unrelenting budget constraints; government downsizing; public demand for increased transparency in public procurement; and greater concerns about efficiency, fairness, and equity, (Thai, 2001).

World over, public procurement takes place within a framework of international obligations, such as the World Trade Organization's Agreement on Government Procurement or the Procurement Directives made under regional agreements such as the European Union or the North America Free Trade Agreement. Public procurement in most developing countries does not have to meet these international requirements, (Agaba and Shipman, 2006).

Consequently, the pressure to reform may not have been as strong and some developing countries retained a procurement system that differed little from that which was in place during colonial times. However, in recent years, the impetus for reform has increased, partly in consequence of requirements set by the World Bank and other donor organizations as conditions for providing development aid but principally because the inefficiencies of the unreformed systems had become self-evident.

Most donors consider that a well-functioning public procurement system is an essential requirement if their funds are to be used effectively to promote development. Where such a system is not provided by the host country, donors may insist on using their own procedures. There has been a trend in recent years for using national systems where these are suitable, through multi-donor budget support programs (Abeillé 2003). As most developing countries prefer the flexibility that comes with receiving development aid through budget support, they have an incentive to reform their public procurement and financial management systems.

In Africa, public procurement is generally managed and its planning in particular takes place in an increasingly complex political, economic, social, cultural, and technological environments featured by corruption (Stonborm, 1998). Thus, the primary rationale behind procurement reform in Africa have largely been for the need to fight corruption in the public sector and in the face of shrinking aid budgets and the move to budget support as the means of disbursing aid, reduce the amount that is lost to corruption and waste during the procurement process. Public sector procurement reform has hence, been driven primarily by external factors such as donors and the multilateral development banks, which by the 1990s decided that they would no longer fund African governments that did not show a commitment to good governance, public finance accountability and anti-corruption reform (Thai,2001).

The three East African countries of Kenya, Tanzania and Uganda share a common political and economic history that dates back to the colonial period. On attaining independence in the early 1960s, the three countries inherited almost similar economic and political institutions. Until the early 1970s, public procurement in the three countries was largely undertaken by external entities such as the Crown Agents. This was primarily because most of the needs of the then colonial government and the incoming new governments could only be met from external sources, as local supplies were still not adequate. With increasing procurement needs, the three governments found it necessary to pass over the responsibilities of procurement to ministries. The Ministries of finance for the respective countries were then charged with the responsibility of overseeing the procurement process and preparing guidelines for procurement for their states (Odhiambo and Kamau, 2006).

In the past, procurement in Uganda's public sector organizations was centralized under the Central Tender Board (CTB). The board purchased all goods and services for all government departments all over the country. The centralization was characterized by a lot of inefficiencies and inconsistencies, and corruption in service delivery associated with bureaucratic controls and red "tapism". Following advice from the International Monetary Fund (IMF) and World Bank, coupled with global demands for deregulation, Uganda adopted decentralization and liberalization policies. Prior to the public procurement reforms, procurement in Uganda was lumbered with a number of problems most of which were related to accountability and transparency forcing international and foreign aid organizations, which account for nearly half or all development expenditure in Uganda, to consider public procurement a key obstacle to effective service delivery and development (Basheka, 2005).

The outcomes of the public procurement reform exercise were: the enactment of Public Procurement and Disposal of public assets Authority, Act No.1,2003 (PPDA, Act, 2003),

abolition of all existing CTB, establishment of an independent public procurement and disposal regulator(PPDA)to oversee public procurement in Uganda, decentralization of procurement and disposal processes and approvals to respective procurement and disposal entities (PDEs) (ministries, districts, authorities, commissions, etc.); and within PDEs establishment of procurement disposal units (PDUs) staffed with professionally trained personnel to manage procurement processes, contract committees to regulate and approve procurements and accounting officers to take full procurements responsibilities. Therefore, this study is concerned with whether these procurement reforms that were reached at in 2003 have had any contribution on service delivery in Uganda taking a case of Ministry of Local Government.

1.2.2. Theoretical Background

The study was guided by Osborne and Gaebler model (1992) of Public entrepreneurship. The model provides an elaborate concept for completely transforming bureaucratic governments into entrepreneurial driven governments, arguing not that government should be abolished, but should be re-invented. This model was applied by means of in-house programme implementation and service delivery by hierarchically organized administrative departments, run by professional managers in accordance to organizations available resources, rules and financial control. Public entrepreneurship model claims, however, that in the contemporary era of global competition, instant communication, a knowledge based economy and niche markets, a bureaucratic system based on the classical model leads to mediocrity, inflexibility and an obsession with control. To replace the classical model of government, a new form of governance is recommended for all levels of governments. The public entrepreneurial model therefore, suggests that governments must become adaptable, responsive, efficient and effective and such governments must be able to produce high quality goods and service

delivery, be responsive to customers, be led by persuasion and incentives, empower clients and above all, be entrepreneurial.

Osborne and Gaebler (1992) formulated ten principles to guide such a fundamental transformation in the organization of governments and these include: Use of professional administrators, Injecting competition into governing process, regarding clients as customers, performance review, Governments should not be seen as only an expenditure Centre but, also earn from it as well, Government should not only just deliver services to meet ends, but prevent needs from arising in the first place, decentralization of centralized institutions, Governments should not attempt to achieve ends only by command and control, but also by restructuring markets. Therefore, this model assumes that if governments can undertake to reform public sector procurement using private sector led approaches mentioned above, then service delivery will be enhanced because government resources will be optimized.

1.2.3. Conceptual Background

The key underlying concepts in this study are public procurement reform and services delivery. Public procurement reform has been defined as the attempts of changing organizational, institutional and legal structures that manage the public procurement process (Basheka, 2006). The procurement reform process is thus a review of existing public procurement systems with a view of making such systems more responsive to changing circumstances to meet desired goals. The process of public procurement reform is not peculiar to developing countries. Most, if not all developed countries are constantly engaging in the process of reforming public sector procurement for reasons such as increasing efficiency and reducing waste through increased use of electronic mechanisms in procurement; the use of private sector finance and collaborative procurement; improving

services delivery; and ensuring that procurement is used to achieve socio-economic goals such as increasing 'green' contracting, giving a proportion of contracts to small and medium sized enterprises (SMEs) and other vulnerable groups such as veterans, disabled persons, minorities or persons from disadvantaged regions (World Bank,2003).

In this study, public procurement reforms was conceptualized in terms of: legal-regulatory reforms, structural reforms and professionalization of the PDU, that were undertaken by the government of Uganda (GoU) to secure fiscal transparency and public accountability in Uganda's procurement system. According to World Bank (2003), procurement reforms are based on five basic principles which include: the legal and institutional framework; standardized procurement procedures and tender documents; independent control system; proficient procurement staff; and anti-corruption measures.

In this study thus, procurement reforms were limited to legal-regulatory reforms, and administrative reforms. On the other hand, service delivery has no direct definition as far as the local government Act is concerned but this study adopts the definition of Oboth (2001), in which he regarded service as a system or arrangement that supplies public needs. For delivery, it is the periodical performance of a service. Therefore service delivery is a system or arrangement of periodical performance of supplying public needs.

Helmsing (1995) in his study defines service delivery as a deliberate obligatory decision by the elected or appointed officials to serve or deliver goods and services to the recipients. Heskett (1987) defines service delivery as an attitudinal or dispositional sense, referring to the internationalization of even service values and norms. Therefore, local governments are mandated with the role of service delivery in Uganda.

1.2.4. Contextual Background

The mission of the Ministry of local government in Uganda is to coordinate, support and advocate for Local Governments for sustainable, efficient and effective service delivery in the decentralized system of governance. In the virtue of efficient service delivery, the ministry under its procurement department, PDEs and contract committees carries out procurement planning, tendering and contracting. The initiation of the procurement reforms in 2003 meant that all local governments in pursuit of their procurement activities, they had to follow these reforms.

However, according to IGG report (2007), despite the fact that this Ministry plays an important role, there have been a gap in service delivery due to corruption and inefficiencies that is continually detected in procurement processes at district levels. In 2010, Local governments were ranked 3rd after the police and the judiciary in corruption and the kind of corruption that was more associated with the ministry was procurement corruption (Transparency International annual report 2011). In fact, despite the procurement reforms, local governments continue to be characterized with a lot of inefficiency, ineffectiveness, corruption, bribery in service provision. For instance, roads in districts, health centers, schools and others continue to be in poor conditions. A number of government vehicles continue to rot on district headquarters without being cared of (Observer newspaper 2009 July pg. 12). This is an indication of the abuse of the procurement reform. This thesis thus, explores the major issues involved in public procurement in the Ministry of Local government and analyses the potential effects of these reforms on service delivery.

1.3. Statement of the problem

Public procurement manifests an important market-based incentive for promoting service delivery. Accordingly, government departments in Uganda recognize that effective public procurement is essential for effective public service delivery, since it includes much that supports the work of government. Public sector procurement reforms, therefore, are recognized as deliberate attempts by the government in improving service delivery for her citizens. Such reforms are initiated in developing economies as part of wider administrative reforms to support economic growth and development (Agaba and Shipman, 2006). Indeed, the ongoing public procurement reforms in the ministry of local government in Uganda are being driven by a number of problems most of which were related to accountability and transparency forcing international and foreign aid organization, which accounts for nearly half of development expenditure in Uganda to consider public sector procurement to be a key obstacle to effective service delivery, (Basheka, 2005). Such reforms like legal-regulatory reforms, structural - institutional reforms and professionalization of the PDU in the country are intended to strengthen the performance of the ministry with regard to service delivery. The ministry has put in place various efforts through enacting the procurement reforms and endeavored to allocate resources so as to enhance service delivery. However, despite the tremendous efforts and resources that have been allocated to this endeavor, service delivery has remained scanty within the Ministry of local government. In particular, evidence on poor service delivery suggests inappropriate management of procurement functions in the ministry. The mismanagement of public procurement is characterized by corrupt tendencies, lack of empirical cost saving, procurement work backlog, poor accountability, lack of transparency in awarding contracts, discrimination of bidders, use of un-qualified persons to manage PDU functions, among others that have continued to ravage the effective implementation of government programs and at times outright take off of government

projects (PPDA compliance audit report, 2009). This is already threatening the attainment of government's long term commitments and objectives such as NDPs, and MDGs and failure of which affects services like health, sanitation, road maintenance and education among others. It is against this background that the study investigated the relationship between public procurement reforms and service delivery in MoLG of Uganda.

1.4. Purpose of the study

The purpose of the study was to establish the relationship between public procurement reforms and service delivery in government departments in Uganda taking a case of the Ministry of Local government.

1.5. Specific Objectives

Specifically, the study set out to address the following objectives;

1. To establish the relationship between public procurement legal-regulatory reforms and service delivery in Ministry of Local government of Uganda.
2. To examine the relationship between public procurement structural - institutional reforms and service delivery in Ministry of Local government of Uganda.
3. To assess the relationship between professionalization of the PDU and service delivery in Ministry of Local government of Uganda.

1.6. Research questions

1. What is the relationship between public procurement legal-regulatory reforms and service delivery in Ministry of Local government of Uganda?
2. How do public procurement structural- institutional reforms affect service delivery in Ministry of Local government of Uganda?

3. What is the relationship between professionalization of the PDU and service delivery in Ministry of Local government of Uganda?

1.7. Hypotheses

H₁. There is a positive significant relationship between public procurement legal-regulatory reforms and service delivery in government departments in Uganda.

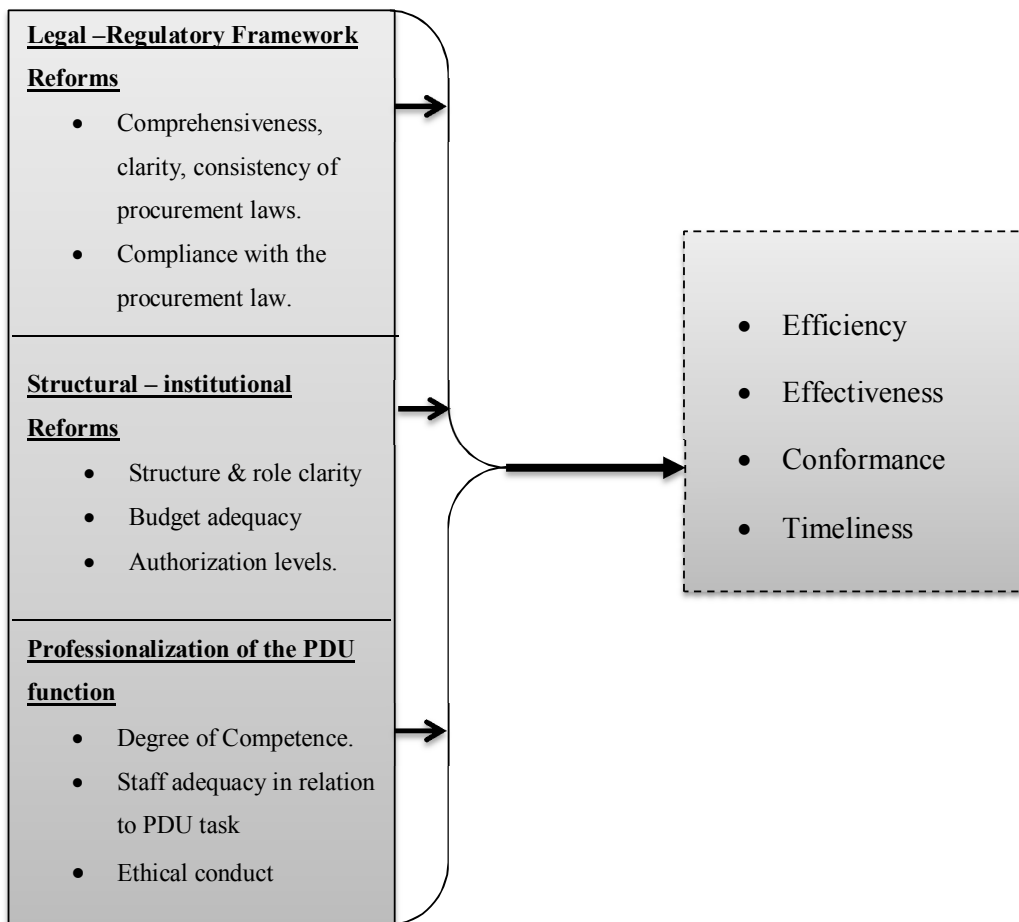
H₂. There is a positive significant relationship between public procurement structural - institutional reforms and service delivery in government departments in Uganda.

H₃. There is a positive significant relationship between professionalization of the PDU and service delivery in government departments in Uganda.

1.8. Conceptual framework

IV: Procurement Reforms

DV: Service delivery



Source: Adopted and modified from Procurement Trends in Uganda (2009), World Bank CPAR (2006) and PPDA Act (2003)

The conceptual framework in Figure 1 indicates that there is a relationship between public procurement reforms and service delivery. This was based on the view that with public procurement legal-regulatory framework reforms, organizational structure reforms and professionalization of the PDU function can bring about the realization of efficiency, timeliness, accessibility, availability and reliability in service delivery in ministry of local government of Uganda. The conceptual framework further portrays public procurement reform as the independent variable which was conceptualized in terms of legal-regulatory framework reforms with sub constructs of acts, comprehensiveness, consistency and clarity of the procurement laws/regulations. On the other hand, structural - institutional reforms were measured in terms of budgetary adequacy, structure, as well as role clarity and authorization levels. In addition, professionalization of the PDU function was comprehended in terms of degree of PDU staff competencies, ethical conduct, and adequacy of staff in relation to tasks. The conceptual framework was synthesized to imply that if procurement reforms undertaken by the central government were adopted by local government authorities of Uganda, this would result into reduced local government contractual liabilities and performance improvements, whereas absence of these measures would tantamount to poor service delivery of local government departments.

1.9. Scope of the study

1.9.1. Geographical scope

The study was conducted at Ministry of Local government headquarters, Kampala. It is the ministry that is concerned with the inspection, monitoring, coordinating, offering technical

advice, support supervision and training to all local governments on many issues among which, is procurement.

1.9.2. Time Scope

The study covered the time period between 2009 and 2014. This is when most MoLG reforms were instituted.

1.9.3. Content Scope

The study focused on the effects of public procurement reforms on service delivery. The study was limited to two variable; procurement reforms and service delivery. Public procurement reforms were limited to the legal-regulatory reforms and administrative reforms, whereas service delivery in MoLG of Uganda was measured in terms of efficiency, effectiveness and compliance to the procurement laws.

1.10. Significance of the study

To the other academia, the study would contribute to the knowledge base and provide a basis for further research in the field of public sector procurement management and service delivery in Uganda's local governments.

The study findings would inform policy on PDUs and management of different public sector institutions to effectively influence procurement management systems to enhance efficiency and effectiveness in service delivery.

The findings of the study are expected to guide policy making in procurement management at different levels to improve service delivery. The findings of the study would specifically help the ministry of local government (MoLG) to revisit their procurement policy if they are to improve on service delivery.

1.11. Justification of the study

Prudent management of public procurement systems has been identified as vital to accelerated national development. For this reason, successive governments have realized that transformations in the public procurement management are a justification for judicious use of the taxpayer's money. Thus procurement regimes are strongly regulated and implemented to ensure attainment of value for money through transparency, fairness, cost-effectiveness, efficiency and promotion of competitive local industry. The allegations of inefficiency, delay in procurement of goods and services due to protracted procurement processes, lack of transparency, fairness and discrimination in the selection and award of government contracts, payment of kickbacks and fronting in the public procurement processes have become a major source of worry. Annual assessment reports by PPDA revealed that local government departments are also confronted with procurement challenges such as professionalism and weak contract management. This shows that the reforms are currently faced with numerous implementation challenges threatening their compliance. However, the crucial role of the reforms in promoting transparency, fairness, efficiency, reduction in corruption, building public and donor trust as well as confidence in public procurement systems, necessitated a study of this kind to be undertaken to evaluate the effects of public procurement reforms on service delivery.

1.12. Operationalization of key terms

Procurement reforms: Refers to policy attempts to change organizational, institutional, and legal structures that manage public procurement process (to improve the conduct of

procurement), signaling a major shift from traditional systems and processes to new responsive systems and processes, (Mawuko, Ron and Gapp, 2013).

Legal framework reforms: Improving on regulatory frameworks and the means used to enforce them that are usually established by the government to regulate public procurement activities. These rules, procedures and guidelines are re-structured in such a way to prevent malpractices.

Organizational frameworks reforms: Refers to efforts directed towards redesigning public institutions, processes, and reporting structures in order to permit flexibility and promote good governance principles necessary to sustain the organization procurement performance (Odhiambo and Kamau, 2003).

Efficiency: Describes the extent to which time, effort or cost is well used for the intended task or purpose, efficiency is more about achieving an optimal result by using a relatively finite set of resources including time or doing things right

Effectiveness: The degrees to which objectives are achieved and the extent to which targeted problems are solved. Effectiveness is all about achieving the best possible result with little or no onus on resources or doing the right things.

CHAPTER TWO

LITERATURE REVIEW

2.1. Introduction

The study investigated the relationship between procurement reforms and service delivery in Government departments in Uganda taking a case of the ministry of local government. This chapter reviewed the theoretical and related literature objective by objective. Sources of literature included; journals, research papers, conference papers, government publications and documents, previous research proposals and dissertations, text books, the world wide web (internet), newspapers, bibliographies. The chapter, in particular, presents the theoretical review, related review and summary of the literature review.

2.2. Theoretical Review

The study was underpinned by Osborne and Gaebler's (1992) theory of public entrepreneurship. They developed an elaborate concept for completely transforming bureaucratic government into entrepreneurial government, arguing not that government should be abolished, but that it should be re-invented or revamped in order to efficiently deliver services. The concept assumes that in the contemporary era of global competition, instant communication, a knowledge based economy and niche markets, a bureaucratic system based on the classical model leads to mediocrity, inflexibility and bureaucratic control. The theory, therefore, advocates for complete re-engineering of MoLG procurement operations through the adoption of market and performance oriented approaches such as; organizational restructuring through delegation of responsibilities, reduction of hierarchy of procurement approval, clarification on the roles and responsibilities of procurement management officials, undertaking budgetary reforms through enforcement of financial instruments, customer orientation and quality management to gain legitimacy in service

delivery, decentralization to reduce on the size of the Ministry in order to gain efficiency through competition that, through competition, the best ideas and most efficient delivery of services can emerge. It was presumed that these approaches once adopted, could significantly help MoLG attain cost efficiencies, hold management accountable for their role in any procurement process, enhance stakeholder confidence in the local governments and improve on service delivery, (Agaba and Shipman, 2006).

2.3. Related review

2.3.1. legal- regulatory reforms and service delivery

It is very important to note that prior to the enactment of the Public Procurement and Disposal of Public Act, 2003 there was no comprehensive guidance on the scope and procedures for the procurement of goods, works and services in Uganda (Balaba, 2006). For instance the procurement of construction works and services had been regulated mainly through circulars from the central tender board (CTB). This complemented a set of procedures evolved by convention in connection with the control of procurement exercised by the Central, Regional and District Tender Boards supervising the tendering processes and award of contracts within thresholds defined by the Ministry of Finance.

These arrangements notwithstanding, the Ministries, Departments and Agencies (MDAs) and District Assemblies (DAs) maintained separate lists for the pre-qualification of contractors and use different standard conditions of contract for works procurement (Adjei, 2006). World Bank administered projects used the International Federation of Consulting Engineers (FIDIC) conditions of contract for works contracts and shortlists for the selection of consultants (Agaba and Shipman, 2007). Public procurement activities need to have sound procurement laws and regulations. In practice and theory, public procurement laws and regulations have been considered as one of the most important pillars of a sound procurement

system, as evidenced in many developed countries. Procurement laws and regulations can lead to procurement efficiency or inefficiency (Anvuur and Kumaraswamy, 2006).

Of recent in Uganda, there has been an ongoing public debate among procurement practitioners and professionals on how public procurement legal-regulatory frameworks have become a hindrance in facilitating and promotion of procurement discretion. Such frameworks in Uganda include the PPDA Act (2003), PPDA Regulation (2003), Local Government (PPDA) Act, (2006), Local Government(PPDA) Regulation, (2006), The Local Government Act, (1997), The Finance and Accountability Act (1998) and The Local Government(PPDA) guidelines (2008) Ideally, legal-regulatory frameworks governing public procurement management need to be, clear, comprehensive, consistent and flexible: Clarity, in this case, requires the primary sources be carefully drafted to ensure that basic principles are adhered to and do not inhibit the use of more efficient procedures such as intermediate technologies. In addition, the roles and responsibilities of the different stakeholders such as the Accounting officer (AO), Contracts committee (CC), Evaluation committee (EC), User departments, Negotiations committee (NC) needs to be adequately defined to prevent conflict of interest arising in the procurement process (PPDA Act,2003). Furthermore, clarity also requires all procedural details of procurement to be included in the regulations consistent with the primary sources. It also implies that delegation of regulatory responsibilities at the central government, local government, political sub-division, or agency levels need to be unambiguously defined, as appropriate (Balaba, 2006).

Comprehensiveness of the legal-regulatory frameworks entails that all relevant aspects of the procurement process are elaborately addressed with no gaps in the procurement laws that allows “personal” or “distorting “interpretation of aspects of the laws. The benefit of this is to help prevent and limit opportunities for corruption. According to Basheka (2006), within the

current procurement legal frameworks, the disposal of government assets especially using public auction method following an established procedure is also often being abused by public officials. These procedures are frequently being undermined by insider trading because of the lack of comprehensiveness of the procurement laws governing the disposal of such items.

The incoherence of the current PPDA Act, (2003) has often resulted into government assets such as vehicles being vandalized off essential components before being auctioned, simply because the decision to dispose of such government assets takes is bureaucratic and takes too long to be arrived and when such decisions are finally considered, they are not taken in the best interest of the PDE but at the advantage of the public officials. Therefore, public procurement laws and regulations needs to be coherently drafted to clearly cover the whole scope of public procurement activities, at all stages ,systems, processes, methods and governed by code of conduct for procurement officials which have been found wanting in the current procurement laws.

Flexibility of the legal-regulatory frameworks allows for public procurement processes, systems and methods set forth to be navigated only on the basis that the decision for navigating the procurement laws provides value for money and ensures the promotion of transparency accountability on the conditions for use. The PPDA Act, (2003) provides for a complaint review mechanism for handling of all petitions related to public procurement and disposal from the dissatisfied bidders. In accordance to the PPDA Act, (2003) act a bidder may seek for an administrative review against a PDE for any omission or breach of the Act, Regulations, guidelines and provisions contained in the bid documents. The provider is therefore, anticipated to launch his/her complaint to the Accounting officer of the PDE in question within 15 working days from the date he/she first becomes aware of the incident at

hand and forwards a copy to the Authority. Where he/she finds that the Accounting Officer (AO) has failed to make decision within the stipulated period of time (15 working days), the bidder can then appeal to Executive director of the PPDA within 10 working days from date the Accounting officer communicates his/her decision upon expiry of the stipulated time. The Authority is then expected to issue its decision within 21 working days and notify the complainant of its decision, (PPDA Act, 2003).

From administrative review process, it can be concluded that the whole procedure is too bureaucratic and inflexible implying that it does not permit standard rules and procedures to be waived off to facilitate faster decision making that would otherwise generate cost saving to the government. This further has impact on the efficiency and effectiveness of the public procurement process of local government. Indeed, most aspects of contract management between the PDE and the providers under most circumstances involve disputes resulting from breaches of contract terms and conditions which are usually not explicitly stated in the agreement. This has often led to loss of colossal sums of money in compensations through administrative reviews or petitions. www.ppda.go.ug.

Depending on the circumstances, there may be several legal-regulatory frameworks governing public procurement of the local government, including agency issued codes or rules regulating aspects which are particular to the agency. In addition, procurement laws have to be easily accessed by the beneficiaries since access to the rules and regulations are known to contribute to transparency and thereby resulting in more economic procurement spending.

Tumungyerierwe (2013) posits that the procurement law is complemented by Regulations,

Guidelines, Forms, Codes of Conduct, Standard Bidding Documentation and Circulars, which serve to guide all stakeholders (PPDA, entities, providers and civil society) to effectively carry out their functions as required by the law and good practice.

Sabiiti & Muhumuza (no date) observe that a number of PDEs in both Central and Local Governments are still weak in implementing the law. Cases of lack of procurement plans, poor record keeping, failure to use PPDA standardized documentation and frequent use of the direct procurement method in high value contracts are still noted. Entities have also persistently failed to debrief bidders on reasons why they are unsuccessful in the tendering process. Sabiiti & Muhumuza (ibid) add that there is limited awareness of the Procurement law, with the authority still faced with an awareness gap amongst the general public which is more evident in the Local Governments, where most members of the public are still unaware of the PPDA Act, regulations and the role of PPDA. As a result, most members of the public are not actively involved in demanding for accountability in the procurement sector, which hinders effective implementation of the procurement law. This in a way makes the existing legislation rather weak.

Different from public procurement rules, procedures and guidelines the legal-regulatory environment refers to the broader legal framework that governs all procurement business operations, including research and development (regulations dealing with health and safety of new products), manufacturing (health and safety regulations at workplace -pollution control) finance (regulations dealing with disclosure of information),marketing (regulations dealing with deceptive advertising and disclosure of product characteristics),personnel (regulations dealing with equal opportunity for women and minorities), and contract law.

Within the current procurement laws, there exists no provisions for regulating hazardous materials, health and safety issues and environmental sustainability issues; yet public procurement is seen to consume over 70% total allocation of the national budget in Uganda (Basheka, 2008). In transitional economies like Uganda, where most legal-regulatory frameworks have become obsolete and the available ones are incoherent, it would be prudent for procurement laws to further have detailed provisions related to health and safety issues, environmental pollution and proper disposal management all explicitly stated in the legal-regulatory frameworks. It is known world over contract management involves relationships management between the government and the contractors, therefore, the legal rights and duties of the parties to the agreement determines the proper course of action, (Cibinic and Nash, 1995).

Most recently, the PPDA noted that the new procurement law introduced since 2003 is not being adequately implemented. An assessment showed decreased compliance with procurement law between 2008/09 and 2011/12. Compliance was at around 40 per cent for contract award and record-keeping (meaning that only 40 per cent of contracts were awarded and records kept according to the mandated processes). The PPDA targeted 100 per cent compliance with complete record-keeping requirements but in 2011/12 only 17.1 per cent of the contracts complied with this. (The highest level of compliance was 32 per cent in 2008/09, which implies that new formal processes have never been well implemented and that the gap between form and function is widening). [http:// www. ppda. go. ug.](http://www.ppda.go.ug)

The assessment also found that the average time taken for all kinds of bids was much longer than the government-set targets. The target for open international bidding is 155 days but the average performance in 2011/12 was 341 days. The lowest level was 206 in 2008/09. This is

an average delay of seven months above the target of five months—a significant performance gap. The target for open domestic bidding is 132 days but the average performance in 2011/12 was 334. The lowest level was 162 in 2008/09. In 2011/12 only 0.7 per cent of assessed procurements were implemented within the budget estimate (monetary allocation for the contract) and only 29.4 per cent of the contracts were completed within the original contract time; 99.3 per cent were over budget and 71 per cent were over time and late. Beyond this, the PPDA's 2010 Procurement Integrity survey reports that suppliers spend up to 20 per cent of contract amounts on corrupt payments, up from 10 per cent in 2008. This amounts to about US\$240 million annually in bribes. Such problems exist despite the many 'best practice' procurement reforms introduced in Uganda (*New Vision* 2012):

The compliance to the provisions of the procurement laws by public officials is obligatory and therefore failure to do so is considered an offence which is subject to sanctions under the PPDA Act 2003. Officials suspected of non-adherence to the rules and regulations and found guilty following investigations could be apprehended and their emoluments including salary withheld while officials found misappropriating government funds regardless of the value are to be only to dismissed. Hence section 92 of the Public Procurement Act 2003, establishes that contravention of any provision of the Act is an offence and stipulates the penalties to be applied while section 95(1) of the Act defines corrupt practices in terms of article 284 of the constitution of the republic of Uganda, 1995 and the penal code, 1960 (Act 29). The Act also stipulates that any tenderer, supplier, contractor or consultant who attempts to influence procurement process, or the administration of a contract by any unfair method, will be subject to sanctions which may include disqualification of the company from government contracts for a period up to three years. These penalties sound in sufficient and non-detering to prevent future abuse of these rules by public officials and their accomplices. This therefore, calls for

the amendment of the current provision in the procurement laws in order to future deter perpetrators.

Hunja (2003), in reporting on the assessment of procurement systems in developing countries found out that the abuse of procurement systems arises largely due to weak or inconsistent enforcement of the prevailing legal-regulatory frameworks. He said that the weak enforcement of the rules was clearly reflected by the dissonance between prevailing (formal) rules and what actually takes place in practice during the procurement process. Hunja (ibid) further argued that PDEs usually go the extra mile to create a semblance of formal compliance with procedural and other requirements while seriously compromising the intent and spirit of such rules.

Furthermore, gaps in the rules also lead to different interpretations requiring revisions and reviews. The lack of enforcement therefore could be traced to weaknesses in the rules and therefore Hunja (2003) suggested a multi-faceted approach like for instance strengthening the right of bidders to obtain redress when public entities breach the rules; forcing greater transparency into the decision making process coupled with other institutional oversight mechanisms such as procurement audits. Hunja (2003) concluded that the challenge when it comes to the enforcement of the rules and regulations lies in achieving a proper balance so that mechanisms of enforcement do not become a barrier so as to make the system inefficient, bureaucratic and costly. The non-compliance to procurement rules and regulations do not help in the achievement of the objectives by which procurement reform programs are implemented and this is therefore considered a major hindrance to the effective implementation of such programs.

2.3.2. Public procurement structural - institutional and service delivery

The Central tender board(CTB) and the district tender boards were hitherto the main governmental procurement agencies that were engaged in public procurement of all goods, services and works on behalf of government before the establishment of PPDA but due to some irregularities such as lack of qualified personnel, poor planning for the required goods and long lead times some sector ministries such as the Ministry of Defense opted to conduct their own procurement functions which led to some individual procurement development programs in these ministries with some input from the Ministry of Finance and donor agencies (Verhage et al, 2002). It is very important to note that prior to the enactment of the PPDA Act, 2003, there was no comprehensive guidance on the scope and procedures for the procurement of goods, works and services in Uganda (Balaba, 2006). For instance, the procurement for construction works for local government units had initially been regulated mainly through circulars from the Ministry of Finance. This complemented a set of procedures evolved by convention in connection with the control of procurement exercised by the Ministry. Central, Regional and District Tender Boards supervised the tendering processes and award of contracts within thresholds defined by the Ministry of Finance (World Bank, 2003).

Furthermore, World Bank projects used the World Bank Procurement Guidelines (World Bank, 1985) and the World Bank Guidelines (WorldBank 1997) for the Selection of Consultants. These arrangements notwithstanding, the Ministries, Departments and Agencies (MDAs) and District local government maintained separate lists for the pre-qualification of contractors and use different standard conditions of contract for works procurement (Balaba, 2006). World Bank administered projects used the International Federation of Consulting

Engineers (FIDIC) conditions of contract for works contracts and shortlists for the selection of consultants.

The classification of contractors by Ministry of Water, Works and Housing were also observed to be too general and obsolete and the registration criteria, lists of contractors and monetary thresholds were not regularly updated according to the World Bank (1996) except for major or complex assignments, most government-financed architectural consultancy services and project supervision had been assigned to the Architectural and Engineering Services Limited on sole source basis (World bank, 1996). The shortlists used on World Bank-administered projects for the selection of consultants were observed to be repetitive, with the same firms selected for civil engineering and building works supervision. Many instances of a single contractor buying and pricing all the bidding documents, and of the award of a number of contracts (or lots) to the same contractor/supplier, under different contracting names were also observed (Crown Agents, 1998; Westring, 1997).

The public procurement and disposal of public assets Act, PPDA of 2003 established the institutional framework for public procurement in Uganda which included setting up an Authority body with the regulatory, monitoring and oversight functions on public procurement activities in the country. The objectives of the Authority according to the PPDA Act are to-Ensure the application of fair, competitive, transparent, non-discriminatory and value for money procurement and disposal standards and practices; Harmonize the procurement and disposal policies, systems and practices of the Central Government, Local Governments and statutory bodies; Set standards for the public procurement and disposal systems in Uganda; Monitor compliance of procuring and disposing entities; and Build procurement and disposal capacity in Uganda.

Although the PPDA was established to be an autonomous body with full powers among others to; audit, inspect, investigate and prosecute cases of breach of procurement laws and its provisions thereof stipulated in the act, the law only mandates the Authority to prosecute corruption related cases yet corruption is perceived to be a diverged cancer in public sector procurement management engulfing many other functions of public sector organizations as well.

Furthermore the Authority and other oversight agencies such as the IGG, DPP, AG Police and the PAC have conflicting role of investigating and prosecution of corruption cases, the existence of role ambiguity among the oversight bodies makes it very difficult at some instances for the Authority to undertake punitive measures against the perpetrators of the procurement laws.

It must also be acknowledged that, the supreme procurement law (PPDA Act, 2003) to some extent has not been well integrated with other applicable legal frameworks governing public procurement operations such as public finance act (1997), in effect this makes it impossible to draw reference to other governing laws in circumstances of violation of the provisions of the main law in attempt to employ it to preside over a related a situation at hand and the beneficiaries of this kind of dilemma are usually the perpetrators who may have well understood the gaps.

According to article 24 of the PPDA Act, 2003, the institutional framework for a PDE is composed of an Accounting Officer (AO), Contracts Committee (CC) (for Local Governments), a Tender Board and Procurement and Disposal Unit (PDU), a User Department and an Evaluation Committee (EC).

There are over 112 procuring and disposing entities at the Local Government Level to which the procurement function was decentralized, (PPDA Annual Report 2005). A procuring and disposing entity (PDE) is responsible for the management of all procurement and disposal activities within its jurisdiction in accordance with the PPDA Act, regulations and guidelines made under this Act. Notwithstanding the provisions of subsection (1) the act, the Authority can contract out its procurement and disposal activities, except micro procurement or disposal activities. According to article 24 of the PPDA Act, (2003), the PDE consists of: An accounting officer, The Tender Boards in the case of local governments mentioned in sections 92 to 95 of the local governments Act of 1997, and a Contracts Committee (CC) in all other cases; a procurement and disposal unit (PDU), a user department and an Evaluation Committee (EC).

The Accounting Officer (AO) is appointed by the secretary of treasury (PPDA Act, 2003 section 26).

The Accounting Officer of a procuring and disposing entity has the overall responsibility for the execution of the procurement and disposal process of the (PDE), and in particular, is responsible for- establishing a contracts committee (CC) in accordance with this law. Appointing the members of a contracts committee as specified in the third schedule; causing to be established a procurement and disposal unit(PDU) staffed at an appropriate level; advertising bid opportunities; communicating award decisions; certifying and conforms the availability of funds to support the procurement or disposal activities; signing contracts for procurement or disposal activities on behalf of the PDE, investigating complaints by providers; submitting a copy of any complaints and reports of the findings to the authority; and ensuring that the implementation of the awarded contract is in accordance with the terms and conditions of the award.

The contracts committee (CC) consists of a chair person, a secretary and a maximum of three members, one of whom is a lawyer (third schedule of the PPDA Act 2003). The Members of the contracts committee are nominated by the Accounting Officer and are approved by the Secretary to the Treasury. Members of the contracts committee are appointed with regard to their technical competence and skills required for the discharge of the functions of the contracts committee (CC). The tenure of the members of the CC is three years and a CC member may be re-appointed for only one further term. The CC is responsible for: adjudication of recommendations from the PDU and award of contracts; approving the Evaluation Committee (EC), approving bidding and contract documents; approving procurement and disposal procedures, ensuring that best practices in relation to procurement and disposal are strictly adhered to by PDE's; ensuring compliance with this Act; and liaising directly with the authority on matters within its jurisdiction. From the functions of the AO and CC, one can vehemently certainly agree that the procurement law has over empowered the AO and CC consequently resulting to bureaucracies in public processes due to over centralization of procurement decision resulting thereof, to protracted procurement and inefficiencies.

According to Basheka, (2006), corruption by CC mainly occurs through solicitation of bribe from the winning bidder as a condition for contract signing through the creation of unnecessarily long time between contract award decision and signing. Within this timeframe, a successful bidder would have invested time and money in procurement process and will be ready to pay off any bribe to remove any impediments that may jeopardize contract signing. The User Department is responsible for managing all procurement and disposal activities including but not limited to the following: liaise with and assist in the procurement and disposal activities throughout the process to the point of contract placement, initiate

procurement and disposal requirements and forward them to the PDU, propose technical inputs to statements of requirements for procurement requirements to the procurement and disposal unit, propose technical specifications to the procurement and disposal unit when necessary, arrange for payments to providers, report any departure from the terms and conditions of an awarded contract to the PDU(PPDA Act, 2003).

However, at every stage of user departments of local government public procurement, there are risks of integrity. During pre-bidding period common risks include: lack of adequate needs assessment, planning and budgeting, requirements that are not adequately or objectively defined, irregular choice of the procedure and a timeframe for the preparation of the bid that is insufficient or not consistently applied across bidders (Procurement news, 2007).

The evaluation committee is not a standing committee with a set composition but is appointed from tender to tender (ad hoc committee). All the tender evaluations are to be conducted by the evaluations committee which reports to the PDU. The number of committee members may vary depending on the complexity of the tender, though a minimum of three members is required. According to the PPDA Act 2003, the members of the committee shall be of appropriate seniority and experience, and they may be external to the PDE if the necessary skills or experience are not available within the PDE or if conflicts of interest arises.

In accordance to the PPDA Act, 2003, bid evaluation is supposed to be conducted in an objective manner by professional persons but in most circumstances the EC members of local government PDE's is composed of individuals of low integrity, incompetent and lack technical knowledge relevant to the type of goods or services to be evaluated and with direct

interests in the contracts to be evaluated. It must be noted that most of the corruption in public procurement process occurs at the evaluation stage because the committee members in most cases are have conflict of interest in the procurement activity (Basheka, 2006).

According to Livingstone and Charlton, (2001), communities or their representatives can also play some role in the evaluation of potential service providers, the involvement of communities in service provision and monitoring of the performance of service providers is vital in planning. This kind of involvement of citizens ensures that procurement planning and decision-making process reflect their needs and priorities and lead to the types of decisions that will make an effective services delivered in an open, fair and democratic local government.

According to Basheka, (2006) public procurement represents about 24% of total imports of this country and apart from personnel emoluments, it represents between 50-70% of the national budget and thereby contributing about 14% to Uganda's Gross Domestic Product (GDP). This no doubt explains why management of public procurement has assumed a significant role in national development.

Procurement is decentralized to over 200 procuring entities in central and local government, but reporting to the central regulatory body is seriously in arrears and some entities fail to report altogether. Field audit is insufficient. Lack of procurement plans may result in emergency procurements, procurements of unrequited items, and procurement at higher prices than necessary. It is not possible at present to calculate how many contracts above the threshold for competitive bidding are actually competitively bid (rated D+). Personnel and

procurement are together responsible for the greater part of public spending. Poor ratings on these systems are indicative of waste.

Internal controls exist but audit reports show that they are widely violated or ignored. Systemic controls in the IFMS prevent any commitment that would take cumulative expenditure above the cumulative quarterly limits, but the IFMS is sometimes bypassed (i.e., commitments are made outside the IFMS). There is little visible enforcement of regulations, especially at higher levels, which builds a culture of disrespect for the law and personal immunity. Internal audit is the first line of defense and is being decentralized and strengthened under guidance from the center, but its effectiveness ultimately depends on the Accounting Officer of each MDA taking action on reports.

2.3.3. Professionalization of the procurement functions (PDU) and service delivery

Public procurement has been a major activity of many governments in both developed and developing countries. In Africa, the acquisition of public goods, services, and works for government operations has traditionally occupied a central position in government operations. In addition, public procurement is a function governed by law to purchase goods, works and services using public funds. The function entails the process of developing specifications, invitation of tenders, evaluation of tenders, award of contract and the management of the various phases of contract administration. No matter how robust the law on procurement is framed, its effective implementation lies on skilled professionals who are trained to apply the law with a great sense of transparency, fairness, accountability and best practice (PPA, 2011). Especially over the last years there has been a growing interest to identify the ideal skill sets for purchasing professionals. The attention towards purchasing skills followed the evolution of the purchasing functions, as it is widely assumed that the rapid changes in the purchasing business environment directly affected the ideal skill set for

purchasers (Carr & Smeltzer, 2000; Eltantwy, 2005; Giunipero, Handfiled & Eltantawy, 2006).

In the context of Uganda, it is recognized before the actual start of public procurement reforms that the country lacked a serious cadre of public procurement professionals. But at the same time such a cadre was essential for the realization of effective procurement governance the desire to reform public procurement systems was therefore partly to create such a cadre of professional procurement staff (Basheka, 2005).

Public procurement practitioners are now expected to be world class professionals with a global outlook and focus. Global leaders have desired mental characteristics of which Jokinen (2005) suggests includes optimism, self-regulation, social judgments skills, empathy, motivation to work in an international environment, cognitive skills, as well as acceptance of complexity and its contradictions. In terms of behavior, global leaders need social skills, networking skills, and knowledge. Globalization has been associated with a revolution in information and communication technology where there is need for greater reliance on the use of information and web based information technology to support public procurement decision making (Guinipero&Eltantawy, 2006), Information and communication technology plays a central role in contemporary organization (Eriksson-Zetterquist, et al; 2009).

Humphrey, (2001) suggests that procurement professionals are no longer responsible for non-value adding activities and paper work but they are now expected to contribute efficiently and effectively to the performance metrics of their organization through spending money wisely. They manage cross-functional interactions with groups outside their functions. They need therefore to be flexible, adaptive and boundary spanning as these are fundamental traits for both organization and individuals (Monczka et al,2004,1998).Procurement management now has an important contribution to organizational performance(Boyd,1994,Cousin.Lawson, and

Square,2006,Humphreys,2001,Macbeth,1994).This development therefore, directly influences the skills procurement professional require(Humphreys,2001).

According to Guinpero, Handfield and Eltantawy, (2006) professionals need transactional and strategic skills. Transactional skills are required to manage transactional activities like executing transactions with the suppliers, using e-procurement systems to obtain standard or indirect items through catalogues, generating and forwarding materials releases and managing accounts payable. Strategic skills are required to manage activities like strategic relationships, developing companywide electronic systems, developing and managing alliances and partnerships as well as managing critical commodities. Therefore, the top five skills required to support the strategic role of supply managers include;(1) Team building skills (leadership, decision making and compromising), (2) Strategic planning skills (project scoping, goal setting and implementations), (3) Communication skills (presentation, public speaking, listening and writing), (4) Technical skills (web-enabled research and sourcing analysis and (5) Broader financial skills (cost accounting and making the business case).

Kolchin and Guinpero (1993) proposed three skill areas of business, interpersonal and technical skills which are important to the procurement function. Business skills include skills of marketing analysis, negotiating with partners, managing internal and external relationships and all these are critical for public procurement professionals. In Uganda's procurement legal framework, procurement professionals are required to do market surveys and conduct negotiations on different aspects of the procurement process. Global sourcing development, change management, and organizational skills were equally identified by Kolchin & Gunperson (1993) in addition to interpersonal skills which they suggested included among others risk taking, written and oral communication, conflict resolution, influence and persuasion, group dynamics, leadership, problem solving, interpersonal and

cultural awareness, in addition, they identified technical which included cost analysis, product knowledge, computer literacy, total quality management (TQM) and government legislation. Meanwhile, Murphy (1995) identified four skills important for procurement professionals, which included; negotiations, management, computer literacy and mathematics. In agreement with Murphy (1995), Carr and Smeltzer (2000) identified 35 purchasing skills which were divided into three categories of technical, behavior and skill techniques.

The interaction between procurement legal framework and the quality of the procurement workforce in PDE's such as MoLG departments is in some cases indirect and direct. According to Jensen and Stone Cash (2004), by stipulating the procurement standards and procedures to be adhered to, the legal framework will indirectly be influencing the types of competencies of staff to be put in charge of procurement operations. In some, cases however, such as some procurement legal frameworks in the US, the staff competencies are explicitly suggested and by implication the type and quality of staff, (Illinois public higher education procurement bulletin, 2005).

Thai (2001) proposed that ordinarily, the public procurement function should be handled by a professional workforce equipped with the much needed skills and knowledge through training. Ironically, it's imperative to note that in Uganda, both central and local governments have not attached the much needed importance towards professionalization of the procurement functions, for instances at the local government level it's a common to find the PDU not being fully constituted and managed by one or at most two personnel's who lacks professional skills for public procurement management. This only does not put local government contract management process at risk of losing money but also loss of stakeholder's confidence in the PDE.

It's therefore, important to acknowledge that public procurement principles such as accountability, transparency, competition and value for money (VFM) can only be achieved by recruitment professionally competent individuals who can effectively manage PDU functions wells for all local government departments in the country.

In the context of public procurement of Uganda, both central and local governments procurement practitioners have generic responsibility framework to fulfill that notably includes the following tasks;(1)Monitor the procurement and disposal processes to ensure compliance with the PPDA Act 2003.(2) Review and prepare procurement and disposal reports,(3) Supervise the performance and development of procurement staff,(4) Establish inventory management system and monitor stock movement,(5) Conduct regular market survey and ensure that the PDE conducts business with competent and most competitive firms (6) Contract management in line with the PPDA Act 2003(7) Manage pre-bid opening & closing meetings(8) Plan and Budget for the PDU(9) Analyze the performance of the procurement plan. From the aforementioned tasks, It can be conclusively agreed that public procurement practitioners in local government ought to mandatorily possess financial, marketing, supervisory, contract management and document management competencies that have been found to be relevant to all local government departments in Uganda (Basheka, 2006).

Furthermore, Basheka, (2013) suggests that its paramount to have all PDU's of government institutions at both central and local government level constituted with appropriate number of personnel's of different professional backgrounds such as; engineering, law, accountants, medicine to mention a few, (New vision,2013).These persons will help deliberate on their respective professional activities and also provide professional guidance on the management of any procurement activity that may fall within their professional jurisdictions. This will

help relieve the PDE's from falling a prey to procurement of inferior quality goods, works and other liabilities that may arise, at the same time this will also help drive down cost of hiring third party agents whenever demand for such professional guidance arises to fulfill such obligations.

Although, we deeply acknowledge the relevance of having a fully constituted PDU with different professional individuals most especially in handling substantially complex contracts with detailed technical specification, it's also prudent to recognize that, most PDUs at both central and local governments in Uganda, are financially constrained to support the development programs they are expected to undertake, similarly complex procurements related to works in most circumstances are once off activities in all PDUs implying that the implementation of such a proposal may render the professionals redundant in most circumstances because of insufficient procurement activities of such magnitude and nature within the PDEs.

In addition, the highest rank or top most job title among the public procurement practitioners in accordance to the local government structure of Uganda is the Principal Procurement Officer (PPO), followed by Senior Procurement Officer (SPO) and then Procurement Officer. For each of the above job categories, there is a requirement for academic, technical and work related experience for a professional to be appointed. Among the competencies and attributes required for one to become a PPO for instance includes knowledge of existing policy and regulatory framework, analytical ability, honesty, accuracy and emotional intelligence, and ability to do procurement planning,(Basheka,2008). Basheka (ibid) asserts that among the qualifications expected includes first degree in business related field from an accredited national institution, possession of professional qualifications in purchasing and supply chain management (CIPS) and Masters in procurement qualification or business related field. In

addition an experience of 6 year for PPO, 4 years for SPO and 2 years for PO(s) in any public sector organization is required.

However, surveys conducted by PPDA inspection and audit department indicates not much has been achieved in terms of fulfilling the above requirements in all public sector organizations of Uganda because of; (i) procurement jobs in government are considered as a lucrative positions and therefore, appointment of such persons to these positions is on the grounds of technical know who, (ii) limited career path growth is forcing the would be persons with required qualifications and experience to fill those positions to join other prospective professions, (iii) Very limited individuals meet the requirements stipulated above in terms of experience, and professional qualifications.

Procurement practitioners are individual who only specialize in procurement as a major or dedicated function of their position (Basheka, 2008).The key point of departure between procurement practitioners and procurement professionals is that procurement practitioners tends to focus on the operational and process challenges to ensure compliance with the procurement law. Procurement professionals focus on strategic procurement. Procurement officers are defined as practitioners who facilitate the process of developing and managing contracts. Typically, procurement officers hold vocational qualifications in procurement. The career path for procurement officers can lead to a SPO, a role that may extend to facilitate the process of high value, high risk procurement. Procurement practitioners in purchasing, contract management and logistics roles assist buyers and procurement officers in their activities. These people provide an essential support in the procurement process.

Until recently, procurement professionalism in Uganda has not been recognized or legalized like other professions such as law, medicine; engineering and accountancy just to mention a few. Too often public procurement in Uganda is undertaken without professional doctrine

which results in sub-optimal VFM decisions and unnecessary high prices paid for public goods and services.

Therefore, the development and establishment of a professionally capable public procurement will help ensure optimum VFM decisions and mitigate the risks of poor outcomes in both central and local government departments. Procurement professionals specialize in procurement as their only function or as the major function of their position. Procurement professionals focus on strategic procurement management issues and service delivery of the local government ministry at the best VFM. Typically, procurement professionals are supported by procurement officers in the operational and process aspects of procurement. Procurement professionals must hold university qualification for strategic procurement management.

Ethical conduct has to do with upholding moral principles and values which influences our beliefs, actions and decisions and involves leading an unquestionable lifestyle especially within the professional domain. In the public procurement system, ethical standards and considerations are very important for the following reasons: procurement staffs are representatives of their organizations in dealing with suppliers as likened to principal-agent theory; excellent ethical conduct in dealing with suppliers is essential to the creation of a good buyer-supplier relationship and the fact that procurement staff are more exposed to the temptation of acting unethically than most other employees.

Fifth schedule of the PPDA Act, 2003, prohibits employees from using their authority or office for personal gains and shall seek to uphold and enhance reputation of the Uganda government at home and abroad by maintaining an impeccable standard of integrity in all business relationships both inside and outside the PDE in which they trade their business and

fostering the highest level of standards of competence is also important. The publication of code of conduct by the PPDA is found in the regulations with respect to the following: confidential information; supplier relationship; gifts and entertainment and the fact that officials and their immediate families must not sell goods and services to their own agency. Officials are not to disclose to any third party confidential or proprietary information; officials are to avoid conflict between their personal financial interests and their official duties and officials are not to accept directly or indirectly any gift from any person or entity which has or seeks to obtain a contract with the PDE, department or ministry.

Section 32 of the Public Procurement Act 2003 states as follows: ‘ A procurement entity shall reject a tender, proposal, offer or quotation if the supplier, contractor or consultant that submitted it offers, gives, or agrees to give, directly or indirectly to any current or former officer or employee of the procurement entity or governmental authority, a gratuity of any form; an offer of employment; or any other thing of service or value as an inducement with respect to anything connected with a procurement entity and procurement proceedings (PPDA Act, 2003). While regulations 32(2) states that, ‘a procurement entity shall record any such attempt in its record of proceedings and immediately notify the PPDA of any attempt to influence an award of contract or performance of a contract.

2.4. Summary of the literature review

The literature reviewed suggests that the public procurement reforms have a big impact on social service delivery. Literature also revealed that procurement management laxity in terms of field audits, besides inaccurate procurement plans in some cases, results into negative effects of emergency procurement of certain items. The literature, however, falls short on empirical evidence of the reality of public procurement reforms on service delivery within government departments in Uganda.

CHAPTER THREE

METHODOLOGY

3.1. Introduction

The study investigated the relationship between procurement reforms and service delivery in Uganda taking a case of the Ministry of Local government. This chapter presents the methods which were used in the study. The study describes in detail the overall research design which was adopted by the study, population of the study, sample size and sample selection strategy, data collection methods, and data collection instruments and measurement of variables.

3.2 Research Design

This study used a case study research design. This type of research design was perceived to be ideal for this research because it enabled an in-depth study of public sector procurement reforms and service delivery in the ministry. The study also adopted a triangulation approach in which both quantitative and qualitative designs were adopted. Whereas the qualitative design was employed to elicit opinions and perceptions of respondents, the quantitative approach was used to observe the numeric aspects of the problem and to enable generalizations.

3.3 Study Population

This study was conducted in ministry of local government headquarters, Kampala. This population was chosen for the study because the Ministry's Headquarter has the responsibility of monitoring, coordinating, evaluating, supervising, supporting and advocating for sustainable development of Local Governments districts. The study population consisted of 40 respondents who are staff at the Ministry's headquarters, specifically from the Procurement and Finance departments, as well as some key informants.

3.4 Determination of the Sample Size

. With a total population of 40 staff in the two key departments considered for the study, the sample size was 36 determined using the Krejeie and Morgan (1970) statistical tables as Appended in this report.

Table 1: Sample size determination

Population Category	Access population	Sample size	Sampling technique
Procurement department staff	17	15	Simple random
Finance department staff	21	19	Simple random
Heads of departments	02	02	Purposive
Total	40	36	

Source:

3.5. Sampling Techniques and procedures

The study employed both random and non-random-sampling techniques. The study used random sampling techniques, such as simple, systematic and stratified random sampling techniques. Simple random sampling was used to select, principal technical officers, senior technical officers, and support staff. This technique was chosen because it provided every member of the population with an equal opportunity to be selected for the study, (Mugenda and Mugenda, 1999). On the other hand, Technical officers, operational officers and their deputies were systematically randomly selected as the technique is easy to apply with readily available population (Sekaran, 1992). Non random sampling technique such as purposive sampling technique were employed to select the executive management comprising of: permanent/undersecretaries, commissioners, assistant commissioner and the directors because they are the key informants presumed to be having knowledge about procurement

management of MoLG arising out of known experience which they have and their involvement in the strategic management issues at the Ministry. Hence, this technique was employed because of its appropriateness to reach on key informants who are thought to be knowledgeable about the subject of study (Sekeran, 2003).

3.6. Methods for data collection

The study employed both qualitative and quantitative methods. Quantitative methods included the survey method and the qualitative methods included interviewing and documentary analysis.

3.6.1. Questionnaire

Data was collected with the aid of a questionnaire which comprised of 50 items. These were the most widely used in the collection of quantitative data. The questionnaire is an efficient data collection which has advantages of high complete responses within a short period. Use of questionnaire also allowed the respondent's time to reflect on answers to avoid hasty responses (Mugenda & Mugenda, 2003). The questionnaire method also helped to reduce on the cost and time implications and yielded greater responses.

3.6.2 Interview

Face to face interviews were conducted with mainly the departmental Heads for the two departments of procurement and finance within the Ministry of Local Governments. This enabled the researcher to get more elaborate information about the procurement reforms and service delivery in the Ministry; this was mainly achieved through probing and open ended questions.

3.6.3 Documentary Review

This method involves delivering information by carefully studying written documents, or visual information from sources called documents. Various books and journals were reviewed mainly to get literature written by different authors on the topic of study and their findings as well. The researcher was also able to get some documents from the Ministry which were informative in regards to the procurement reforms and service delivery.

3.7. Data Collection Instruments

3.7.1. Questionnaire

Questionnaires were used to collect data from the direct beneficiaries of services from MoLG. The questionnaire was used in this case because it is proved to be essential in quantitative research and social research (Sekaran, 2003). It is also a valuable method of collecting a wide range of information from a large number of individuals especially when it comes to people like Technical & Operational Officers and their Assistants. The questionnaire was designed with both open and closed ended questions (Amin, 2005).

3.7.2. Interview guide

The researcher prepared and used a semi-structured interview guide to conduct interviews with executive management of MoLG such as Ministers, PS's and Commissioners. Interviews were chosen because they are thought to provide in-depth information about a particular research phenomenon in question. Still, interviews were chosen because they make it is easy to fully comprehend someone's impressions or experiences, or learn more about their answers as compared to questionnaires. According to Mugenda and Mugenda (1999), interviews are advantageous in that they provide in-depth data which is not possible to get using questionnaires.

3.7.3. Documentary review

This involved collection of information from documents (Sekaran, 2003) particularly concerning procurement reforms and service delivery which are directly relevant. Most of these documents were obtained from public libraries and Ministry of local government, public procurement document service manuals. In this case, annual reports, textbooks, journals, articles, magazines, theses, conference papers, newspaper articles, government reports, internet and dissertations related to the topic under investigation as recommended by Amin (2005) were reviewed.

3.8. Quality control

3.8.1. Validity

Validity is the degree to which an instrument measures what it is supposed to measure, (Kothari, 2004). The researcher used the expert judgment of his supervisors to verify the validity of the instruments. To assess this, the two supervisors were contacted to express their opinion towards the instruments in line with the study variables. This was done by establishing Content Validity Index. To ascertain quality, the researcher made corrections to the questionnaire and the supervisors advised accordingly before the questionnaires were administered for actual data collection exercise. The questionnaires were edited and coded and then results were entered into the computer software. This was done to enable data to be well cleaned before analysis is done. Therefore, content validity index (CVI) was computed as can be seen below using the formula:

$$\text{Content Validity Index}(CVI) = \frac{\text{Number of Items rated relevant(valid)}}{\text{Total Number of Items}}$$

$$CVI = \frac{50}{56} = 0.89$$

Amin (2005), recommends that for the instrument to be considered valid and capable for data collection, the computed content validity index (CVI) should be 0.7 or above. Given a CVI of 0.89, this therefore, indicated that the instrument was accurate and precise for data collection.

3.7.2. Reliability

Reliability is the degree of consistency that the instrument demonstrates (Gay, 1996). After pilot testing in the field at the Ministry of Public service, reliability of the instrument, on multi-item variables (i.e. procurement reforms and service delivery) was tested via the Cronbach Alpha Method (Foster, 1998). The study used this method because it is expected that some items or questions may have several possible answers. Computing cronbach's alpha coefficient indicates how well the items in a set are positively correlated to one another using the formulae below;

$$\alpha = \frac{K}{K - 1} \left(1 - \frac{\sum_{i=1}^K \sigma_{Y_i}^2}{\sigma_X^2} \right)$$

Where α = computed alpha coefficient value obtained, K= Number of the research questions or items in the Instrument, $\sigma_{Y_j}^2$ = the variance of component j for current sample persons, σ_X^2 =Variance of the total observed test score.

Table 2: Reliability statistics

Reliability Statistics	
Cronbach's Alpha	Number of Items
0.933	50

Source: Field data

Reliability statistics were computed with the aid of SPSS data analyst and the computed alpha coefficient value was 0.933. Sekaran, (2003) also recommends that the closer the alpha (α) value is to 1, the higher the internal consistency or reliability of the instrument for data

collection. Therefore, with a reliability coefficient of 0.933, which was very close to 1, the data collection instrument was adopted.

3.9. Data Collection Procedures

The researcher obtained a letter from Uganda Management Institute introducing him to the Ministry of local government management specifying that the data to be collected was solely for study purposes. Upon obtaining permission, the researcher proceeded to administer the data collection instruments such as questionnaire surveys and interview guide to the ministry of local government officials.

3.10. Data Analysis

3.10.1. Quantitative data analysis

The raw data from the questionnaires were analyzed quantitatively using descriptive statistics like factor analysis and frequency counts provided by SPSS. Data was processed by editing, coding, entering and then presented in comprehensive tables showing the responses of each category of variables. At bivariate level, procurement reforms as an independent variable was correlated with service delivery as the dependent variable using Pearson's Linear Correlation Coefficient. Pearson's was selected because the study entailed determining correlations or describing the association between two variables (Oso & Onen, 2008).

3.10.2. Qualitative data analysis

This included the interpretation of responses to open-ended questions used in the interviews. The frequency with which an idea, word, description surfaces was used to interpret the importance, attention or emphasis. Individual responses was also arranged into themes according to the research objectives, subjected to content Analysis and presented in narrative

form. On the other hand, statements, comments and remarks from responses were transcribed and quoted directly in verbatim. Qualitative data were also interpreted by composing explanation or description from the information, illustrations and substantiated by quotation or descriptions.

3.11. Measurement of Variables

The researcher categorized the data collected in an orderly manner using 5 Likert scale which was used on the questionnaires as follows: five point Likert scale ranging from 5= Strongly Agree (SA), 4= Agree (A), 3 = Neutral (N), 2= Disagree (D) and 1= Strongly Disagree (SD). According to Amin, (2005) Likert scales are very flexible and can be constructed more easily than most types of attitude scales. It also gives a mixture of statements that represent positive and negative attitudes but reduces the respondent's tendency to respond with a different mind-set. A nominal scale was used for numbers to represent different variables to enable the researcher to differentiate the variables.

CHAPTER FOUR

PRESENTATION, ANALYSIS AND INTERPRETATION OF STUDY RESULTS

4.1. Introduction

The study investigated the relationship between procurement reforms and service delivery in Uganda taking a case of the Ministry of Local government. This chapter presents the findings, analysis and interpretation of results. The chapter in particular presents the response rate, the demographic findings, descriptive statistics- starting with the dependent variable, and inferential statistics Objective by objective.

4.2. Response rate

Response rate was computed as the percentage of respondents out of all those surveyed, who fully participated in the study. The response rate in this study was computed using a formula;

$$\text{Response rate} = \frac{\text{Number of respondents who responded}}{\text{Number of respondents surveyed}} \times 100$$

Table 3: Response rate

Population Category	Sample size	Number of respondents	Response rate
Procurement department staff	15	15	100%
Finance department staff	19	19	100%
Heads of departments	02	02	100%
Total	36	36	100%

Source: Field data

From table 3, all the targeted 36 respondents fully participated in the study, representing a response rate of 100%. This finding is way higher than the 50% rate recommended by Mugenda and Mugenda, (2003) and therefore an indication that the results were representative of the views of the study population.

4.3. Respondents' background characteristics

The study observed background characteristics of respondents specifically, the gender of respondents, age, their level of education, their departments as well as the period over which they had worked in the ministry, and findings are presented in the next sub-sections.

4.3.1. Gender of the respondents

The study sought to find out the gender distribution of the respondents, as shown in fig 2

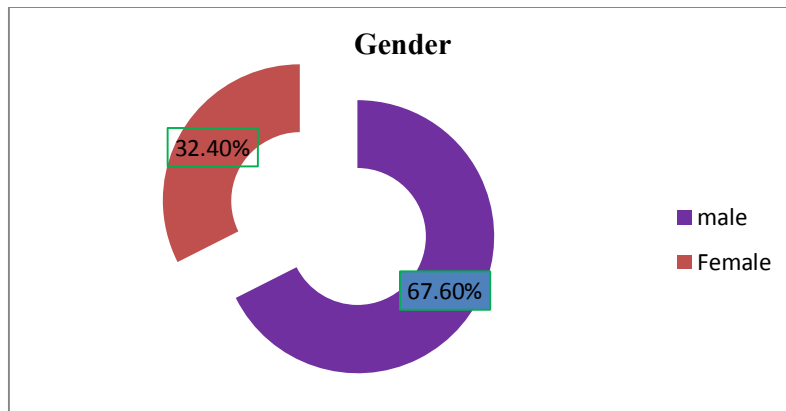


Fig. 2: Gender of respondents

From figure 2 above, majority of the respondents that took part in the study were male (67.6%), while the female were 32.4%. This finding could be because the majority of the staff handling procurement and procurement related work in the Ministry is male. The study also established that the gender representation of respondents was a reflection of the gender distribution in the Ministry. In spite of the observed disparity in gender distribution, both

female and males were involved in the study, indicating that the views were representative of both gender categories.

4.3.2. Distribution of respondents by age

The study assessed the age categories of the respondents as illustrated in Fig.3.

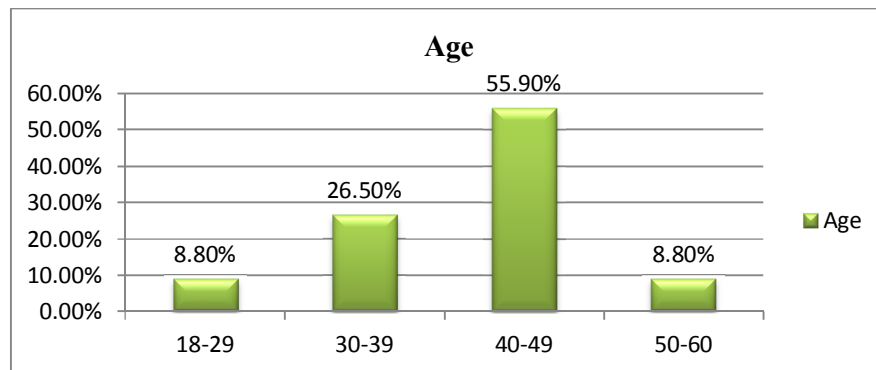


Fig. 3: Respondents' age categories

The study revealed that the majority (55.9%) of respondents were in the age category of 40 - 49 years; followed by 26.5% in the age group of 30-39. The respondents who were older (above 50 years) and those below 30 years were least represented, at 8.8%. This showed that most of the employees in the Ministry of Local Government who are charged with procurement related activities are relatively mature and therefore expected to make sound decisions that could translate into effective service delivery. The results also showed that diverse views from across the different age groups were represented in this study.

4.3.3. Education level of the respondents

This section solicited responses about the highest level of education that the respondents had attained, as illustrated in figure 4 below.

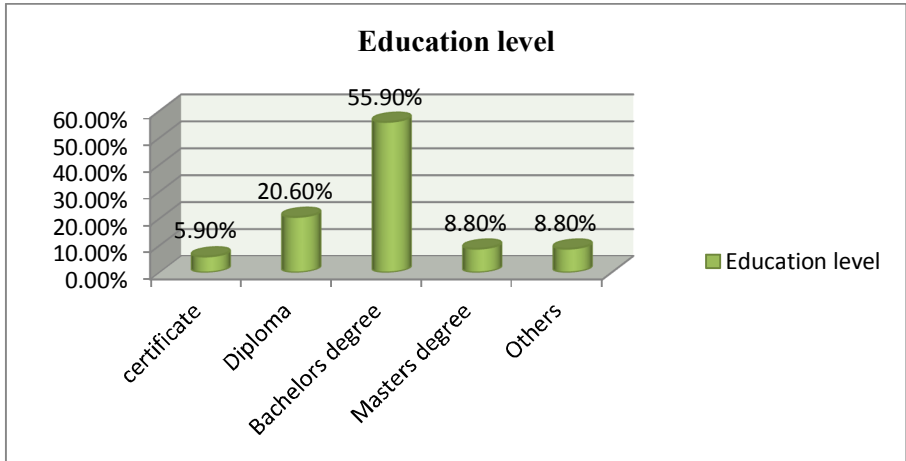


Fig. 4: Education level of respondents

It was revealed that most of the respondents had education of up to Bachelor degree level (55.9%), followed by 20.6% who had ordinary diploma qualifications. The implication of these results was that MoLG has in place well qualified staff, who have the technical knowledge required for their jobs and should therefore be in position to deliver effective results. In addition, with such levels of education, it was an indication that the respondents were in position to understand the questions presented to them and therefore give accurate responses.

4.3.4. Distribution of respondents according to their departments

The researcher solicited information on the distribution of the respondents in respect to their departments, as shown in Figure 5.

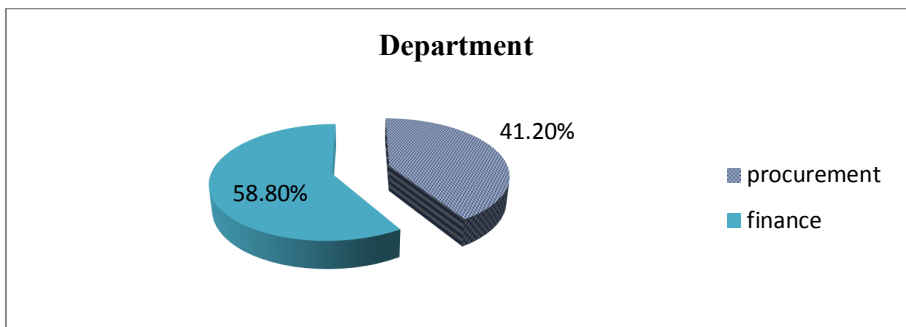


Fig. 5: Respondents' departments

The key departments majorly represented through the findings were; procurement and finance departments. This was a reflection of the fact that the two departments directly or indirectly engage in procurement related activities and were therefore more knowledgeable on matters of procurement. This helped to ensure that the results were valid and representative of the actual situation in the ministry. Finance indicated a bigger percentage (58.8%), owing to the fact that in reality, it had more staff than those in the procurement department.

4.3.5. Duration of work with the ministry

This section solicited responses about the period over which the respondents had worked with the ministry. The period spent in the ministry was a reflection of the level of experience attained and level of awareness about the procurement reforms. This is illustrated in Table 4

Table 4: Duration of work within the ministry

Duration of work with ministry		
	Frequency (n)	Percent (%)
2-5 years	3	8.8
≥5-10 years	18	52.9
≥10-30 years	13	38.2
Total	34	100.0

Source: Field data

Majority (52.9%) of the respondents had worked for the ministry for between 5 and 10 years; 38.2% had worked there for between 10 to 30 years; while 8.8% had worked with the same ministry for between 2-5 years. This trend indicated a relatively stable workforce and besides,

they were likely to give more accurate and reliable results since they most likely had knowledge of the procurement reforms that had been carried out.

4.4. Empirical results

In this section, empirical results comprising of descriptive and inferential statistics are presented, objective by objective. For ease of presentation and analysis, the categories of ‘agree’ and ‘strongly agree’ were merged into one- ‘agree’, while ‘strongly disagree’ and ‘disagree’ were also merged ad one category – ‘disagree’.

4.4. 1. Legal regulatory reforms and service delivery in MoLG

In this subsection, results on legal regulatory reforms and service delivery are presented, starting with the descriptive statistics and then followed by the inferential statistics.

Table 5: Descriptive statistics on legal regulatory reforms

SN	<i>Items on legal regulatory reforms</i>	<i>Responses (N=34)</i>		
		<i>A (%)</i>	<i>N (%)</i>	<i>D (%)</i>
1	The procurement laws are coherent enough to help deter, prevent and limit corruption practices in the public procurement process of MoLG.	91.2	0	8.8
2	Suppliers, contractors and consultants are knowledgeable and informed about the existing legal-regulations governing public sector procurement.	76.4	8.8	14.7
3	The legal-regulatory frameworks ensure at all times better spending of public funds to reduce on procedural litigations.	50	35.3	14.7
4	The procurement laws promote accountability and transparency at all times in the procurement process of MoLG districts.	79.4	5.9	14.7
5	Procurement laws promote value for money and fair treatment of all parties in the procurement process of MoLG.	85.3	0	14.7
6	The procurement laws provides for faster and quick settlement of commercial disputes (Administrative review).	50	26.5	23.5
7	Procurement laws are detailed enough to cover the disposal of government assets at local government levels.	85.3	0	14.7
8	Procurement laws elaborately and explicitly covers issues of green procurement and environmental sustainability.	67.6	8.8	5.9
9	The legal-regulatory frameworks ensure effective procurement planning and disposal of government assets at the same time market	47.1	20.6	32.4

	value for the disposal of capital assets.			
10	The procurement laws explicitly prohibit discrimination of providers on the basis of race, gender, tribe and others in the procurement process of local governments.	67.7	32.4	0
11	The procurement laws provide for substantial basis for the punishment of procurement perpetrators.	76.5	17.6	5.9
12	The procurement laws provides for the basis of undertaking procurement and disposal research.	73.5	26.5	0

Source: Field data

Descriptive statistics results on the legal regulatory framework showed that the regulations in place were coherent enough to deter corruption practices, as was evidenced through 91% of the respondents who affirmed the statement. In addition, it was also noted by 85% of the respondents that corruption laws promote value for money and are detailed enough to cover the disposal of government assets at all levels. In addition, most respondents (79%) held the view that procurement laws promote transparency and accountability at all times, while 76.5% held the view that procurement laws provide substantial basis for the punishment of procurement perpetrators. However, the 47% respondents who agreed that procurement legal regulatory framework ensures effective procurement planning, could be an indication of weaknesses inherent in the procurement regulatory framework, which does not effectively facilitate effective planning, thereby affecting service delivery.

The results therefore showed that while procurement regulatory framework reforms had a contribution to better service delivery, there were still a number of weaknesses therein, which could hinder the realization of effective service delivery. Notably, the results showed that while procurement regulatory framework was effective in many areas, it did not seem to strongly ensure effective planning, a matter that could compromise service delivery.

Correlations for legal regulatory reforms and service delivery

In order to establish whether there was a relationship between the procurement legal – regulatory reforms and service delivery, the researcher computed the Pearson correlation of the two variables, as shown in table 6.

Table 6: Correlation results for legal regulatory reforms and service delivery

		Service delivery
Legal regulatory reforms	Pearson Correlation	.403*
	Sig. (2-tailed)	.018
	N	34
*. Correlation is significant at the 0.05 level (2-tailed).		

Correlation implies a relationship while Pearson Correlation value, r stands for the value (size) of correlation. N is the number of respondents and Sig. is the significance or probability p .

Findings from table 7 above show that there is a positive relationship between legal regulatory reforms and service delivery $r = 0.403^*$. In addition, the relationship was also noted to be statistically significant $P=0.018 > 0.05$ at 95% confidence interval. This means that legal regulatory reforms significantly influence service delivery in the Ministry of Local Governance. This therefore means that any efforts to strengthen the legal regulatory reforms, would lead to a significant improvement in service delivery in the Ministry, and the reverse is also true. By implication, the result means that legal regulatory reforms can result into a significant improvement in service delivery in the Ministry of Local Governance.

4.4. 2. Structural – institutional reforms and service delivery

This subsection presents results on descriptive statistics and subsequently, the correlations between structural – institutional reforms and service delivery in MoLG.

Descriptive statistics for structural - institutional reforms and service delivery

Table 7: Descriptive statistics structural - institutional reforms

SN	Items on structural - institutional reforms	Responses (N=34)		
		A (%)	N (%)	D (%)
1	The PDE's are fully constituted to undertake procurement decisions for MoLG.	76.4	0	23.5
2	MoLG is fully constituted with actors to undertake procurement decisions	55.9	8.8	35.3
3	Stakeholders' consent is sought in procurement planning for the PDE's.	73.5	0	26.4
4	There is adequate budget allocation for procurement activities of PDE	47.1	11.8	41.1
5	The types of goods and services procured by the PDE's affect service delivery at local governments.	58.9	8.8	32.4
6	The PDE's have the capacity to undertake the procurement of the different products and services.	73.6	17.6	8.8
7	Roles and responsibilities of the different stakeholders in MoLG procurement are clearly defined.	100	0	0
8	Procurement of goods and services for the PDE's are undertaken in accordance to the established procurement work plans.	82.4	8.8	8.8
9	Procurement authorization and approval levels are simple and flexible to allow relinquishing of procurement decisions.	58.9	17.6	14.7
10	Local officials do not experience difficulties in using the standard bid documents (SBD's) and interpreting TOR/SOW/specs.	67.6	0	32.4
11	User departments do not have challenges in developing specifications, TOR, RFP's for the various goods, services and works	47.1	8.8	35.3
12	Local governments do not have challenges in attracting competent providers in their procurement process	47.1	26.4	26.5
13	There is adequate communication exchange between the different actors of the procurement.	55.9	17.6	26.5

Source: Field data

Emerging results showed that 82.4% of the respondents agreed that Procurement of goods and services for the PDE's are undertaken in accordance to the established procurement work plans. Still, 76% indicated that PDEs are fully constituted. However, 47% of the respondents indicated that user departments have challenges in attracting competent providers in their departments, while a similar percentage held the view that user departments have challenges in developing specifications for the various goods and services; this points at capacity gaps in the user departments, which if not addressed, could invariably affect the quality of services delivered in the ministry.

As to whether there is adequate budgeting for the procurement activities in the departments, only 47% agreed, while the rest were not sure or disagreed. It should be noted that without proper and adequate budgeting, there is likely to be a situation where some services may be missed out and therefore not implemented, consequently affecting service delivery in terms of quality and quantity. Similarly, inadequate budgeting may sometimes lead to flouting of the procurement regulations, further contributing to ineffective service delivery in the Ministry. It was further noted that there is a challenge of attracting competent service providers in the local governments, owing to the fact that only 47% seemed to indicate that there is no such challenge. These views were an indication of shortcomings in the structural-institutional reforms, which could consequently impact negatively on service delivery in the Ministry.

Correlations for structural - institutional reforms and service delivery in MoLG

In order to establish whether there was a relationship between the structural -institutional reforms and service delivery in MoLG, the researcher computed the Pearson correlation results, as shown in table 8.

Table 8: Correlation statistics for structural - institutional reforms

Correlations		
		Service delivery
Organisational Structure reforms	Pearson Correlation	.544**
	Sig. (2-tailed)	.001
	N	34
**. Correlation is significant at the 0.01 level (2-tailed).		

Source: Field data

Pearson Correlation results in table 8 revealed that the relationship between organisational

structure reforms and service delivery is positive and significant. Thus Pearson Correlation value r , is positive .544** and the significance value is 0.001 at the level of 0.01. This means that the relationship between organisational structure reforms and service delivery in Ministry of Local Governance is positive, implying that when organisational structure reforms are enhanced, there is likely to be a corresponding effect in service delivery and the reverse is also true. The value of r is moderate, given that $r = 0.544$. This implies a moderate and statistically significant relationship between organisational structure reforms and service delivery, meaning that if the Ministry of Local Governments is to realise effective service delivery, there is need to strengthen the organisational structure reforms.

4.4. 3. Professionalisation of PDU and service delivery

In this subsection, results on professionalisation of PDU and service delivery are presented.

The presentation gives the descriptive statistics, followed by the inferential statistics.

Table 9: Descriptive statistics on professionalisation of PDU

SN	Items on professionalization of PDU	Responses (N=34)		
		SA %)	N %)	D %)
1	The procurement practitioners usually apply technical procurement knowledge to the highest standards in acquisition of goods and services	67.7	8.8	23.5
2	The quality of procurement workforce has influence on the efficiency of the procurement process and the degree of compliance to procurement laws.	76.4	17.6	5.9
3	The procurement practitioners typically understand the business and government machineries	70.6	22.5	5.9
4	Procurement practitioners involved in the management of PDE behave and articulate procurement outcomes	85.3	5.9	8.8
5	The procurement practitioners have the necessary skills	73.6	20.6	5.9
6	The procurement practitioners have the basic understanding of the globally recognized public procurement principles	76.5	17.6	5.9
7	Local government PDEs usually ensure that the procurement practitioners regularly undertakes capacity training programs	82.3	0	17.6
8	Procurement practitioners usually ensure that they do not exercise conflict of interest in the procurement activities of the PDE.	58.9	8.8	32.3

9	Management of the PDEs usually works towards ensuring that PDU function is constituted of persons with high integrity and ethical conduct.	64.7	17.6	17.6
10	The procurement practitioners subscribe and are a member of a professional body IPPU or CIP's.	76.5	17.6	5.9
11	The PDE's usually ensure that the recruited procurement practitioners have the necessary qualifications	82.4	8.8	8.8
12	Procurement practitioners usually insist on value for money in procurement and disposal of assets.	58.9	8.8	32.4
13	Procurement practitioners maintain highest levels and quality of customer management.	58.8	26.5	14.7
14	They usually ensure that user departments are engaged in the procurement decision making through planning.	76.5	8.8	14.7
15	They work towards making customers happy and satisfied.	67.6	17.6	14.7
16	Ensure compliance with procurement laws and internal standards at all times.	76.5	8.8	14.7

Source: Field data

Overall, most of the responses showed that majority of respondents were in agreement with the views presented to them in respect to professionalisation of PDU; 85% indicated that the procurement staff behaved professionally and proactively. In addition, it was revealed through 82% of the respondents that procurement professionals took part in capacity training programmes in order to sharpen their skills and competencies. The trend of responses indicated that the procurement reforms had paid more attention to professionalisation of PDU, as a way of ensuring improved procurement services. Indeed, results indicated that the procurement practitioners in MoLG had the necessary skills and competences to effectively carry out procurement related activities.

In order to establish whether there was a relationship between professionalisation of PDU and service delivery in MoLG, the researcher computed person correlation results, as presented in table 10.

Table 10: Correlation between professionalisation of PDU and service delivery

Correlations		
		Service delivery
Professionalisation of PDU	Pearson Correlation	.506**
	Sig. (2-tailed)	.002
	N	34
** . Correlation is significant at the 0.01 level (2-tailed).		

Source: Field data

Correlation implies a relationship while Pearson Correlation value, r stands for the value (size) of correlation. N is the number of respondents and Sig. is the significance or probability p .

Correlation results for professionalisation of PDU showed that correlation between professionalisation of PDU and service delivery in MoLG is .506**, meaning there is a positive correlation between the two variables. The P-value corresponding to the correlation is .002; since it is less than 0.01, the level at which the relationship was tested, the correlation between the two variables is considered to be statistically significant. This practically means that professionalisation of PDU has a moderate but highly statistically significant positive relationship with service delivery. In effect, this implies that with any alteration in professionalisation of PDU, there is likely to be a corresponding effect in service delivery in MoLG. Therefore in view of the correlation finding, the earlier set hypothesis that “There is a positive relationship between professionalization of the PDU and service delivery in Ministry of Local government of Uganda” has been confirmed and substantiated.

CHAPTER FIVE

SUMMARY, DISCUSSION, CONCLUSIONS AND RECOMMENDATIONS

5.1. Introduction

The study investigated the relationship between procurement reforms and service delivery in Uganda taking a case of the Ministry of Local government. This chapter presents a summary and discussion of the results, draws conclusions and recommendations of the study.

5.2. Summary of findings

The following sub section presents a summary of the findings made in the study.

5.2.1. Public procurement regulatory reforms and service delivery

The study found that there was a positive relationship between legal regulatory reforms and service delivery in government departments. The relationship was also found to be statistically significant, implying that the legal-regulatory reforms significantly affected service delivery. Results of the hypothesis test confirmed the hypothesis that ‘There is a positive relationship between public procurement legal-regulatory reforms and service delivery’.

5.2.1. Structural - institutional reforms and service delivery

The study found that there was a positive and statistically significant relationship between organisational-structure reforms and service delivery in government departments. From the descriptive statistics results, it emerged that there were existing gaps in terms of staff capacity and in some cases staff faced a number of challenges in the execution of their work. The findings confirmed the study hypothesis that; ‘there is a positive relationship between public procurement organization-structure reforms and service delivery’.

5.2.3. Professionalisation of PDU and service delivery

Results revealed that professionalisation of PDU had a positive and highly statistically significant positive relationship with service delivery in government departments. On testing the hypothesis, the alternate hypothesis; “There is a positive relationship between professionalization of the PDU and service delivery” was adopted while the null hypothesis was rejected.

5.3. Discussion of study results

In this section, the study results were discussed and cross-referenced with those of other scholars on the same subject. The discussion is presented in line with the specific objectives of the study.

5.3.1. Public procurement legal-regulatory reforms and service delivery

Study results showed that there is a positive and significant relationship between procurement regulatory reforms and service delivery in Government departments of Uganda. The findings were in agreement with the views of Anvuur and Kumaraswamy, (2006), who observed that in practice and theory, public procurement laws and regulations have been considered as one of the most important pillars of a sound procurement system, as evidenced in many developed countries. They add that procurement laws and regulations can lead to procurement efficiency or inefficiency.

The findings on regulatory reforms further concur with those of Hunja (2003), who found out that in developing countries, the abuse of procurement systems arises largely due to weak or inconsistent enforcement of the prevailing legal-regulatory frameworks. In the same breath,

Cibinic and Nash, (1995) observe that world over contract management involves relationships management between the government and the contractors, therefore, the legal rights and duties of the parties to the agreement determines the proper course of action, without which, service delivery can be greatly compromised. This further asserts the central role of the procurement legislation regulatory reforms and their effect on service delivery.

In the same breath, the PPDA Act (2003) emphasizes that the legal-regulatory frameworks governing public procurement management need to be, clear, comprehensive, consistent and flexible in the sense that the primary sources are carefully drafted to ensure that basic principles are adhered to and do not inhibit the use of more efficient procedures such as intermediate technologies. In addition, the roles and responsibilities of the different stakeholders such as the Accounting officer(AO),Contracts committee(CC),Evaluation committee(EC),User departments, Negotiations committee(NC) need to be adequately defined to prevent conflict of interest arising in the procurement process. This further underscores the key role of procurement legal –regulatory reforms in effecting service delivery.

5.3.2. Public procurement structural - institutional reforms and service delivery.

Study findings indicated a positive statistically significant relationship between structural - institutional reforms and service delivery. The study findings were in line with literature which showed that while internal controls exist, audit reports show that they are widely violated or ignored. Systemic controls in the IFMS prevent any commitment that would take cumulative expenditure above the cumulative quarterly limits, but the IFMS is sometimes bypassed (i.e., commitments are made outside the IFMS). There is little visible enforcement of regulations, especially at higher levels, which builds a culture of disrespect for the law and

personal immunity. Internal audit is the first line of defense and is being decentralized and strengthened under guidance from the center, but its effectiveness ultimately depends on the Accounting Officer of each PDU taking action on reports. Basheka, (2006) also observes that corruption by Contracts Committees mainly occurs through solicitation of bribe from the winning bidder as a condition for contract signing through the creation of unnecessarily long time between contract award decision and signing. Within this timeframe, a successful bidder would have invested time and money in procurement process and will be ready to a pay off any bribe to remove any impediments that may jeopardize contract signing.

5.3.3. Professionalization of the PDU and service delivery

Findings showed a positive and significant relationship between professionalisation of the PDU and service delivery. The findings thus agreed with those of PPA (2011) who indicated that no matter how robust the law on procurement is framed, its effective implementation lies on skilled professionals who are trained to apply the law with a great sense of transparency, fairness, accountability and best practice. This shows the crucial contribution of professionalism in order to realise the fruits of the reforms in regard to effective service delivery.

In addition, the findings also support the observation of Guinipero & Eltantawy, (2006); that globalization has been associated with a revolution in information and communication technology where there is need for greater reliance on the use of information and web based information technology to support public procurement decision making. This can be best realised with professionalism, in order to keep abreast with the ever changing dynamics of development.

Further, according to Guinpero, Handfield and Eltantawy, (2006) professionals need transactional and strategic skills. Transactional skills are required to manage transactional activities like executing transactions with the suppliers, using e-procurement systems to obtain standard or indirect items through catalogues, generating and forwarding materials releases and managing accounts payable, while strategic skills are required to manage activities like strategic relationships, developing companywide electronic systems, developing and managing alliances and partnerships as well as managing critical commodities.

In tandem with the study findings, Basheka (2013) suggests that it is paramount to have all PDU's of government institutions at both central and local government level constituted with appropriate number of employees of different professional backgrounds such as; engineering, law, accountants, medicine to mention a few,(New vision,2013).These persons will help deliberate on their respective professional activities and also provide professional guidance on the management of any procurement activity that may fall within their professional jurisdictions.

5.4. Conclusions

In the following section, conclusions drawn from the study results and discussion are presented.

5.4.1. Legal - regulatory reforms and service delivery

Procurement legal regulatory reforms significantly affect service delivery in government departments in Uganda. Procurement laws are a critical component in all procurement practice and can affect efficiency and effectiveness in service delivery. However, it can be noted that for the regulatory framework to be effective, it needs to be strong and consistent in

approach, short of which may not lead to a significant impact on service delivery. This conclusion has the implication that realization of effective service delivery in government departments should be viewed with full knowledge that in the absence of strong and effective legislation, effective service delivery might be a myth.

5.4.2. Structural - institutional reforms and service delivery

Internal weaknesses related to violation of the existing controls can affect service delivery as such give rise to corruption through the contract award process, which may further compromise the integrity of the service provider, further leading to ineffective service delivery. This is even worse if it starts at the higher levels since it builds a culture of disrespect to the existing regulations.

5.4.3. Professionalisation of PDU and service delivery

In the absence of skilled procurement professionals, even with the strongest of legislations, it may not be possible to realise effective service delivery. In addition, while it is necessary to professionalise the procurement practice, it is necessary to also have in place professionals in other key areas, such as engineering, law, among others, to give professional guidance in case of any procurement undertaking. By implication, this means that if the practice of procurement is not professionalised, it will remain the way it is characterized, as one that simply causes delays in service delivery, and whose practitioners are only interested in bribes.

5.5. Recommendations

This subsection presents the recommendations of the study, as derived from the preceding discussion and conclusions drawn.

5.5.1. Procurement legal - regulatory reforms and service delivery

Government departments in Uganda needs to have in place strong and consistent procurement regulation, bearing in mind that while consistent and strong laws can lead to efficient and effective service delivery, weak laws can serve to the contrary. There is therefore need to consistently enforce the prevailing legal framework.

5.5.2. Structural - institutional reforms and service delivery

There is great need to lay more emphasis on structural - institutional procurement reforms as this was noted to have the highest correlation with service delivery. It should be noted that when the structure is wrong, all the rest of the reforms may not bear much fruit, since they cannot be implemented in isolation of the institutional structure reforms. Therefore, MoLG should consider ushering in new approaches of procurement management, such as performance measurement management, decentralization, outsourcing and Public Private Partnerships (PPPs), among others.

5.5.3. Professionalisation of PDU and service delivery

In order to clearly yield results in as far as professionalism is concerned, it is necessary to set clear parameters for the practice of procurement and have it recognised like any of the traditional professions. This should be backed by having clear ethical guidelines for the practice, in order to deter negative practices that may consequently affect service delivery. In addition, public procurement reforms need to be integrated well with public financial reforms and the broader public service reforms.

5.6. Limitations

- The first limitation was in line with getting respondents to fill the questionnaires. Procurement and Finance being rather busy departments, it was rather challenging

to get people to fill the questionnaires. As a result, the researcher took longer in the field than had been anticipated, until a reasonable number of respondents was attained.

- Another limitation is that the researcher failed to get respondents to the interviews since for the entire data collection period, the respondents who had been identified for interviews were either in meetings or out of the country. The researcher instead resorted to giving all respondents questionnaires and relied on documentary review for the qualitative data.

5.7. Areas for further research

Other researchers could consider examining the effect of the procurement reforms on the performance of local governments, since this study was only limited to the Ministry of Local Government.

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APPENDICES

Appendix I: Research Questionnaire

Dear Respondents,

My name is Godwin Guloba, a student of Masters in Public Procurement Management (MPP) of Uganda Management Institute (UMI). As part of requirement for the attainment of my Master degree, I am conducting this survey for my Master's thesis on Public Procurement Reforms in Ministry of Local Government of Uganda and your response is very much important. It will take a few minutes to complete the questionnaires by ticking the appropriate response that best describes your views and be assured that this survey will not be used for any other purpose than what it is intended-Master's thesis research. Therefore, information provided will be very confidential and no individual respondent will be identified. Answers to the questionnaires will be combined with others and used for statistical analysis and discussion within the Master thesis research work. I will appreciate your timely response to the questionnaire survey as they are very important to this research project.

Thank you very much once more

Where alternatives are provided, tick the appropriate box.

SECTION A: BACKGROUND INFORMATION

1. Kindly indicate your gender a) Male b) Female
2. Please, Kindly indicate your age group
 - a) 18-29 years
 - b) 30-39 years
 - c) 40-49years
 - d) 50-60 years
3. Please kindly, indicate your level of Education

- a) Secondary b) Certificate c) Diploma
d) Bachelor's Degree e) Master's Degree f) others (Specify).....

4. Please, kindly indicate the functional unit or the department of the organization in which you work.

- a) Procurement b) Finance & Administration c) Technical Dep't
d) Engineering e) Legal Department of Human urce

5. For how long have you worked with Ministry of Local Government?

- a) Less than 1 year b) 2-5 years c) ≥ 5-10 years d) ≥10-30years

6. Do you very well understand the concept of public sector procurement reforms?

- a) Yes b) No c) Not sure d) No Idea

SECTION B: ACCOUNTABILITY, TRANSPARENCY AND STAKEHOLDER

PARTICIPATION.

Please, select what extent you agree or disagree with the statement below based on the rankings;

Strongly agree(SA)	Agree(A)	Neutral(N)	Disagree(DA)	Strongly Disagree(SD)
1	2	3	4	5

	MEASURES OF VARIABLE	1	2	3	4	5
A	LEGAL-REGULATORY REFORMS					
(i)	The procurement laws are coherent enough to help deter, prevent and limit corruption practices in the public procurement process of MoLG.					
(ii)	Suppliers, contractors and consultants are knowledgeable and informed about the existing legal-regulations governing public sector procurement.					

(iii)	The legal-regulatory frameworks ensure at all times better spending of public funds to reduce on procedural litigations.					
(iv)	The procurement laws promote accountability and transparency at all times in the procurement process of MoLG districts.					
(v)	Procurement laws promote value for money and fair treatment of all parties in the procurement process of MoLG.					
(vi)	The procurement laws provides for faster and quick settlement of commercial disputes (Administrative review).					
(vii)	Procurement laws are detailed enough to cover the disposal of government assets at local government levels.					
(viii)	Procurement laws elaborately and explicitly covers issues of green procurement and environmental sustainability.					
(ix)	The legal-regulatory frameworks ensure effective procurement planning and disposal of government assets at the same time market value for the disposal of capital assets.					
(x)	The procurement laws explicitly prohibit discrimination of providers on the basis of race, gender, tribe and others in the procurement process of local governments.					
(xi)	The procurement laws provide for substantial basis for the punishment of procurement perpetrators.					
(xii)	The procurement laws provides for the basis of undertaking procurement and disposal research.					
B	ORGANISATION STRUCTURE REFORMS					
(i)	The PDE's are fully constituted with actors such as Accounting officer (AO), Contracts committee (CC), Evaluation committee (EC), User department and the PDU to undertake procurement decisions for MoLG.					
(ii)	Consent of the different stakeholders is being sought in procurement planning for the PDE's.					

(iii)	There is adequate budget allocation for the procurement activities of the PDE					
(iv)	The types of goods and services procured by the PDE's affect service delivery at local governments.					
(v)	The PDE's have the capacity to undertake the procurement of the different products and services.					
(vi)	Roles and responsibilities of the different stakeholders in MoLG procurement are clearly defined.					
(vii)	Procurement of goods and services for the PDE's are undertaken in accordance to the established procurement work plans.					
(viii)	Procurement authorization and approval levels are simple and flexible to allow relinquishing of procurement decisions.					
(ix)	Local officials do not experience difficulties in using the standard bid documents (SBD's) and interpreting TOR/SOW/specs.					
(x)	User departments do not have challenges in developing specifications, TOR, RFP's for the various goods, services and works required by the PDE's.					
(xi)	Local governments do not have challenges in attracting competent providers in their procurement process and competition during tendering process is high.					
(xiii)	There is adequate communication exchange between the different actors of the procurement.					
C	PROFESSIONALIZATION OF PDU					
(i)	The procurement practitioners usually apply technical procurement knowledge to the highest standards in acquisition of goods and services for the PDE's.					
	The quality of procurement workforce has influence on the					

	efficiency of the procurement process and the degree of compliance to procurement laws.					
(ii)	The procurement practitioners typically understand the business and government machineries such as the legal-regulatory frameworks for public procurement management.					
(iii)	Procurement practitioners involved in the management of PDE behaves and articulates procurement outcomes and are proactively engaged in the management of the PDU function of local governments.					
(vi)	The procurement practitioners have the necessary skills such as supplier relationship management, risk management and effective contract management					
(v)	The procurement practitioners have the basic understanding of the globally recognized public procurement principles of Accountability, transparency, Value for money and Objectivity.					
(vi)	Local government PDE's usually ensures that the procurement practitioners regularly undertakes capacity training programs to further enhance their knowledge in the field of public procurement management.					
(vii)	Procurement practitioners usually ensure that they do not exercise conflict of interest in the procurement activities of the PDE.					
(viii)	Management of the PDE's usually work towards ensuring that PDU function is constituted of persons with high integrity and ethical conduct.					
(x)	The procurement practitioners subscribe and are a member of a professional body IPPU or CIP's.					
(xi)	The PDE's usually ensure that the recruited procurement practitioners have the necessary qualifications such as Masters for SPO's; Bachelor's Degree in procurement for PO's accompanied with professional qualifications such as CIPS,					

	NEVI etc..					
(xii)	Procurement practitioners usually insist on value for money in procurement and disposal of assets.					
(xiii)	Procurement practitioners maintain highest levels and quality of customer management.					
(xiv)	They usually ensure that user departments are engaged in the procurement decision making through planning.					
(xv)	They work towards making customers happy and satisfied.					
(xvi)	Ensure compliance with procurement laws and internal standards at all times.					

Appendix II: Interview Guide

INTERVIEW QUESTIONS FOR THE EXECUTIVE MANAGEMENT OF MoLG

1. What is your opinion about public sector performance in Uganda?
2. Do you think public sector procurement in Uganda deserves to be transformed further? If yes, suggest the reasons.
3. What do you would you recommend as priority areas for public sector procurement reform in MoLG?
4. Briefly explain how procurement functions were being conducted prior to the coming into force of the PPDA Act, 2003 and other applicable legal-regulatory frameworks governing Local government procurement?
5. In your opinion what do you think are some of the reasons for the low compliance rate with the legal-regulatory frameworks by PDE's and other stakeholders?
6. What would you say in your opinion can be done to improve compliance with the various procurement laws by the PDE's?
7. How would you rank the enforcement of public procurement laws and regulations of by PPDA?
8. Do you think local governments have sufficient resources to implement public procurement reform programs in Uganda? If No, please explain why.
9. From a managerial point of view, how do you think the public procurement reform programs in MoLG will benefit the government in general? Please motivate your answer.
10. What do you think are the major constraints that public procurement reform in MoLG of Uganda is likely to encounter?

11. What mitigation measures do suggest the Ministry can adopt to address such challenges? If yes, what are these measures?

Appendix 111: Documentary Review Checklist

This will include documents from and such as:

- (i) MoLG website,
- (ii) Local Government-Annual Reports
- (iii) Local Government-District procurement reports
- (iv) Multi annual procurement work plans
- (v) MoLG budget plans
- (vi) MoLG legal-regulatory frameworks
- (vii) MoLG procurement Department Documents.
- (viii) Human resource manual (policy of MoLG).

Documents will be reviewed to establish the following;

- 1) Comprehensiveness, clarity and flexibility of the legal-regulatory frameworks supporting MoLG procurements.
- 2) Compliance with the work plans and budgets.
- 3) Levels of procurement authorization and approvals at MoLG
- 4) Budget adequacy to the Ministry of local government and its Units
- 5) Constitution and qualification level of procurement personnel's e.g. SPO's and PO's
- 6) Staff adequacy in relation to PDU tasks at MoLG districts procurement Units

Appendix IV: Table for Determining Sample Size from a given Population

Note: “N” is population size

“S” is sample size

N	S	N	S	N	S	N	S	N	S
10	10	100	80	280	162	800	260	2800	338
15	14	110	86	290	165	850	265	3000	341
20	19	120	92	300	169	900	269	3500	246
25	24	130	97	320	175	950	274	4000	351
30	28	140	103	340	181	1000	278	4500	354
35	32	150	108	360	186	1100	285	5000	357
40	36	160	113	380	181	1200	291	6000	361
45	40	180	118	400	196	1300	297	7000	364
50	44	190	123	420	201	1400	302	8000	367
55	48	200	127	440	205	1500	306	9000	368
60	52	210	132	460	210	1600	310	10000	373
65	56	220	136	480	214	1700	313	15000	375
70	59	230	140	500	217	1800	317	20000	377
75	63	240	144	550	225	1900	320	30000	379
80	66	250	148	600	234	2000	322	40000	380
85	70	260	152	650	242	2200	327	50000	381
90	73	270	155	700	248	2400	331	75000	382
95	76	270	159	750	256	2600	335	100000	384