

**TACTICAL PROCUREMENT AND SERVICE DELIVERY IN LOCAL
GOVERNMENTS:
A CASE STUDY OF RAKAI DISTRICT**

BY:

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DECLARATION

I, Aturinda Brian, do hereby declare that to the best of my Knowledge, this dissertation is my original work and has never been published for any award in any other University or Higher institution of learning.

Signed.....*Aturinda*.....

Date.....*30/12/2014*.....

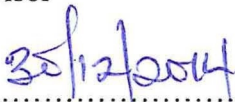
APPROVAL

This is to certify that this dissertation has been carried out under our supervision and is ready for submission to School of Graduate.

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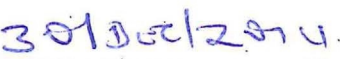
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DEDICATION

This dissertation is dedicated to my dear children, Carlos and Alicia and my intimate friend, Anita Willyams Tushabe for the words of courage and inspiration throughout my studies.

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With great pleasure, I thank Dr. Obanda and Mr. Masimengo for their precious time, guidance, inspiration and encouragement that has enabled me move this far!!!!

ABBREVIATIONS/ACRONYMS

LGA:	Local Government Acts
LG:	Local Government
IGG:	Inspector General of Government
PPDA:	Public procurement and disposal of public assets authority
GDP:	Gross domestic products
OECD:	Organization for economic cooperation and development
LGPPDR:	Local Government Public Procurement and Disposal of Assets Regulation
MoFPED:	Ministry of Finance, Planning and Economic Development
CTB:	Central Tender Board
PDE:	Procuring and disposing entity
PDU:	Procurement and Disposal Unit
CPAR:	Country Procurement Assessment Report
AG:	Attorney general
PPDAA:	Public Procurement and Disposal of Public Assets Act

ABSTRACT

The study was centered on tactical procurement and service delivery using a case of Rakai District. The study used three objectives that is, to examine the effect of specification on service delivery in Rakai District Local Government, to evaluate the effect of selection on service delivery in Rakai District Local Government and to establish the relationship between contract award and service delivery in Rakai District Local Government.

A cross-sectional research design was used for the study since data was collected as single point in time and this enabled the researcher to collect detailed and in-depth data from the respondents. The researcher used questionnaire and interview guide to collect data from the respondents and 58 respondents formed the sample size of the study.

The findings of the study indicated that there is a strong positive linear relationship between specification, selection and contract award and service delivery ($r = .901$), specification, selection and contract award account for 81.2% variance of service delivery. In addition the coefficients of each tactical procurement management indicators show that Specification, selection and contract award significantly affect service delivery ($p < .05$). Specification most affects service delivery ($t = 4.454$) followed by selection ($t = 3.324$) and contract award ($t = 2.967$), respectively.

The study recommends Public Procurement and Disposal Authority should eliminate all elements of corruption in public procurement and promote integrity in the procurement process. This will in turn lead to improvement service delivery

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CHAPTER ONE

GENERAL INTRODUCTION

1.1 Background to the study

Public Procurement has always been a big part of the developing countries economy accounting for an estimated 9-13% of the developing nations Gross Domestic Product (GDP) and it is therefore an area that needs attention if countries are to enhance service delivery (Odhiambo and Kamau; 2003). However Ntayi (2009) observes that millions of dollars get wasted due to inefficient and ineffective procurement structures, policies and procedures as well as failure to impose sanctions for violation of procurement rules thus resulting in poor service delivery. Public procurement is the acquisition of goods, services and works by a procuring entity using public funds (World Bank, 1995).

In order to improve the management of public procurement, many countries have come up with procurement reforms. According to Arrowsmith and Trybus (2003) the last decade of the twentieth century has witnessed the start of the global evolution in the public procurement. In Uganda the need for procurement reforms became urgent because of internal and external pressure given the fact that the Government was losing huge sums of money in poorly managed procurement processes that cost the tax payer a lot of money.

The African Peer Review Mechanism Country Review (APRM) Report on Uganda (2009), which asserts that non – compliance with the regulations is so high in Uganda. The same report estimates that more than Uganda Shillings 300 Billion (US Dollars 164million) is lost every year and this leads to poor service delivery. Gelderman et al., (2006) explain that poor service delivery is a problem not only in the third world countries but also evident in the countries in the

European Union. Gelderman et al., (2006) further advances reasons for poor service delivery is explained by the tendency to avoid red tape involved in the procurement process. However Sewanyana (2009) asserts that the type of goods and services procured sometimes influences the degree of compliance with the procurement regulations.

However, not much focus has been placed on explaining why there is poor service delivery with public sector organizations in Uganda despite the fact that each year compliance reports produced by the Public Procurement and Disposal of Public Assets Authority report that there is poor service delivery.

In Uganda, some scholars have conducted research on unethical practices in public procurement but no comprehensive study has been carried out on tactical procurement management and service delivery. Moreover, there are no empirical studies that can be traced to explain why there is poor service delivery. Ntayi et al., (2010a) sought to explain the unethical behavior of public procurement officers using social cohesion, group think and ethical attitudes and established that these variables considerably contribute to explain the unethical procurement behavior of procurement officers in Uganda. Ntayi et al., (2010b) explained unethical procurement behavior using psychological climate, catharsis, organizational anomie, procurement planning behavior and psychological wellness. Basheka and Mugabira (2008) measured professionalism variables and their implication to procurement outcomes in Uganda's public sector. National Integrity Baseline Surveys (2002, 2004, and 2006) have been conducted with the aim to establish the most corrupt central government ministry or local governments, sectors and ministries. Several authors have advanced theories explaining the prevalence of corruption in public (Ackerman,

2002; Basheka, 2010; Nagitta and Ssenoga, 2010, Epak, 2005; Palmier, 2000; Duperouzel, 2005; Khai, 2008; TI-Uganda Chapter, 2007; Preston and Snilsberg, 2002; Soreide, 2004 and Onapa, 2005) among others. But none of the above authors explains why there is persistent poor service delivery and this is what the study sought to verify in order to fill this gap.

1.2 Statement of the Problem

Tactical procurement is intended to foster the element of transparency, integrity, impartiality, probity, accuracy of information in the provision of services. However, what is happening in local governments is different. The whole tactical procurement process is overshadowed with inefficiency, corruption and disregard of fundamental "value for money" considerations. Despite the concerted efforts by government to enact enabling procurement laws (PPDA Act, 2003) to enhance tactical procurement management as means to improve service delivery, the services being provided to the end users have remained disheartening (UBOS, 2008). According Procurement Audit Management report, 2012/2013 of Rakai District, since the enactment of procurement laws, cases of poor service delivery have increased with frequent reports of corruption, provision of sub - standard services, denying some consumers the relevant services, conflict of interest, lack of uniformity, theft and inflated prices. Therefore one wonders whether this is due specification, selection or during contract award.

In the wake of the above mentioned challenges, a need for an in-depth analysis of the tactical procurement in Rakai District and how it may affect service delivery was deemed necessary.

1.3 Objectives of the study

1.3.1 General objective of the study

The study aimed at establishing the effect of the tactical procurement on service delivery in Rakai District. This primary objective resulted into the formulation of the specific objectives.

1.3.2 Specific objectives of the study

- i. To examine the effect of specification on service delivery in Rakai District Local Government.
- ii. To evaluate the effect of selection on service delivery in Rakai District Local Government.
- iii. To establish the relationship between contract award and service delivery in Rakai District Local Government.

1.4 Research questions

- i. What is the effect of specification towards service delivery in Rakai District Local Government?
- ii. To what extent does selection affect service delivery in Rakai District Local Government?
- iii. What is the relationship between contract award and service delivery in Rakai District Local Government?

1.5 Scope of the study

The study was carried out in Rakai District, in Uganda, and it was focused on the process through which tactical procurement affect service delivery. Service delivery was measured basing on contract timeliness, quality, and cost parameters. The research study covered the conceptual scope, geographical scope, and the time scope.

Conceptual Scope

The study was focused on how tactical procurement as an independent variable by specifically looking at specification, selection and contract award and service delivery as a dependent by specifically looking at contract timeliness, quality, and cost parameters.

Geographical Scope

The research was carried out at the headquarters of Rakai District Local government. The district was chosen because cases of corruption in the tactical procurement and poor service delivery are so frequent as reflected in the IGG Report of 2012 since the reforms in procurement laws in Uganda.

Time Scope

The study analyzed data since the reforms of public procurement laws (PPDA Act 2003) up to 2013. However, the study covered a period of three months, starting from June 2014 to August, 2014.

1.6 Significance of the study

- i. The findings of the study will specifically help the local government of Rakai to revisit her procurement process if they are to improve on service delivery. This is because a large portion (70 percent) of the local government (LG) budget passes through the procurement system, therefore failure to procure goods and services cost effectively and timely can put the achievement of key LG objectives at risk. The study will enhance and promote Procurement practices awareness in LGs in Uganda and suggest appropriate policy changes. The LGs will use the findings to improve their service delivery.
- ii. The study will also help policy makers to formulate ways on how to improve the service delivery in the economy and it will guide policy makers at all levels in formulation of appropriate policy changes and enacting of better legislation and controls.
- iii. The study will also act as a basis for further research by other researchers in field of public service delivery and the tendering system.

1.7 Definition of key terms

Tendering

According to Moeti et al. (2007:124), a tender is a proposal to provide a good or service in competition with other potential suppliers. Tendering is a method in which the public sector buys or procures goods and services through a formal document, which outlines proposals and requirements of work to be done.

Tactical procurement allows the suppliers to submit their offers showing how they are prepared to meet the requirements. In other words, tendering is where by an organization invites for the supply of goods and services, and awards the contract to the best offer according to predetermined criteria without negotiation.

Procurement

According to Moeti et al. (2007:123), procurement is the purchasing of goods and services by government from the private sector. It is the process through which contracts are created, managed and fulfilled. It involves all the steps from the identification of the project or products to be procured, to soliciting and evaluating tender offers, to awarding and administering contracts and confirming compliance with requirements (Waters, 2002).

Procurement is responsible for acquiring the materials needed by an organization and it consists of all the related activities that get goods, services and any other materials from suppliers into the organization. The procurement process is done in a purchase cycle, starting with a user identifying a need for goods and services, and ends when the goods being delivered or services rendered.

Service Delivery

Oboth (2001), noted that in as far as the Local Government Act, the constitution and any other statutes that are studied, there is no definition of the phrase (service delivery) either deliberately or ignorantly. However he said that, a service is a system or arrangement that supplies public

needs whereas delivery is periodical performance of a service. Therefore service delivery is a system or arrangement of periodical performance of supplying public needs. Helmsing (1995), in his study defines service delivery as a deliberate obligatory decision by the elected or appointed officials to serve or deliver goods and services to the recipients.

1.8 Conclusion

This chapter outlined the purpose of and background to this study as illustrated above. The problem statement that arises, the research objectives and research questions are set out briefly.

The next chapter, which is chapter two, lays the literature foundation of the research. The theoretical underpinnings of this study are explained and the chapter provides the literature review on the concepts such as specification, selection and contract award and how such influences service delivery in local governments.

CHAPTER TWO

LITERATURE REVIEW

2.1 Introduction

This chapter discusses the opinions, findings from different authors, publications, and all possible sources as a basis of foundation for this research study. This chapter begins with the theoretical review, conceptual review and lastly the review of study objectives.

2.2 Theoretical Review of tactical procurement and service delivery

Several theories have been adopted for this study and the researcher deals more with institutional theory, principal agent theory and systems theory. There is no single and universally agreed definition of “institution” or “institutional theory”. According to Scott (2004), institutions are composed of cultural-cognitive and regulative elements that, together with associated activities and resources give meaning to life. The author explains the three pillars of institutions as regulatory, normative and cultural cognitive. The regulatory pillar emphasizes the use of rules, laws and sanctions as enforcement mechanism, with expedience as basis for compliance. The normative pillar refers to norms (how things should be done) and values (the preferred or desirable), social obligation being the basis of compliance. The cultural-cognitive pillar rests on shared understanding (common beliefs, symbols, shared understanding). In Uganda, public procurement is guided by the PPDA Act (2003), regulations and guidelines which are from time to time issued by the PPDA Authority only and which must be complied with to the latter by all PDEs and providers to ensure efficient service delivery.

The principal agent theory as advocated by Donahue, (1989) explains that procurement managers in public sector play a relationship role. But his findings are based on the buyer/supplier relationship and the need of the buyer, as the principal, to minimize the risks posed by the agent. The author argued that procurement managers including all civil servants concerned with public procurement must play the agent role. Therefore procurement managers take on the role of agent for elected representatives. The principal-agency theory holds that shirking is likely to occur when there is some disagreement between policy makers and the bureaucracy. The democratic perspective focuses on responsiveness to citizens and their representatives (Strom 2000; Lupia 2003). However, Soudry (2007) identifies this principal/agent relationship among the possible risks whereby procurement managers show apathy towards principal's preferred outcomes or even overriding of the principals preferences thus resulting into poor service delivery.

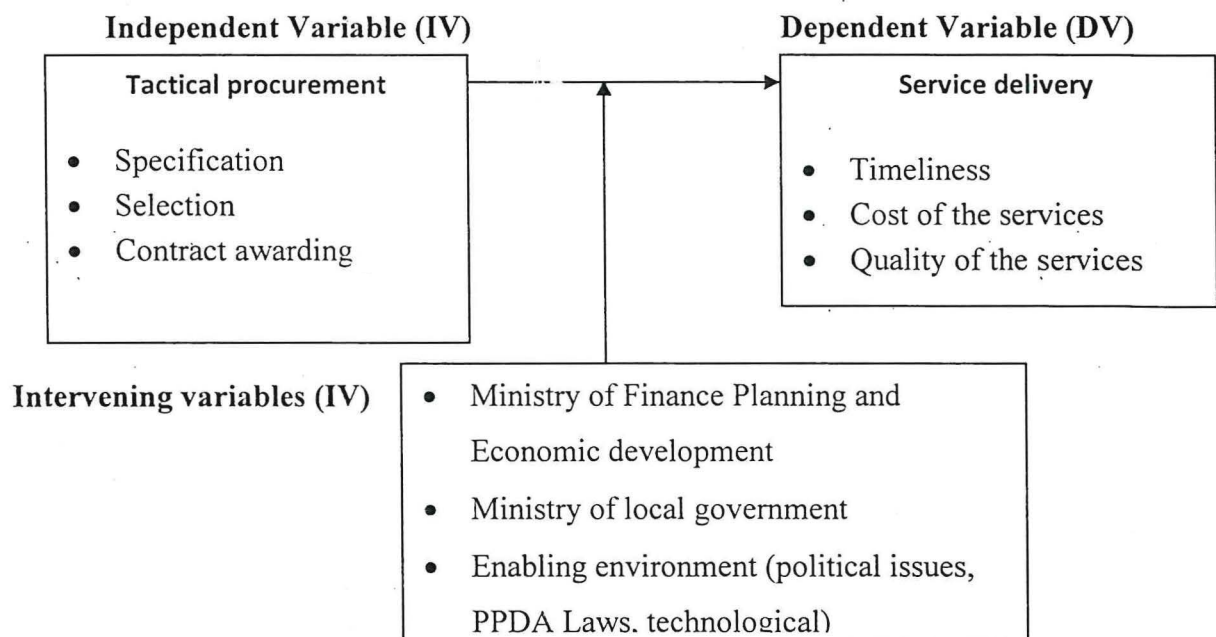
The study also used systems theory which was developed by Ludwig Von Bertalanffy in 1940. His thinking in this theory was based on an interdisciplinary approach which attempts to fit together different aspects of the organisation. Ludwig's theory specifically dealt with the complex nature in systems, and proposed a framework which an organization more specifically local governments can use to investigate any group of objects that work together to produce some result. Therefore systems theory was adopted to examine how tactical procurement affects service delivery in local governments. According to the theory, the system must function efficiently and any fault in a system can affect the whole functioning of the whole system (Harrison and Sundern, 2000). Judged in analogous ways, this theory explains how tactical procurement in terms of specification, selection and contract award can have a direct bearing on cost control, quality of the service and timeliness of the services rendered (Ferguson and James,

2005). It is therefore, imperative to note that in an organization there must be a system that must be followed in the tactical procurement to ensure efficient service delivery.

This study employed all the above theories by linking tactical procurement with service delivery. It should be noted that tactical procurement is an important component of procurement process and in many cases, the service level that the final customer gets is the reason for the organization's performance, depends to a very large extent on the operations of the procurement department and how the tactical procurement is managed.

2.3 Conceptual Frame-Work

The conceptual framework is focused on the relationship between the tactical procurement and service delivery. The tactical procurement was analyzed from the angle of; specification, selection and contract awarding. Service delivery on the other hand was conceptualized in terms of; timeliness, the cost effectiveness and quality of such services.



Source: Bowen, A. (2005) modified by Researcher.

As shown in figure 1, the conceptual framework was developed to examine how tactical procurement affects service delivery in local governments. Tactical procurement consists of specifying of goods and services; selecting and contracting suppliers. All these steps have a direct bearing on service delivery as measured by timeliness, quality and cost of the service rendered. It should be remember that tactical procurement also affects other departments because they rely on the outcomes of the process to bring in materials at the right time, price, quality, quantity and from the right source which are used to produce goods for the end user. However, services offered to end users can be compromised by intervening factors such as regulatory laws such as PPDA Act of 2003, Local government Act of 2007, and Ministry of Finance Planning and Economic Development policies to ensure efficient service delivery. The study matched and integrated these external factors in the study since they hinder tactical procurement in local governments.

2.4 Specification and service delivery

A specification can be defined as a description of the physical or functional characteristics, or of the nature of a supply, service, or construction item; the requirements to be satisfied by a product, material, or process indicating, if appropriate, the procedures to determine whether the requirements are satisfied (Agaba and Shipman, 2008). In local government's specification is a statement of the attributes of a product, process or service user departments' wishes to purchase, and consequently, which the supplier is expected to supply (Lan, Riley, and Cayer, 2005). As far as practicable, it is desirable that the requirements be expressed numerically in terms of appropriate units together with their limits. However, it is not clear whether this is the case in Rakai District Local government as there are a lot of non-compliance with specifications made in the procurement process which hinders greatly service delivery.

The specification is an important step in the procurement process and is a key factor in ensuring best value for money and the most sustainable outcome (Basheka, 2009). Simply, a specification is a description of the product or service required, reflecting the organization's sustainability demands. The quality of the specification determines the quality of the resulting supplier work. It is important to resist the temptation to just take the specification that was used last time and issue that; if the local government do this it may be running a high risk of failure (Gelderman, Ghijsen, and Brugman, 2006). The specification may not reflect today's approach to this product or service or indeed new requirements. According to PPD Act, 2003, local government must not just take the specification of the specific product they like and copy that out, competitor suppliers will see through this quickly. When writing the specification and the sustainability criteria within it, consideration should be focused on: the risk assessment which has undertaken; identify key success factors for the contract; consult the previous specification (if available); enquire with a range of suppliers and obtain their fact sheets/ approach; use all the above as a base to work from, do not reinvent the wheel, but equally don't take the quick option that may result in failure. Think carefully about what is really important to the people and what would cause problems if it went wrong. Taking all this into account then one can start to write the specification (De Boer, and Telgen, 2006). However, what is not known is whether all the above are taken into consideration when making specification in local governments yet such have a bearing on service delivery.

Specification is important to achieving maximum value for expenditures on services to be delivered and enables the entities to identify and address all relevant issues pertaining to a particular service requirement before they publicize their notices to potential suppliers of goods,

works and services (Basheka, and Mugabira, 2008). The Local Government Act (2007) requires all local governments to “take reasonable steps to ensure that their resources are used effectively, efficiently and economically”. Good financial management is the key to local service delivery. It is quite disturbing to note that most local governments are generally associated with the worst form of financial management. Corruption, financial mismanagement and non-compliance with financial legislation are common. Consequently, this results in poor performance thus the delivery of social services is compromised.

A specification should be sufficiently detailed so that the product or service will fit the user's requirements (Hwang, and Powell, 2009). It should not be so explicit that it prevents negotiation or discourages buyers or suppliers from using their expertise to propose alternative solutions that may offer better value for money for the services rendered. Preparation of a specification should involve close communication between the user and the Procurement and Supply Chain Manager and, if required, assistance from technical experts in order to register good service delivery (Fisher, 2004). Involvement of potential suppliers may also be helpful in developing a specification. If supplier input is required it must not result in adoption of a specification that favors one particular supplier. However, what is happening in local governments is different as there is a lot of rigidity in the preparation of specifications. In most cases they are done without involving technical expertise from suppliers which can affect adversely service delivery. Therefore by conducting this study, the recommendations put will assist Rakai District local government to overcome this problem which can affect efficient service delivery.

A set of precise and clear specifications is a prerequisite for bidders to respond realistically and competitively to the requirements of the purchaser without qualifying their bids (Lupia, 2003). In the context of International Competitive Bidding (ICB), the specifications must be drafted to permit the widest possible competition and, at the same time, present a clear statement of the required standards of workmanship, materials, and performance of the goods and services to be procured (Oliver, 2004). Only if this is done will the objectives of economy, efficiency, and fairness in procurement be realized, responsiveness of bids be ensured, and the subsequent task of bid evaluation facilitated (Xia & Wu, 2007). However, the study would like to find out is whether the specifications made in local governments shows all goods and materials to be incorporated in the goods be new, unused, and of the most recent or current models, and that they incorporate all recent improvements in design and materials unless provided for otherwise in the contract.

Specifications that properly identify the material and performance requirements are important for many reasons (Yuksel & Dag deviren, 2007). Good specifications encourage competition and enable the agency to purchase what it needs, when it needs it. When the specifications are clear, less time is spent addressing questions raised by bidders and issuing addendums, helping to keep procurement on schedule (Pratt and Bennett, 2009). Good specifications benefit bidders by clearly defining requirements, which in turn enables efficient use of resources when preparing and submitting bids, and ultimately supplying goods under contract. Nevertheless, it is not known whether specifications made in local governments are made on the basis for maintaining trust and integrity of all procurement systems.

The overall purpose of a specification is to provide a basis for obtaining a good or service that can satisfy a particular need at an economical cost and to invite maximum reasonable competition (Hefetz & Warner, 2011). To this end, specifications may not be unduly restrictive. By definition, a specification sets limits and thereby eliminates, or potentially eliminates, items that are outside the boundaries drawn. However, a specification should be written to encourage, not discourage, competition consistent with seeking overall economy for the purpose intended. A good specification should do four things: (1) Identify minimum requirements, (2) allow for a competitive bid, (3) list reproducible test methods to be used in testing for compliance with specifications, and (4) provide for an equitable award at the lowest possible cost.

Although Procurement has final responsibility for the competitiveness and suitability of specifications, procurement cannot initiate or prepare all specifications (Hefetz & Warner, 2011). The size of staff necessary to do this would be prohibitive. Procurement serves as the primary activity involved in developing specifications for items purchased under indefinite quantity term contracts and definite quantity scheduled purchases (Waters, 2002). The duty of procurement to promote both product and price competition requires that specifications be as non-restrictive as practicable, consistent with satisfying legitimate needs. Procurement is responsible for final editing of specifications, and ensuring clarity of language with jargon or in-house terminology. However, what is not clearly indicated by the authors is whether the procurement units in local governments assist and advise user departments in developing their specifications.

Specifications can be prepared in a number of ways (Evenett, 2006). Speaking generally, one is the specification that requires something unique, to be custom made or custom built, as is

characteristic of construction or personal services contracts. The other group call for ready-made, off-the-shelf commercial items regularly available in the market place, as is characteristic of equipment, materials and supplies (Drinkwater, 2011). Within these broad groupings are more particular types, including: brand-name specifications; brand-name-or-equal specifications; design specifications; performance specifications; and the Qualified Product List (QPL) (Hefetz& Warner, 2011). Care must be taken in drafting specifications to ensure that they are not restrictive. In the specification of standards for equipment, materials, and workmanship, recognized international standards should be used as much as possible (Xia & Wu, 2007). Where other particular standards are used, whether national standards of the Borrower's country or other standards, the specifications should state that equipment, materials, and workmanship that meet other authoritative standards, and which ensure at least a substantially equal quality than the standards mentioned, will also be acceptable.

2.5 Selection and service delivery

Selection process is the screening process to identify the best responsible supplier of goods and services (Drinkwater, 2011). In the selection process, the focus is placed on competitive pricing, ability to meet specifications and standards, product and service quality, product yields and durability, reliable delivery methods, quality control methods and practices, technical abilities and leadership, ability to provide niche or unique product offering and/or design concept, financial stability & credit strength, compatibility with existing products, adequate distribution/warehousing facilities and resources, spare parts availability, warranty, insurance, and bonding provisions, proven performance and experience (quality references in and out of the industry preferred) and sales/service support resources available during prime hours of the

business. However, what the study wants to find out is whether all the above are considered in selection process in Rakai District, since there still complaints from people about service delivery.

Supplier selection is a multi-criteria decision making problem which includes both qualitative and quantitative factors. In order to select the best suppliers it is necessary to make a trade-off between these tangible and intangible factors some of which may conflict and thus affect service delivery. The majority of previous supplier selection techniques do not consider strategic perspective. Besides, uncertainty is one of the most important obstacles in supplier selection.

Further researches in 2001 identified four stages in supplier selection problem consisting of problem formulation, formulation of criteria, qualification and final selection. In that study was stated that the majority of authors have focused on final selection stage (De Boer & Labro & Morlacchi, 2001). In 2004, some previously published SSP models were challenged on a comparative basis to evaluate their relative efficiency considering their total cost of ownership (Degraeve, Labro & Roodhooft, 2004). Also a model was presented a framework for assessing the flexibility of a supply chain including the flexibility of product delivery system, production system, product development and supply system (Pujawan, 2004).

In 2007, more researchers presented their literatures on purchasing process. Proposed classification is based on single and multiple items and periods (Aissaoui & Haouari & Hassini, 2007). Some authors not only solve the supplier selection problem, but also they determine how much should be purchased from each selected supplier. The majority of these papers concerned themselves with manufacturing environments. Researchers combined analytical hierarchy

process (AHP) and linear programming to consider both tangible and intangible factors in supplier selection problem (Ghodsypour & O'Brien, 1998). However, their model is deterministic and does not consider uncertainty in human thought. In this paper, I extend their model.

In 2007, was proposed a multi-objective supplier selection model under stochastic demand conditions. Stochastic supplier selection has been determined with simultaneous consideration of the cost, quality, delivery and flexibility according to the limitations of capacity (Liao & Rittscher, 2007). In the same year, presented a new method based on analytical hierarchy process improved by rough sets theory and multi-objective to determine the number of suppliers and the order quantity allocated to these suppliers. In addition, was considered discount (Xia & Wu, 2007). More research scholars optimized Price, lead-time and rejects (quality) to select the best vendor in the field of outsourcing.

They applied quantity discount in the model (Wadhwa&Ravindran, 2007). In linear weighting models weights are given to the criteria, the biggest weight indicating the highest importance. Ratings on the criteria are multiplied by their weights and summed in order to obtain a single figure for each supplier. The supplier with the highest overall rating can then be selected. Over the past 15–20 years a wide variety of slightly different linear weighting models have been proposed for supplier selection.

Researchers proposed the use of the AHP to deal with SSP. In short, AHP circumvents the difficulty of having to provide point estimates for criteria weights as well as performance scores in the basic linear weighting models. Instead, using AHP the buyer is only required to give

verbal, qualitative statements regarding the relative importance of one criterion versus another criterion and similarly regarding the relative preference for one supplier versus another on a criterion. This approach is more accurate than the other scoring methods (Narasimhan, 1983; Nydick & Hill, 1992; Barbarosoglu & Yazgac, 1997).

Another group of authors has suggested various statistical techniques to deal with imprecision while using linear weighting models. They applied the so-called "indifference trade-off" method and principal component analysis, respectively, for the same purpose. Although the techniques differ, they have in common that the buyer does not need to provide precise numerical criteria weights directly (Min, 1994; Petroni & Braglia, 2000). However, the use of these statistical methods will clearly not be straight forward for most users and make the process quite cumbersome.

Finally, a number of authors suggest to use fuzzy set theory to model uncertainty and imprecision in supplier choice situations. Fuzzy sets theory offers a mathematically precise way of modeling vague preferences, for example, when it comes to setting weights of performance scores on criteria. An example in 1999 developed a model that combines the use of fuzzy set with AHP and implemented it to evaluate several suppliers in the engineering and machine sectors (Morlacchi, 1999). In addition, researchers discussed the application of fuzzy sets theory in supplier selection (Li & Fun & Hung, 1997; Holt, 1998). Other researchers presented a new hybrid method for improving the usability of SWOT analysis. They combined SWOT and analytic hierarchy process (AHP) to provide information for strategic planning processes (Kurttila & Pesonen & Kangas & Kajanus, 2000).

In 2006, researchers also suggested the quantified SWOT analytical method which was adapted to the concept of Multiple-Attribute Decision Making. They used AHP and a multi-layer scheme to simplify complicated problems. They performed SWOT analysis on several enterprises concurrently (Chang & Huang, 2006). It is well known that through AHP, the decision maker is only asked to give judgments about either the relative importance of one criterion against another or its preference of one candidate on one criterion against another. However, when the number of candidates and criteria grows, the pair wise comparison process becomes cumbersome, and the risk of generating inconsistencies grows. In addition, AHP, like many systems which work based on pair wise comparisons, can produce “rank reversal” results (Dyer, 1990). Next, proposed analytical network process (ANP) in a SWOT analysis (Yuksel& Dag deviren, 2007). However, the problems of pair wise comparisons are remained. Then presented the method what has been used the SWOT to analyze the current situation of the suppliers in the selection.

In local governments, the selection procedure is part of the public procurement reform initiated in 2002, which is supposed to be followed by all government departments and agencies to ensure transparency and accountability. However, what is not clearly indicated in the PPDA Act is whether the selection process is transparent. Sometime selections are made when the Tactical procurement management is already made and this in most cases done to make the whole process transparent yet contracts are already awarded to their favorite suppliers and this can affect adversely the service delivery in case a tender is awarded to a supplier without experience when the contract committee expects some gains in the end. Therefore, by conducting this study such loopholes will be highlighted in order to fill the knowledge gap.

Basheka (2004) argues that selection for highest bidders is one of the primary functions of procurement with a potential to contribute to the success of local government operations and improved service delivery. It is a function that sets in motion the entire acquisition/procurement process of acquiring services in local governments. But what the author failed to state is the element of transparency the selection process since cases of corruption have been reported but nothing has been done to enhance efficient service delivery which this study is will bring out.

In selection process, local governments may also maintain a comprehensive list of prospective bidders or offerors, and provide notices directly to those on the list. A comprehensive solicitation effort helps to ensure that the largest possible pool of potential vendors is made aware of the local governments' needs. It is upon the local governments to weigh the cost of using additional forms of media against the potential savings from increased competition.

Selection is in most cases done according to PPDA regulations, sometimes non adherence to set rules and regulations are violated. Individuals are called to express their interest'. This is an initial stage of the tactical procurement process that helps the local government to see who's interested in bidding and draw up a short-list of possible suppliers. Firms may be asked for information about their finances and experience, or references from previous clients.

Evaluating the suitability of potential suppliers to meet the needs of the local governments is normally undertaken after making an advert. This is the most efficient method of assessing suitability to meet the required criteria and is carried out prior to inviting them to tender. In large, complex contracts of long duration it is important to determine firstly, whether or not the

organization will adopt a prequalification system, determine the qualifications or criteria and concurrently decide the tendering procedures.

Public sector organizations' must comply with the requirements of the PPDA. These cover all aspects of the procurement of works, goods and service requirements and govern consideration of the procurement regulations to be adopted by the buying the local governments. The PPDA also set out the rules covering the procurement procedure to be followed and the permitted criteria for selecting (or excluding) suppliers invited to tender under the restricted and negotiated procedures and the contract award criteria. However there are a number of themes which could be used to measure supplier performance which the authors did not highlight such as: product quality - Mean Time Between Failure (MTBF), Mean Time to Repair (MTTR), percentage of delivery rejects, warranty claims, service quality using Service Level Agreements (SLA) – call-out time, customer service response time, performance against agreed delivery, lead times, relationship Management

2.6 Contract awarding and service delivery

Local Governments (PPDA) Guidelines, 2008 assert that contract award stage comprises of a number of important aspects; communicating the award to the successful tenderer, notifying the unsuccessful tenderers, debriefing unsuccessful tenderers and publishing of the contract award

Reprint of PPDA Act(2003), local governments are required to advertise for competitive bids when procurements exceed certain dollar thresholds. Purchase contracts involving expenditures in excess of \$20,000 and contracts for public work involving expenditures in excess of \$35,000 are generally subject to competitive bidding under the law. When using competitive bidding, contracts are awarded to the “lowest responsible bidder” after public advertisement for sealed

bids. As further discussed below, local governments may elect to award “purchase contracts,” which exceed the monetary threshold, on the basis of “best value,” as an alternative to awarding contracts to the “lowest responsible bidder

The specification document sets forth the standards and requirements that competitors must observe, and provides them with information necessary to prepare their bids or offers. Specifications should be clearly written. They should provide prospective vendors a common standard by which to be measured, and provide assurance that vendors will be competing on a fair and equal basis, which should encourage vendors to be responsive and competitive. The specification should indicate the basis on which the bids and offers will be evaluated and the award made. Preparing responses can be costly to vendors, so qualified firms may be unwilling to go through the work and expense of preparing a bid or offer if critical details of the engagement or the criteria used to select the vendor are not clearly communicated during the solicitation process. Specifications should not be too vague or indefinite, so that competing bidders have enough information to formulate intelligent bids or offers. Specifications also should avoid being unduly restrictive, thereby shutting out or stifling open and fair competition among vendors. Through the use of fair specifications, participation in the competitive process may increase, resulting in potential cost savings.

Contracting out, at the local government level, is believed to be one of the principle areas where corruption in Uganda takes place ("National Public Procurement Integrity Baseline Survey," 2006). Corruption is disastrous to the sound functioning of any government department. Corruption has been an intractable problem in many developing countries; especially where it

has become systematic to the point where many in government have a stake. It diverts decision-making and the provision of services from those who need them to those who can afford them (Kisubi et al., 1997). Hence, the importance of ensuring that contracts are awarded to the lowest bidders cannot be over emphasized, as this would in no doubt promote service delivery.

Lawal (2000) further asserts that corruption has been rampant among the senior civil bureaucrats to whom the public funds meant for developmental purposes are entrusted. Generally, wide-scale embezzlement by officials of the grassroots has made the needed development of the grassroots a tall dream and has rendered them financially incapable to discharge their constitutionally assigned responsibilities hence compromising service delivery. A transparent system through which contracts are awarded can however turn the situation and ensure that services that are worth, reach those people that most need them.

Johan (2006) came up with some important service delivery improvement slogans. He said: "he, who fails to plan for service delivery, plans to fail delivering services to the public. And if it cannot be measured, it cannot be improved. If we only plan to comply with regulations, we are not managers, we are robots. What we plan we must implement. What we implement, we must monitor. We should not be afraid to ask the customer (citizens). They really do know best what they need and what they get." A critical analysis of the above means that service users need to be involved from the outset of the Tactical procurement management. Without the meaningful involvement of service users, the contracting out of services can seem at odds with the personalization agenda, which promotes user choice and control. Often there should be service users involved on selection panels when contracting for a service (Drinkwater, 2011).

In awarding of contracts for the provision of public services, it is a challenge to get the actual providers to be accountable for quality and efficiency as well as to have the resources and management authority to do the job well. The general feeling in the hotspots is that political leadership lacks responsiveness to issues raised by communities, incompetent, prone to corruption and with high degree of disregard for the communities which also compromises the delivery of services in local governments.

Hard-earned and limited resources accrued to and raised by local government are always mismanaged. Priorities are misplaced; projects are done not according to or as demanded by the people but regrettably in tune with the selfish end and aggrandizement of the political leadership in collaboration with the senior bureaucrats at the local government level of administration (Johan, 2006). This highlights the need for a transparent process through which contracts should be awarded; because it is evident this has a bearing on service delivery.

However, government enthusiasm for contracting out has in places outstripped the development of new skills, leaving policy makers with a potential gap between program intentions and outcomes achieved by isolated contractors. Besides, the element of competition in this whole process can hamper partnership working between agencies, including at the time of handing over a service to the winning bidder. There is also concern that former providers might not share all the relevant information with the winning bidders.

A further layer of complexity is introduced when governments choose to implement policies and deliver services through contracted actors. In this context, a contract/tender is a legal agreement to regulate the private provision of government services (Evenett, 2006). The contract is usually

awarded after a Tactical procurement management, with the responsible public sector agency. Contracting out has created new challenges for government. In particular, principles such as accountability, shared goals for agencies and actors involved, performance monitoring, the inclusion of providers in policy formulation, and coordination issues, so important to the implementation process, are difficult to secure. Needlessly stringent pre-qualification requirements also shut out bidders too; all to the detriment of the taxpayer who ends up paying more for less (Evenett, 2006).

Also important to note is the fact that this whole competitive process, where providers attempt to undercut each other causes considerable unease. Moreover, local authorities might have extensive experience of procuring commodities such as office stationery but sourcing the cheapest social care provider does not necessarily result in the best value for service users.

When competitive bidding is required, the award of the contract is made to the lowest priced responsible bidder which has complied with the specifications. In assessing whether a bidder is responsible, a local government should consider factors such as a bidder's capacity and financial ability to complete the contract, accountability, past performance, reliability and integrity. Also, a bidder is entitled to reasonable notice and opportunity to be heard before a determination of non responsibility is made.

"Best value" is defined for this purpose as a basis for awarding contracts "to the offerer which optimizes quality, cost and efficiency, among responsive and responsible offerers." Therefore, in assessing best value, non-price factors can be considered when awarding the purchase contract. Non-price factors can include, but are not limited to, reliability of a product, efficiency of operation, difficulty/ease of maintenance, useful lifespan, ability to meet needs regarding timeliness of performance, and experience of a service provider with similar contracts. The basis

for a best value award, however, must reflect, whenever possible, objective and quantifiable analysis.

For purposes of best value, a responsive offer is an offer meeting the minimum specifications. As discussed above, in assessing whether an offer is responsible, a local government or school district should consider an offer capacity and financial ability to complete the contract, accountability, past performance, reliability and integrity.

Accordingly, should the local government elect to award a purchase contract on the basis of best value, the local government must be prepared to show that: (1) the offer is responsive and responsible; and (2) local officials applied objective and quantifiable standards, whenever possible, to determine that the offer optimizes quality, cost and efficiency. The local government should have a written justification if it bases a best value award on criteria that are not objective and quantifiable.

The best value specification should describe the general manner in which the evaluation and award of offers will be conducted and, as appropriate, identify the relative importance or weighting of price and non-price factors. As noted, the decision to award a contract on the basis of best value must be based on objective and quantifiable analysis, such as a cost-benefit analysis, whenever possible (Waters, 2002). In evaluating and determining to accept a higher priced offer, the local government generally should use a cost-benefit analysis to show quantifiable value or savings from non-price factors that offset the price differential of the lower price offers. The local government's procurement policies and procedures should require documentation of this analysis.

2.5 Conclusion from the literature review

This chapter outlined the theoretical framework of the study. It is important that public officials involved in the Tactical procurement management know and understand the content of these acts and its implications in order to perform their duties effectively.

Nonetheless, research into this aspect of whether the Tactical procurement management has an effect on service delivery has not been conducted. It is, therefore, concluded that there is a need to verify this assumption by carrying out this research study.

The next chapter, namely chapter three deals with the empirical research in order to investigate current practices to tendering in local governments and compliance to best practice and how this may affect service delivery.

CHAPTER THREE

METHODOLOGY

3.1 Introduction

This chapter covers the methods that were employed while conducting the study. It includes the research design, area of the study, population of the study, sample size and selection, data collection instruments, measurement variables, validity and reliability, methods of data analysis, ethical consideration, procedures of data collection and limitations of the study.

3.2 Study Design

A cross-sectional design was used for this study because data was collected as single point in time and this enabled the researcher to collect detailed and in-depth data from the respondents. Both quantitative and qualitative approaches were employed in the study. This is because the quantitative approach allowed the researcher to gather data that was quantified while the qualitative approach allowed the researcher to gather data that could be quantified (Mugenda & Mugenda, 1999). Combining numerical and textual information helped the researcher enrich the interpretation of findings of the study.

3.3 Area of Study

The study was carried out at headquarters of Rakai District local government located in the South Western region of Uganda, west of Lake Victoria. Its southern boundaries are part of the international boundary between Uganda and Tanzania. It is bordered by Sembabule District in the North-West, Masaka District in the East, Kalangala District in the South-East and Mbarara

District in the West. The District Headquarters are at Rakai Town, which is a tarmac road distance of about 190 km from Kampala, the national capital. The study was centered on the tactical procurement management and service delivery using a case study of Rakai District local government.

3.4 Target Population

According to Human Resource Records of Rakai District for 2013, the district has 8 procurement officers, 9 departmental heads, 30 service providers and the study also focused on 22 regulating authorities thereby forming a population of 69 respondents. However, emphasis was also put on the Contract Committee responsible for tactical procurement process to ensure efficient service delivery in Rakai District local government.

3.5 Sample Technique and Sampling Selection

The sample size of the study was calculated basing on the Krejcie & Morgan, (1970) table. A total population of 69 had a composition of 30 service provider, 8 procurement officials, departmental heads 9 and regulating authorities 22 and it was from these, the samples was calculated and selected as shown in table below: -

Table 3.1: The sample size determination as guided by Krejcie and Morgan (1970)

Category	Population	Sample size	Sampling Technique
procurement officers	3	8	Purposive
Contracts Committee	5	5	Purposive
Departmental heads	9	9	Purposive
regulating authorities	22	20	Purposive
Service providers	30	28	Simple random
Total	69	65	

Two sampling techniques were used to select the sample size of the study. Procurement officers, departmental heads and regulating authorities were selected using purposive sampling technique. The purpose of using purposive sampling technique was to access confidential information relating tactical procurement and service delivery. This technique was used since the selected respondents have rich and deeper information and yet they are the center of ensuring value for money for the services rendered. Service providers were selected using simple random sampling technique. This technique was used to make sample selection without any prejudice and to enable every end user in Rakai District to have the same chance to be part of the study.

3.6 Research Instruments

Two types of data collection instruments were used in the study. These included questionnaires and interview guides, which are briefly explained in the following subsection.

3.6.1 Questionnaires

A questionnaire consists of a list of open-ended questions and or close-ended questions to facilitate the collection of primary data. Questionnaires can be used for the collection of both quantitative and qualitative data depending on the need of data type. Self-administered questionnaires (SAQs) were used to collect quantitative data from the respondents. Structured questionnaires were preferred by the researcher because of their advantages like easy to administer on a large population which is largely literate, less costly in terms of money and time (Gay, 1996).

3.6.2 Interview Guides

Interview guides are a far more personal form of research instruments than questionnaires (Amin, 2005). An interview is a conversation between two or more people where questions are asked by the interviewer to elicit facts or statements from the interviewee. Interview guides was used to collect qualitative data from procurement officers, service providers and regulating authorities who were in position to provide in-depth information through probing during the face-to-face interview. The researcher presented questions to the aforementioned respondents and their views were written down by the researcher. Data obtained during the interview was supplemented with the data that was obtained using the questionnaire.

3.7 Measurement of Variables

Questionnaires were accompanied with an ordinal measurement, which categorizes and ranks the variables. Thus, a Likert scale was used to collect opinion data on the study variables using the five scales: 1 = strongly disagree; 2 = disagree; 3 = undecided; 4 = agree; 5 = strongly agree

3.8 Data Quality Control

3.8.1 Validity

A validity test was carried out prior to the administration of the research instruments. This was done in order to find out whether the questions are capable of capturing the intended data. Experts in research reviewed the questions to see whether they are capable of capturing the intended response. A Content Validity Index (CVI) was calculated in order to establish the

validity of the research instrument. The researcher used the following formula to establish validity of the research instruments as seen below.

$$\text{Content validity Index (CVI)} = \frac{\text{Relevant items by all judges as suitable}}{\text{Total number of items judged.}}$$

The results of CVI were .779 for specification and service delivery, .823 for selection and service delivery and .751 for contract award and service delivery. The results were greater than the recommended .70 (Amin, 2005), this implied that the questionnaire was valid for data collection.

3.8.2 Reliability

Reliability of the questionnaire instrument was assessed using Cronbach's coefficient alpha. The questionnaires were pre-tested to 15 respondents and the reliability results were computed using the Statistical Package for Social Scientists (SPSS). The following formula was used to calculate the Cronbach's coefficient alpha

$$\alpha = \frac{k}{k-1} \left[\frac{1 - \sum SDi^2}{\sum SDt^2} \right]$$

Where α = Coefficient Alpha

k	=	Number of Items
$\sum SDi^2$	=	Sum Variance of Items
$\sum SDt^2$	=	Sum Variance of Scale

The results of alpha values were .711 for specification and service delivery, .787 for selection and service delivery and .791 for contract award and service delivery.. The results were greater than the recommended .70 and considered reliable as noted by Amin (2005).

3.9 Data Collection Procedure

Upon approval of the proposal from Kyambogo University, the researcher was given a letter of introduction to Rakai District local government and the local authorities. This served to secure permission in order to carry out the study in the district. The researcher afterwards presented a letter of consent to the respondents, after which, questionnaires were distributed. The respondents were given time within which they should return the fully filled questionnaires. Dates were set for the interviews with the key informants. After the questionnaires were filled, the researcher collected them, sorted them and coded them.

3.10 Data Analysis

3.10.1 Quantitative Data Analysis

Coded (quantitative) data was entered in a computer program known as a Statistical Package for Social Scientists (SPSS) for analysis (Sekaran, 2003). Descriptive statistics was used to determine the distribution of respondents on the questions under each of the variables. Inferential statistics were used to answer the research questions. Regression analysis was used to test the statistical significance of trends between specification, selection and contract award and service delivery and further to determine the extent to which tactical procurement affects service delivery.

3.10.2 Qualitative Data Analysis

Analysis of **qualitative data** was done using thematic method where data was collected from the field and grouped according to different themes based on research objectives. Further content analysis was also used by looking at the available content from the field and placing it under relevant themes under the objectives of the study. The main reason for using this type of analysis was to present issues as they existed on ground without subjecting the research findings to statistical tests. Judgment was made on the basis of highest percentages or otherwise depending on the facts on the ground. This involved content analysis, which was used to edit qualitative data and reorganize it into meaningful shorter sentences.

3.10 Limitations of the Study

The researcher used some close-ended questions in the data collection instruments, hence the possibility that some pertinent views/experiences was left out because the respondents were not given the liberty to report them. The researcher however used the opportunity to probe for clarity whenever he felt the need for respondents to expound on their responses.

As the questionnaires and interview guides were in English, the information was misinterpreted, lost or biased during translation. This limitation was however overcome by the fact that the researcher is very conversant with both the English language in which the tools was written, and the local language through which most of the responses may be sought and given by the community members. There were minimal chances for misinterpretation or bias during translation for that matter.

CHAPTER FOUR

ANALYSIS, PRESENTATION AND INTERPRETATION OF RESULTS

4.0 Introduction

This chapter presents, analyzes and interprets the results. The research was carried out on the basis of 65 prospective respondents. This was considered to be the sample size of the research study. However, the researcher managed to get responses from only 58 respondents. These were the ones who fully filled in the questionnaires and successfully returned them to the researcher. These represented 89.2% of all respondents that were targeted by the researcher. Hence, the response rate with respect to this research was 89.2%.

This chapter is divided into four sections. The first section presents demographic data about respondents. The second section presents, analyzes and interprets the results about specification and service delivery. The third section covers the results about selection and service delivery. The fourth section presents the findings contract award and service delivery.

4.1 Demographic Characteristics of Respondents.

The study analyzed demographic data relying on a number of variables including; gender, age structure and education background of the respondents, title of the respondents and the tenure.

The findings gathered are presented as follows:-

Table 4.1.1: Background characteristics of respondents

Gender				
	Frequency	Percent	Valid Percent	Cumulative Percent*
Male	34	58.6	58.6	58.6
Female	24	41.4	41.4	100
Total	58	100.0	100.0	
Age of the Respondents				
<25	10	17.2	17.2	17.2
26-35	19	32.8	32.8	50
36-45	23	39.7	39.7	89.7
46+	6	10.3	10.3	100
Total	58	100.0	100.0	
Category				
Procurement officials	8	13.8	13.8	13.8
Departmental heads	9	15.6	15.6	29.4
Regulating authorities	20	34.4	34.4	63.8
End users	21	36.2	36.2	100
Total	58	100.0	100.0	
Level of education				
Masters	6	10.3	10.3	10.3
Bachelors	29	50.0	50.0	60.3
Diploma	18	31.1	31.1	91.4
Secondary	5	8.6	8.6	100.0
Total	58	100.0	100.0	
Tenure of the respondents				
1-5	30	51.7	51.7	51.7
6-10	19	32.8	32.8	84.5
11-15	5	8.6	8.6	93.1
16-20	4	6.9	6.9	100
21+	0	0	0	100
Total	58	100.0	100.0	

Source: Field data, 2014

Table 4.1.1 above revealed that 58.6% of the respondents were male and 41.4% were female. The implication of this finding was that the study was not gender balance. Furthermore, 39.7% of the respondents were in the age bracket of 36-45 years, 32.8% were between the age group of 26-35 years, 17.2% were less than 25 years and 10.3% were 46 years and above. The study also shows that 36.2% of the respondents were end users, 34.4% were regulating authorities, 15.6% were departmental heads and 13.8% were procurement officers. More still the study shows that 50% of the respondents had bachelor's degree, 31.1% had diploma, 10.3% had master's degree and the remainder (8.6%) had secondary level of education. Furthermore, tenure was analyzed and the study revealed that 51.7% of the respondents had been with Rakai District between 1-5 years, 32.8% had been with Rakai District between 6-10 years, 8.6% had been with Rakai district between 11-15 years and 6.9% had been with Rakai District between 16-20 years.

4.2.0 The effect of specification on service delivery

The study sets one of its objectives to examine the effect of specification on service delivery in Rakai District Local Government, and details are presented in the descriptive statistics shown by the values of the respective means and standard deviations of the key empirical references.

Details of these analyses are shown in table 4.2.1 on the next page;

Table 4.2.1 Shows descriptive results about specification

	N	Min	Max	Mean	S.D
Specifications are built around a description of what is to be achieved rather than a fixed description of exactly how it should be done	58	1.00	5.00	3.69	1.105
Specifications are always written in performance terms, which focus on the function of the product or the output of the service required.	58	1.00	5.00	3.97	1.305
the specifications contain enough information for potential suppliers to design and cost the products or services they will offer	58	1.00	5.00	4.01	1.111
specifications conform to relevant national, international standards and comply with any legal obligations	58	1.00	5.00	3.93	1.021
specifications provide equal opportunity for all potential suppliers to offer a product or service which satisfies the needs of the user	58	1.00	5.00	3.79	1.107
In the design of specifications, stakeholders' needs are taken into account	58	1.00	5.00	2.01	1.090
As specifications are developed considerations are made basing on quality and performance aspects of the goods and services of the contract.	58	1.00	5.00	3.81	1.115

Source: Field data, 2014

From table 4.2.1 the study revealed the details of specification under different key statements obtained from the respondents. The statements have been ranked in terms of their means and standard deviations so as to deduce meaning out of the results. Therefore, the details of the table are presented and analyzed under as follows;

The findings in table 4.2.1 show that respondents seem to agree that specifications are built around a description of what is to be achieved rather than a fixed description of exactly how it should be done (Mean = 3.69), there were variations in responses to this test as revealed by the standard deviation of 1.105. However, the variations in responses do not show a big movement

from the mean. Further still, the results from the interview held with one procurement officer, it emerged that;

Things we want in most cases are the same and that means we have a list we use because the district knows what it wants and that means not everyone is given a chance to express statements of attributes of the requirements we want and in rare cases we allow user departments to express their requirement and we make an evaluation not to create a mismatch between what is requested and supplier.

From the foregoing therefore, it should be inferred that specifications can either be built around a description of what is to be achieved or a fixed description of exactly how it should be done.

Furthermore, study indicated that respondents were in agreement that specifications are always written in performance terms, which focus on the function of the product or the output of the service required (Mean = 3.97; St D=1.305). A standard deviation reveals a significant variation in the opinions which could also relate to not clearly understanding whether specifications are made in terms of performance of a product or service. The results from the interview with one regulating authority were that;

Generally specifications are written in performance terms, which focus on the function of the product or the output of the service required. However, he not that although this is done, staff in procurement unit violate these specification with the intension of defraud tax payers' money. Items procurement in some case do not meet the specifications made and this cripples efforts to deliver the desired services.

Basing on the above view it should be argued that although specifications are written in performance terms, the results from the specifications are different and this hinders service delivery.

More still, the study reflects that the specifications contain enough information for potential suppliers to design and cost the products or services they will offer. (Mean= 4.01; St D=1.111). The corresponding standard deviation suggests that respondents had a significant variation in responses on whether specifications contain enough information for potential suppliers to design and cost the products or services they will offer. However, this could also be construed to imply that respondents might not have clear understanding of specification in this context. From the interview with regulating authority had this to say;

It is true that specifications contain enough information for potential suppliers to design and cost the products or services they will offer. But when it comes to delivery of services different things happen because staff in procurement unit connive with the suppliers and change the items to be supplied and in the end poor quality items are procured which affect adversely efforts to ensure efficient service delivery.

It should therefore be construed that even though the specifications contain enough information, this information is not used because most of the staff are corrupt and the whole process is not transparent.

In addition to the above, study indicated that majority of the respondents were in agreement that specifications conform to relevant national, international standards and comply with any legal obligations (Mean = 3.93;St D=1.021). The standard suggests variations in responses by the

various respondents. Further still, the findings from the interview held with one regulating authority it emerged that;

Even though specifications conform to relevant national, international standards, and comply with any legal obligations. There is a lot of non-compliance with such laws and this affect negatively service delivery.

From the above finding, it be cemented that specifications conform to relevant national, international standards and comply with any legal obligations. However, there is a problem non adherence with procurement standards.

Furthermore, the study indicated that the respondents were with a view that specifications provide equal opportunity for all potential suppliers to offer a product or service which satisfies the needs of the user (Mean = 3.79; St D=1.107). Even then the respondents seemed to have varied in their responses regarding to whether specifications provide equal opportunity for all potential suppliers to offer a product or service which satisfies the needs of the user as revealed by a standard deviation.

Connected to the above, respondents seem to disagree that in the design of specifications, stakeholders' needs are taken into account (Mean = 2.01; St D= 1.090) .This shows that they generally agree that stakeholders are involved in the design of the specifications. From the interview with the procurement officer, it merged that;

Not every stakeholder's need are taken into account when designing the specification of materials, products or works because this can create conflict of interest. If all stakeholders' needs are considered, it can result into wrong specification.

Basing on the above view it should be cemented that in the design of specifications, not every stakeholders' needs are taken into account.

More still, the study revealed that respondents accepted that as specifications are developed considerations are made basing on quality and performance aspects of the goods and services of the contract (Mean = 3.81; StD=1.115). But since the mean appears so close to the actual average, then the need to closely focus on the variation. Thus, a standard deviation suggests significant differences in responses on whether considerations are made basing on quality and performance aspects of the goods and services of the contract when developing specification.

4.3.0 The effect of Selection on service delivery

The second objective was to examine the effect of selection on service delivery in Rakai District Local Government, and details are presented in the descriptive statistics shown by the values of the respective means and standard deviations of the key empirical references.

Details of these analyses are shown in table 4.3.1 on the next page;

Table 4.3.1 Descriptive results about Selection

	N	Min	Max	Mean	S.D
Lowest total cost competitive pricing is considered in selecting suppliers	58	1.00	5.00	3.54	1.204
Ability to meet requirements are very important in supplier selection	58	1.00	5.00	3.98	1.008
Financial stability and effective business continuity plans and processes are central in supplier selection	58	1.00	5.00	4.01	.967
Compliance with applicable laws and diligent in ethical business practices are key factors in selection process	58	1.00	5.00	3.95	1.268
Skills and willingness to continuously improve reliability with an effective corrective and preventive action system are generally considered in selection criteria	58	1.00	5.00	3.59	1.004
Emphasis is put on excellent track record with quality and delivery through deployment of mature quality management systems	58	1.00	5.00	3.94	.988
The supplier with the highest total score should be the most attractive supplier	58	1.00	5.00	3.44	1.318
Supplier selection constraints are unbreakable rules in the supplier selection process.	58	1.00	5.00	2.60	1.250

Source: Field data, 2014

From table 4.3.1 above, the researcher set out to examine the selection process in tactical procurement management. The test statements were equally ranked in terms of their mean and standard deviation as a way of interpreting the results. The details of the survey in this regards are presented and analyzed as follows;

The study (as reflected in table 4.3.1) found that the, respondents seemed to agree that lowest total cost competitive pricing is considered in selecting suppliers (Mean = 3.54; St D=1.204). The standard deviation suggests varied responses regarding to whether lowest total cost competitive pricing is considered in selecting suppliers.

This is in disagreement with what the one officer in procurement unit highlighted that there are lot of favoritism in the selection of suppliers. Sometime the focus is put on the responsible lowest cost bidder and sometimes it not.

It should therefore, be argued to a moderate extent the lowest total cost competitive pricing is considered in selecting suppliers.

In addition, the study showed that respondents seem to agree ability to meet requirements are very important in supplier selection (Mean = 3.98; St D=.988). However, a standard deviation suggests a significant variation in the responses generated by the respondents. The findings from the interview held with the service provider it emerged that;

We generally consider cost, quality delivery and flexibility according to the ability of the supplier in the selection process and this is the most important aspect. Otherwise if you neglect the supplier's ability to meet requirement, everything can go wrong.

Therefore, the ability to meet requirements is very important in supplier selection

Also the study revealed that the respondents were in agreement that financial stability and effective business continuity plans and processes are central in supplier selection (Mean = 4.01;StD=.967), the standard deviation reveals a significant variation in the opinions which could also relate to not clearly understanding whether financial stability is important in the selection process of suppliers. One procurement officer during the interview posed a question that;

How can you select a supplier without verifying his or her financial position? A comparison is always made to identify which supplier is in better financial position. The reason we do this is to ensure continuity in the business.

From the foregoing, financial stability is one of the indicators for suppliers to be selected in the bidding process.

However, the study shows that respondents agreed that compliance with applicable laws and diligent in ethical business practices are key factors in selection process (Mean = 3.95; St D=1.268). From the interview it was noted that;

Central to the whole of tactical procurement management is compliance with applicable laws. However, Rakai District is still experiencing scandals due to unethical behavior and trust in selection process is lost. Some scandals are directly or indirectly linked to procurement and this has resulted to a greater emphasis on ethics and accountability training for both employees and elected officials.

Basing on the view, it should be inferred that compliance with applicable laws and diligent in ethical business practices are key factors in selection process.

More still, the study revealed that skills and willingness to continuously improve reliability with an effective corrective and preventive action system are generally considered in selection criteria (Mean = 3.59; St D=.1.004) implying that they agree with the statement. From the interview, it emerged that;

It is important to focus on the skills and willingness to continuously improve reliability but the problem of nepotism in the selection and lack of integrity makes the whole process rotten and requires a savoir to enhance service delivery.

But since the mean appears so close to the actual average, then the need to closely focus on the variation. Thus, a standard deviation of suggests significant differences in responses.

Furthermore, respondents seem to slightly agree that emphasis is put on excellent track record with quality and delivery through deployment of mature quality management systems. (Mean = 3.94; St D=.988).The standard deviation shows that there is a clear variation in the responses provided by the respondents about the excellent track record with quality and delivery through deployment of mature quality management systems. The implication of this finding is that records management for the supplier shows how he or she has been doing business and this is a great source of information for further business dealings.

In addition to the above, the study showed that respondents marginally agreed with the statement regarding whether the supplier with the highest total score should be the most attractive supplier. (Mean = 3.44; St D=1.318). A greater standard deviation figure raises concerns regarding the ranking of the suppliers. The results from the interview held with one procurement officer it emerged that;

There are so many qualities and attributes which are focused on and ranked and of course, it should be that the supplier with the highest total score should be the most attractive supplier. But since, the selection process is not done transparent obviously total score is not an important issue in the selection process.

There it should be argued that although the supplier with the highest total score should be the most attractive supplier, this is not the case in most times. This is compounded with the figure of standard deviation which further reveals that the respondents had varied opinion about scoring system.

The study further indicates that respondents are not sure as to whether supplier selection constraints are unbreakable rules in the supplier selection process (Mean = 2.60; St D=1.250). The mean value is slightly below the average. However, the standard deviation suggests that in as much as respondents are not sure as to whether supplier selection constraints are unbreakable rules in the supplier selection process, they varied greatly in their responses. This could also imply that the respondents might not be aware of supplier selection constraints since they are carried out in PDU. From the interview with one regulatory author it merged that;

Supplier selection rules are clearly stipulated in the PPDA Act and thus supplier selection constraints are unbreakable rules in the supplier selection process. However, there are instances where such rules can be broken during emergency times.

There to a moderate extent supplier selection constraints are unbreakable rules in the supplier selection process.

4.4.0 The effect of contract award on service delivery

The third objective was to examine the effect of contract award on service delivery in Rakai District Local Government, and details are presented in the descriptive statistics shown by the values of the respective means and standard deviations of the key empirical references.

Details of these analyses are shown in table 4.4.1 on the next page;

Table 4.4.1 Descriptive results about contract award.

	N	Min	Max	Mean	S.D
Contractual deliverables are completed within the agreed time	58	1.00	5.00	3.79	.907
The process of awarding contracts is not transparent	58	1.00	5.00	4.04	.321
Contracts are awarded to the lowest responsible bidder	58	1.00	5.00	2.99	1.414
Contract award is determined basing on price and not-price factors	58	1.00	5.00	3.58	1.256
Contract award is something not communicated to successful tenderer in time	58	1.00	5.00	3.06	1.174
To award contracts considerations are made basing on the people's demands	58	1.00	5.00	2.79	1.182
Contracts are awarded to people who have bribed the contract committee	58	1.00	5.00	4.05	1.111
Contracts given out do not result into value for money.	58	1.00	5.00	3.72	1.296
In awarding contracts roles and responsibilities are communicated	58	1.00	5.00	3.58	1.153

Source: Field data, 2014

In the table 4.4.1 above the researcher set out to examine contract awarding process in local governments. The results were analyzed using means and standard deviations so as to drawing conclusions for the study as follows;

The study as shown in table 4.4.1 above, revealed that respondents slightly agreed that contractual deliverables are completed within the agreed time (Mean=3.79; St D=.907). The findings from the interview show that;

It is rare for contractual deliverables to be completed within the agreed time. Sometimes unforeseen circumstance may cause delays and this may prove to be costly and thus affect negatively service delivery.

From the foregoing therefore, it should therefore, be noted that contractual deliverables are sometimes not completed within the agreed time.

Connected to the above, the study reveals that respondents agree that the process of awarding contracts is not transparent (Mean=4.04; St D=.321). The findings from the interview with one procurement officer it was revealed that;

In Rakai there is a problem of integrity. Contracts are not given on fair ground. There little or no completion and thus sub-standard works, products and services are procured and this affects negatively service delivery.

From the above view it should be argued that there are still problems relating to transparency in awarding contracts in Rakai District.

The study further revealed that respondents were not sure with the test statement that contracts are awarded to the lowest responsible bidder (Mean=2.99; St D=1.414). As much as respondents agreed with the test statement, there were variations in responses as reflected by the standard deviation over the same test from the respondents' point of view. The implication of this finding is that there are other consideration which are focused on beside choosing the lowest bidder

Furthermore, the study revealed that respondents agreed that contract award is determined basing on price and not-price factors (Mean=3.58;St D=1.256). The standard deviation reveals varied

responses from the respondents interviewed as far as price and not-price factors in awarding of contracts. The findings from the interview it emerged that;

One of the goals of getting the best suppliers is to look at price factors and other factors such honest and quality commodities and services at the lowest possible cost. Seeking competition also guards against favoritism and fraud. By looking at price and not price factor it allows interested vendors a fair and equal opportunity to compete.

From the foregoing it should be cemented that contract award is determined basing on price and not-price factors.

More still, the study reveals that respondents seem to agree that contract award is something not communicated to successful tenderer in time (Mean=3.06; St D=1.174). This value is close to the midpoint position, implying that respondents were almost not sure as to whether contract award is something not communicated to successful tenderer in time. A standard deviation suggests varied responses from respondents as far as communication is made to successful tenderer in time.

Furthermore the study as reflected that respondents were indifferent as to whether to award contracts considerations are made basing on the people's demands (Mean=2.79; St D=1.182). This value is close the midpoint of 3 implying that the respondents do not seem to be sure whether to award contracts considerations are made basing on the people's demands. Conversely, the standard deviation suggests varied responses from respondents. From the interview it was noted that;

People are not consulted when awarding contracts and thus the outcomes of such are not known to people.

It should be stated that to award contracts considerations are not generally made basing on the people's demands.

The study further revealed that respondents agreed with the test statement that contracts are awarded to people who have bribed the contract committee (Mean=4.05; St D=1.111). As much as respondents agreed with the test statement, there were variations in responses as reflected by the standard deviation over the same test from the respondents' point of view. This view was also supported by the procurement officer that the whole process is not transparent and this is the reason why people who have bribed are awarded contracts.

Furthermore, the study revealed that respondents agreed contracts given out do not result into value for money (Mean=3.72; St D=1.256). The standard deviation reveals varied responses from the respondents interviewed as far as value for money consideration in awarding of contracts. From the interview, one regulatory authority said that;

There little or no element of efficiency in the service rendered, contracts awarded are not effective and they are not economic and these are the major components for value for money.

Therefore, it should be argued that contracts given out do not result into value for money

More still, the study reveals that respondents seem to agree that in awarding contracts roles and responsibilities are communicated (Mean=3.58; St D=1.174). This value is close to the

midpoint position, implying that respondents were almost not sure as to whether in awarding contracts roles and responsibilities are communicated. A standard deviation suggests varied responses from respondents as far as communication of roles and responsibilities. The findings from the interview show that;

The findings from the interview with one service provider it emerged that;

It is important for the parties understand their roles and responsibilities to ensure successful management of the contract and continuity plans as agreed.

Therefore, it should be argued that in awarding contracts roles and responsibilities are communicated.

4.5.0 Service delivery

The study also looked at service delivery in Rakai District Local Government, and details are presented in the descriptive statistics shown by the values of the respective means and standard deviations of the key empirical references. Details of these analyses are shown in table 4.4.1 on the next page;

Table 4.5.1 Descriptive results about Service delivery

	N	Min	Max	Mean	S.D
There is high element of reliability in service deliverables in Rakai district	58	1.00	5.00	2.20	1.310
Contract deliverable are always on time as expected by the district	58	1.00	5.00	2.34	1.270
There are few complaints from contractors and the district about the services offered	58	1.00	5.00	3.34	1.301
The contracts awarded to the contractors results into efficient service delivery	58	1.00	5.00	3.56	1.237
The quality of services the district get from the contractors are sub standards to meet the district needs	58	1.00	5.00	4.36	1.151
The arrangement for service delivery continue to be satisfactory to both the district and the contractor	58	1.00	5.00	3.10	1.287
Responsiveness in service delivery is attained when the expected benefits from the contract and value for money are being achieved	58	1.00	5.00	3.97	1.242
People have a greater awareness of the services received and the additional services that can be provided	58	1.00	5.00	3.63	1.295

Source: Field data, 2014 .

In the table 4.5.1 above the researcher set out to ascertain service delivery in Rakai District Local Government. The results were analyzed using means and standard deviations so as to drawing conclusions for the study as follows;

The study as shown in table 4.5.1 above, reveal that the respondents disagreed that there is high element of reliability in service deliverables in Rakai District (Mean = 2.20; St D =1.310). A standard deviation reveals a significant variation in the opinions which could also relate to not

clearly understanding whether there is high element of reliability in service deliverables in Rakai District. The findings from the interview held with one of the procurement officer it was stated that;

The element of reliability in service deliverables is still a big challenge in Rakai District. Sometimes services are good and in other times are sub-standard, but the district is working hard to ensure that the element of reliability is taken as a serious issue when it comes to the delivery of services.

It should therefore be noted that the element of reliability in service deliverables in Rakai District is still a problem

Furthermore, the study revealed that respondents were in disagreement that contract deliverable are always on time as expected by the district (Mean=2.34; St D=1.270) The standard deviation reveals varied responses from the respondents interviewed as far as the time it take to deliver services. The results from the interview held with one procurement officer it emerged that;

Seldom contract deliverable come in time this is because delays. Further the issue of integrity and transparency in the work of the contractors is also declining as many contractors produce substandard.

From the foregoing it should be reasoned that there are always delays in contract deliverable.

Furthermore the study reflected that respondents marginally agreed that there are few complaints from contractors and the district about the services offered (Mean = 3.34; St D=1.30). Conversely, a standard deviation suggests varied responses from respondents as far as complaints between the district and the contractor are concerned. From the interview it was

noted that complaints are inevitable in every dealing there it is not a surprise they we disagree with contractors. It should therefore be argued that although complaints exist, they are somewhat few.

The study further indicated that respondents were in agreement that the contracts awarded to the contractors results into efficient service delivery (Mean = 3.56; St D=1.237). The standard deviation reveals a significant variation in the opinions which could also relate to not clearly understanding the statement. The finding from the interview indicated that because of lack of transparency and poor accountability, the element of efficient service delivery is still a dream.

The study further revealed that respondents agreed that the quality of services the district get from the contractors are sub standards to meet the district needs (Mean=4.36; St D=1.151). It is worth noting that in as much as the respondent agreed with the test statement, they were variations in responses. The results from one of the regulatory authority it emerged that;

The procurement and disposal unit is corrupt and not transparent and people do not make accountability of how they have used the district resource. Contracts are awarded to suppliers having political influence and in the end people fail to get what they expect from the district.

Thus, it should be reasoned that to great extent that the quality of services the district get from the contractors are sub standards to meet the district needs.

More still, the study revealed that respondents slightly agree that the arrangement for service delivery continue to be satisfactory to both the district and the contractor (Mean=3.10; St D=1.287). This is in support of the interview held with one of the service providers,

It is not true that service delivery continue to be satisfactory to both the district and the contractor, Rakai District some problems to register success stories. The major problem

rotates around on lack of trust, commitment, communication and resources. When such are not there then there is a problem in delivering better services. There is an urgent need to make proper arrangement for service delivery continue to be satisfactory to both the district and the contractor.

It should therefore be argued that arrangement for service delivery need to be evaluated to ensure efficient service delivery.

In addition, respondents seem to marginally agree with statement that responsiveness in service delivery is attained when the expected benefits from the contract and value for money are being achieved (Mean=3.97; St D=1.242). The standard deviation reveals varied responses from the respondents on the same, implying that they have different opinions about responsiveness in service delivery. This could also infer that some people don't know whether benefits from the contract and value for money.

The study further revealed that respondents agreed that people have a greater awareness of the services received and the additional services that can be provided (Mean=3.63; St D=1.295). It is worth noting that in as much as the respondent agreed with the test statement, they were variations in responses. From the interview it was noted that;

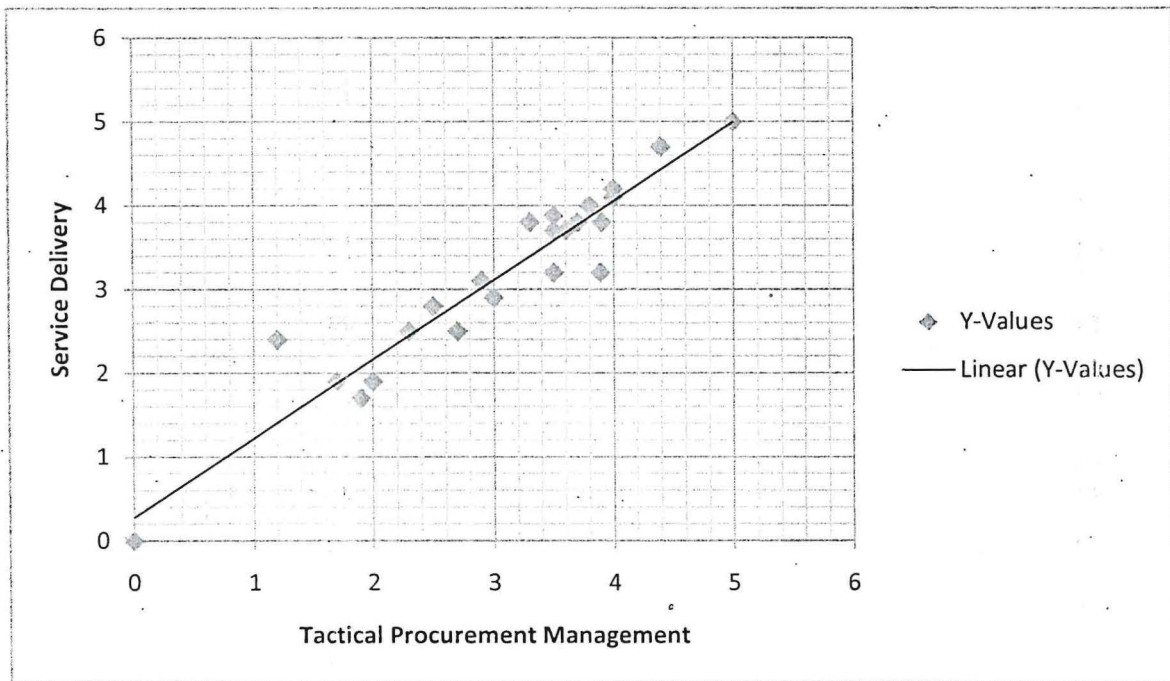
Works and seminars are conducted and people exchange their views and opinions about the services rendered and complaints are taken for corrective action plan.

Basing on the above finding it should be argued that the when people are not sensitized what they should expect from the district this can create a lot of complaints from the people about the services rendered by the district.

4.6 Relationship between tactical procurement management and service delivery

This section tested the relationship between tactical procurement management and service delivery in Rakai District. In order to test the relationship between the two variables, it was important to first make a pre-condition test for linearity as shown below:

Figure I: showing linear relationship between tactical procurement management and service delivery



From figure I, the study revealed that there is a strong positive linear relationship between tactical procurement management and service delivery as determined by the closeness of points on the line of best fit and this led the study to determine the correlation of the variables of study as shown in the next tables: -

Table 4.6.1 Correlations

Model	R	rSquare ^b	Adjusted r Square	Std. Error of the Estimate
1	.901 ^a	.812	.791	4.31315

Source: Field data, 2014

From table 4.6.1, the study shows a strong linear relationship between specification, selection and contract award and service delivery ($r = .901$), specification, selection and contract award account for 81.2% variance of service delivery.

Table 4.6.2 ANOVA^{c,d}

Model		Sum of Squares	Df	Mean Square	F	Sig.
1	Regression	160817.208	1	35033.701	1840.542	.000 ^a
	Residual	2989.792	57	21.730		
	Total	163807.000 ^b	58			

Source: Field data, 2014

Furthermore, from table 4.6.2 these findings were statistically significant ($F = 1840.542$, $p < .05$). Thus, this implies that;

- Specification under tactical procurement leads to efficient service delivery.
- The selection leads to efficient service delivery.
- Contract award to efficient service delivery.

In addition the coefficients of each tactical procurement management indicators show that Specification, selection and contract award significantly affect service delivery ($p < .05$) and the results are shown on the next page:

Table 4.6.3 Regression analysis results Coefficients^{a,b}

Model	Un standardized Coefficients		Standardized Coefficients	T	Sig.	
	B	Std. Error	Beta			
1	Specification	.342	.051	.571	4.454	.000
	Selection	.297	.045	.262	3.324	.008
	Contract award	.280	.140	.197	2.967	.029

a. Dependent Variable: Service delivery

b. Linear Regression through the Origin

Source: Field data, 2014

From table 4.6.3 above, Specification most affects service delivery ($t = 4.454$) followed by selection ($t = 3.324$) and contract award ($t = 2.967$), respectively.

CHAPTER FIVE

SUMMARY, DISCUSSION, CONCLUSIONS AND RECOMMENDATIONS

5.0 Introduction

This chapter presents summary of findings, the discussion of findings, conclusions and recommendations. It is divided into four sections. The first section presents the discussion of findings; the second section covers the summary of findings according to the objectives. The third section presents conclusions and fourth section presents recommendations.

5.1 Summary of findings

5.1.1 Specification and service delivery

The findings show that specifications are built around a description of what is to be achieved rather than a fixed description of exactly how it should be done. It should be developed basing on quality and performance aspects of the goods and services of the contract and should conform to relevant national, international standards and comply with any legal obligations.

Specifications provide equal-opportunity for all potential suppliers to offer a product or service which satisfies the needs of the user.

In the design of specifications, stakeholders' needs are taken into account. It also found out that there is a lot of rigidity in the preparation of specifications in local governments. In most cases they are done without involving technical expertise from suppliers which can affect adversely service delivery.

5.1.2 Selection and service delivery

It was established that lowest total cost competitive pricing is considered in selecting suppliers. But is generally happening in Rakai District is different as it affects negatively service delivery.

In addition, the study showed that ability to meet requirements is very important in supplier selection but this is rarely done in Rakai District.

Also the study revealed that the respondents were in agreement that financial stability, skills track record compliance with applicable and effective business continuity plans and processes are central in supplier selection. However, what is not clearly indicated in the PPDA Act is whether the selection process is transparent.

In addition the study showed that supplier with the highest total score should be the most attractive supplier. Thus supplier selection constraints are unbreakable rules in the supplier selection process

5.1.3 Contract award and service delivery

The study established that the process of awarding contracts is not transparent and that contractual deliverables are not completed within the agreed time and it is not clear whether contracts are awarded to the lowest responsible bidder because contracts are awarded to people who have bribed the contract committee. Therefore the study shows that respondents were

In addition it was established that specifications conform to relevant national, international standards and comply with any legal obligations. This is what Xia & Wu (2007), expressed that care must be taken in drafting specifications to ensure that they are not restrictive. In the specification of standards for equipment, materials, and workmanship, recognized international standards should be used as much as possible. Where other particular standards are used, whether national standards of the Borrower's country or other standards, the specifications should state that equipment, materials, and workmanship that meet other authoritative standards, and which ensure at least a substantially equal quality than the standards mentioned, will also be acceptable.

Furthermore, the study indicated that the respondents were with a view that specifications provide equal opportunity for all potential suppliers to offer a product or service which satisfies the needs of the user. This view was supported by Fisher (2004), that the preparation of a specification should involve close communication between the user and the Procurement and Supply Chain Manager and, if required, assistance from technical experts in order to register good service delivery. Involvement of potential suppliers may also be helpful in developing a specification. If supplier input is required it must not result in adoption of a specification that favors one particular supplier:

Connected to the above, respondents seem to disagree that in the design of specifications, stakeholders' needs are taken into account. It also found out that there is a lot of rigidity in the preparation of specifications in local governments. In most cases they are done without involving technical expertise from suppliers which can affect adversely service delivery

More still, the study revealed that respondents accepted that as specifications are developed considerations are made basing on quality and performance aspects of the goods and services of the contract. This is in agreement with Oliver (2004), that the specifications must be drafted to permit the widest possible competition and, at the same time; present a clear statement of the required standards of workmanship, materials, and performance of the goods and services to be procured.

5.2.2 Selection and service delivery

It was found out that lowest total cost competitive pricing is considered in selecting suppliers. This is in agreement with Drinkwater (2011), that in the selection process, the focus is placed on competitive pricing, ability to meet specifications and standards, product and service quality, product yields and durability, reliable delivery methods, quality control methods and practices, technical abilities and leadership, ability to provide niche or unique product offering and/or design concept, financial stability & credit strength.

In addition, the study showed that ability to meet requirements is very important in supplier selection. In selection process, local governments may also maintain a comprehensive list of prospective bidders and provide notices directly to those on the list. A comprehensive solicitation effort helps to ensure that the largest possible pool of potential vendors is made aware of the local governments' needs. It is upon the local governments to weigh the cost of using additional forms of media against the potential savings from increased competition

Also the study revealed that the respondents were in agreement that financial stability and effective business continuity plans and processes are central in supplier selection. This is in line with Yuksel & Dag deviren (2007) that firms may be asked for information about their finances and experience, or references from previous clients. Evaluating the suitability of potential suppliers to meet the needs of the local governments is normally undertaken after making an advert. This is the most efficient method of assessing suitability to meet the required criteria and is carried out prior to inviting them to tender

However, the study shows that compliance with applicable laws and diligent in ethical business practices are key factors in selection process. This is in line with the IGG Report 2012 that selection is in most cases done according to PPDA regulations, sometimes non adherence to set rules and regulations are violated. Individuals are called to express their interest'. This is an initial stage of the tactical procurement process that helps the local government to see who's interested in bidding and draw up a short-list of possible suppliers

More still, the study revealed that skills and willingness to continuously improve reliability with an effective corrective and preventive action system are generally considered in selection criteria. In the selection process, the focus is placed on competitive pricing, ability to meet specifications and standards, product and service quality, product yields and durability, reliable delivery methods, quality control methods and practices, technical abilities and leadership, ability to provide niche or unique product offering and/or design concept, financial stability & credit strength, compatibility with existing products, adequate distribution/warehousing facilities

and resources, spare parts availability, warranty, insurance, and bonding provisions, proven performance and experience

It was established that little emphasis is put on excellent track record with quality and delivery through deployment of mature quality management systems. In local governments, the selection procedure is part of the public procurement reform initiated in 2002, which is supposed to be followed by all government departments and agencies to ensure transparency and accountability. However, what is not clearly indicated in the PPDA Act is whether the selection process is transparent.

In addition to the above, the study established it is not to select a supplier with the highest total score. This view was averagely supported by Basheka (2004) that selection for highest bidders is one of the primary functions of procurement with a potential to contribute to the success of local government operations and improved service delivery. It is a function that sets in motion the entire acquisition/procurement process of acquiring services in local governments. Thus supplier selection constraints are unbreakable rules in the supplier selection process

5.2.3 Contract award and service delivery

It was established that the process of awarding contracts is not transparent and that contractual deliverables are not completed within the agreed time. One of the goals of seeking competition is to foster honest competition to enable your government to obtain quality commodities and services at the lowest possible cost. Seeking competition also guards against favoritism,

extravagance and fraud, while allowing interested vendors a fair and equal opportunity to compete.

The study further revealed that respondents were not sure with the test statement that contracts are awarded to the lowest responsible bidder. However, it was also established that when using competitive bidding, contracts are awarded to the “lowest responsible bidder” after public advertisement for sealed bids. As further discussed below, local governments may elect to award “purchase contracts,” which exceed the monetary threshold, on the basis of “best value,” as an alternative to awarding contracts to the “lowest responsible bidder. There contract award is determined basing on price and not-price factors

More still, the study established that contract award is something not communicated to successful tenderer in time. The contract award stage comprises of a number of important aspects; communicating the award to the successful tenderer, notifying the unsuccessful tenderers, debriefing unsuccessful tenderers and, in the case of contracts awarded under PPDA laws by public sector organizations, publishing a contract award.

The study further revealed that respondents agreed with the test statement that contracts are awarded to people who have bribed the contract committee. This is in line with National Public Procurement Integrity Baseline Survey (2006) that contracting out, at the local government level, is believed to be one of the principle areas where corruption in Uganda takes place. Corruption is disastrous to the sound functioning of any government department. Corruption has been an intractable problem in many developing countries; especially where it has become systematic to

the point where many in government have a stake. It diverts decision-making and the provision of services from those who need them to those who can afford them (Kisubi et al., 1997). Therefore the study as that respondents were indifferent as to whether to award contracts considerations are made basing on the people's demands and thus does not result value for money.

More still, the study reveals that respondents seem to agree that in awarding contracts roles and responsibilities are communicated. This stage should also include activities such as: ensuring that all relevant parties are aware of their roles and responsibilities in the immediate; implementation and transition process; checking that the agreed processes for contract management are in place by all the parties; that knowledge transfer from the procurement or project team (which may not have included members of the contracts management team) to the contracts management team takes place to ensure successful management of the contract; that, where necessary, the continuity plans for the seamless transition of the service from one contractor to the new contractor will be carried out as agreed.

5.3 Conclusion

The study was focused on tactical procurement management and service delivery. It was established that there is a strong positive linear relationship between specification, selection and contract award and service delivery ($r = .901$), specification, selection and contract award account for 81.2% variance of service delivery. In addition the coefficients of each tactical procurement management indicators show that Specification, selection and contract award

significantly affect service delivery ($p < .05$). Specification most affects service delivery ($t = 4.454$) followed by selection ($t = 3.324$) and contract award ($t = 2.967$), respectively.

It should therefore, stated that careful specification of the requirements needed by user department can lead to efficient service deliver. Further the selection process requires a great deal of planning preparation and time resourcefulness of the procurement unit and should be transparent to enhance efficient service delivery. Lastly, the awarding of contract should be done basing on the lowest responsible bidder and meet all the selection criteria.

5.4 Recommendations

Basing on the findings of the study, the following recommendations are made to the local governments and PDU in order to stimulate efficient service delivery.

The Rakai District Local Government should eliminate all elements of corruption in public procurement and promote integrity in the procurement process. This will in turn lead to improvement service delivery.

Additionally, the Ministry of Local Governments should foster financial accountability by strengthening the internal controls in place. This can help local governments like Rakai District to overcome the challenges of corruption, theft and embezzlement of funds. It should be argued that poor financial accountability is central towards inefficient service delivery.

The procurement unit of Rakai District should continuously be appraised to assess their strengths and weakness by oversight institutions such as PPDA. This can iron out inefficiencies

the public procurement since such oversight institutions ensure that there strict adherence procurement regulations and compliances with procurement procedures.

5.4 Area/Suggestions for further research

The study was carried out in Rakai District Local government. The suggest further studies to be done on effect of e-procurement, Tactical procurement management on service delivery in order to further gain more knowledge in the field of tactical procurement management and service delivery.

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SECTION B:

Please indicate the extent to which you agree with each of the statement by ticking the appropriate choice on **Specification and Service Delivery in Rakai District Local Government.**

Key:

1	2	3	4	5
Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree

A. Specification		1	2	3	4	5
1.	Specifications are built around a description of what is to be achieved rather than a fixed description of exactly how it should be done					
2.	Specifications are always written in performance terms, which focus on the function of the product or the output of the service required.					
3.	the specifications contain enough information for potential suppliers to design and cost the products or services they will offer					
4.	specifications conform to relevant national, international standards and comply with any legal obligations					
5	specifications provide equal opportunity for all potential suppliers to offer a product or service which satisfies the needs of the user					
6	In the design of specifications, stakeholders' needs are taken into account					
7	As specifications are developed considerations are made basing on quality and performance aspects of the goods and services of the contract.					

		1	2	3	4	5
	B. Selection					
8	Lowest total cost competitive pricing is considered in selecting suppliers					
9.	Ability to meet requirements are very important in supplier selection					
10	Financial stability and effective business continuity plans and processes are central in supplier selection					
11	Compliance with applicable laws and diligent in ethical business practices are key factors in selection process					
12	Skills and willingness to continuously improve reliability with an effective corrective and preventive action system are generally considered in selection criteria					
13	Emphasis is put on excellent track record with quality and delivery through deployment of mature quality management systems					
14	The supplier with the highest total score should be the most attractive supplier					
15	Supplier selection constraints are unbreakable rules in the supplier selection process.					
	C. Contract Award	1	2	3	4	5
16	Contractual deliverables are completed within the agreed time					
17	The process of awarding contracts is not transparent					
18	Contracts are awarded to the lowest responsible bidder					
19	Contract award is determined basing on price and not-price factors					
20	Contract award is something not communicated to successful tenderer in time					
21	To award contracts considerations are made basing on the people's demands					
22	Contracts are awarded to people who have bribed the contract committee					

23	Contracts given out do not result into value for money.					
24	In awarding contracts roles and responsibilities are communicated					
D. Service delivery						
1	2	3	4	5		
Strongly disagree	Disagree	Undecided	Agree	Strongly Agree		
				1	2	3
				4	5	
25	There is high element of reliability in service deliverables in Rakai district					
26	Contract deliverable are always on time as expected by the district					
27	There are few complaints from contractors and the district about the services offered					
28.	The contracts awarded to the contractors results into efficient service delivery					
29	The quality of services the district get from the contractors are sub standards to meet the district needs					
30	The arrangement for service delivery continue to be satisfactory to both the district and the contractor					
31	Responsiveness in service delivery is attained when the expected benefits from the contract and value for money are being achieved					
32	People have a greater awareness of the services received and the additional services that can be provided					

End

Thank you for your cooperation

APPENDIX 2

INTERVIEW GUIDE

1. How does the specification done in Rakai District?
2. Do the specifications lead to service delivery?
3. If yes how does specification lead to efficient service delivery?
4. How does the selection done in Rakai District?
5. Does the selection lead to service delivery?
6. If yes how does selection lead to efficient service delivery?
7. How is contract award done in Rakai District?
8. Does the contract award lead to service delivery?
9. If yes how does contract award lead to efficient service delivery?
10. What suggestions can you put in order to improve service delivery?

End

Thank you