
By

VICTOR NDLOVU
Registration Number: B1850641

A dissertation submitted to Bindura University of Science Education in partial fulfillment of the requirements for a Master of Science Degree in Purchasing and Supply Chain Management.

May 2019

P. BAG 2010
BINDURA
ZIMBABWE

SUPERVISOR: DR B.E. MUSHANYURI
1 RELEASE FORM

<table>
<thead>
<tr>
<th>Name of Author</th>
<th>Ndlovu Victor</th>
</tr>
</thead>
<tbody>
<tr>
<td>Student Number</td>
<td>B1850641</td>
</tr>
<tr>
<td>Degree Programme</td>
<td>Master of Science in Degree in Purchasing and Supply Chain Management.</td>
</tr>
</tbody>
</table>

Permission is hereby granted to the Bindura University of Science Education to produce single copies of the dissertation and lend or sell such copies for private, scholarly or scientific research purposes only. The author reserves other publication rights on the dissertation and neither nor may extensive extracts from it be otherwise reproduced without the author’s written permission.

Date……………………………………………………………….

Signature……………………………………………………………

Address:............................................................................................................
..........................................................................................................................
2 DECLARATION

I, Ndlovu Victor (R12607F) hereby declare that this dissertation is my original work that has not been previously submitted to any other University (within my knowledge). Furthermore proper citations and acknowledgements in line with copyright law and ethical requirements have been strictly adhered to in writing this dissertation.

Signature……………………………    Date………………………..
3 APPROVAL FORM

The undersigned do hereby certify that they recommended the researcher, Ndlovu Victor (B1850604) dissertation entitled “An Exploration of Accountability in the Public Sector Procurement in Zimbabwe: A Case of Ministry of Transport and Infrastructural Development (2013-2018)” submitted in partial fulfilment of the Master of Science in Procurement and Supply Chain Management Degree at Bindura University of Science Education at Bindura in Zimbabwe.

Student’s Signature Date

Name of Supervisor: DR. B.E. Mushanyuri

Signature……………………………………………………

Name of Chairperson: Mr L. Muchabaiwa

Signature…………………………………………………… Date………………………………
4 DEDICATIONS

This research is dedicated to my daughter Michelle and two sons, Bradley and Christle.
5 ACKNOWLEDGEMENTS

I would like to acknowledge the commitment, patience and enthusiasm of my academic supervisor Dr. B. Mushanyuri, a lecturer at Bindura University of Science Education. His guidance and support throughout the course of the research study is greatly valued. ‘Sir, you are my great source of inspiration. This research was not going to be a reality without the support of the Bindura University of Science Education Library Staff, I really appreciate your service.

I also wish to thank the respondents for their expedient responses even at short notice and for providing meaningful contribution to the study. Thank you for your valuable contribution, time and effort to ensure that this research became a reality.

Furthermore, I am thankful to my work colleagues, special mention to Mr Karemba, Mr Makondo ‘Sekuru’ Abisher and Mrs Berejena for affording me time off to undertake this study as well as giving me moral support. I am really humbled by their support and encouragement throughout the study.

May Our Good Lord Bless you abundantly.
ABSTRACT

The researcher sought to explore accountability in the public sector procurement in Zimbabwe a case of the Ministry of Transport and Infrastructural Development between the year 2013 and 2018. This five year period was chosen because it fell within the transitional period where there was public procurement policy reforms. The literature related to the study was reviewed. Questionnaires and face to face interviews were used as the instruments for collecting primary data. The target population was 200 public sector procurement practitioners from Ministry of Transport and Infrastructural Development. A sample of 135 procurement practitioners drawn using a purposive sampling technique was used. The data was collected, analysed and presented using mainly tables. The research findings were used for making conclusions and recommendations. The main recommendation was for the public sector procurement function to be manned by adequately trained and skilled officers who are registered with professional procurement boards like CIPS so as to enhance accountability in public procurement. It was also recommended that public procurement officers should be encouraged to acquaint themselves with procurement legal framework so as to avoid haphazard procurement decisions. In wrapping up the study the researcher suggested areas for further studies.
6 DEFINITION OF KEY TERMS AND ACRONYMS

CIPS: Chartered Institute of Purchasing Supply. An internationally recognise purchasing and supply examining board.

Bid – refers to an offer in response to an invitation by a company or an organisation expressing willingness to undertake a specific task at a price.

Collusion - this refers to a situation where both the buyer and the supplier agree to perform a fraudulent act.

Corruption – refers to an act of receiving, offering, or soliciting anything of value in order to influence the action of a public official in the procurement process.

E-Procurement – refers to the business to government exchange of goods and services through the Internet or electronic data Interchange.

OECD: Organization for Economic Co-operation and Development.

Value for money- it refers to the value for a dollar return on a dollar a dollar spent in terms of quality, timeliness, reliability as well as price to the tax payers.
Table of Contents

1  RELEASE FORM ............................................................................................................. ii

2  DECLARATION ............................................................................................................. iii

3  APPROVAL FORM ....................................................................................................... iv

4  DEDICATIONS .............................................................................................................. v

5  ACKNOWLEDGEMENTS ............................................................................................ vi

ABSTRACT .......................................................................................................................... vii

6  DEFINITION OF KEY TERMS AND ACRONYMS .............................................. viii

CHAPTER ONE ....................................................................................................................... 1

1.0  Introduction ............................................................................................................. 1

1.1  Background of the Study ..................................................................................... 1

    1.2.1  Public Procurement Accountability Concerns in Europe ....................... 2

    1.2.1  Public Procurement Accountability Concerns in Africa ....................... 3

    1.2.2  Public Procurement Accountability Concerns in Zimbabwe ................ 3

    1.2.3  Public Procurement Accountability Concerns in the Ministry of Transport and Infrastructure Development .......................................................... 5

1.2  Statement of the Problem ..................................................................................... 7

1.3  Research Objectives ............................................................................................. 7

1.4  Research Questions ............................................................................................... 8

1.5  Research Assumptions ......................................................................................... 8

1.6  Significance of the Study .................................................................................... 8

1.7  Delimitation of the Study .................................................................................... 9
<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.8 Limitations of the Study</td>
<td>9</td>
</tr>
<tr>
<td>1.9 Definition of Key Terms</td>
<td>9</td>
</tr>
<tr>
<td>1.10 Summary of Chapter</td>
<td>10</td>
</tr>
<tr>
<td>LITERATURE REVIEW</td>
<td>11</td>
</tr>
<tr>
<td>2.0 Introduction</td>
<td>11</td>
</tr>
<tr>
<td>2.1 Theoretical Framework</td>
<td>12</td>
</tr>
<tr>
<td>2.2 The Conceptual Framework</td>
<td>13</td>
</tr>
<tr>
<td>2.3 Legal Enforcement and Ethical Issues</td>
<td>14</td>
</tr>
<tr>
<td>2.4 Compliance to Legal Framework</td>
<td>15</td>
</tr>
<tr>
<td>2.5.1 Value for Money in Public Procurement</td>
<td>16</td>
</tr>
<tr>
<td>2.5.2 Efficiency in Public Procurement</td>
<td>17</td>
</tr>
<tr>
<td>2.6 Training and Skills of Public Procurement Practitioners</td>
<td>17</td>
</tr>
<tr>
<td>2.7 Public Procurement Process</td>
<td>19</td>
</tr>
<tr>
<td>2.7.1 Need Recognition</td>
<td>20</td>
</tr>
<tr>
<td>2.7.2 Need Specification</td>
<td>20</td>
</tr>
<tr>
<td>2.7.3 Supplier Selection</td>
<td>21</td>
</tr>
<tr>
<td>2.7.4 Contracting</td>
<td>21</td>
</tr>
<tr>
<td>2.7.5 Expediting</td>
<td>21</td>
</tr>
<tr>
<td>2.7.6 Delivery</td>
<td>22</td>
</tr>
<tr>
<td>2.7.7 Invoice Payment</td>
<td>22</td>
</tr>
<tr>
<td>2.7.8 Record keeping</td>
<td>22</td>
</tr>
</tbody>
</table>
2.8 Public Procurement Performance Incentives ......................................................... 23

2.9 Summary of Chapter ........................................................................................... 23

RESEARCH METHODOLOGY .................................................................................... 24

3.0 Introduction ......................................................................................................... 24

3.1 Research Methodology ....................................................................................... 24

3.2 Research Design ................................................................................................. 24

3.3 Research Paradigm ............................................................................................. 25

3.4 Exploratory Research Design .............................................................................. 25

3.5 A Case Study ...................................................................................................... 26

3.6 Descriptive Research ......................................................................................... 26

3.7 Qualitative Research .......................................................................................... 27

3.8 Quantitative Research ......................................................................................... 27

3.9 Mixed Research Method .................................................................................... 27

3.10 Population ......................................................................................................... 28

3.11 Population Sample ............................................................................................ 28

3.12 Data Collection ................................................................................................ 29

3.13 In Depth Interview ........................................................................................... 29

3.14 Questionnaire ................................................................................................... 30

3.15 Validity and Reliability of Research Instruments .............................................. 31

3.16 Data Presentation Analysis ............................................................................... 31

3.17 Summary of Chapter ....................................................................................... 32
CHAPTER FOUR ................................................................................................................... 33

4.0 Introduction .................................................................................................................. 33

4.1 Research Instruments Response Rate ......................................................................... 33

4.1.1 Questionnaire Response Rate ............................................................................... 33

4.1.2 Interviews Response Rate ..................................................................................... 34

4.2 Respondents Personal Profile ....................................................................................... 35

4.2.1 Respondents’ Gender ............................................................................................ 35

4.2.2 Respondents Length of Service ............................................................................ 36

4.2.3 Qualifications of Respondents .............................................................................. 36

4.2.4 Professional Board Membership ........................................................................... 37

4.3 Legal Enforcements and Ethical Issues .................................................................... 38

4.4 Training and Skills of Public Procurement Practitioners ............................................. 40

4.5 Public Procurement Process ........................................................................................ 41

4.6 Public Procurement Performance Incentives. .............................................................. 45

CHAPTER FIVE ..................................................................................................................... 48

5.0 Introduction ................................................................................................................. 48

5.1 Summary of Findings ................................................................................................... 48

5.1.1 Interview Response Rate ....................................................................................... 49

5.1.2 Respondents’ Gender ............................................................................................ 49

5.1.3 Respondents’ Length of Service ........................................................................... 49

5.1.5 Respondents’ Qualifications ................................................................................. 49
CHAPTER ONE

INTRODUCTION

1.0 Introduction

In this Chapter, the background of the study was looked at, coined the statement of the problem, formulated research objectives and research questions. The significance of the study was spelt out, the limitations and delimitations of the study as well as the assumptions of the study was outlined and finally gave definitions of terms and acronyms as they will be used in the study.

1.1 Background of the Study

During the period under review public sector procurement has attracted public attention so much that hardly a newspaper publication passes without an eye catching article on public procurement. This has resulted in the reformation and restructuring of the public sector procurement function. Public procurement is funded by taxpayers’ money through constitutional levies and taxes that are assembled from individuals and business establishments.

The researcher proposed to explore accountability in the public sector in Zimbabwe. Bolton (2006) corroborated by Thai (2006) posit that in most countries public procurement is used by governments to achieve economic intents such as stimulating economic activity, protecting national industries from foreign competition as well as to improve competitiveness in some quarters. Public procurement has its origin in the fiduciary obligation of government administrations to deliver goods and infrastructure like road networks and harbours as well as services like healthcare and education to its populace or a specific geographical region, city or town. In addition to the above, Uyarra and Flanagan (2009) contends that public procurement does not only focus on the fiduciary responsibility to provide goods and services to the citizens of a particular government administration but also attend to a wide range of activities. Basheka (2008), states that public procurement is aimed at providing quality goods
and services by adopting an open and fair contest in right quantity and quality as specified. To this end it can be noted that public service is the highest spender in different countries. Monetary values in public procurement are high, therefore it becomes immediately imperative that governments ensure that resources are efficiently and transparently utilised.

The motivation for the study came after a realisation that state enterprises and government departments have come under fire for failing to conduct a proper and accountable procurement processes. In the last five years, the public procurement function in Zimbabwe undertook policy and regulatory reforms which came as a culmination of the unstable tension between the public expectations of transparency, fairness, accountability, efficiency and effectiveness in the provision of public service levels. This performance tension, manifests as a result of a complex procurement environment, conflicting stakeholder interests at the political, business, community and at management level.

1.2.1 Public Procurement Accountability Concerns in Europe

The accountability concern in public procurement is not only centred in Zimbabwe but across the African continent if not a worldwide phenomenon. Hazarika and Jena (2017) points out that in India there are several issues in the public procurement activities which stems from uncoordinated procedures and rules, lack of transparency as well as insufficient procurement professionals. Corruption and unfair practice levels are high in India (World Bank, 2016). These public procurement malpractices are apportioned to lack of monitoring procedures. Hazarika and Jena (2017) states that lack of standard procurement procedures, unavailability of professional procurement practitioners as well as lack of an independent redress system affects accountability in public procurement in India.

Sinclair (1995) suggests that in Australia five forms of accountability challenges exists and these are political, public, managerial, professional and personal. It was also found out that in the Nordic countries there are similar accountability challenges (Corte Real, 2008, Salminen and Ikola-Norrbacka, 2010, Pekkarinen et al, 2011). In Finland, good governance principles and unethical challenges were highlighted by Plumptre and Graham (1999) as well as Kalsi et al. (2009). Salminen and Ikola-Norrbacka (2010) corroborated by Joannides (2012) put forward that public service must be neutral and based on trust, instead of the traditional position that civil public servants are loyal to the ministers.
OECD (2009) points out that United States of America spends US$530 billions on public and despite the country’s extensive laws and regulations, the system is not free from accountability challenges. Elgar (2014) cites the Commission of Inquiry on the awarding and management of public contract in the Construction Industry as a major inquiry into corruption in public procurement in France.

1.2.1 Public Procurement Accountability Concerns in Africa

Public procurement right across Africa has attracted a lot of public attention, high value acquisitions reflects the significance of the public procurement (Mahmood, 2010). Kamau (2003) posit that in pursuant of public procurement accountability and transparency agenda, Kenya, Uganda and Tanzania have undertaken initiatives to accountability in line with the international guidelines. Kiawa (2011) states that there has been accountability concerns in public procurement in Kenya despite the existence of such legal instruments as the Public Procurement and Disposal of Regulations, the Public Officer Ethics Act, the Anti-Corruption and Economic Crimes Act just to mention but a few. Akech (2005) suggests that lack of proper accountability amongst the public procurement in Kenya has caused economic loss in public institutions.

Related to the above, Smart Procurement (2011) states that there are predicaments in the South African public procurement practices related to non-compliance with procurement and supply chain management related legislation and policies as well as tender irregularities. Ambe (2016) weighs in to point out that in 1995 South Africa initiated policy reforms in order to promote the principles of accountability and good governance. Madara et al (2009) concludes by pointing out that accountability in public procurement should be seriously considered as public expenditure represents 70% of Gross Domestic Product (GDP).

1.2.2 Public Procurement Accountability Concerns in Zimbabwe

In an endeavour to enhance accountability in the public sector procurement, policy reforms were inevitable in Zimbabwe. The policy reforms resulted in the promulgation of the Public Procurement and Disposal of Public Assets Act (PPDPA) (Chapter 22:23)
which came into law in 2017 (The Government Gazette, 4 August 2017) repealing the Public Procurement Act (Chapter 22:14). Section 14 of the PPDPA articulates the devolution of the public procurement function to the level of the accounting officer as an effort to enhance accountability in public procurement. Chizu (2013), states that standard procedures provide guidelines as to how public procurement decisions are reached. The then State Procurement Act and Regulations in force was not efficient enough as the State Procurement Board doubled as a regulator and a procuring entity as well, thus accountability in public procurement was compromised, hence the need for the policy reforms. Before the policy reform, the State Procurement Board (SPB), was at times fingered out for corruption as exhibited in the cases highlighted below.

On the 30th of July 2013, ‘The News Day’ published a story where the SPB was mentioned in an unpleasant tender scam where a tender for airport cleaning was awarded to a local company registered as Sterile Systems Hygienic. At the preliminary stages the Civil Authority of Zimbabwe (CAZ) had rejected the company’s bid owing to non compliance and for not offering the lowest quote to minimum specifications compared to the cheaper and more experienced Extreme Cleaning Services. This led to investigations where a lot of irregularities were discovered. The matter was resolved by criminal court proceedings.

The findings of the proceedings revealed that CAAZ in its recommendations, pointed out that Extreme Cleaning Services was compliant in all requirements and was also the lowest bidder. However, the SPB allegedly ignored CAAZ’s recommendations and awarded the tender to Sterile Systems Hygienic Services. A further famous case was that of the provision of Airport Security Services to CAAZ (Tender Number CAAZ/DABD/06/2009). The Financial Gazette, 25 June 2010, published a story on the cancellation of a tender advertisement placed on the local newspapers by CAAZ on the 31st of July 2009 for the provision of security services at the country’s airports on July 31, 2009 for the supply of security services at the country’s airports. However, the SPB went on to adjudicate the tender which was then awarded two tenders to Brising Security Company and whilst Trust Me Security was awarded eight tenders.

High ranking officers in public entities engage in corrupt tendencies. For example in 2009, the then Chairperson of Zimbabwe United Passenger Company (ZUPCO) and Vice-Chancellor of Chinhoyi University was convicted and sentenced to a three-year jail term on
corruption charges related to procurement. The State Procurement Act (Chapter: 22.14) was
not tight enough as some public entities could by-pass the board, thus tempering with the
operations of the procurement board. The News Day, 20 July 2013, published a story here the
local telecommunications corporations were crying foul over NetOne’s pronouncement of
awarding a two hundred million (US$200m) equipment upgrading tender to a Chinese firm,
Huawei Technologies without observing tender procedures or approval by the State
Procurement Board. These allegations were neither confirmed nor denied by NetOne.
However, the entity gave a justification that there are no local telecommunications equipment
producers or manufacturer in Zimbabwe.

The Herald, 25 May 2016 carried a story were the minister of energy admitted that a solar
tender valued at $200million was erroneously awarded to Intratek Zimbabwe and the
company was paid $5million in advance without a bank guarantee. This exhibits due diligence
and accountability deficiency in the procurement entity. To this end Hui et al (2011) posit
that public funds have to be handled in a transparent and accountable manner.

1.2.3 Public Procurement Accountability Concerns in the Ministry of Transport and
Infrastructure Development

The selection of the contractor for many government contracts is usually followed by public
outcry, for example in the Ministry of Transport and Infrastructure Development, the
construction of the Airport road in Harare. The 12km project raised eyebrows to stakeholders.
The Standard, 19 May 2013 carried a story that Augur Investments (Pvt) Limited worked on
the 12km project for more than four years, much to the disappointment of Harare populace,
especially following momentous progress on other projects which started later, for example,
the Plumtree-Mutare road.

The award of tender to incompetent bidders has led to road projects either failing to take off
or taking off at a very slow pace. For example, The Zimbabwean Independent, 03 November
2017 revealed that a banned bidder was engaged to carry out the multi-million dollar project.
This is an evidence of lack of due diligence in the tender process. Mthombeni (ZBC, 11 July
2017) attributes non-execution of public projects to lack of accountability and impunity.
Odhiambo and Kamau (2003) states that the quality of goods, services, infrastructures, and
the effectiveness of public services much depend on well-managed public procurement.
Arrowsmith (2010) contends that the concept of public sector procurement refers to procurement planning, contract placement and contract administration by public entities. Therefore, public procurement may be considered to refer to the acquisition of goods and services as well as developmental and construction project to from local and or international markets by the public sector subject to the general principles of accountability, fairness, transparency, equitability and cost effectiveness.

A procurement activity starts with vendor identification and then subsequently followed by a contract (Arrowsmith et al 2000). At all these stages accountability should be given due consideration so as to ensure that the procuring entity discharges its function. Akechi (2005), states that accountability in public sector is affected by unethical conduct among some public officials, impunity as well as lack of specific laws. In view of the above it can be noted that inappropriate accountability within the public sector procurement may cause economic losses due to malpractices in public institutions.

Schooner (2002), states that accountability is not only important in public procurement, but has economic implications. Schooner (2002) further points out that the lack of accountability by public procurement practitioners may lead to additional costs and may cause the suppliers not to value public sector business and hence provide poor quality goods and services. Hunja (2003), highlights that many barriers facing in public procurement are associated with lack of transparency in the procurement process. This manifests itself in the form of hidden tenders and decision-making processes, and is bolstered by corruption tradition. This culture is synonymous with weak accountability mechanisms and lack of scrutiny over allocation of taxpayers’ money.

According to Vellapi (2010), the main aim of public procurement is hinged on enabling public authorities to realise their policies and business objective of delivering better public service to the public or citizens. Barly (1994), The most important objectives of procurement include but not limited to the supply of goods and services, assisting in efficient and ethical acquisition of goods and services obtaining the best value for money, but goes further to include management of supplies, enabling the service provider to offer the best service at a low cost, thus reducing government cost structure.
Procurement reforms were eminent as the State Procurement Board’s function was caught between being a public institution and a business institution in terms of its operations. Arrowsmith et al (2000) states that public entities should aim to secure the best value for money in the way goods and services are obtained so as to ensure that public funds are not wasted. This therefore points out that accountability in public procurement is a critical phenomenon. Arrowsmith (2005) suggests that enhancement of accountability in public procurement involves equal treatment of all economic players were also competition can ensure that government obtain value for money and help to maintain the public integrity in public procurement.

Accountability in public procurement requires the governments to be answerable to the tax payers and to justify the source and utilisation of public resource (Almquist et al. 2013; Jorge de Jesus and Eirado, 2012; Laegreid et al., 2008) as the perception of the private sector is that the public sector is inefficient and as a result poor services are delivered (Barton, 2006; Hui et al., 2011).

1.2 Statement of the Problem

The public road network in Zimbabwe has become a death trap owing to the bad state of the roads. The Ministry of Transport and Infrastructure Development has made efforts to alleviate this challenge, however, the road construction projects have failed to take off or they take off at a low pace. The public procurement system is often accused of lack of accountability as incompetent bidders are awarded the works tenders, a situation according to Brinkerhoff (2004) and corroborated by Mthombeni (2017) caused by lack of accountability and impunity.

1.3 Research Objectives

The main objective of the research is to explore public procurement accountability in Zimbabwe specifically looking at the Ministry of Transport and Infrastructure Development, identifying gaps and subsequently making conclusion and recommendations from the findings. The specific objectives are:

- To explore how training affect accountability in the public sector procurement.
- To critically analyse the contribution of legal and ethical issues in the enhancement of accountability in the public procurement.
• To explore the public procurement process in Zimbabwe.
• To scrutinize the performance incentives adopted in public procurement.

1.4 Research Questions

The following are research questions that were explored by the researcher;
• Are procurement practitioners adequately trained to enhance accountability in public sector procurement?
• Are there any legal and ethical frameworks that govern public procurement?
• Does legal enforcements and ethical issues enhance accountability in public procurement?
• How is the procurement of goods and services conducted in the public sector?

1.5 Research Assumptions

The following are the research assumptions;

i. The Procurement Regulatory Authority of Zimbabwe remained mandated to play a leading role in public sector procurement.

ii. The procurement process remained regulated by the Public Procurement and Disposal of Public Assets Act (Cap 22:23) shall remain centralised and only locate in Harare.

iii. The respondents shall truthfully and honestly respond to the research instrument and interviews.

iv. The restructuring of the public sector procurement does not affect the results of this research.

1.6 Significance of the Study

The findings of the research will help in pointing out the various challenges that may be faced in public sector procurement in Zimbabwe in terms of accountability. The findings as well as recommendations of the study will help to suggest measures that could enhance accountability in public sector procurement and subsequently to make sure that public procurement is construed as a strategic function of the government rather than being handled as an administrative, compliance-oriented process despite its economic significance. The researcher envisions being an accomplished public procurement practitioner, therefore the
study will be of paramount significance in that it will help to read widely into the subject and get deeper insight and understanding of the phenomenon under study.

1.7 Delimitation of the Study

The study was mainly carried out in Harare, the main reason being that Ministry of Transport and Infrastructure development is located in Harare. Further to the above, the researcher is domiciled in Harare where he is also employed.

1.8 Limitations of the Study

The major limitation was that of accessibility of key respondents. The research was carried out at the time when there was a new leadership in the offices in adherence to the Procurement Regulatory Authority of Zimbabwe’s promulgations. This meant that restructuring of key positions made respondents to be busy in their new areas of responsibility hence failure of respondents to commit themselves to the responses sought. There was limited time to carry out the study as a result key practitioners in the public sector procurement were not accessed for interviews as the research was undertaken during the festive season where some key respondents were away on end of year vacation. However the researcher maximised the minimum available time and key respondents to ensure that the study is a success.

1.9 Definition of Key Terms

The following are definitions of key terms as they shall be used by the researcher throughout the study.

*Public Procurement*: refers to that function which involves the acquisition of works, goods and services by the state entities.

*Public Service Delivery*: These are services that are provided by the state entities for example energy, healthcare, water and sewerage reticulation system and transport infrastructure just to mention a few.

*Tenders*: A public way of acquiring goods works and or services by public entities.
1.10 Summary of Chapter

This Chapter looked at the background to the study and coined the problem statement, the main research questions and significance of the study, limitations, and delimitations of the study and finally the chapter looked at the definition of key terms as they were used throughout the research. The next chapter concentrated on exploring the relevant literature to the phenomenon under study.
CHAPTER TWO

LITERATURE REVIEW

2.0 Introduction

Literature on accountability in the public procurement was reviewed in this Chapter. The literature reviewed covered secondary materials associated with the conceptual concerns as well as definitional and other factors distressing accountability in public procurement. These factors included legal enforcements and ethical issues, training, public procurement procedures and performance incentives. Reviewing related literature helped the researcher to discover new ways to interpret public procurement and unmask any gaps in previous researches, so as to make a decision in perspective. Reviewing related literature also helps to illustrate how the subject has been studied previously and enable the researcher to learn from previous theories on the subject. To this end Leedy and Ormrod (2010) suggests that the purpose of a literature review is primarily to assist the researcher to attach his or her problem to studies that have been done by others.

2.1 Overview of Public Sector Procurement in Zimbabwe

Public procurement refers to buying of goods and services on behalf of public entities. Governments spend public monies to secure inputs and other related resources to achieve their objectives. In Zimbabwe, public procurement involves government departments, statutory bodies, parastatals and local authorities. Public procurement right across the globe has attracted public interest which has resulted in reforms and restructuring of the public procurement function. Public procurement can be considered to be a critical function in many countries as it basically involves public funds which attract public scrutiny. To this end Roodhooft and Abbeele (2006) attributes this importance to high values that are handled by public entities.

Hui et al (2011) asserts that public funds have to be utilised in a transparent and accountable manner. In pursuance of transparency and accountability in public procurement, Dza et al (201) states that other African countries have made efforts to reform their public procurement laws.
and regulations. This is again true to Zimbabwean public procurement which has seen the 
promulgation of the Public Procurement and Disposal of Public Assets Act (Cap 22:23) 
which repealed The Procurement Act (Cap 22:14) in 2017 and restructuring of the State 
Procurement Board (SPB) to Procurement Regulatory Authority of Zimbabwe (PRAZ). 
However the challenge has been on the public entities to embrace the new interventions.

According to Mahmood (2010) public procurement accounts for a significant proportion of 
government expenditure where 11-18% of the global gross domestic product (GDP) 
constitutes public procurement. Madara et al (2009) points out that in developing economies 
public procurement accounts for up to 70% of the gross domestic product. In view of the 
above highlighted statistics it is imperative that transparency and accountability should 
occupy a centre stage in public procurement. Basheka and Bisangabasaija (2010) posit that 
public procurement is slowly getting recognition as one of the important functions to service 
delivery in developing countries as it directly impacts on the livelihoods of the ordinary 
citizens. Therefore compliance to procurement regulations may go a long way in ensuring 
accountability in public procurement. De Lange (2011), states that a lot of monies are lost 
yearly resulting from poor management of public procurement policies.

Since public procurement is the gate way between the public and private sphere where there 
is a corruption risk, compliancy with regulations and transparent procedures are necessary to 
minimise such risks. This scenario is experienced in the Ministry of Transport and 
Infrastructural Development were adherence to laid don procedures is a challenge.

2.1 Theoretical Framework

This study was guided by the principal agency theoretical framework where the principal is 
the tax payer and the agent is the procuring entity. Public procurement, as already alluded to 
above involves tax payers’ funds, hence public procurement entities are accountable to tax 
payers. Soudry (2007) holds that making use of the principal agent theory in public 
procurement provides several interesting insights as to how opportunities for abuse by 
procuring entities may be reduced. Chrisidu-Budnik and Przedanska (2018) highlights that 
the principal agent theoretical framework is one of the oldest and commonest codified mode 
of social interaction and the main assumption being that there is an asymmetry of information 
between the two parties involved in the principal-agent relationship.
On this regard Tepte (2004) suggest that the accountability problem in the context of public procurement stems from the fact that achieving professionalism requires the delegation of decision making to procurement practitioners who happens to be agents in this relationship because of their superior knowledge and experience. However, the challenge usually is that the procurement practitioners’ objectives override those of their principal, hence shirking and corruption is likely to occur (Bhuiyan and Amagoh, 2011).

Accountability exhibits the public expenditure protection and maintaining honesty and integrity in public procurement are the most important pillars of modern national procurement systems (Barrett, 2000). Ensuring the accountability of procurement officials is perhaps the most essential aspect of this goal. The World Bank (2007) report highlights that the accountability of procurement officials is not only important from a public or administrative law perspective, but also has economic implications.

Soudry (2007) points out that in the absence of effective control mechanism, procurement practitioners are likely to involve some personal preferences derived from social contacts, monetary rewards and or aversion to effort when making procurement decisions. This compromises accountability and ensures that the public procurement practitioners lowly perform their daily tasks.

2.2 **The Conceptual Framework**

Magenda and Magenda (2000) opines that a conceptual framework looks at the conceptualisation of the relationship between variables in the study and is diagrammatically depicted or illustrated where, independent variables influence the dependant variables. In this study independent variables will consist of legal enforcements and ethical issues, training and professional growth, performance incentives and procurement procedures. Accountability was the dependant variable. Aspects under each variable will then be measured on a five point Likert Scale to establish the extent to which each variable impact on accountability in public procurement.
2.3 Legal Enforcement and Ethical Issues

Legal aspects are embedded in almost every aspect of public procurement as procurement is all about contracts and enforceability of such contracts is paramount in public procurement (Kirk and Michael, 2006). Ochemi and Nwankwo (2012) and Fayomi (2013) opine that opening tenders and publishing them enhances transparency and accountability in the procurement process. In order to ensure enforceability of contracts, different countries have enacted public procurement laws. Public Procurement Law relates to the legal provisions which regulate the procuring and purchasing of goods and services by the government entities, parastatals and local authorities.

Arrowsmith (2011) states that public procurement and regulations explains how government should organise and design the procurement processes and activities that are directly involved in the accomplishment of the procurement process so as to realise value for money, accountability, integrity, transparency and fairness. However, it can also be noted that the procurement processes vary from country to country as different countries are in the different stages of development.

Gapp et al (2013), states that generally, public procurement law and regulations should be utilised for the benefit of tax payers who are the major source of funding of public procurement. Further to the above Gapp et al (2013) highlights that, countries like Tanzania, Sierra Leone, Tanzania, Uganda, as well as Nigeria just to mention a few have pretty much
made tremendous efforts in procurement legislative reforms to achieve transparency and accountability in public procurement. However, Lisa (2010) points out that the major impediment on these initiatives is the failure by the procuring entities to comply with the legislative requirements.

In Zimbabwe the public procurement legal framework is derived from the national constitution, the Companies Act and other subsidiary pieces of legislations. The current legal instrument which guide the operations of the public procurement function in Zimbabwe, is the “Public Procurement and Disposal of Public Assets Act (Cap 22:23)” of 2017 which superseded the Procurement Act (Cap 22:14). According to Chizu (2018) the objective of the Public Procurement and Disposal of Public Assets Act (Cap 22:23) is to achieve accountability, transparency and fairness in the public procurement function. Ali (2019) concurs with Chizu (2018) to say that the enactment of the new Public Procurement Act as the anchor instrument of the legal framework will go a long way in improving accountability and transparency in public procurement as the old legal and institutional framework in public procurement had a high risk of corruption in the public sector, like irregular payments and governance issues in connection with the awarding of public contracts.

Mamiro (2010) emphasises that procurement law and regulations are important in that they support the delivery of the procuring entities’ strategic objectives and meeting of the expectation of the citizens in terms of service delivery. Therefore in order to maintain smooth flow of the procurement function the procurement law and regulations should be applied in all stages of procurement, that is from budgeting, procurement planning, invitation of bids right up to the performance evaluation.

2.4 Compliance to Legal Framework

In most countries, the public procurement legal frameworks are concerned about compliance without due consideration of the outcome of the procurement process. According to Sabiita and Mahumua (2012) the outcome of the procurement process comprises financial servings as bids above the average market rates may be awarded tenders whilst those bidders offering competitively lower prices are disqualified because of probably failing to meet procedural requirements. Compliance to legal framework ensures accountability, to this and Soundry (2007) emphasises that accountability is a pillar in public procurement, hence there is a need to have transparent systems as the tax payers will always demand accountability in terms of use of public funds.
Erridge (2007) proposes that public procurement strives to appropriate utilisation of public funds. This may be achieved through religiously following the procurement procedures as enshrined in the public procurement regulations and justifications for each procurement transaction. According to OECD (2015), the overall aim of compliance to public procurement rules and regulations is to curtail misuse of public funds like diverting public funds to advance the interests of individuals. Misappropriation of public funds is a continental if not a global phenomenon, Quinot and Arrowsmith (2013) attributes this to non-compliance with the governing public procurement rules and regulations.

Basheka and Bisangabasaija (2010), remarks that public procurement is tremendously gaining recognition as it accounts for a larger proportion of the public expenditure. Akech (2005) gives statistical presentation to exhibit that public procurement gobble up to 60% of the national budget in Kenya, 70% in Uganda and 58% in Angola. In response to the recognition of the huge public procurement expenditure, different countries have instituted public procurement legislative reforms so as to enhance accountability (Hui, Othman, Normah, Rahman and Haron, 2011).

In order to enhance accountability in the public procurement sector in Zimbabwe, just like in other parts of the continent public procurement reforms were instituted and subsequently the “Public Procurement and Disposal of Public Assets Act (22:23)” was promulgated which saw the public procurement function being devolved to the accounting officer’s level, rather than a centralised public procurement system offered by the Procurement Act (22:14) where the State Procurement Board assumed the position of a player as well as that of a referee. If complied with, the new act strives to ensure accountability and efficiency in public sector procurement.

2.5.1 Value for Money in Public Procurement
Weishaar (2013) put emphasis on that value for money is essential in procurement as it looks at the contribution made in achieving public policy objectives and priorities and at the same time attaining the best returns and performance on tax payers’ contributions. Quinot and Arrowsmith (2013) adds on to say that public procurement stimulates economic activities and growth through enhancing competitiveness of the local industrial sector and protection of
local business establishment from fierce competition offered by foreign industries. However, on the other hand competition is healthy in that it enhances value for money in every procurement transaction.

Dominic and Lunney (2012) points out that value for money is a broad observable fact which includes a range of important factors which impacts on public procurement. Therefore in order to realise value for money in public procurement it is imperative for public procurement entities to exercise the principles of fairness, transparency and impartiality. This will ensure that at the end of the day the public procuring entity is accountable to the public or taxpayers. Chinedum (2011) opines that value for money implies more than just a price but includes issues such as fitness for purpose or need. Therefore value for money in public procurement may refer to the whole life cost, the right quality that satisfies the identified need.

2.5.2 Efficiency in Public Procurement

Efficiency is another principle that comes into play in public procurement. Chinedum (2011) suggests that efficiency in public procurement refers to full utilisation of resources and timely accomplishment of contracts, works and services. Enofe, Okuongbae and Sunday (2015) suggests that efficiency infers that public procurement process must be straightforward and expedient in producing results without stretched delays. Efficiency may also refer to practicality especially compatibility with the administrative resources and professional capabilities of the procuring entity and its procurement practitioners. Chinedum (2011) adds on to point out that efficiency implies timeliness of process, like delivery of materials at the right time and not later or much earlier. This has been a challenge in the public sector procurement in Zimbabwe as most public projects take long to complete and in most cases incurs budgetary over-runs.

2.6 Training and Skills of Public Procurement Practitioners

Lack of training is a cause for concern in public procurement as most of the practitioners do not have the requisite professional skills. Specific trainings like those offered by CIPS may contribute to raising the importance of accountability in public procurement (OECD). Atkinson (2003) posit that 10% of the procurement practitioners in the United States are professionally trained and are members of professional procurement boards whilst the other 90% of the practitioners are not even aware that there are ethical and legal standards that
needs to be observed in public procurement. In a related study Ameyaw et al (2012) found out that in Ghana 5% of the 49 procuring entities’ staff members had appropriate procurement qualifications whilst 95% were found to be deficient in procurement skills. In Kenya, Onyikwa (2013) points out that lack of procurement knowledge amongst the procurement staff inhibit efficiency and accountability in procurement operations.

Hazarika and Jena (2017) points out that lack of training and skills leads to implementation challenges in public procurement in India. Hazarika and Jena (2017) suggests that public procurement practitioners needs to be acquainted with procurement management, contract management as well as exposure to best procurement norms developed by agencies like the World Bank, IMF and the UNCITRAL Model. Banda (2009) hold that many procuring organisations lack competent staff critical to good procurement management. Appiah (2010) attributes incompetent procurement management to lack of external training. This was corroborated by William (2009) cited in Shitseswa and Jackline (2017) who argues that in a work context individuals must have a wide range of personal competencies in order to perform efficiently and effectively.

Atkinson (2003) states that lack of high degree of professionalism in public procurement gives rise to corruption which ultimately impedes compliance. De Boer and Telgen (1998) attribute noncompliance to lack of professionalism in the public sector. The above assertion is corroborated by Basheka and Mugabira (2008) who points out that the level of professionalism in public procurement in Uganda is low if not nonexistent. Hui et al (2011) implores that public procurement practitioners must be trained and should be aware about the regulations and procedures related to public procurement.

Raymond (2008) proposes that professionalism in public procurement does not only relate to the procurement practitioners level of qualifications but also to the professional approach in the conduct of business activities. Rossi (2010) suggests that ethical code does not only deter incorrect behaviour but also ensures that public procurement practitioners safeguard the ethical legacy of the profession. Lack of professional training may result in serious breach of codes of conduct. In an effort to bridge this gap, the Public Procurement and Disposal of Public Assets Act (Cap 22:23) in Zimbabwe makes it a requirement that public procurement practitioners should be professionally trained and certified to practice in the public sector. This intervention may go a long way in alleviating the non-compliance issues as the practitioners will be having a name to protect.
Eyaa and Aluka (2011), states that non-compliance to public procurement in procedures in Uganda can be attributed to lack of familiarity with procurement regulations. Therefore, in order to enhance accountability in public procurement, there is a need for public procurement practitioners to be adequately empowered in terms of the requisite skills needed in public procurement. Kamau (2007) concluded in his research on poor performance in procurement functions by highlighting that poor performance in public procurement function can be traced to lack of skills and professionalism.

Makori (2008) cited in Shitseswa and Jackline (2017) noted that training and retraining are important aspects of implementation when an entity makes some strategic changes. This speaks well to the public procurement sector in Zimbabwe where structural reforms were adopted following the public procurement legal reforms in 2017. Ibrahim (2010) suggest that high productivity is a function of training and can lead to improved adaptability, flexibility and responsiveness of employees to innovation. Training can generally be a means of motivating employees to commit themselves totally to the organisation as it may enhance recognition of employees. Eshiwani (1993) postulates that training provides skills, knowledge as well as attributes necessary for effective performance a practitioner’s roles and responsibilities to accomplish a given task. Dzuke (2015) notes that Zimbabwe is rated as having the highest literacy rate in the African continent but lack specific training in public procurement. It can therefore be deduced from the different studies that relevant training in public procurement may go a long way in enhancing accountability in public procurement.

2.7 Public Procurement Process

Basically the public procurement process is hinged on the principle of fairness. Bolton (2007) posits that a fair public procurement process entails that public contracts are widely advertised, all bidders accorded opportunity to participate in the procurement process. This therefore means that all the potential bidders in the public procurement process are subjected to the same rules and regulations. The public procurement process requires public procurement practitioners to disclose their interests in the process.

Emmertt and Wright (2011) espouse that the procurement process follows cyclical trend which starts from a need recognition up to its fulfilment. Handfield (2011) argues that the procurement cycle may not always take the same steps as it may be affected by such factors as the urgency of the need. Van Weel (2010) suggests that the procurement process follows nine steps as follows: need recognition, specifying the need, source options, pricing and terms, purchase order processing, expediting, receipt and inspection, invoice approval and payment and finally record keeping.
2.7.1 Need Recognition

The recognition of a need initiates the procurement process. Van Weele (2010) and Hachin (2012) concur that the procurement process starts by specifying the items, the unit of measure and quantities required as well as other related information required to describe the need. Sollish and Semanik (2012) states that the requirement must be clearly defined because at this stage the precise need description ill lead to getting the right material or service. This may be taken as the genesis of accountability in public procurement considering that the requisition is to be duly checked for correctness and completeness to ensure the appropriate selection method to satisfy the need is adopted.

Johnson, Howard and Miemczyk (2014) concur with Emmertt and Wright (2011) that the primary objective of procurement is to acquire the right goods, services and works at the best possible terms to fulfil the need of the procuring entity in terms of right quantity and quality at the right time and right place. This can be linked to the five rights of procurement as espoused by Lyson and Farrington (2012). In the interest of accountability in public procurement it is therefore imperative to seriously consider that the need actually satisfies the requirements of the tax payers and that the need shall be accountably employed.

2.7.2 Need Specification

A need may be specified by standards and this form of specification ensures that all the potential bidders quote for the same product or service. However, Bailey (2008) as well as Sollish and Semani (2012) suggests that products may also be specified by colour, weight, shape size and or dimensions. Different departments may be involved in designing the specification so as to ensure that the right product is obtained. Martson (2012) holds that procuring the right product is critical for an organisation as it ensures the fulfilment of the requisite need.

After a need has been appropriately specified, it is passed on to the procurement department through a requisition. Sollish and Semanik (2012) defines a requisition as a manual or electronic document used to specify the requirement and sent to procurement for further processing. The separation of responsibility as evidenced by that a requisition is raised by a different department and transmitted to procurement is a clear testimony of transparency and accountability concerns in a procurement set-up.
2.7.3 Supplier Selection

Emmertt and Wright (2011) agree with Lyson and Farrington (2012) that supplier selection is one of the challenging activities in the procurement process. Some of the available criterions as espoused by Imeri (2013) include price, delivery schedule and quality. Upon receiving the requisition the procurement department is obliged to find the right source of the required products and this will be after the requisition has been scrutinised for completeness, stock at hand and expected lead time as well as availability of funds. According to Imeri (2013), public tendering follows. In Zimbabwe, a type of tender to be adopted depends on thresholds as fixed in the Public Procurement and Disposal of Public Assets Act (Cap 22:23). The tender process enhances accountability in public procurement. To this end Borden (2007) suggests that tendering enhances transparency and allows many potential bidders to participate in the process. Zubcic and Sims weigh in to say that the tender process reduces corruption in public procurement.

2.7.4 Contracting

According to Emmertt and Wright (2011), contracting is the next stage after the selection process is complete. A contract document is drafted and signed by both parties and this document spells out the deliverables of the service provider. Martson (2012) suggests that the contract can be in the form of a purchase order which can be electronically or manually generated. Hugo (2011) states that the purchase order contains information regarding product specifications, quantities required, price and delivery timelines. A properly drafted contract will therefore enhance accountability in a public procurement transaction. Sharma and Mutsaddi (2010) emphasises that the contractor should acknowledge receipt of a purchase order and both parties are encouraged to keep copies of the contract for future reference.

2.7.5 Expediting

Jessop and Morrison (2011) note that expediting as the process of which should be continuous from the time of placing an order to ensure that the requisite goods and services are delivered to their final consumers within the shortest possible time. To this end, Bailey et al (2008) postulates that expediting is a paramount component of the procurement process wherein order and progress chasing is involved. This well corroborated by Emmertt and Crocker (2008) who points out that expending is aimed at addressing timelines for products
and or service deliveries. It can also be noted that expending play a pivotal part in ensuring accountability and value for money in the public sector in that the public will receive the services timely, in the right quantities and quality and consumed at the right place. This then brings the researcher to the next step which looks at delivery.

### 2.7.6 Delivery

According to Crocker et al (2011) upon delivery goods and services are inspected for quality, quantity and price as prescribed on the purchase order. This ensures that the public or the final user of the goods and or services will be served the correct goods. Shaw (2010) agrees with Lewis and Roehrich (2009) that the inspection process should involve the user departments for non-standard and technically complex items. For example chemicals may require laboratory analysis before they are certified as meeting the required standards and the computer software may require the Information Technology specialist or user to verify the product features and capability to meet the requirements. Once the delivery satisfies the requirements and the delivery is accepted, then the procuring entity can move on to fulfill its obligation which is payment of the order.

### 2.7.7 Invoice Payment

Shaw (2010) emphasises that before the payment is effected the procuring entity should ensure that the purchase order, the delivery note and the invoice speaks to each other. Lewis and Roehrich (2009) hold that matching of the purchase order, deliver note and the invoice confirms satisfaction by both parties that the correct goods and or service has been delivered. In the event of discrepancies the parties can then agree on the modalities of addressing the discrepancy. A proper and logical record of every transaction should be maintained.

### 2.7.8 Record keeping

According to Munyori (2019) efficient records management in public service is an essential tool for effective public service delivery and governance and well managed records facilitates the achievement of transparency and accountability, reduce corruption as well as creating a conducive environment for decision making. Crocker et al (2011) proposes that proper records management form an audit trail and can be used for repeat purchase decisions. A well organised records management system provides a reliable and legally verifiable source of evidence.
2.8 Public Procurement Performance Incentives

Accountability in public procurement can be achieved through performance measurement, reward scheme as well as recognizing the practitioners who would have performed well (OECD, 2007). Transparency International (2013) suggests that in order to promote accountability in public procurement independent experts should be allowed accessed to all the procurement documents. OECD (2008), suggests that additional to the above interventions, a clear chain of responsibility should be established, so much that complaints from potential suppliers can be handled in a fair and timely manner.

Public procurement systems should be equipped with internal and external control structures like internal and external audit as well as an effective whistle blowers protection mechanism (OECD, 2013). This is corroborated by Basheka (2008) who emphasises that good record keeping enhances accountability in that records allows for audit trail. However Stevenson and Wagoner (2011) are of the opinion that unaccountable practitioners should be debarred from public procurement. European Commission (2011) posits that practitioners and organisations that would have exhibited high accountability practices should be white listed, that is given a preferred supplier status.

2.9 Summary of Chapter

This chapter reviewed the literature relevant to public sector procurement. The theoretical literature included the definition of accountability as the key concept, general overview of the public sector procurement, value for money, legal enforcement and ethical issues as well as the procurement process. The next chapter took a comprehensive view of the research method adopted, procedures used to collect study as well as defining the study population, data collection instruments as well spelling out their validity and reliability.
3.0 Introduction

The previous chapter looked at the conceptual framework of literature and this chapter presents a comprehensive view of the research procedures and methods used to collect data for the study. The targeted population was discussed together with data collection instruments as well as their validity and reliability. Data presentation techniques and analysis was also discussed. As a point of departure this chapter explains the meaning of research methodology and research design in order to build up a framework for the research design process.

3.1 Research Methodology

Research methodology is a way of solving a research problem in a systematic manner (Kothari, 2004). Crotty (1998) adds on to state that research methodology is the approach, plan of action, method and design that rationalise the choice and use of particular method by a researcher. Gray (2004) proposes that the choice of the research methodology is influenced by the researcher’s theoretical point of view and his attitude towards how the research findings will be used. Crotty (1998) suggests, that it should also explain the rationale behind the adopted methodology. Therefore the research methodology refers to research methods chosen and the logic behind the methods used in the context of the study at hand.

3.2 Research Design

Punch (1998) corroborated by Creswell (2003) accentuate that research design refers to ‘a broad and complex array of ideas, concepts, frameworks and theories which surround the use of different techniques to generate data’. As a follow-up to the above assertion, Miles and Huberman (2009) as well as Saunders (2009) posit that a research design is a master plan specifying the ways and procedures of collecting and analysing information. This assertion is corroborated by Collins (2010), Myers, Well & Lorch (2010) as well as Voight, Gardner & Haefelle (2012) who states that a ‘research design is a framework for the collection, analysis and interpretation of data’. Gordard (2013), Mallison, Child and Van Herk (2013) as well as
McDaniel and Gates (2013) are in agreement to the assertion that a research design is a master plan that specifies the methodology for data collection analysis.

The main purpose of the research design is to provide answers to research questions and control of variance (Kerlinger and Lee, 2000). By controlling variance, it means what is causing the deviation and the results can be interpreted with confidence. To be precise, Erikson & Kovalainen (2008) states that a research design can be comprehended as a comprehensive outline of how an investigation will be carried out, including data collection and the tools to be used as well as how the chosen tools are to be used as well as how the collected data will be analysed.

Creswell (2013) opines that a research design include the qualitative, quantitative and or mixed methods. The researcher adopted an exploratory approach. The qualitative and quantitative approaches shall be used in data collection as both secondary and primary sources of data were used to look at accountability in public sector procurement.

3.3 Research Paradigm

A pragmatic paradigm was adopted for this study. This paradigm was chosen because it is based on actions and places its emphasis on the research problem instead of focusing on the methods. Creswell (2008) highlights, that the pragmatic paradigm is the philosophical underpinning for mixed research methods. This is corroborated by Guest (2013) who states that the pragmatic paradigm does not commit itself to any particular system of philosophy. This fits well to the mixed research methodology where both qualitative and quantitative research assumptions are used. This therefore follows that the researcher is free to choose the methods and techniques as well as procedures appropriate for the research. That is in order to understand the phenomenon under study, the researcher did not concentrate on a particular approach but used different approaches for collecting and analysing data. This pragmatism was chosen as it gave the researcher the opportunity to adopt different research methods, obtain different views and make different assumptions as well as embracing different data collection and analysis methods (Creswell, 2008 and Morgan, 2007).

3.4 Exploratory Research Design

Exploratory research design was adopted by the researcher as it helps to clearly define the problem and also helps to determine the appropriate data collection strategies and selection of
participants (Sekaran and Bougie 2013). Saunders et al (2007) concur with Creswell and Clark (2011) that the exploratory research design helps the researcher to have a better appreciation of the problem that is accountability in public sector procurement in Zimbabwe, a case of the Ministry of Transport and Infrastructural Development, however, it is not intended to provide decisive evidence. This is supported by Bell (2010) and Maxwell (2012), who state that ‘exploratory research design does not aim to provide the final and conclusive answers to the research questions but merely explores the research topic at varying levels of depth’.

The researcher found the exploratory research design to be distinct to this study as it was found suitable for tackling fairly new issues where little or no previous research has been carried out (Saunders et al, 2007). There are no known researches on accountability in the public sector procurement in Zimbabwe. Therefore the exploratory framework suffices for this study which is aimed at exploring accountability in the public sector procurement. Creswell and Clark (2011) accentuates that an exploratory research is useful where the subject is new and where data is likely to be difficult to collect.

3.5 A Case Study

In accordance with the objectives and the nature of the study, a case study research design was chosen. According to Bassey (2002) and supported by Berg (2007) a case study refers to an empirical means of enquiry that entails the methodical collection of data relevant to a certain issue or setting that allow the researcher to have a full understand of how it operates, unfolds or functions. Yin, (1994) argues that the case study methodology allows for generalisation of issues by following up on previous knowledge and building new insights. Case studies are therefore important where there is need to cut across the boundaries of knowledge concerning the current status of previously investigated cases (Eisenhardt and Graebner, 2007; Voss, Tsikriktsis and Frohlich, 2002) cited in Garwe (2015).

3.6 Descriptive Research

The study also explored the exiting literature and data on the current position of the public sector procurement, hence the descriptive research was found to be an appropriate method to pursue. Sekaran and Bougie (2013) as well as Shields and Rangarajan (2013) accentuate that the descriptive research is useful in describing the status quo in respect to conditions or
variables that are found in a given situation. The descriptive approach does not squarely fit to either quantitative or qualitative research but employs the elements of both within the same study and helps the researcher to generalize the findings to a larger population. Descriptive statistics often answer the questions like ‘What is”, while the inferential statistics take care of the ‘Cause and effect’, (Cooper and Schindler, 2003).

3.7 Qualitative Research

Qualitative research approach is exploratory in that it investigates the why and how component of the phenomenon under study, not generally when, what and where (Heppener, Wampold and Kivlighan, 2007, Erikson and Kovalainen, 2008 and Creswell, 2013). McDaniel and Gates (2013) contend that qualitative research helps to gather an in-depth understanding of human nature and the reason behind a particular behaviour. Creswell (2012), corroborated by Thomas, Nelson and Silverman (2010) opine that the qualitative research studies can generate meaningful dependable and representative outcomes with a small sample group comparatively to quantitative methods, which very much depend on size of the sample.

3.8 Quantitative Research

The research design aims at developing and making use of methods and models in respect of a particular phenomenon. Creswell (2013) agrees with O’Grandy and O’Grandy to point out that ‘quantitative research is a systematic method that investigates social phenomena using mathematical and scientific techniques’. McDaniel and Gates (2013) hold that quantitative data is numerical data that can be in the form of, amongst others, statistics, percentages and tables. Moballeghi and Moghaddam (2008) suggest that in quantitative research, data are analysed using statistical methods and models, and are expected to produce results that are unbiased and generally applicable to larger populations. Marshall and Gretchen (2010) expound qualitative research is exploratory in nature in that its fundamental objective is to provide a comprehensive detailed explanation of the research topic.

3.9 Mixed Research Method

The research utilised the mixed approach which incorporate both qualitative and quantitative approaches (Rauscher and Greenfield, 2009). Creswell (2013) concur with Voght et al (2012) that qualitative and quantitative approaches respectively bring in different perspective and are
complimentary in achieving the best insights. Hence the mixed method as adopted in this study. Cresswell and Clark (2011) opine that this method chronologically explores the qualitative approach and then the quantitative analysis of findings.

Adopting more than one method to explore the same phenomenon enhances the validity of results. To this end Cresswell and Clark (2011) corroborated by Sekaran and Bougie (2013) put forward that the mixed method approach can be employed to increase validity and reliability of data. Therefore the researcher was motivated to adopt the mixed research approach because it provides a better understanding of the research problem.

3.10 Population

Population refers to a collection of all the elements under study and about which the research is trying to draw conclusion (Levin, 1994). Cooper and Schindler (2003), concur with Brink (1996) that population describes a total group of elements about which one wish to make some conclusions. Further to the above, Creswell (2013) points that a population refers to the whole group of persons or items that is of interest to the study, or meets the criteria that the researcher is interested in exploring. Therefore for the purpose of this study, research population refers to the total set of units in which the study is interested. The study population is made up of 200 participants as illustrated on Table 3.0 below:

<table>
<thead>
<tr>
<th>Section</th>
<th>Procurement</th>
<th>Administration</th>
<th>Accounts</th>
<th>Director Finance</th>
<th>D/Director: PMU</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>No.</td>
<td>100</td>
<td>66</td>
<td>26</td>
<td>4</td>
<td>4</td>
<td>135</td>
</tr>
</tbody>
</table>

Source: Researcher 2019

3.11 Population Sample

A purposive sampling technique was used to represent a number of elements from a targeted population. This was in line with Saunders et al (2007) and Polit and Hingter (2009) who highlights that, a sample is a representative of a subgroup or part of the larger population with synonymous characteristics. Sampling was adopted because it was found to be cost effective and limited the amount of work required to survey the entire targeted large population (Sekaran and Bougie, 2013).
The sample size is an important factor of the sample design as it affects the precision, cost and duration of the study. The researcher acknowledges that there are two types of sampling techniques and these are probability and non probability sampling techniques (White, 2000, Creswell and Creswell, 2017). Probability sampling is hinged on the theory of random selection, a controlled method that assures that each population constituent is given an opportunity of selection.

The population of the study consists of 200 participants. According to Krejcie and Morgan (1970) sample size table, a population of 200 participants gives a sample size is 132 participants. However, the researcher reached 135 participants which is over and above the sample size promulgated by Krejcie and Morgan (1970).

3.12 Data Collection

The researcher utilised both primary and secondary data. Primary data was gathered through questionnaires and in-depth interviews, while secondary data was gathered from public documents and reports. Secondary data supplemented the primary data received from questionnaires (Cresswell and Clark, 2011). In-depth interview are personal and unstructured interviews which were used to identify participants emotions, feelings and opinions regarding the phenomenon understudy (Saunders et al. 2007).

3.13 In Depth Interview

Collins (2010) concurs with Erikson and Kovalainen (2008) that personal interviews enjoy the strength of personal contact between interviewer and the participants, hence circumventing the non-response rate. However, it is also agreed that the interviewers must have mastered interview techniques to successful carryout an interview (Wilson, 2003, Fisher, 2005, Sekaran and Bougie, 2013). Interviews involved recording and documentation of the responses so as to explore deeper meaning and understanding of the feedback.

Unstructured personal interview were preferred as they offered flexibility in terms of the flow of the interview, hence gave room for generalisation of conclusions that were not initially meant to be derived regarding a phenomenon under study. On the other hand, Gill and Johnson (2002) points out that unstructured personal interview have a risk of deviation from
the specific aims and objectives. However, as a way of avoiding this pitfall, the researcher stuck to the questions and schedule.

3.14 Questionnaire

Questionnaires help to collect data on opinions, attitude, behaviour, knowledge and facts (Sekaran and Bougie, 2013). McDaniels and Gates (2013), emphasises that questionnaires are the most common and reliable method of collecting data. Thomas et al (2010), points that a questionnaire is designed by the researcher for the purpose of communicating to the respondents what exactly is intended and to elicit a desired response in terms of empirical data from the participants. The questionnaire was used in the study because it covers a large geographical spread and can be used to reach a large number of people at a minimum cost. Further to the above, the questionnaires allow the participants to respond anonymously and thus reducing bias (Collins, 2010).

The questionnaire comprised of both open-ended and close-ended questions. The close-ended questions captured quantitative data whereas open-ended questions captured qualitative data. The questions were designed in such a way that there is a section where the respondent would have freedom to elaborate and or comment to cement their response. The first part contained demographic and operational characteristics designed to determine fundamental characteristics of the respondent. The second part was devoted to the identification of the factors influencing accountability in public procurement.

The five-point Likert Scale was employed and this was made up of a set of attitude, opinions and assertions (Pearce, 2011). McNabb (2008) corroborated by Jackson (2010) accentuate that a Likert Scale is a numerical rating scale which is easy to analyse statistically. Respondents were asked to show out their agreement or disagreement to each assertion down a 5-point scale that ranged from ‘strongly agree’ to ‘strongly disagree’. The respondents’ scores were then summed up and labeled. The frequency tables were employed as data presentation technique.

The questionnaires were self-administered using the drop and pick-later approach to give respondents ample time to freely respond as well as enhancing response rate. A one week
period was allowed for the participants to respond to the questionnaires. After the fourth day the respondents were telephonically contacted to remind them about their responses.

### 3.15 Validity and Reliability of Research Instruments

Leedy (1984) holds that validity is concerned with the soundness and effectiveness of the measuring tool. Gay (1980) corroborated by Saris & Gallhofer (2007) opined that validity of the study tools is important in that tools measure what they are rightfully supposed to establish. However, Ary et al (2000) argued that content validity is only worried about the average of the major dimensions of the subject matter under consideration.

Using different data collection instruments within one study ensured that the collected data is consistent and accurate (Foster, 2013). Cooper and Schindler (2006) supported by Kruger and Michelle (2007) emphasise that the thrust of validity and reliability of a research instruments is to eliminate bias and increase the researcher’s truthfulness of a proposition about a phenomenon under study and this is checked by triangulation.

Methodologically, triangulation involves using more than one method to gather data (Creswell and Clark (2011), Fischer (2012), Sekaran and Bougie, (2013). This ensures that in general, the whole exercise prove to be worthwhile experience and enlightenment. Research instruments from other countries on the same area of study formed the basis for assessing the validity and help in modifying the instrument so that it measured what it was set out to measure. The instruments were also peer reviewed by critically analysing the instrument to ensure that it squarely measures what it was designed to measure.

### 3.16 Data Presentation Analysis

Data processing and analysis involved a number of closely related operations which were performed with the purpose of summarising the collected data and organizing it in a manner that that addressed the research questions (Robson, 1993 and Saunders et al. 2009). Ary et al (2000) posit that the data operations include editing, classification and tabulation. The study mainly adopted a qualitative approach, however, some on quantitative approaches were also used in order to gain a better understanding as well as enabling a better and more insightful interpretation of the results from the quantitative study (Sekuran and Bougie, 2013).
Descriptive statistics such as frequency distributions and percentages were used to summarize basic features of the data in the study. The data was presented using tables, bar charts and Pie-charts as well as graphically. These were adopted because they make information easy to read and interpret as well as making result easy to judge (Saunders et al, 2007). The analysis will be made simple as the researcher will first sort the data from all instruments into research question categories.

3.17 Summary of Chapter

This chapter looked at research design, research instruments which were used to collect data, study population and sample size. The data source comprised of both primary and secondary sources. The next chapter focused on data presentation, analysis and discussion of findings.
CHAPTER FOUR

DATA PRESENTATION, ANALYSIS AND DISCUSSION

4.0 Introduction

The previous chapter concentrated on the research methodology whilst this chapter focused on presentation analysis and discussion of the data starting with the analysis of the questionnaires response rate and the presentation of key findings from the public procurement practitioners. The quantitative data was analysed and presented using tables, graphs and pie-charts. The qualitative data was presented as summarised statements. Descriptive statistics were used in data presentation and analysis as the researcher sought to describe given data. In order to ensure that the respondents remained anonymous the use of personal pronouns and other potential identifiers were removed or made gender neutral.

4.1 Research Instruments Response Rate

The aim of this section was to establish the composition of the procurement department in terms of demographic composition, level of experience and qualifications. Questionnaires were used to collect data. Face to face interviews and statistical inferences were used to enable ease of analysis (Sekaran and Bougie, 2013). The instruments were personally administered. The feedback was analysed to evaluate whether the collected data was representative enough as well as to assess the effectiveness of the research tool.

4.1.1 Questionnaire Response Rate

In order to improve the responses rate the researcher and as already alluded to in 4.1 above the questionnaires were personally administered. A period of one week was allowed to give the respondents ample time to exhaustively respond to the research instrument. At midweek, the researcher telephonically made some follow up to the respondents. The responses were then collected and presented as depict on Table 4.1 below.
Table 4.1 Questionnaire Response Rate

<table>
<thead>
<tr>
<th>Respondents</th>
<th>Total Distributed</th>
<th>Total Responded</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Frequency</td>
<td>% Sample Representation</td>
</tr>
<tr>
<td>Procurement Officers</td>
<td>68</td>
<td>50</td>
</tr>
<tr>
<td>Administration Officers</td>
<td>40</td>
<td>30</td>
</tr>
<tr>
<td>Accounts Officers</td>
<td>20</td>
<td>15</td>
</tr>
<tr>
<td>Director Finance</td>
<td>3</td>
<td>2</td>
</tr>
<tr>
<td>Deputy Director PMU</td>
<td>4</td>
<td>3</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>135</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>

Source: Survey Data

Table 4.1 above depicts that a total of 135 questionnaires were distributed to the staff members involved in public procurement at the Ministry of Transport and Infrastructural Development. A purposive sampling approach was adopted where it was sought to reach 135 respondents. Out of 135 questionnaires distributed a total of 102 questionnaire were responded to and retained by the researcher, the response rate was pleasing as it translated to the overall response rate of 76 % of the total questionnaires distributed. This is well supported by Saunders *et al* (2001) who postulate that any response rate above 30% warrants legitimacy. In view of the given statistical background, the researcher felt that the response rate is adequate enough for the data to be considered as representative of the entire population.

4.1.2 Interviews Response Rate

The researcher sought to interview the departmental heads who are directly involved in public procurement and these are the Directors of Finance and the Deputy Directors Procurement Management Unit (PMU). An interview guide was prepared, the attached Appendix A refers. In-depth interviews were conducted with the Directors of Finance and Deputy Directors Procurement Management Unit. Open-ended questions were asked to the participants and as explained in 3.12 above, the responses were recorded and clarifications sought. This was critical particularly for clarification of some points which were not well comprehended by the researcher.

The researcher sought to interview three Directors of Finance and four Deputy Directors Procurement Management Unit. Three Deputy Directors of Procurement Management Units were reached and two Directors of Finance were also reached. The research was carried out
during the time when the Directors of Finance were preparing budgets, hence as a result of the competing commitments, two out of three availed themselves to participate in the study. The response rate is as illustrated in Table 4.2 below.

![Table 4.2 Responses from Interviews](image)

<table>
<thead>
<tr>
<th>Respondents</th>
<th>Total Target</th>
<th>Total Interviewed</th>
<th>% Responses</th>
</tr>
</thead>
<tbody>
<tr>
<td>Director Finance</td>
<td>3</td>
<td>2</td>
<td>67</td>
</tr>
<tr>
<td>Deputy Director (PMU)</td>
<td>4</td>
<td>3</td>
<td>75</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>7</strong></td>
<td><strong>5</strong></td>
<td></td>
</tr>
</tbody>
</table>

Source: Survey Data

An average of 71% response rate was achieved. The departmental heads reached and were cooperative and gave much valued responses to the questions posed by the researcher.

### 4.2. Respondents Personal Profile

The researcher sought to establish the gender of the respondents, their experience in the procurement function, qualifications as well as to establish their membership with the procurement professional board as required by the Public Procurement and Disposal Public Assets Act (Cap. 22:23). The feedback was presented in tables and discussed under sections 4.2.1 to 4.2.4 below.

#### 4.2.1 Respondents’ Gender

The participants were varied especially against the background that the sample was chosen from different departments which are involved in public procurement, thus indicating a fair representation. A total of 102 respondents presented a mixed representation in terms of gender, length of service with the institution as well as in terms of professional qualifications as shown on the tables 4.3 to 4.5 below;

![Table 4.3 Gender of Respondents](image)

<table>
<thead>
<tr>
<th>GENDER</th>
<th>FREQUENCY</th>
<th>PERCENTAGE</th>
<th>CUMULATIVE PERCENTAGE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Male</td>
<td>69</td>
<td>68</td>
<td>68</td>
</tr>
<tr>
<td>Female</td>
<td>33</td>
<td>32</td>
<td>100</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>102</strong></td>
<td><strong>100</strong></td>
<td></td>
</tr>
</tbody>
</table>

Source: Survey Data
A total of 69 male procurement staff members were found in the procurement and they formed 68% of the respondents whilst their female counterparts stood at a total of 33, thus representing 32% of the total respondents. Therefore from the above statistical presentation it can be deduced that the procurement function is dominated by male procurement practitioners.

**4.2.2 Respondents Length of Service**

The length of experience in the public procurement practice may enhance accountability in public procurement. Therefore the researcher sought to establish the length of service of the procurement practitioners and the results were as presented on Table 4.4 below.

<table>
<thead>
<tr>
<th>FREQUENCY</th>
<th>PERCENTAGE</th>
<th>CUMULATIVE PERCENTAGE</th>
</tr>
</thead>
<tbody>
<tr>
<td>≤ 2 years</td>
<td>18</td>
<td>18</td>
</tr>
<tr>
<td>2 – 5 years</td>
<td>45</td>
<td>44</td>
</tr>
<tr>
<td>6 - 10 years</td>
<td>30</td>
<td>29</td>
</tr>
<tr>
<td>10≥ years</td>
<td>9</td>
<td>9</td>
</tr>
<tr>
<td>TOTAL</td>
<td>102</td>
<td>100</td>
</tr>
</tbody>
</table>

Source: Survey Data

The data collected from the respondents show that the majority of the procurement practitioners have been with the institution for less than five years as they cumulatively contribute to 62% of the total respondents. Only 38% represents procurement members of staff who have been in the public practise for at least six years. The import of these statistics may be that the procurement function is composed of fairly new members of procurement staff.

**4.2.3 Qualifications of Respondents**

The researcher also sought to establish the level of relevant qualifications and skills possessed by the procurement practitioners. As discussed in section 2.6 above lack of training leads to implementation challenges in public procurement. The results of the responses were recorded and presented as depicted on Table 4.5 below;
Table 4.5 Qualifications of Respondents

<table>
<thead>
<tr>
<th>CURRENT STUDIES</th>
<th>FREQUENCY</th>
<th>PERCENTAGE (%)</th>
<th>CUMULATIVE PERCENTAGE (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Diploma</td>
<td>21</td>
<td>21</td>
<td>21</td>
</tr>
<tr>
<td>Degree</td>
<td>30</td>
<td>29</td>
<td>50</td>
</tr>
<tr>
<td>Master’s Degree</td>
<td>12</td>
<td>12</td>
<td>62</td>
</tr>
<tr>
<td>Doctoral Qualification (PhD)</td>
<td>0</td>
<td>0</td>
<td>62</td>
</tr>
<tr>
<td>Other</td>
<td>39</td>
<td>38</td>
<td>100</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>102</strong></td>
<td><strong>38</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>

Source: Survey Data

The responses as depicted on Table 4.5 above show that 38% of the procurement practitioners with other qualifications are employed within the procurement function. It was found that 39 out of a staff compliment of 102 respondents hold other business qualifications like Marketing, Economics as well as Accounting. 50% cumulatively, have Diplomas and first Degrees, whilst only 12% have postgraduate qualifications. It can therefore be deduced from the responses that more practitioners with other qualifications are employed within the procurement department than those with actual procurement qualifications.

4.2.4 Professional Board Membership

In the public procurement sector it is mandatory for the procurement practitioners to be holders of procurement qualifications and be registered with procurement boards (The Public Procurement and Disposal of Public Assets Act, Chapter 22:23). In light of the above, the researcher sought to establish whether the procurement practitioners are registered with any professional procurement board. The results are as indicated on table 4.6 below.

Table 4.6 Professional Board Membership

<table>
<thead>
<tr>
<th>CURRENT STUDIES</th>
<th>FREQUENCY</th>
<th>PERCENTAGE (%)</th>
<th>CUMULATIVE PERCENTAGE (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Registered</td>
<td>27</td>
<td>26</td>
<td>26</td>
</tr>
<tr>
<td>Not Registered</td>
<td>60</td>
<td>59</td>
<td>85</td>
</tr>
<tr>
<td>Expired Membership</td>
<td>15</td>
<td>15</td>
<td>100</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>102</strong></td>
<td><strong>100</strong></td>
<td></td>
</tr>
</tbody>
</table>

Source: Survey Data

The responses revealed that 59% of the procurement staff members are not actually registered with any procurement professional board whilst 15% have their professional registrations expired, leaving only 26% being duly registered with professional procurement boards. This
may compromise accountability due to lack of professional guidance in terms of how the practitioners apply themselves during the discharge of their daily duties (Onyikwa 2013).

4.3 Legal Enforcements and Ethical Issues

In this section the researcher sought to establish the respondents’ opinions on whether legal and ethical issues in the public procurement enhance accountability or not. The responses were recorded and presented graphically as indicated on Figure 1 below.

![Figure 1: Legal Framework](image)

Source: Data Survey

Public procurement practitioners should have an understanding of the existing legal framework that guide their operations. Failure to understand the legal framework negatively impact accountability in public procurement. Legal aspects are embedded in almost every phase of public procurement (Kirk and Michael, 2006). It is against this background that the researcher sought to establish the practitioners knowledge of the legal framework and the responses presented in Figure 1 above are discussed as follows below.
i). The legal framework in force enhance accountability in public procurement. The results from the responses show that 44% of the procurement practitioners are not sure whether the legal framework in force enhances accountability or not. Cumulatively, 32% agree that the existing framework enhances accountability in the procurement function. The remaining 24% disagree that the legal framework in force enhances accountability in public procurement. This may be as a result of lack of understanding of the existing legal framework.

ii). Public procurement practitioners are aware of the legal and ethical issues. General knowledge of public procurement statutory instruments may enhance accountability in public procurement. The responses revealed that a total of 53% procurement practitioners are aware of the legal and ethical issues. 32% of the practitioners professed ignorance of legal and ethical issues in procurement, whilst 15% are not quite sure of the existence of the legal and ethical issues. The above results are indicative of that the procurement staff members are aware of the existence of the legal framework but are not aware of the existence of the code of ethics in public procurement. Lack of ethical code of ethics has a negative effect to accountability. To this end Mamiro (2010) suggests that code of ethics helps to enhance accountability in public procurement.

iii). Public procurement practitioners are guided by the ethical code of conduct. Code of Ethics guides the practitioners to make a decision in perspective regarding what is good or wrong. To this end 74% of the procurement practitioners disagree that the procurement function is guided by the Code of Ethics, 18% are in agreement whilst 8% are not so sure. This shows that, going by the majority of responses, the procurement practitioners are not guided by Code of Ethics. However, from the interviews that the researcher had with the Directors it was indicated that the Code of Ethics framework was on the cards.

iv). The public procurement legal framework helps to realise value for money. The researcher sought the respondents’ perception on whether the legal framework helps to realise value for money or not. 44% were not so sure, 39% were in disagreement whilst 18% were in agreement to the assertion that the legal framework helps to realise the value for money in public procurement. These statistical findings may be a direct indication that procurement practitioners do not consider the value for money concept in their procurement decisions. Competitive terms of contract and prices help to realise value for tax payers’ money. This is
consistent with Quinot and Arrowsmith (2013) who points out that competition among suppliers enhances value for money in every procurement transaction.

v). **The legal and ethical practices enhances value for money in public procurement.** Procurement practitioners’ opinions were sought to find out whether the legal and ethical practices enhance transparency in the procurement function or not. 39% were in agreement, 38% were not sure and 23% disagreed that the legal and ethical practices enhances transparency in the procurement function. Lack of ethical knowledge coupled with limited training and knowledge in public procurement and poor procurement committee selection criteria has accounted for poor evaluations and ineligible expenditure.

vi). **The public procurement legal framework is archaic.** The researcher sought opinions from the respondents on the assertion that public procurement legal framework is archaic. 29% of the respondents were in agreement, 50% were not so sure and 21% were in disagreement to opinion that the legal framework in force was archaic. This shows that the respondents are not fully cognisant of the legal framework in place.

vii). **There is a procurement manual in public procurement.** The researcher sought to find out whether there is a procurement procedure manual that is used in public procurement. To this end responses revealed that 8% were in agreement, 62% were not so sure whilst 30% disagreed that there is a procurement manual within the function. The respondents were of the opinion that unavailability of the procurement manual results in approaching the procurement process in a disorganised manner. Lack of a procurement manual negatively affects accountability in the public procurement in that the procurement practitioners will be discharging their duties without proper guidance.

### 4.4 Training and Skills of Public Procurement Practitioners

The researcher sought opinion from a total of 102 respondents regarding the benefits of training of public procurement practitioners. The responses were recorded on the Likert Scale and the results were graphically presented as shown on Figure 1 below.
Figure 2: Contribution of training to Public Procurement Practitioners

Source: Survey Data

4.5 Public Procurement Process.

In this section the researcher sought to ascertain the public procurement practitioners’ understanding and opinions on the public procurement process. The responses were noted from 102 participants and presented as depicted on the following figures i). In this section the researcher sought to establish the opinions of the respondents regarding their understanding of the initial stage of the procurement process and the results were recorded and presented on Figure 1 below.
Accountability in public procurement should be realised at all stages of the procurement process. The researcher sought to establish the respondents’ understanding of the initial stage of the procurement process. 94% of the respondents acknowledged that a need is identified and specified by the user department (Lysons, 2000), 3% were not so sure and the other 3% disagreed that a need is identified and specified by the user department. Identification and specification of a need by a department other than the procurement department ensures checks and balances within the procurement function and this may enhance accountability in the procurement system.

ii). In this section the researcher sought to establish the whether the tender adjudication committee was adequately trained in public procurement. The opinions of the respondents were recorded and presented as shown on Figure 2 below.
Training helps practitioners to efficiently and effectively discharge their duties (Shitsetwa and Jackline, 2017). As already discussed in section 2.6 above, training in public procurement is a challenge not only in Zimbabwe but right across the world. This is confirmed by the above statistical figures where 74% of the respondents are of the opinion that tender adjudication committee members are not adequately trained. 12% of the respondents were not so sure and 14% agreed that tender adjudication members were actually trained to handle public procurement tenders.

iii). In this section the researcher sought to establish whether the tenders are awarded on time in the Ministry of Transport and Infrastructural Development and the opinions of the respondents were recorded and presented as show in Figure 3 below.
Figure 4 above shows that 68% of the respondents are not sure about whether the tenders are timely awarded or not, 23% are of the opinion that tenders are timely awarded whilst 9% actually disagreed that tenders are timely awarded. The above statistical distribution is reflective of the fact that probably the practitioners are not aware of the tender process timelines (Onyiwa, 2013). This negatively impact on accountability and efficient service delivery in public procurement.

iv). In this section the researcher sought to establish whether the tender contract is drafted with the assistance of legal officers. The opinions of the respondents were recorded and presented as shown in Figure 5 below.
A total of 102 responses were received and 57 out of 102 were in agreement to the opinion that legal officers help in drafting tenders, 12 respondents were not so sure whilst 33 disagreed that legal officers were involved in drafting of contracts. A contract is a legally binding document (Imeri, 2013), hence legal practitioners should be involved in drafting procurement contract in order for it to be binding so as to avoid the non-performance risk.

### 4.6 Public Procurement Performance Incentives.

The research sought to establish whether the public procurement practitioners are incentivised to be always accountable in discharging their mandatory obligation. The respondents’ opinions were recorded and presented as illustrated on Table 4.6 below.

<table>
<thead>
<tr>
<th>Are there any incentives for distinguished public procurement performance:</th>
<th>Respondent’s Opinion</th>
<th>Number (N)</th>
<th>Percentage (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>i). There is positive reinforcement in the procurement function</td>
<td>Agree</td>
<td>9</td>
<td>9</td>
</tr>
<tr>
<td></td>
<td>Not Sure</td>
<td>21</td>
<td>20</td>
</tr>
<tr>
<td></td>
<td>Disagree</td>
<td>72</td>
<td>71</td>
</tr>
<tr>
<td></td>
<td>Total</td>
<td>102</td>
<td>100</td>
</tr>
<tr>
<td>ii). Accountable procurement officers are rewarded.</td>
<td>Agree</td>
<td>3</td>
<td>3</td>
</tr>
<tr>
<td></td>
<td>Not Sure</td>
<td>12</td>
<td>12</td>
</tr>
<tr>
<td></td>
<td>Disagree</td>
<td>87</td>
<td>85</td>
</tr>
</tbody>
</table>
### iii). Non performing procurement officers are punished (negative reinforcement).

<table>
<thead>
<tr>
<th></th>
<th>Agree</th>
<th>Not Sure</th>
<th>Disagree</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agree</td>
<td>3</td>
<td>24</td>
<td>75</td>
<td>102</td>
</tr>
<tr>
<td>Not Sure</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Disagree</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>102</strong></td>
<td><strong>24</strong></td>
<td><strong>75</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>

### iv). Non performing suppliers are debarred.

<table>
<thead>
<tr>
<th></th>
<th>Agree</th>
<th>Not Sure</th>
<th>Disagree</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agree</td>
<td>12</td>
<td>45</td>
<td>44</td>
<td>102</td>
</tr>
<tr>
<td>Not Sure</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Disagree</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>102</strong></td>
<td><strong>45</strong></td>
<td><strong>44</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>

### v). External Audit is carried out most regularly.

<table>
<thead>
<tr>
<th></th>
<th>Agree</th>
<th>Not Sure</th>
<th>Disagree</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agree</td>
<td>24</td>
<td>24</td>
<td>54</td>
<td>55</td>
</tr>
<tr>
<td>Not Sure</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Disagree</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>55</strong></td>
<td><strong>24</strong></td>
<td><strong>54</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>

### vi). There is an effective whistle blowers protection mechanism in procurement.

<table>
<thead>
<tr>
<th></th>
<th>Agree</th>
<th>Not Sure</th>
<th>Disagree</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agree</td>
<td>15</td>
<td>27</td>
<td>60</td>
<td>102</td>
</tr>
<tr>
<td>Not Sure</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Disagree</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>102</strong></td>
<td><strong>27</strong></td>
<td><strong>60</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>

Source: Survey Data

i). The data collected revealed that 71% disagreed with the opinion that there is positive reinforcement in public procurement. 20% were not sure of the existence of such incentives whilst 9% agreed that indeed there are incentives in public procurement. Lack of incentives may yield negative results in as far as accountability in public procurement is concerned. This is supported by the European Commission Report (2011) which points out that individuals and companies that would have exhibited high accountability practices should be white list.

ii). The researcher further sought to establish how the unaccountable practitioners and companies are treated; hence an opinion was sought from the respondents on whether the nonperforming organisations and individuals are punished or not. To this end 75% disagreed that nonperforming public procurement practitioners were punished especially for lack of accountability. This is consistent with Mthombeni (2017) who states that accountability challenges in public procurement are as a result of impunity in the public sector procurement.

iii). The respondents’ opinions on that external audit are carried out most regularly was sought. 23% agreed that external audit was carried out regularly, 24% were indifferent and 53% disagreed that external audits are carried out regularly. This is contrary to OECD Report (2013) which states that external and internal audits help in the enhancement of accountability in public procurement.
iv). As a follow up to the above, the researcher also sought to find out whether there is an effective whistle blowers protection mechanism in public procurement. 15% of the respondents agreed that indeed there is an effective whistle blowers protection mechanism, 26% were not sure whether there was an effective whistle blowers protection mechanism and 59% disagreed that there was an effective whistle blowers mechanism in place in public procurement. Control measures helps to enhance transparency and accountability, according to OECD (2013) one of the control measures that can be employed is an effective whistle blowers protection mechanism.
CHAPTER FIVE

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

5.0 Introduction

The preceding Chapter dealt with presentation and analysis of data obtained from the research instruments and discussed the findings. This closing Chapter presented the summary, conclusion, recommendations as well as suggestions for future research.

5.1 Summary of Findings

The primary objective of this study was to explore accountability in public sector procurement in Zimbabwe, a case the Ministry of Transport and Infrastructural Development. A background to the study and the statement of the problem was coined. Research questions, significance of the study, restrictions and delimitations were also spelt out.

Chapter Two reviewed the related literature put forward by various authorities specifically in relation to accountability in public procurement. The literature reviewed covered secondary materials related to conceptual issues and factors affecting accountability in public procurement. Reviewing the related literature helped the researcher to find out how the subject has been previously studied so as to identify gaps in earlier researches.

Chapter Three covered the research methodology that is the data gathering instruments that were employed during the case study. The chapter gave a detailed analysis of the research design, target population, sample size, sampling techniques and data collection methods used.

Chapter Four presented and analysed the findings of the study. Graphs, tables and pie-charts were used to present data. Chapter Five gave a summary of the research findings, recommendations, and conclusions that the researcher made on accountability in public procurement.
5.1.1 Interview Response Rate

A total of 135 questionnaires were distributed and total of 102 questionnaires were responded to and retained by the researcher, the response rate was pleasing as it translated to the overall response rate of 76% of the total questionnaires distributed (Saunders et al, 2001). In view of the given statistical background, the researcher felt that the response rate is high enough to ensure that the data is representative of the entire population.

5.1.2 Respondents’ Gender

The responses revealed that a total of 69 participants were male procurement staff members which forms 68% of the sample. Female participants stood at a total of 33, thus representing 32% of the total respondents (Table 4.3). Therefore from the above statistical presentation it can be deduced that the procurement function is dominated by male procurement practitioners.

5.1.3 Respondents’ Length of Service

The majority of the procurement practitioners have been with the Ministry of Transport and Infrastructural Development for less than five years as they cumulatively contribute to 62% of the total respondents Table 4.4). Only 38% represents procurement members of staff who have been in the public procurement practise for at least six years. The import of these statistics may be that the procurement function is composed of fairly new members of procurement staff.

5.1.5 Respondents’ Qualifications

It was found that the procurement practitioners lack adequate public procurement qualifications and experience. Table 4.5 depicts that 38% of the procurement practitioners with other qualifications are employed in the procurement function, only 14% have at least a first degree qualification and 21% are holders of relevant diploma qualification whilst none has a doctoral (PhD) qualification. The interviews conducted divulged that the procurement function is dominated by the practitioners with other qualifications like business studies, marketing as well as accountancy. Lack of requisite qualifications have a negative impact on accountability in the procurement process as the practitioners have limited skills that are commensurate with their duties so much that tenders end up being awarded to bidders without the required capacity.
It was also found out that the procurement committees members were selected haphazardly without consideration of their procurement know how, and as a result the procurement process is prolonged because of iterations that is back and forth movement of documents for corrections by the procurement board before the process is finalised.

5.1.6 Professional Board Membership

The majority of the procurement practitioners as represented by 59% on Table 4.6 response rate are not registered with the professional boards, like the Chartered Institute of Purchasing and Supply (CIPS), 15% have expired membership. However, it was revealed in the interviews that the practitioners are now mandatory required to be registered with a professional board. Professional boards put emphasis on ethical and professional conduct, current procurement trends in other locations and generally keeping the members updated. This enhances accountability in public procurement. Despite all these professional benefits, only 26% respondents were duly registered. A further inquiry through the interviews revealed that the procurement practitioners were expecting their membership subscriptions to be met by the public procurement entities.

5.2 Legal Enforcement and Ethical Issues

It was found out that the majority of the public procurement practitioners in the Ministry of Transport and Infrastructural Development are not aware of the public procurement laws despite the fact that their daily activities are directed by such procurement laws. As depicted on Table 4.7, 44% of the respondents are not sure whether the legal framework enhances accountability in public procurement or not. 32% disagree that the legal framework in place enhances accountability in public procurement whilst 24% totally disagree that the legal framework in force enhances accountability in public procurement. When probed further on why the legal framework in force does not enhance accountability in public procurement, it was revealed that the public procurement is dominated by politicians who at the end of the day will have an influence on what is to be done at the expense of following the right procedures as enshrined on the legal instruments.

The researcher also sought to find out whether the public procurement practitioners are actually aware of the existing legal instruments in force in public procurement and the responses revealed that 53% of the procurement practitioners were aware, whilst 32%
professed ignorance. 15% of the responses pointed out that they were not aware of such legal instruments. It can therefore be deduced from the above statistics that public procurement practitioners do not give themselves time to read the public procurement legal instruments although having them in their shelves.

The researcher also sought to find out whether the public procurement function was guided by an ethical code of conduct and the findings pointed out that 74% of the practitioners disagreed that the procurement function as guided by the Code of Ethics, 18% were in agreement whilst 8% were not so sure. The above statistical presentations points out that there is no Code of Ethics in public procurement. However, the personal interview revealed that efforts are being made to have a Code of Ethics in public procurement, that is in compliance with the Public Procurement and Disposal of Public Assets Act (Cap 22:23).

The researcher enquired whether the legal framework in place helped to realise value for money in public procurement, 44% of the respondents were not sure, 39% disagreed whilst 18% were of the view that the legal framework in place helps to realise value for money in public procurement. Public procurement as discussed in section 2.1 above is about acquisition of goods and services on behalf of the public entities using tax payers’ funds. It can be deduced from the above statistics that public procurement is not much concerned about the value for money in the acquisition of goods and services. A further inquiry was made through the interview and it was revealed that public procurement was mainly concerned with compliance to the regulations in their procurement process.

The researcher sought opinions from the respondents on whether the legal framework and ethical practices in place enhance transparency in the procurement function or not. 39% of the respondents were in agreement, 38% were not so sure whilst 23% disagreed that the legal framework and ethical practices enhance transparency in the procurement function. To this end the interviews revealed that lack of knowledge of ethical practices, poor procurement committee selection criteria coupled with limited training in public procurement accounts for the above statistical distribution.

Further to the above the researcher sought to find out whether there was a procurement manual in the public procurement function and 62% of the respondents were not sure about the existence of such a document, 30% disagreed that such a document exists in public
procurement whilst 8% attested that the manual actual exists in public procurement. It can therefore be pointed out that the lack of a procurement manual negatively affects accountability in public procurement in that public procurement practitioners will discharge their duties without proper guidance.

5.3 Training and Skills of Public Procurement Practitioners

It was found that the procurement practitioners lack adequate public procurement qualifications and experience. Lack of professional training and skills leads to public procurement implementation challenges. The procurement function is dominated by the practitioners with other qualifications like business studies, marketing as well as accountancy. Lack of expertise in tender evaluations as well as relevant procurement training has resulted in not up to standard procurement evaluations, hence compromising on accountability in the procurement process as tenders end up being awarded to bidders without the requisite capacity. It was also found out that the procurement committees members were selected haphazardly without consideration of their procurement know how, and as a result the procurement process is prolonged because of iterations that is back and forth movement of documents for corrections by the procurement board before the process is finalised.

5.4 Public Procurement Process

Public procurement process is hinged on the principle of fairness so as to ensure accountability within the function. Therefore the researcher sought to find out whether the procurement process followed in the Ministry of Transport and Infrastructural development enhances accountability in the procurement function, a total of 94% pointed out that after a need has been identified and clearly specified, a tender in respect of the need is then advertised. Only 3% were not sure about this process and a further 3% were in disagreement. Upon probing further in the interviews, it was revealed that specifications are designed by the user department and passed on to the procurement section together with a requisition. The evidence that a requisition is raised by a different department and transmitted to procurement is a clear testimony of transparency and accountability in the procurement process.

The researcher enquired as to whether the tenders were awarded on time and 68% of the responses were not sure as to whether the tenders were timely awarded or not. A total of 23% disagreed that tenders are timely awarded whilst 9% were of the opinion that tenders were
awarded on time. The above statistical presentations can be construed to mean that tenders are not timely awarded in the Ministry of Transport and Infrastructural Development.

The researcher went on to seek the respondents’ opinion as to whether contract management and monitoring was a function of procurement or not. A total of 56% were of the opinion that contract management was not a function of procurement. 33% were in agreement and 11% were not so sure. The interview session revealed that procurement practitioners are not much involved in the contract management specifically on works where a contracts manager is usually a technical person, like an engineer. Empirical evidence points out that lack of contract monitoring mechanism results in contracts failing to see the light of their day, or take long to complete for example dualisation of Beitbridge - Masvingo road whilst some contracts fail to be completed within the prescribed timelines, like the Airport Road. This therefore distracts accountability and public service delivery.

5.5 Public Procurement Performance Incentives

In this section, the researcher sought to find out whether there are performance incentives that enhance accountability in public procurement. An opinion was sought from the respondents on whether outstanding procurement practitioners were rewarded or not, 85% of the responses were of the opinion that there are no rewards that accrue to accountable officers in public procurement. 12% were not sure about the performance incentives in public procurement whilst 3% were of the opinion that there are performance incentives for outstanding procurement practitioners. Clarification was sought through the interview and it was revealed that there is no known policy for incentivising outstanding procurement officers. However, it was established that an appraisal report maybe written to positively reinforce outstanding procurement practitioners.

The researcher also sought opinions from respondents to find out whether audits were carried out regularly or not. A total of 23% agreed that audits are carried out regularly, 24% were not so sure and 53% were of the opinion that audits were carried out regularly. To this end it was established during the interviews that audits were carried out most regularly, however it was opined that whilst procurement audits are undertaken to improve the procurement processes, they should also highlight the problems encountered by the procurement practitioners during the discharge of their daily duties.
One of the initiatives for enhancing accountability in public procurement established in section 2.8 above was to debar from public procurement non-accountable procurement practitioners and organisations. The researcher therefore sought find out from respondents whether non-performing suppliers were debarred or not. 44% of the respondents were not so sure, another 44% disagreed whilst 12% actually agreed that non-accountable practitioners and companies are debarred from participating in public procurement processes.

The researcher also sought opinions from the interviews to find out whether there is an effective whistle blowers protection mechanism in public procurement. 59% of the responses were of the opinion that there was no effective whistle blowers protection mechanism, 26% were not so sure and 15% agreed that there was actual an effective whistle blowers protection mechanism.

5.6 Conclusion

The researcher appreciated that accountability in public procurement the world over is becoming an exceedingly complex enterprise. The complexity requires a high degree of competence and integrity. This is attributed to the fact that public procurement involves tax payers’ funds for which the tax payers are obliged to enjoy value for their money. Although not so easy to achieve, accountability in public procurement improves the service delivery and livelihood of the citizenry.

The summary of findings above and in respect of the research objectives the following conclusions were drawn;

5.6.1 Interview Response Rate

The study population was 200 participants and the population sample was 135 over and above a sample of 132 suggested by Kraljicie and Morgan (1970). From the a total of 135 questionnaires distributed and total of 102 were responded to and retained by the researcher, thus translating to a 76% response rate which the researcher concluded was representative enough of the entire population.
Male participants accounted for 68% of the responses while their female counterparts occupied 32% of the responses. The researcher concluded that the public procurement function is dominated by male procurement practitioners. It was also found out that the procurement practitioners who represent 62% cumulatively, had been in the public procurement practice for less than five years whilst 38% have been in the public procurement practice for at least six years. It was also found out that 38% of procurement practitioners employed possess other qualifications, 21% are Diploma holders, and 29% have procurement degree qualification whilst 12% have Master’s Degree qualification. It was also found out that 59% of the public procurement practitioners were not registered with professional boards, 15% had expired membership whilst 26% were duly registered.

The researcher concluded that; the public procurement function is male dominated and manned by fairly inexperienced practitioners as 62% have been with the institution for less than five years. Holders of non-procurement qualifications perform procurement functions, and the majority of the practitioners are not members of any procurement professional board. This compromise on accountability in public procurement as practitioners need to be professional in their operations and this may be achieved through proper training and directed by a professional board.

5.6.2 Legal Enforcement and Ethical Issues

It was found out that the majority of the public procurement practitioners in the Ministry of Transport and Infrastructural Development are not aware of the public procurement laws despite the fact that their daily activities are directed by such procurement laws (Figure 1). It was revealed that the public procurement is dominated by politicians who at the end of the day will have an influence on what is to be done at the expense of following the right procedures as enshrined on the legal instruments, and this compromise on accountability in the procurement function.

It was concluded that there was no Code of Ethics in public procurement. However, the personal interview revealed that efforts are being made to have a Code of Ethics in public procurement, that is in compliance with the Public Procurement and Disposal of Public Assets Act (Cap 22:23). Further to the above, it was established that there was not much concerned about the value for money in the acquisition of goods and services in public
procurement as they are focused mainly on procedures and compliance. There is no procurement manual to guide the operations of the public procurement function.

5.6.3 Training and Skills of Public Procurement Practitioners

It was concluded that the procurement practitioners lack adequate public procurement qualifications and experience. The procurement function is dominated by the practitioners with other qualifications like business studies, marketing as well as accountancy. It was also concluded that the procurement committee members were selected haphazardly without consideration of their procurement know-how. Lack of professional training and skills, expertise in tender evaluations as well as relevant procurement training has a negative impact on accountability in public procurement.

5.6.4 Public Procurement Process

It was concluded that public procurement process is hinged on the principle of fairness so as to ensure accountability within the procurement function. In order to enhance accountability in public procurement, it was found imperative to consult legal practitioners in the drafting of contracts. This will help to come with legally binding and enforceable documents. On the award of tenders it was established that the majority of the procurement practitioners were not sure whether the tenders were timely awarded or not. This showed a lack of understanding of the public procurement system. Further to the above it was concluded that contract management is a preserve of non-procurement personnel and this negatively affect accountability in public procurement.

5.6.5 Public Procurement Performance Incentives

In this section, the researcher sought to find out whether there are performance incentives that enhance accountability in public procurement. An opinion was sought from the respondents on whether outstanding procurement practitioners were rewarded or not, 85% of the responses were of the opinion that there are no rewards that accrue to accountable officers in public procurement. 12% were not sure about the performance incentives in public procurement whilst 3% were of the opinion that there are performance incentives for outstanding procurement practitioners. Clarification was sought through the interview and it was revealed that there is no known policy for incentivising outstanding procurement
officers. However, it was established that an appraisal report may be written to positively reinforce outstanding procurement practitioners.

The researcher also sought opinions from respondents to find out whether audits were carried out regularly or not. A total of 23% agreed that audits are carried out regularly, 24% were not so sure and 53% were of the opinion that audits were carried out regularly. To this end it was established during the interviews that audits were carried out most regularly, however it was opined that whilst procurement audits are undertaken to improve the procurement processes, they should also highlight the problems encountered by the procurement practitioners during the discharge of their daily duties.

One of the initiatives for enhancing accountability in public procurement established in section 2.8 above was to debarred from public procurement non-accountable procurement practitioners and organisations. The researcher therefore sought find out from respondents whether non-performing suppliers were debarred or not. 44% of the respondents were not so sure, another 44% disagreed whilst 12% actually agreed that non-accountable practitioners and companies are debarred from participating in public procurement processes.

The researcher also sought opinions from the interviews to find out whether there is an effective whistle blowers protection mechanism in public procurement. 59% of the responses were of the opinion that there was no effective whistle blowers protection mechanism, 26% were not so sure and 15% agreed that there was actual an effective whistle blowers protection mechanism. A whistle blowing mechanism may seem expensive at the beginning but it has some positive results at long run.

5.7 Recommendations

After looking at the conclusion and findings, the researcher made the following recommended:

i). It was recommended that the recruitment of officers should strike a gender balance as empirical evidence has it that females are more accountable than their male counterparts in the discharge of their daily duties. Hence this may go a long way in enhancing accountability and transparency in public procurement. A registration with the professional board will also
ensure that the procurement practitioners are duly guided in their duties in terms of the current procurement practices and ethical conduct.

ii). It is recommended that the public procurement practitioners should acquaint themselves well with the legal statutes governing procurement. Just knowing their existence without understanding them is not enough. It is further recommended that the Regulatory authority of Zimbabwe should keep up the sensitisation momentum. It is also recommended that a procurement manual should be availed for the public sector procurement so as to augment the Act and the Regulations. This will go a long way in ensuring accountability in public procurement.

iii). The level of accountability can be enhanced through professional training, it is therefore recommended that officers manning public procurement offices should be qualified in procurement. This will enhance accountability in that the practitioners will be having a profession to protect. Further to the above, it is recommended that in-house trainings can also be regularly so as to keep the officers updated.

iv). It was found that the public procurement practitioners are aware of the procurement process. However, they were not so sure as to whether the tenders were awarded on time. It was also found out that the procurement committee members were selected haphazardly without consideration of their procurement know how. It was therefore recommended that the members of the procurement committee should be appointed looking at their procurement appreciation.

v). It was found out that there is nothing in it for good performance in public procurement as 85% of the respondents were of the opinion that there are no performance incentives in public procurement. It was therefore recommended that practitioners who perform their duties accountably should be recognised. This will go a long way in creating a culture of accountability in public procurement.

5.8 Recommended areas for Further Study.

It was found out that public procurement practitioners are not incentivised to promote accountability in the procurement function. Public procurement is all about tax payers’ money, therefore the tax payers should get value for their money through prompt service delivery. It is therefore a research point to explore the relevant incentives that may be accorded to public procurement officers.
The culture that exists in the public procurement sector is one of the challenges that affect accountability in public procurement. It can be appreciated that public procurement performs both business and social function where on the business side the procurement function should make business or economic sense to the procurement decisions. On the social side the procurement function should consider the benefits of a procurement decision to the generality of the public. It is therefore recommended that a critical analysis of the effect of organisational culture on accountability in the public sector procurement function in Zimbabwe as a research point.
References


Jorge de Jesus M. and Eirado J. S. B. (2012) Relevance of Accounting Information to Public Sector Accountability: A Study of Brazilian Federal Public Universities. Tékhne, 10(2)


Soudry O. (2007) A Principal-Agent Analysis of Accountability in Procurement


03 March 2019

7.1 REQUEST FOR YOUR PARTICIPATION IN THE CASE STUDY

My name is Ndlovu Victor, I am a student of Bindura University of Science Education undertaking a Master of Science in Supply Chain Management programme. In partial fulfillment of the above mentioned programme, I am required to submit a research project and my research topic is “AN EXPLORATION OF ACCOUNTABILITY IN THE PUBLIC SECTOR PROCUREMENT IN ZIMBABWE: A CASE OF MINISTRY OF TRANSPORT AND INFRASTRUCTURE DEVELOPMENT (2013-2018).”

In line with the above requirements, I am kindly asking you to participate in this study by answering the following interview questions or filling in the attached questionnaires. Your participation in this study is greatly valued. The data you will provide by responding to this questionnaire will go a long way in ensuring that the researcher makes informed recommendations to the study. Your responses will be treated with strict confidentiality and will be used for academic purposes only.

May you kindly spare your few minutes to respond to the attached questionnaire.

Your co-operation will be greatly appreciated.

I thank you for your time.

Yours faithfully

................................................
Ndlovu Victor (B1850641)
Phone: 0772676772
APPENDIX B

8.1 QUESTIONNAIRE FOR PROCUREMENT PRACTITIONERS.

The researcher would like to have your opinions about procurement accountability issues at your institution.

Section A: General Questions (Profile of Respondents)

1. Indicate your gender?

   Male  ☐

   Female ☐

2. Indicate years of service with the institution.

   Less than 2 years ☐

   2 – 5 years ☐

   6 – 10 years ☐

   Above 10 years ☐

3. Please indicate your highest academic qualifications.

   First Degree ☐

   Master's Degree ☐

   PhD ☐

   Any Other (Specify)................................................................................................................................
   ..........................................................................................................................................................

4. Are you a member of any procurement professional board? ☐ Yes ☐ No

5. If ‘Yes’ to the above, please specify the professional board.

   ..........................................................................................................................................................
6. Is the procurement department an autonomous function within your organisation?
   Yes ☐ No ☐

Section B: Legal Enforcements and Ethical Issues

NB. The following are the ratings of the options given on the Likert Scale: Strongly Agree = 5, Agree = 4, Not Sure/Indifferent = 3, Disagree = 2, Strongly Disagree = 1

1. What are the legal and ethical procedures that govern procurement in your institution?
   (See comments on the Likert scale and **Tick on one box to indicate your opinion**)

<table>
<thead>
<tr>
<th>Legal and ethical procurement issues in your institution.</th>
<th>Strongly Agree</th>
<th>Agree</th>
<th>Not Sure</th>
<th>Disagree</th>
<th>Strongly Disagree</th>
</tr>
</thead>
<tbody>
<tr>
<td>i). The legal framework in force enhances accountability</td>
<td>5</td>
<td>4</td>
<td>3</td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td>ii). Procurement practitioners are aware of the legal and ethical issues.</td>
<td>5</td>
<td>4</td>
<td>3</td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td>iii). Procurement practitioners are guided by the ethical code.</td>
<td>5</td>
<td>4</td>
<td>3</td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td>iv). The legal framework helps to realise value for money.</td>
<td>5</td>
<td>4</td>
<td>3</td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td>v). The legal and ethical practices enhances transparency in the procurement function</td>
<td>5</td>
<td>4</td>
<td>3</td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td>vi). The procurement legal framework is archaic.</td>
<td>5</td>
<td>4</td>
<td>3</td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td>vii). There is a procurement procedure manual.</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

2. What are the legal instruments that govern the procurement function in your institution? **(Please state them.)**

......................................................................................................................................................
......................................................................................................................................................
......................................................................................................................................................
......................................................................................................................................................
......................................................................................................................................................
......................................................................................................................................................
......................................................................................................................................................
Section C: Training and Skills of Public Procurement Practitioners

1. What are the benefits of procurement staff training and development to the institution? (See comments on the Likert scale and Tick on one box to indicate your opinion)

<table>
<thead>
<tr>
<th>Adequately trained procurement staff:</th>
<th>Strongly Agree</th>
<th>Agree</th>
<th>Not Sure</th>
<th>Disagree</th>
<th>Strongly Disagree</th>
</tr>
</thead>
<tbody>
<tr>
<td>i). Increases intellectual capital base to the institution.</td>
<td>5</td>
<td>4</td>
<td>3</td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td>ii). Enhances quality of procurement decisions.</td>
<td>5</td>
<td>4</td>
<td>3</td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td>iii). Increases the reputation of procurement practitioners.</td>
<td>5</td>
<td>4</td>
<td>3</td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td>iv). Training helps to deter incorrect behaviour and to safeguard the ethical legacy of the profession.</td>
<td>5</td>
<td>4</td>
<td>3</td>
<td>2</td>
<td>1</td>
</tr>
</tbody>
</table>

2. Any other benefits that you are thinking of? (Please specify)

…………………………………………………………………………………………
…………………………………………………………………………………………

Section D. Public Procurement Process.

1. Does the procurement process in your institution enhance accountability? (Please show your agreeableness by ticking on one box).

<table>
<thead>
<tr>
<th>Public Procurement Process</th>
<th>Strongly Disagree</th>
<th>Disagree</th>
<th>Indifferent</th>
<th>Agree</th>
<th>Strongly Agree</th>
</tr>
</thead>
<tbody>
<tr>
<td>i). After identifying and specifying a need, a tender is then advertised.</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>ii). The tender adjudication committee is adequately trained in public procurement.</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>iii). Tenders are awarded on time.</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>iv). The tender contract is drafted with the assistance of legal officers</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
</tbody>
</table>

2. Is there any other pertinent information you are thinking about? (Please specify on the provided space).

…………………………………………………………………………………………
…………………………………………………………………………………………

69
Section E. Public Procurement Performance Incentives.

1. Are there any performance incentives in public procurement that enhance accountability?

(Please show your agreeableness by ticking on one box).

<table>
<thead>
<tr>
<th>i). There is positive reinforcement in the procurement function</th>
<th>Strongly Disagree</th>
<th>Disagree</th>
<th>Indifferent</th>
<th>Agree</th>
<th>Strongly Agree</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
</tbody>
</table>

| ii). Accountable procurement officers are rewarded.          | 1                | 2        | 3           | 4     | 5              |

| iii). Non performing procurement officers are punished (negative reinforcement) | 1                | 2        | 3           | 4     | 5              |

| iv). Non performing suppliers are debarred.                   | 1                | 2        | 3           | 4     | 5              |

| v). External Audit is carried out most regularly              |                   |          |             |       |                |

| There is an effective whistle blowers protection mechanism in procurement. |                   |          |             |       |                |

2. Any comments? (Please write on the provided space).

................................................................................................................................................
................................................................................................................................................

............

I thank you for your participation and most valuable time.
9 APPENDIX C

9.1 PERSONAL INTERVIEW QUESTIONS FOR DEPARTMENT HEADS

General Questions

- How many procurement personnel do you have in your department?
- What is the average length of service of the procurement officers?
- What is the procurement staff compliment like in terms of gender composition?

Legal and Ethical Issues in Procurement

- Which legal documents govern the procurement process?
- Are there any ethical codes that guide the procurement practitioners during the daily discharge of their daily duties?
- Does the legal framework enhance transparency in procurement?
- Does legal help to realise value for money?
- There is a general belief that the legal framework is outdated, hat is your comment to this assertion?

Training and Professional Growth

- Does the procurement staff understand their role and importance in public service delivery?
- What qualifications do the procurement practitioners in your department possess?
- Does the staff in the procurement department attend training and staff development courses and programs in the field of procurement and public procurement?
- Are the procurement practitioners in your institution affiliated to any professional procurement board?
- Is there any benefit that accrues to the procurement function through staff training?
- Do procurement practitioners undertake training on ethical issues in public procurement?

**Performance Incentives**

- Are there any performance incentives for procurement practitioners in public procurement?
- How often are audits carried out in your ministry?
- Is there a whistle blowers protection policy in your ministry?

**Procurement Process**

- Does the procurement department prepare a procurement plan?
- Are there any standard bidding decrements used in the procurement department?
- Are tenders advertised? If yes, which media do you use in your ministry?
- For how long do you advertise the tender?
- Where are tender opened and how often are they opened?
- Are the procurement officers and bidders allowed to attend the tender opening?
- What is the most common evaluation criteria used in your ministry?
- How long does it take to award the tender?
- After signing the contract, is there any mechanism to monitor performance?
- What initiative is taken against non performing bidders or bidders who fail to meet the deadlines?
- Is there any other information that you would wish to give details.

I wish to thank you so much for giving me your time.