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PROVINCIAL TREASURY

Diagnostic Evaluation of Supply Chain Management Procurement Strategies of Limpopo Province

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Glossary

AG	Auditor General
AHRQ	Agency for Healthcare Research and Quality
AMP	Asset Management Plan
ASIDI	Accelerated Schools Infrastructure Delivery Initiative
BBBEE	Broad-Based Black Economic Empowerment
BEPs	Built Environment Professions
BLI	Baseline Indicator
CAGR	Compound Annual Growth Rate
CAMS	Complementary and Alternative Medicines
CBEA	Council for the Built Environment Act, 2000
CFO	Chief Financial Officer
CIDBA	Construction Industry Development Board Act, 2000
CIPS	Chartered Institute of Procurement & Supply
CSD	Central Supplier Database
CSDP	Competitive Supplier Development Programme
DAC	Development Assistance Committee
DBE	Department of Basic Education
DEADP	Department of Environmental Affairs and Development Planning (Western Cape)
DHPW	Queensland Department of Housing and Public Works
DM	Demand Management
DPME	Department of Planning, Monitoring and Evaluation
DPW	Department of Public Works
DPWRI	Limpopo Department of Public Works, Roads and Infrastructure
dti (the)	Department of Trade and Industry
EC	European Commission
EPWP	Expanded Public Works Programme
ESC	Evaluation Steering Committee
EXCO	Executive Council
GDP	Gross Domestic Product
GEAR	Growth, Employment and Redistribution
GIAMA	Government Immovable Asset Management Act
GIS	Geographic Information System
GNPS	Government National Property Strategy and Principles (New Zealand)
GPP	Green Public Procurement
HDI	Historically Disadvantaged Individual
HOD	Head of Department
HS	Harmonized System
IA	Implementing Agency
IAR	Immovable Asset Register
ICT	Information and Communication Technology
IDMS	Infrastructure Delivery Management System
IPAP	Industrial Policy Action Plan
IPIP	Infrastructure Programme Implementation Plan
IVD	In Vitro Diagnostic Device
KPI	Key Performance Indicator
LDoE	Limpopo Department of Education
LDoH	Limpopo Department of Health
LDP	Limpopo Development Plan
LED	Local Economic Development
LEDET	Limpopo Department of Economic Development, Environment and Tourism
MAPS	Methodology for Assessment of Procurement Systems
M&E	Monitoring & Evaluation
MCC	Medicines Control Council
MFMA	Municipal Finance Management Act, 2003
MSE	Micro and Small Enterprise
MTEF	Medium Term Expenditure Framework
MTSF	Medium Term Strategic Framework
NAICS	North American Industry Classification System
NT	National Treasury
NDoH	National Department of Health
NDP	National Development Plan
NEPF	National Evaluation Policy Framework
NGP	New Growth Path
NIGP	National Institute of Governmental Purchasing
OCPO	Office of the Chief Procurement Officer

OD	Organisational Development
OECD	Organisation for Economic Co-operation and Development
OGC	UK Office of Government Commerce
OTP	Limpopo Office of the Premier
PEP	Provincial Evaluation Plan
PFMA	Public Finance Management Act, 1999
PMS	Performance Management System
PMTE	Property Management Trading Entity
POA	Programme of Action
PP	Public Procurement
PPMO	Public Procurement Monitoring Office (Nepal)
PPP	Public Private Partnership
PPPFA	Preferential Procurement Policy Framework Act
PPPI	Public Procurement Promoting Innovation
PPRA	Public Procurement Regularity Authority
PPRC	Public Procurement Regulatory Commission (Kosovo)
RAL	Road Agency Limpopo
RAMS	Road Asset Management System
RAMP	Road Asset Management Plan
RDP	Reconstruction and Development Programme
RFP	Request for Proposal
RSA	Republic of South Africa
SAHPRA	South African Health Products Regulatory Authority
SARS	South African Revenue Service
SCM	Supply Chain Management
SCMAT	Supply Chain Maturity Assessment Test
SDGs	Sustainable Development Goals
SEDA	Small Enterprise Development Agency
SIPDM	Standard for Infrastructure Procurement and Delivery Management
SITA	State Information Technology Agency
SMEs	Small and Medium Enterprises
SMMEs	Small, Medium and Micro Enterprises
SOEs	State Owned Enterprises
SOP	Standard Operating Procedure
SPF	Strategic Procurement Framework
SPP	Sustainable Public Procurement
SPPP	Sustainable Public Procurement Policy
SRPP	Socially Responsible Public Procurement
ToC	Theory of Change
ToR	Terms of Reference
U-AMP	User Asset Management Plan
UNEP	United Nations Environment Programme
VFM	Value for Money
WCG	Western Cape Government
WHO	World Health Organization

Policy Summary

The South African Government initiated public procurement reforms since 1995, which culminated to the introduction of Supply Chain Management (SCM) as an approach for managing government procurement. The National Treasury defines procurement as a process which creates, manages and fulfils contracts and SCM as a design, planning, execution, control and monitoring of supply chain activities in the delivery of goods, services, works or any combination thereof.

In 2004, the Limpopo Provincial Treasury was born as a result of Provincial Executive Council's (EXCO) decision to separate Treasury functions from Economic Development, Tourism and Environment. The Supply Chain Management Policy Framework promulgated in December 2003 was rolled out to provincial government departments in December 2004 by means of the Provincial Treasury Instructions on supply chain management. The policy framework serves as a guide and its aim is to ensure uniformity in the implementation of SCM throughout government institutions as prescribed by the 2004 Limpopo Provincial Treasury instruction note.

In October 2015, the Limpopo Provincial Government presented its first approved Limpopo Provincial Evaluation Plan (PEP). The PEP outlines planned priority evaluations approved by EXCO for the financial years, 2015/16. Six evaluations were scheduled and the affected provincial departments were identified, including this diagnostic evaluation of Limpopo SCM and Procurement Strategies. Targeting Schools Infrastructure (Education), Medical Equipment (Health), Office Space (DPWRI) and Roads (RAL). These targeted commodities were chosen because they constitute a significant amount of provincial fiscus and are strategic to the province.

Similarly to national imperatives, Limpopo government has taken a decision to strategically leverage public procurement as an enabler for socio-economic development in order to deal with high levels of unemployment, poverty and inequalities persisting in the province. The development and implementation of Provincial Public Procurement Strategy, user Departmental SCM Strategies and Targeted Commodities strategies aligned to Limpopo Development Plan (LDP) will assist the province to achieve its MTSF 2014 - 2019 priorities for the realisation of NDP vision 2030.

The province has not yet reach a stage of implementing a Provincial Procurement Strategy and SCM Strategies including targeted commodities strategies. In the short term, a key priority is to develop and implement MTSF 2014 – 2019 aligned procurement strategy, SCM strategies and commodities strategies in order to increase the localisation of procurement spend in the province, contribute to the provincial growth and development, and empower designated groups (i.e. women, youth, military veterans, people with disabilities and rural areas). The procurement of infrastructure has been separated from procurement of goods and services and this calls the Procurement strategy and SCM strategies to align the National Treasury instructions such as those related to SIPDM, Strategic Planning and Sourcing, and commodity categorising as per commodities that are strategic, leverage, routine and bottleneck.

It is recommended that the province, as result of the diagnostic evaluation strives to excel in public procurement management, technology (eProcurement) and leadership. To achieve excellence a set of critical key actions need to be initiated in the short-term. These key actions are: (1) Issuing of Provincial Procurement and SCM instruction note to enable the development and implementation of procurement and SCM strategies across the three spheres of government; (2) Development of a business case for a procurement and SCM technology solution; and (3) Establishing a provincial capacity building programme for SMMEs and SCM officials. The critical success factor for these

actions is to institute a team to champion the development and implementation of the Procurement and SCM strategies taking into account both local and international best practices.

Executive Summary

a) Introduction and Background

Public procurement is regarded as an important part of any country's economy, whatever its geographical location, political inclination or level of development. Government procurement of goods and services typically accounts for 10%-15% of gross domestic product (GDP) for developed countries and up to as much as 20% of GDP for developing countries (Kashap, 2004). The public sector is the biggest buyer on all national markets (Lindskog, 2012). The use of public procurement is acknowledged as a means to achieving a nation's economic and social outcomes. In South Africa, procurement is both a strategic tool and a mechanism enabling government to implement policies for socio-economic development and transformation (Ambe, 2016).

The Provincial Government of Limpopo has taken initial steps to improve the province's public procurement and its strategic nature as a tool to enable socio-economic development of the province as cued chiefly by the Preferential Procurement Policy Framework Act of 2000 and its regulations and the National Development Plan (NDP). However, the province needs to design, develop and implement a Provincial Procurement Strategy, as well as Departmental Supply Chain Management Strategies and Targeted Commodities Strategies.

As part of the development and evaluation of processes of these strategies, the Limpopo Office of the Premier (OTP) and Provincial Treasury enlisted the services of Camissa Institute to conduct a Diagnostic Evaluation of Supply Chain Management Procurement Strategies of Limpopo Province. Aimed at optimising monetary value for the provincial government, the scope of the diagnostic evaluation was to primarily focus on the determination and identification of multiple procurement strategies for:

- a) Schools (Limpopo Department of Education);
- b) Medical Equipment (Limpopo Department of Health);
- c) Roads (Roads Agency Limpopo); and
- d) Office Space (Limpopo Department of Public Works, Roads and Infrastructure).

b) Overview of the Intervention

South Africa's public procurement reforms were initiated in 1995 to promote the principles of good governance and introduced a preferential procurement system to address socio-economic objectives, inconsistencies in policy application, lack of accountability, lack of supportive structures and fragmented processes. Public procurement challenges relating to inconsistent interpretation and implementation of the Preferential Procurement Policy Framework Act No. 5 of 2000 (PPPFA) resulted in National Treasury introducing supply chain management (SCM) in the public sector as a policy implementation tool. The introduction of SCM is an attempt by government to achieve the desired strategic policy outcomes through public procurement processes.

South Africa faces numerous persisting socio-economic challenges mainly related to poverty, unemployment and inequality. At a national level, the country has adopted the NDP to address these challenges. NDP provides a framework for achieving the radical socio-economic agenda set out in the governing party's 2014 election manifesto of 2014. It sets out growth targets to be achieved by the year 2030 (NDP Vision 2030)

and emphasises measures to ensure that the benefits of growth are equitably shared in the long term. The NDP implementation commitments are further detailed in the Medium Term Strategic Framework (MTSF) 2014-2019 which is the government's five-year strategic plan. The MTSF has become a set of five-year building blocks towards the achievement of the vision and goals of the country's long-term plan, the NDP.

However, despite the reform processes in public procurement led by the national government to institutionalise SCM as a strategic tool in all government spheres, the country, including Limpopo province, continues to face enormous challenges in its public procurement practices. There are constant allegations of corruption and inefficiencies in the procurement processes and a significant number of service delivery protests in South Africa signals the prevailing dissatisfaction with basic services (Ambe, 2016).

The MTSF 2014-2019 addresses the implementation of NDP and seeks to achieve 14 outcomes that are government priorities for this fifth administration of post-apartheid South Africa's government since 1994. The Limpopo Province's response to the NDP for the current administration is the Limpopo Development Plan (LDP) 2015 to 2019, targeting three broad areas for improvement and development, including institutional, infrastructure and socio-economic development. As policy instrument, the implementation of "procurement strategy and associated strategies" will enhance the achievement and provincial contribution to the MTSF outcome 12 – Efficient, Effective and development oriented public service.

As cued by National Treasury and other national transformation prescripts, the province has introduced a number of policy initiatives in relation to procurement and established SCM functions across the provincial department, entities and municipalities. Examples of such initiatives are the Limpopo Procurement Policy, associated Standard Operating Procedures and, recently, the Limpopo Procurement Strategy. The province has also acknowledged the importance of procurement as a lever for socio-economic development. Hence, through this evaluation project, amongst others, the province seeks to determine the effectiveness of its own SCM strategies and frameworks.

c) Brief Background of the Evaluation

The National Evaluation Policy Framework (NEPF), approved in November 2011, sets out the context for a National Evaluation System for South Africa. This policy framework sets minimum standards for an evaluation system across government to achieve quality evaluations. The expectations are that the evaluations results and lessons will be applied to improve the effectiveness and impact of government by reflecting on what is working, what is not working and revising interventions accordingly. Further, this will ensure that credible and objective evidence derived from conducted evaluations is used in planning, budgeting, organisational improvement, policy review as well as on-going programme and project management. The NEPF provides a common language for evaluation in the South African public service.

In response to this framework, in October 2015, the Limpopo Provincial Government presented its first approved Limpopo Provincial Evaluation Plan (PEP). The PEP outlines planned priority evaluations approved by the Provincial Executive Council (EXCO) for the next financial years from 2015/16. The Diagnostic Evaluation of Supply

Chain Management Procurement Strategies of Limpopo Province project, is aligned to the planned PEP evaluation project number four of the six the PEP provides for. It obtains that Limpopo government seeks to optimise value for money procurement and this is, incidentally, one of the five pillars of good supply chain management practice. Specifically, the Terms of Reference (ToR), stated that the rationale for this project was to determine and identify multiple procurement strategies for schools, roads, medical equipment and office space commodities to optimize monetary value for the provincial government.

Hence, the results of this evaluation are expected to contribute to improved decision-making in planning and implementing the Provincial Procurement Strategy, Departmental Supply Chain Management Strategies, and Targeted Commodities Strategies for effective and efficient service delivery in Limpopo.

d) Key Evaluation Findings

The diagnostic evaluation analysis for supply chain management and procurement strategies triangulated the literature review, ToC engagements, key informant interviews and survey questionnaire to craft the results findings.

In relation to the proposed Limpopo Provincial Procurement Strategy, the findings of desk top literature review exercise based on a benchmark public procurement excellence model that compared two small countries (Kosovo and Nepal), and a region or province of Australia (Queensland) similar to Limpopo in population size indicated that there is need to improve the provincial procurement strategy. That is the benchmark exercise showed that public procurement strategies formulation, development and implementation have not yet been fully institutionalised across the three spheres of government in South Africa. The National Treasury only recently in 2016 introduced the “strategic procurement framework for demand management aligned to government strategic planning framework. For the future, the strategic procurement, supply chain management and commodity planning is to align with the prescribed instructions separating procurement of infrastructure from goods and services, as guided by the Standard for Infrastructure Procurement and Delivery (SIPDM), Strategic sourcing process and commodity categorising portfolio analysis. This is within the ambit of the 2005 Treasury regulations for departments, trading entities, constitutional institutions and public entities, issued in terms of the PFMA of 1999 Section 16A that gave effect to Supply Chain Management System in South Africa.

The table below summarises the main lessons and some of the potential gaps based on the benchmarking analysis:

Aspect	Lessons	Limpopo Practice	Performance
First Aspect: Public Procurement Strategic Management	An aligned vision, mission, and outcomes and strategic objectives need to be clearly articulated. Among others, such objectives should include interventions aimed at promoting local economies, small businesses, etc.	Similarly to other South African provinces, Limpopo Province has not yet fully cascaded the practice of specifically developing and implementing procurement strategies. However, Limpopo has a draft procurement strategy.	Average, better articulation of procurement strategic management is required

Aspect	Lessons	Limpopo Practice	Performance
Second Aspect: Principles of Procurement or Pillars of Procurement	The procurement policies are translated into implementable procurement strategies. The key pillars of procurement are applied to procurement strategies and form part of the measurable procurement outcomes and objectives.	Given that the practice of public procurement strategy formulation and implementation has not caught traction in South Africa and Limpopo, public procurement performance management has mainly focused on the operational aspect of procurement and is only now becoming strategic. Data and the associated M&E system is a key aspect for procurement performance management and needs to be designed and developed.	Average, need to develop and reinforce the culture of strategic public procurement development and implementation
Third Aspect: Public Sector Supply Chain Scorecard	Public procurement strategy, mission and objectives address themselves to achieving quality public service for citizens, and efficiencies in value for money important in relation to limited financial resources. Processes and automation are priority enablers, and all these require capacitated procurement teams to deliver on the mandate.	The processes mapping, automation, commodity targeting guides and capacity building initiatives have been started and implemented by National Treasury. However, at provincial level there is limited evidence that SCM strategies have been formulated, developed and implemented to address National Treasury guidelines and frameworks, as in Limpopo.	Poor, need to develop SCM strategies including associated Commodity Strategies

Based on a logic that says strategy follows policy, as a local lesson the Western Cape Province has issued a Provincial Treasury Instruction in terms of Section 8(2) a of the PFMA on 28 March 2012, which outlines how the provincial supply chain management strategy should be dealt with. This was found to be gap in the context of Limpopo Province, given that province has initiated a process of developing a provincial procurement strategy before having in place a Provincial Procurement and Supply Chain Management Policy Instruction on how relevant strategies should be developed and packaged. Further as an example or lesson, the strategies for Pakistan, Sweden, Kosovo and Nepal clearly articulated the respective vision, mission and objectives in their procurement strategies. Notably, the Queensland strategy has extensive strategic objectives and associated actions. Also, all the strategies emphasize value for money in relation to the performance management of procurement. Finally, the strategies prioritised process management issues related to technology and specifically capacity building.

On the assessment of Theory of Change, it was found that the province has not applied the practice of ToC in relation to procurement, SCM and commodities strategies. The process of developing such strategies is still in its early development phase. To take forward the ToC approach and methodology in the design and development of procurement, SCM and targeted commodities strategies, there is need for widely

accepted planning provincial framework to championed and adopted. The following identified gaps need to be addressed

- A key gap is the planning and design of the strategy, i.e. the strategies needs to be improved in the areas of strategic formulation (vision, mission, goals, objectives) and be primarily aligned to respective Outcomes as stated in the 14 Government Priority Outcomes to fully achieve the aspirations of NDP vision 2030.
- To reinforce strategy implementation compliance by departments and municipalities, a policy for education and enforcement of Strategic Procurement and SCM planning must be introduced.
- A wider consultation process needs to be planned and implemented to a create a credibility groundswell for the final strategies.

During the ToC engagements on the development of the targeted commodities ToC development LDoE, LDoH, DPWRI and RAL officials outlined prevailing respective problem statements as follows:

- (1) The LDoE Schools procurement problem is essentially two-fold and narrowed as follows:
 - The capacity limitation of LDoE to undertake the schools upgrading programme, relying on its own SCM and Infrastructure functions solely.
 - The limited ability of LDoE's SCM, including Infrastructure, to be involved in the SCM processes of its IAs. Hence, maligned SCM processes from planning, demand management, acquisition and contract management between LDoE and IAs.
- (2) For LDoH, the SCM challenges related to the procurement of Medical Equipment sum up into the following problem statement:

"Inefficient and ineffective procurement of specialised medical equipment to the detriment of the delivery of health care services in Limpopo."
- (3) For RAL and DPWRI (Roads), need to address the road infrastructure conditions in the Province (i.e. address degenerating road infrastructure conditions in the Province)
- (4) For DPWRI the issues relate to key problems in relation to office space:
 - One area where government expenditure is high [Leasing issue; even when buying]
 - Lack of office space [even at rural] [Audit will give picture of supply and demand – indicate if utilising property effectively and efficiently]
 - Monopoly by landlords
 - Space audit capacity [lack the warm bodies; currently there is no dedicated team for this task; staff costs have to be approved by the Treasury – beyond department control]
 - Ineffective implementation of GIAMA.

The key evaluation finding assessment of the key informant interviews and survey results of MAPS and SCMAT, came up with common weaknesses and strengthens that

need further analysis. Some of these weaknesses include a need to implement green policy for the realisation of sustainable public procurement and contribution to the world SDGs. Ineffective management and use of staff is prevalent in supply chain management and needs to be minimised. Dealing with corruption has not deterred the practice, given limited visibility of a public procurement enforcement regime. This limited accountability and remedial action taken is also reflected in poor stakeholder engagement activities. Even after enacting preferential procurement prescripts, the public procurement market is still not accessible to all. The below-standard application of technology as an enabler is resulting in the SCM being ineffective and this is compounded by limited skills, knowledge and capacity, which is a persisting challenge. Organisational development is needed to establish required strategies, promote integration and eradicate operational “silos”.

The findings on the key questions permeate the entire report and find expression throughout the whole report. However, more pointed and acute findings are more apparent in the specific sections that deal with each department’s commodity. Nevertheless, the key evaluation findings are summarised in the following table:

Key Evaluation Questions	Key Evaluation Findings
<ul style="list-style-type: none"> What are the current procurement frameworks and strategies that are being implemented in the Provincial Administration? 	<p>The identification and definition of current Limpopo procurement frameworks and strategies is apparent in the analysis of each department that was targeted by the evaluation. Whereas the evaluation brief itself assumed a clear and definite existence and application of procurement and SCM strategies, bar the emergent Draft Limpopo Procurement Strategy, the evaluation could not identify any clear fully developed procurement and/or SCM strategies. As, detailed hereunder, this anomaly arises from the failure/inability/delay among officials in the affected departments to translate National Treasury procurement and SCM prescripts into implementable provincial procurement and SCM strategies. The evaluation confirmed manifestations of strategic SCM practice, albeit more as a matter of compliance as opposed to actual SCM strategy implementation, since no such strategies exist. For example, RAL and DPWRI are considering Contract Frameworks and LDoH is entertaining Leasing as opposed to outright purchasing of specific medical equipment. Still, none of these considerations constitute SCM strategies as intended by National Treasury.</p> <p>However, the evaluation confirmed the existence of some effort to observe and comply with National Treasury frameworks for procurement and supply chain management. Examples of these are the provisions of the 2005 Treasury Regulations section 16A that gave effect to Supply Chain Management System. However, even on this matter the evaluation did not identify any procurement frameworks developed by any of the participating departments.</p>
<ul style="list-style-type: none"> Are the existing procurement frameworks and strategies effective in achieving the intended objectives and impacts? 	<p>In the absence of definitive procurement frameworks and strategies as mentioned, it is not possible to comment much on the effectiveness of such. However, evaluative observations about the draft Limpopo Procurement Strategy are made in the relevant section below.</p>
<ul style="list-style-type: none"> What key challenges are 	<p>The evaluation certainly observed prevalent challenges in SCM across all the departments assessed, the bulk of which are represented by both</p>

Key Questions	Evaluation	Key Evaluation Findings
	being encountered in the implementation of the existing procurement frameworks and strategies?	negative internal and external audit findings. Moreover, in one-on-one evaluation meetings with them, in their MAPS and SCMAT responses as well as ToC platforms, officials alluded to a plethora of procurement and SCM challenges. The details of such challenges are captured in the analysis of each department and its applicable commodity in this report.
	<ul style="list-style-type: none"> What other appropriate/ suitable procurement frameworks and strategies are available in the market and/or are being used in other Provinces? 	The evaluation unpacks suitable and appropriate procurement and SCM frameworks in its analysis of the foundational procurement and SCM work by National Treasury. Examples to illustrate this work and how it can be leveraged by provinces are highlighted in the achievements of Western Cape provincial governments. Also, the evaluation brings to the fore private sector best practice that the relevant prescripts and legal framework supports in order to improve procurement and SCM effectiveness and efficiencies.
	<ul style="list-style-type: none"> What could be the appropriate/suitable procurement framework and strategies that should be implemented in the Provincial Administration? 	Drawing from a review of both local and international best practice, the evaluation sums up its recommendations in relation to what, and how, Limpopo can implement procurement plans in order to improve its procurement policy frameworks and SCM practice. The recommendations are addressed in relation to each of the departments and their respective commodities.

e) Recommendations

This section outlines the key recommendations emanating from the evaluation study to guide the provincial government's way forward to improving the current procurement and SCM situation. The recommendations are informed by the analysis of the diagnostic evaluation emanating from the triangulation of the literature review, key informant interviews and survey conducted based on MAPS and SCMAT tools, and Theory of Change engagements. These proposed recommendations are purposely structured to enable Limpopo public procurement and SCM to strive for excellence. To transform and attain the desired state of excellence, provincial administration excellence in the areas of strategic management, technology and leadership is needed. These three strategic themes shape the recommendations as follows:

- **Public Procurement Excellence:** Public Procurement and SCM Strategies Creation and Execution.
- **Technology Excellence:** Public Procurement and SCM Modernisation.
- **Leadership Excellence:** SCM Organisational Development.

Main Recommendations Action Plan

This proposed action plan, seeks to enable the delivery and achievement of above-mentioned strategic themes or areas. Note that the milestones are a proposal and still needs to be confirmed by OTP and Provincial Treasury in consultation with affected departments.

Strategic Theme	Recommendation	Key Actions	Sub/Specific Actions	Lead Department	Support Department(s)	Timeframe
1. Public Procurement Excellence: Public Procurement and SCM Strategies Creation and Execution.	It is recommended that the province create and execute implementable public procurement and SCM strategies in order to ensure procurement excellence	a) Develop and implement Limpopo SCM Instruction Note for Procurement Strategy, SCM Strategies and Commodities Strategies		Provincial Treasury	OTP, CoGTA	Short term
		b) Introduce guidelines to enable the development, monitoring and compliance of provincial departments, municipalities and public entities on the implementation of the provincial procurement strategy and respective User departments and municipals SCM strategies and targeted commodities strategies (Policy framework to guide policy implementation)	Develop, implement and review Limpopo Public Procurement Strategy aligned to outcome 12, sub-outcome 5	Provincial Treasury	OTP, LEDET and CoGTA	Short term
			Develop, implement and review LDoE SCM Strategy and Schools Infrastructure Commodity Strategy aligned to outcome 1 sub-outcome 2	LDoE	Provincial Treasury, OTP, DPRWRI	Short term
			Develop, implement and review LDoH SCM Strategy and Medical Equipment Commodity Strategy aligned to outcome 2 sub-outcome 7	LDoH	Provincial Treasury, OTP, DPRWRI	Short term
			Develop, implement and review RAL SCM Strategy and Roads Infrastructure Commodity Strategy aligned to outcome 6 sub-outcome 3	RAL	Provincial Treasury, OTP, DPRWRI	Short term

Strategic Theme	Recommendation	Key Actions	Sub/Specific Actions	Lead Department	Support Department(s)	Timeframe
			Develop, implement and review the DPWRI SCM Strategy and Office Space Commodity Strategy aligned to outcome 12 sub-outcome 4	DPWRI	Provincial Treasury, OTP	Short term
		c) Institute a team to 'Champion' the development of the envisaged Provincial Procurement Strategy, User departments and Municipalities SCM Strategies and Provincial Targeted Commodities Strategies		Provincial Treasury	OTP	Short term
2. Technology Excellence: Public Procurement and SCM Modernisation	It is recommended that the province develop and implement a public procurement and SCM information, communication and technology system in order to modernize SCM processes	a) Establish sub-task team to work with the team championing for the development of procurement and SCM strategies.		Provincial Treasury	OTP	Short term
		b) Facilitate the process mapping of SCM processes.	Facilitate mapping, documentation and approval of SCMs departmental businesses processes for LDoH, LDoE, DPWRI and RAL	LDoH, LDoE, DPWRI and RAL	Provincial Treasury, OTP	Medium term
		c) Document processes and develop specifications for automation of targeted processes.		LDoH, LDoE, DPWRI and RAL	Provincial Treasury, OTP	Medium term
		d) Develop and implement a Provincial Procurement and SCM ICT Strategy.	Facilitate the development of Limpopo ICT Strategy for the achievement of e-procurement initiative	Provincial Treasury	OTP, User Departments	Medium term

Strategic Theme	Recommendation	Key Actions	Sub/Specific Actions	Lead Department	Support Department(s)	Timeframe
3. Leadership Excellence: SCM Organisational Development.	It is recommended that the province develop and implement a public procurement and SCM OD Programme in order to improve organizational effectiveness and professionalize the SCM function across government spheres	a) Develop a business case for SCM OD Programme, and resource and establish the programme.	Facilitate the development of SCM capacity building programme	Provincial Treasury	OTP, User Departments	Short term to Medium term
		b) Institutionalise the programme by establishing a central inter-departmental coordinating team to provide framework and strategic direction for the development of the SCM OD Programme.	Manage, Implement and Monitor SCM capacity building programme	Provincial Treasury	OTP, User Departments	Medium term to Long term
		c) Facilitate the implementation of SCM OD Programme interventions, such as capacity building projects for Enterprises, SCM staff and other targeted officials within and across the departments and municipalities.	Facilitate the development of SCM capacity building programme	Provincial Treasury	OTP, User Departments	Short term to Medium term
			Facilitate the development capacity building of SMMEs and Cooperatives in Limpopo	LEDET	Provincial Treasury, OTP, User Departments	Medium term
		d) Establish partnerships with the private sector to enable an environment for the creation of a membership-based body of public procurement and SCM practitioners.		Provincial Treasury	OTP, User Departments	Short term to Medium term

1. Introduction

1.1. Background to the Intervention

South Africa's public procurement reforms were initiated in 1995 to promote the principles of good governance and introduced a preferential procurement system to address socio-economic objectives, inconsistencies in policy application, lack of accountability, lack of supportive structures and fragmented processes. Public procurement challenges relating to inconsistent interpretation and implementation of the PPPFA, resulted in National Treasury introducing supply chain management in the public sector as a policy implementation tool. The introduction of SCM is an attempt by government to achieve the desired strategic policy outcomes through public procurement processes.

However, despite the reform processes in public procurement and the need to institutionalise SCM as a strategic tool, the country continues to face enormous challenges in its public procurement practices. There are constant allegations of corruption and inefficiencies in the procurement processes, and a significant number of service delivery protests in South Africa signals the prevailing dissatisfaction with basic services (Ambe, 2016).

South Africa faces numerous persisting socio-economic challenges mainly related to poverty, unemployment and inequality. At a national level, the country has adopted the NDP to deal with these challenges. NDP provides the framework for achieving the radical socio-economic agenda set out in the governing party's 2014 election manifesto. It sets out growth targets to be achieved by 2030 (NDP Vision 2030) and emphasises measures to ensure that the benefits of growth are equitably shared in the long term. The NDP implementation commitments are further detailed in the MTSF, which is the government's five-year strategic plan. The MTSF has become a set of five-year building blocks towards the achievement of the vision and goals of the country's long-term plan.

The MTSF 2014 – 2019, seeks to achieve 14 outcomes that are government priorities for this fifth administration of post-apartheid South Africa's government since 1994. In relation to the 14 government priority outcomes that indicate government's response to the prevailing socio-economic challenges faced by the country.

The Limpopo Province's response to the NDP for the current administration is the LDP 2015 to 2019, targeting three broad areas for improvement and development: institutional, infrastructure and socio-economic.

Limpopo province has introduced a number of policy initiatives in relation to procurement and established SCM functions across the provincial department, entities and municipalities. Examples of such initiatives are the Limpopo Procurement Policy, associated Standard Operating Procedures and, recently, the Limpopo Procurement Strategy. In Limpopo, also, provincial procurement has been identified as a lever for socio-economic development.

1.2. Background to the Evaluation

The National Evaluation Policy Framework, approved in November 2011, sets out the context for a National Evaluation System for South Africa. This policy framework sets minimum standards for evaluation systems across government for quality evaluations. The expectations are that the evaluations results and lessons are applied to improve the effectiveness and impact of government by reflecting on what is working, what is not working and revising interventions accordingly. Further, this will ensure that credible and objective evidence derived from conducted evaluations is used in planning, budgeting, organisational improvement, policy review, as well as on-going programme and project management. The NEPF provides a common language for evaluation in the public service.

In response to this framework, in October 2015, the Limpopo Provincial Government presented its first approved Limpopo PEP. The PEP outlines planned priority evaluations approved by the Provincial Executive Council for the next financial years from 2015/16. There are six evaluations scheduled and the affected provincial departments, of the six targeted evaluations areas, this evaluation is aligned evaluation number four which is:

- Diagnostic Evaluation of Supply Chain Management Procurement Strategy – Provincial Treasury.

The Diagnostic Evaluation of Supply Chain Management Procurement Strategies of Limpopo Province project is aligned to the above planned PEP evaluation project number four. It obtains that the Limpopo government seeks to optimise value for money procurement and this is, incidentally, one of the five pillars of good supply chain management practice.

The results of this evaluation are expected to contribute to the improved decision-making in the planning and implementing of the Provincial Procurement Strategy, Departmental Supply Chain Management Strategies, and Targeted Commodities Strategies for effective and efficient service delivery in Limpopo.

1.3. Methodology

The methodology and approach consisted of three key areas including:

- Literature review exercise that focused on procurement and SCM both internationally and locally. It also included conducting of desk top benchmark exercises and a look at relevant lessons. The benchmark study on public procurement excellence focused on two countries (namely Kosovo and Nepal) and a region/province of Australia (namely Queensland). The two countries and a region were selected because of their similarities to Limpopo Province in relation to population size. Lessons were drawn from Pakistan and Sweden in relation to crafting development of procurement strategies, whereas nearer to home, the Western Cape Province was assessed in relation to the importance of having a Provincial Procurement and SCM policy;
- Methodology for Assessing Procurement Systems (MAPS) and Supply Chain Maturity Assessment Test (SCMAT) was applied for both the key informant interviews and survey self-assessment questionnaire; and

- Theory of change engagements were conducted specifically for the four targeted commodities [(i.e. Schools Infrastructure (LDoE), Medical Equipment (LDoH), Government office space (DPWRI) and Roads (RAL)]. The ToC engagements with the participants from LDoE, LDoH, DPWRI and RAL respectively focused on a standard exercise that probed the following aspects – defining the commodity, outlining challenges, indicating a problem statement, and crafting outcomes and assumptions based on a ToC logical framework method.

1.3.1. Methodology for Assessing Procurement Systems (MAPS)

Organisation for Economic Co-operation and Development (OECD) and Development Assistance Committee (DAC) Methodology for Assessing Procurement Systems (MAPS) is normally used for assessing country’s procurement systems. In the case of this assignment, MAPS was applied in the context of Limpopo Province in relation to South Africa’s national procurement system.

MAPS’ is a globally recognised tool that developing countries and donors use to assess the quality and effectiveness of public procurement systems. It is a universal tool to catalyse and accelerate the implementation of modern, efficient, sustainable and more inclusive public procurement systems in all countries. MAPS assessments highlight where reforms are most needed and indicate how reforms can be best implemented. MAPS is organised in four pillars and 14 indicators:

Table 1: OECD MAPS Pillars and Indicators

Pillar and Indicator		
I	Legal, Regulatory, and Policy Framework	
	1	The public procurement legal framework achieves the agreed principles and complies with applicable obligations.
	2	Implementing regulations and tools support the legal framework.
	3	The legal framework reflects the country’s/provincial secondary policy objectives and international obligations
II	Institutional Framework and Management Capacity	
	4	The Public Procurement is Mainstreamed and Well Integrated into the Public Sector Governance System
	5	The country/province has an institution in charge of the normative/regulatory function.
	6	Procuring entities and their mandates are clearly defined.
	7	Public procurement is embedded in an effective information system.
	8	The public procurement system has a strong capacity to develop and improve.
III	Procurement Operations and Market Practices	
	9	Public procurement practices achieve stated objectives.
	10	The public procurement market is fully functional.
IV	Accountability, Integrity and Transparency of the Public Procurement System	
	11	Transparency and civil society engagement foster integrity in public procurement
	12	The country/province has effective control and audit systems
	13	Procurement appeals mechanisms are effective and efficient
	14	The country/province has ethics and anticorruption measures in place

Source: (OECD, 2016)

The four pillars are sub-divided into 14 indicators and a total of 55 sub-indicators, which together present the criteria for a “snapshot” comparison of the actual system against the stated principles. The indicators are expressed in qualitative and/or quantitative terms, as appropriate (OECD, 2016).

MAPS sub-indicators were assessed according to the following criteria:

- A score of 3 indicates full achievement of the given standard
- A score of 2 means that the system exhibited less than full achievement and needed some improvements
- A score of 1 corresponds to those areas where substantive work still needs to be done for the system to achieve the desired standard.
- A rating of 0 showed failure to meet the proposed standard

The findings of the assessment inform the strategic planning process for future public procurement reforms necessary. The strategic planning process clarify the vision, goals and timeframe of the strategy for improving the public procurement system, formulate solution options and transform the measures into a strategic plan.

1.3.2. Supply Chain Maturity Assessment Test (SCMAT)

The Supply Chain Maturity Assessment Test (SCMAT) is a proven powerful tool to assess the current maturity and plan future development projects. SCMAT helps managers formulate tomorrow’s performance goals, while acknowledging differences in strategic priority. The results from the maturity test are meant as input for strategic discussions enabling trade-offs to be done in regard to different strategic priorities (Netland, Alfnes, & Fauske, 2008).

SCMAT Tool was used to assess the Limpopo level of SCM maturity and to highlight the areas of potential improvement which could support the efficiency and effectiveness of SCM functions in managing the delivery of public procurement. Assessing the maturity of supply chain operations is crucial for the development of a coherent SCM strategy (i.e. operations strategy) that encompasses stakeholders and suppliers, and which is aligned to the overall departmental strategy.

SCMAT has seven aspects (parts) and 49 indicators that were assessed according to a 5-scale level criterion:

- A score of 5 indicates best practice “always or definably exist”
- A score of 4 indicates best practice “mostly or often exist”
- A score of 3 indicates best practice “frequently or partly exist”
- A score of 2 indicates best practice “sometimes or to some extent”
- A score of 1 indicates best practice “never or does not exist”

The highest maturity level in the model corresponds to a best practice. A decision area of SCMAT covers these seven aspects:

1. Strategy
2. Stakeholder Relationship Management
3. Control
4. Processes
5. Resources
6. Information
7. Organisation

1.3.3. Theory of Change Methodology

The following an approach developed as part the benchmarking exercise, including a review of Public Procurement Strategy Formulation, Strategy Relevance and Effectiveness and Strategy management, a Theory of Change combined with public sector balanced scorecard methodology was adopted. At the TOC meeting, participants we provided a guide based on the “balanced scorecard” logic to deliberate the crafting of outcomes and associated assumptions as follows:

1. Outcome for Policies (enabling policy environment, example of specific policy impediments. **Effective** policy implementation)
2. Outcome for People (learning organisation. **Effective** staff)
3. Outcome for Processes (processes **efficiencies and effectiveness** and quality standards)
4. Outcome for financial Resources (**efficient** use of resources)
5. Outcome for Service Delivery (**Outreach.** stakeholder and public level of satisfaction)

The Theory of Change consultations were conducted through a meeting session attendendd primarily by officials from the Departments of Education, Health, Public Works, Economic Development, Treasury, Road Agency Limpopo and Office of the Premier. Four breakaway groups at the meeting sessions worked on the theory of change exercise which culminated in the drafting of proposed Commodity Strategies as well as inputs to the draft Limpopo Provincial Procurement Strategy. The breakaway groups and associated exercises were:

Breakaway Group	Exercise
<ul style="list-style-type: none"> • School Infrastructure 	<ul style="list-style-type: none"> • Exercise 1.1: Short presentation on groups commodities to explain what the commodity entails and what existing challenges (problems) were faced in relation to procing the commodity by a department representative • Exercise 1.2: Group deliberated on indicated challenges and thereafter crafted a problem statement (refer to NDP, LDP and MTSF) • Exercise 1.3: Group deliberated and crafted a Long-term goal (what needs to change?) in order to address the problem statement (refer to government priority outcomes “14 Outcomes” (Outcomes 1, 2, 4, 6 and 12) • Exercise 1.4: Group deliberated and identified all interconnected outcomes (What and why need to change?) that must be achieved BEFORE long-term goal. A maximum of 5 outcomes related to (staff/people, policy, processes, financial resource and service delivery were developed) • Exercise 1.5: Group deliberated and assigned assumptions to all outcomes as a response to the question: “To achieve
<ul style="list-style-type: none"> • Medical Equipment 	
<ul style="list-style-type: none"> • Roads 	
<ul style="list-style-type: none"> • Office Space 	

Breakaway Group	Exercise
	change what are the necessary pre-conditions?"

The interviews, self-assessments and theory of change exercise results allowed for further literature review in order to contextualise the procurement and SCM strategies gaps identified and in order to propose outlines for commodities theory of change and recommended improvements to the draft Limpopo Procurement Strategy.

2. Findings from the literature review

Initially, the Literature Review conceptualised what procurement and supply chains are about and examined the procurement and supply chain events from 1995 to 2017 pertaining to the importance of procurement and supply chains.

The literature analysis indicated five key aspects, namely:

- Political and executive support has persisted over the years in approving procurement reforms instruments and repositioning of procurement as a strategic tool.
- The introduction of supply chain management was a strategic decision aimed at reinforcing the importance of procurement as socio-economic development tool.
- To achieve the government’s development goals, the pillars of good public sector procurement were initiated at constitutional level and later translated into various policies and institutions as the on-going order of the day.
- This is further demonstrated by investments in technological advances for the modernisation of procurement and supply chain management system in South Africa.
- A key enabler for procurement reforms and modernisation are the people. A need to capacitate and professionalise supply chain management function has been established and ongoing implementation of development and institutionalisation initiatives provided through procurement and SCM regulations, circulars, practices notes, framework guidelines and capacity building.

These five aspects also hold true for the Limpopo provincial procurement expenditure and context because South Africa’s procurement and SCM policy context and challenges are similar across the spheres of government.

3. Findings

The diagnostic evaluation analysis for supply chain management and procurement strategies triangulated the literature review, ToC engagements, key informant interviews and survey questionnaire to craft the results findings.

In relation to the proposed Limpopo Provincial Procurement Strategy, the findings of desk top literature review exercise based on a benchmark public procurement excellence model that compared two small countries (Kosovo and Nepal), and a region or province of Australia (Queensland) similar to Limpopo in population size indicated that there is need to improve the provincial procurement strategy. That is the benchmark exercise showed that public procurement strategies formulation, development and implementation have not yet been fully institutionalised across the three spheres of government in South Africa. The National Treasury only recently in 2016 introduced the “strategic procurement framework for demand management aligned to government strategic planning framework. For the future, the strategic procurement, supply chain management and commodity planning is to align with the prescribed instructions separating procurement of infrastructure from goods and services, as guided by the Standard for Infrastructure Procurement and Delivery (SIPDM), Strategic sourcing process and commodity categorising portfolio analysis. This is within the ambit of the 2005 Treasury regulations for departments, trading entities, constitutional institutions and public entities, issued in terms of the PFMA of 1999 Section 16A that gave effect to Supply Chain Management System in South Africa.

The table below summarises the main lessons and some of the potential gaps based on the benchmarking analysis:

Aspect	Lessons	Limpopo Practice	Performance
First Aspect: Public Procurement Strategic Management	An aligned vision, mission, and outcomes and strategic objectives need to be clearly articulated. Among others, such objectives should include interventions aimed at promoting local economies, small businesses, etc.	Similarly to other South African provinces, Limpopo Province has not yet fully cascaded the practice of specifically developing and implementing procurement strategies. However, Limpopo has a draft procurement strategy.	Average, better articulation of procurement strategic management is required
Second Aspect: Principles of Procurement or Pillars of Procurement	The procurement policies are translated into implementable procurement strategies. The key pillars of procurement are applied to procurement strategies and form part of the measurable procurement outcomes and objectives.	Given that the practice of public procurement strategy formulation and implementation has not caught traction in South Africa and Limpopo, public procurement performance management has mainly focused on the operational aspect of procurement and is only now becoming strategic. Data and the associated M&E system is a key aspect for procurement performance management and needs to be	Average, need to develop and reinforce the culture of strategic public procurement development and implementation

Aspect	Lessons	Limpopo Practice	Performance
Third Aspect: Public Sector Supply Chain Scorecard	Public procurement strategy, mission and objectives address themselves to achieving quality public service for citizens, and efficiencies in value for money important in relation to limited financial resources. Processes and automation are priority enablers, and all these require capacitated procurement teams to deliver on the mandate.	designed and developed. The processes mapping, automation, commodity targeting guides and capacity building initiatives have been started and implemented by National Treasury. However, at provincial level there is limited evidence that SCM strategies have been formulated, developed and implemented to address National Treasury guidelines and frameworks, as in Limpopo.	Poor, need to develop SCM strategies including associated Commodity Strategies

Based on a logic that says strategy follows policy, as a local lesson the Western Cape Province has issued a Provincial Treasury Instruction in terms of Section 8(2) a of the PFMA on 28 March 2012, which outlines how the provincial supply chain management strategy should be dealt with. This was found to be gap in the context of Limpopo Province, given that province has initiated a process of developing a provincial procurement strategy before having in place a Provincial Procurement and Supply Chain Management Policy Instruction on how relevant strategies should be developed and packaged. Further as an example or lesson, the strategies for Pakistan, Sweden, Kosovo and Nepal clearly articulated the respective vision, mission and objectives in their procurement strategies. Notably, the Queensland strategy has extensive strategic objectives and associated actions. Also, all the strategies emphasize value for money in relation to the performance management of procurement. Finally, the strategies prioritised process management issues related to technology and specifically capacity building.

On the assessment of Theory of Change, it was found that the province has not applied the practice of ToC in relation to procurement, SCM and commodities strategies. The process of developing such strategies is still in its early development phase. To take forward the ToC approach and methodology in the design and development of procurement, SCM and targeted commodities strategies, there is need for widely accepted planning provincial framework to be championed and adopted. The following identified gaps need to be addressed

- A key gap is the planning and design of the strategy, i.e. the strategies needs to be improved in the areas of strategic formulation (vision, mission, goals, objectives) and be primarily aligned to respective Outcomes as stated in the 14 Government Priority Outcomes to fully achieve the aspirations of NDP vision 2030.
- To reinforce strategy implementation compliance by departments and municipalities, a policy for education and enforcement of Strategic Procurement and SCM planning must be introduced.
- A wider consultation process needs to be planned and implemented to a create a credibility groundswell for the final strategies.

During the ToC engagements on the development of the targeted commodities ToC development with LDoE, LDoH, DPWRI and RAL; the officials outlined prevailing respective problem statements as follows:

- (1) The LDoE Schools procurement problem is essentially two-fold and narrowed as follows:
 - The capacity limitation of LDoE to undertake the schools upgrading programme, relying on its own SCM and Infrastructure functions solely.
 - The limited ability of LDoE's SCM, including Infrastructure, to be involved in the SCM processes of its IAs. Hence, misaligned SCM processes from planning, demand management, acquisition and contract management between LDoE and Implementing Agencies (IAs).
- (2) For LDoH, the SCM challenges related to the procurement of Medical Equipment sum up into the following problem statement:

"Inefficient and ineffective procurement of specialised medical equipment to the detriment of the delivery of health care services in Limpopo."
- (3) For RAL and DPWRI (Roads), there is a need to address the road infrastructure conditions in the Province (i.e. address degenerating road infrastructure conditions in the Province)
- (4) For DPWRI the issues relate to key problems in relation to office space:
 - One area where government expenditure is high [Leasing issue; even when buying]
 - Lack of office space [even at rural] [Audit will give picture of supply and demand – indicate if utilising property effectively and efficiently]
 - Monopoly by landlords
 - Space audit capacity [lack the warm bodies; currently there is no dedicated team for this task; staff costs have to be approved by the Treasury – beyond department control]
 - Ineffective implementation of GIAMA.

The key evaluation finding assessment of the key informant interviews and survey results of MAPS and SCMAT, came up with common weaknesses and strengths that need further analysis. Some of these weaknesses include a need to implement green policy for the realisation of sustainable public procurement and contribution to the world SDGs. Ineffective management and use of staff is prevalent in supply chain management and needs to be minimised. Dealing with corruption has not deterred the practice, given limited visibility of a public procurement enforcement regime. This limited accountability and remedial action taken is also reflected in poor stakeholder engagement activities. Even after enacting preferential procurement prescripts, the public procurement market is still not accessible to all. The below-standard application of technology as an enabler is resulting in the SCM being ineffective and this is

compounded by limited skills, knowledge and capacity, which is a persisting challenge. Organisational development is needed to establish required strategies, promote integration and eradicate operational “silos”.

The findings on the key questions permeate the entire report and find expression throughout the whole report. However, more pointed and acute findings are more apparent in the specific sections that deal with each department’s commodity. Nevertheless, the key evaluation findings are summarised in the following table:

Key Evaluation Questions	Key Evaluation Findings
<ul style="list-style-type: none"> What are the current procurement frameworks and strategies that are being implemented in the Provincial Administration? 	<p>The identification and definition of current Limpopo procurement frameworks and strategies is apparent in the analysis of each department that was targeted by the evaluation. Whereas the evaluation brief itself assumed a clear and definite existence and application of procurement and SCM strategies, bar the emergent Draft Limpopo Procurement Strategy, the evaluation could not identify any clear fully developed procurement and/or SCM strategies. As, detailed hereunder, this anomaly arises from the failure/inability/delay among officials in the affected departments to translate National Treasury procurement and SCM prescripts into implementable provincial procurement and SCM strategies. The evaluation confirmed manifestations of strategic SCM practice, albeit more as a matter of compliance as opposed to actual SCM strategy implementation, since no such strategies exist. For example, RAL and DPWRI are considering Contract Frameworks and LDoH is entertaining Leasing as opposed to outright purchasing of specific medical equipment. Still, none of these considerations constitute SCM strategies as intended by National Treasury.</p> <p>However, the evaluation confirmed the existence of some effort to observe and comply with National Treasury frameworks for procurement and supply chain management. Examples of these are the provisions of the 2005 Treasury Regulations section 16A that gave effect to Supply Chain Management System. However, even on this matter the evaluation did not identify any procurement frameworks developed by any of the participating departments.</p>
<ul style="list-style-type: none"> Are the existing procurement frameworks and strategies effective in achieving the intended objectives and impacts? 	<p>In the absence of definitive procurement frameworks and strategies as mentioned, it is not possible to comment much on the effectiveness of such. However, evaluative observations about the draft Limpopo Procurement Strategy are made in the relevant section below.</p>
<ul style="list-style-type: none"> What key challenges are being encountered in the implementation of the existing procurement frameworks and strategies? 	<p>The evaluation certainly observed prevalent challenges in SCM across all the departments assessed, the bulk of which are represented by both negative internal and external audit findings. Moreover, in one-on-one evaluation meetings with them, in their MAPS and SCMAT responses as well as ToC platforms, officials alluded to a plethora of procurement and SCM challenges. The details of such challenges are captured in the analysis of each department and its applicable commodity in this report.</p>

Key Evaluation Questions	Key Evaluation Findings
<ul style="list-style-type: none">• What other appropriate/suitable procurement frameworks and strategies are available in the market and/or are being used in other Provinces?	The evaluation unpacks suitable and appropriate procurement and SCM frameworks in its analysis of the foundational procurement and SCM work by National Treasury. Examples to illustrate this work and how it can be leveraged by provinces are highlighted in the achievements of Western Cape provincial governments. Also, the evaluation brings to the fore private sector best practice that the relevant prescripts and legal framework supports in order to improve procurement and SCM effectiveness and efficiencies.
<ul style="list-style-type: none">• What could be the appropriate/suitable procurement framework and strategies that should be implemented in the Provincial Administration?	Drawing from a review of both local and international best practice, the evaluation sums up its recommendations in relation to what, and how, Limpopo can implement procurement plans in order to improve its procurement policy frameworks and SCM practice. The recommendations are addressed in relation to each of the departments and their respective commodities.

4. Recommendations

This section outlines the key recommendations emanating from the evaluation study to guide the provincial government's way forward to improving the current procurement and SCM situation. The recommendations are informed by the analysis of the diagnostic evaluation emanating from the triangulation of the literature review, key informant interviews and survey conducted based on MAPS and SCMAT tools, and Theory of Change engagements. These proposed recommendations are purposely structured to enable Limpopo public procurement and SCM to strive for excellence. To transform and attain the desired state of excellence, provincial administration excellence in the areas of strategic management, technology and leadership is needed. These three strategic themes shape the recommendations as follows:

- **Public Procurement Excellence:** Public Procurement and SCM Strategies Creation and Execution.
- **Technology Excellence:** Public Procurement and SCM Modernisation.
- **Leadership Excellence:** SCM Organisational Development.

The recommended strategic themes must be implemented in an integrated manner and should provide a basis for stakeholder communication as well as be branded as a mantra for Limpopo Public Procurement.

2.1. Public Procurement Excellence: Public Procurement and SCM Strategies Creation and Execution

The quest for Public Procurement and SCM excellence is paramount for the successful execution of procurement plans and SCM activities. Procurement planning practice in Limpopo displays a strong short-to-medium term orientation. The practice is rather one-dimensional with a short-lived perspective for sustainable future procurement. It does not account for out-of-the-box phenomena like weak signals, wild cards, structural breaks and strategic surprises, or potential technological leaps. Admittedly, such phenomena were once isolated occurrences in the comparatively stable market conditions of the past. Today, it is not an exaggeration to say the future is full of surprises. This makes thinking out-of-the-box necessary. The theory of change has the potential to enable thinking out of the box.

“Public Procurement Excellence comprises all activities of a public institution geared towards ensuring an economic and efficient supply of goods which are needed but not self-produced, with these activities to be evaluated as outstanding with respect to Strategic Management, Performance Management and Process Management.” (Thi, Essig and Amann, 2012).

It is recommended that the province create and execute implementable public procurement and SCM strategies in order to ensure procurement excellence.

Key Actions:

- a) Develop and implement Limpopo SCM Instruction Note for Procurement Strategy, SCM Strategies and Commodities Strategies s.
- b) Introduce guidelines to enable the development, monitoring and compliance of provincial departments, municipalities and public entities on the implementation of the provincial procurement strategy and respective User departments and municipals SCM strategies and targeted commodities strategies (Policy framework to guide policy implementation
- c) Institute a team to 'Champion' the development of the envisaged Provincial Procurement Strategy, User departments and Municipalities SCM Strategies and Provincial Targeted Commodities Strategies.

2.2. Technology Excellence: Public Procurement and SCM Modernisation

The future is for a modernised SCM to be an excellent user of technology. While restructuring and establishing SCM departmental units and improving skills, the Digital Marketplace aimed to simplify the buying procedures and speed up procurement. Digital procurement appears to have saved money and reduced bureaucracy and barriers to the bidding process. The National Treasury is on a drive to modernise SCM through the use of technology, the success of which has been the introduction of CSD supplier database and e-Tender system. The assessment results indicated a need to localise CSD at provincial level thus providing an opportunity for improved pre-qualification requirements for local enterprises and to use new technologies and ideas to improve service delivery in Limpopo.

It is recommended that the province develop and implement a public procurement and SCM information, communication and technology system in order to modernize SCM processes.

Key Actions:

- a) Establish sub-task team to work with the team championing for the development of procurement and SCM strategies.
- b) Facilitate the process mapping of SCM processes.
- c) Document processes and develop specifications for automation of targeted processes.
- d) Develop and implement a Provincial Procurement and SCM ICT Strategy.

2.3. Leadership Excellence: SCM Organisational Development

Limpopo strives to attain leadership in everything it does in public procurement and the SCM space. The envisaged strategies indicated in the two preceding recommendations will address the issues related to SCM Organisational Development (OD). In brief, organisational development is a planned, holistic approach to improving organisational

effectiveness – one that aligns strategy, people and processes. Fundamentally, it releases the talents and vitality of people in organisations. Since 2003, government has focused on establishing decentralised SCM functions across the three spheres of government and introduced a myriad of prescripts. The next phase beyond 2017 should seek to professionalise public SCM and initiate the process of establishing SCM as centres of excellence within government departments and state entities.

It is recommended that the province develop and implement a public procurement and SCM OD Programme in order to improve organizational effectiveness and professionalize the SCM function across government spheres.

Key Actions:

- a) Develop a business case for SCM OD Programme and resource and establish the programme.
- b) Institutionalise the programme by establishing a central inter-departmental coordinating team to provide framework and strategic direction for the development of the SCM OD Programme.
- c) Facilitate the implementation of SCM OD Programme interventions, such as capacity building projects for Enterprises, SCM staff and other targeted officials within and across the departments and municipalities.
- d) Establish partnerships with the private sector to enable an environment for the creation of a membership-based body of public procurement and SCM practitioners.

2.4. Main Recommendations Action Plan

This proposed action plan, seeks to enable the delivery and achievement of above-mentioned recommendations 2.1 to 2.3. Table 2 outlines what informed the recommendations (i.e. strategic theme and policy imperative), what should be the action (recommendation), responsibility and milestone. Note that the milestones are a proposal and still needs to be confirmed by OTP and Treasury in consultation with affected departments.

Table 2: Limpopo Diagnostic Evaluation SCM & Procurement Strategies – Main Recommendations Action Plan

Strategic Theme	Recommendation	Key Actions	Sub/Specific Actions	Lead Department	Support Department(s)	Timeframe
1. Public Procurement Excellence: Public Procurement and SCM Strategies Creation and Execution.	It is recommended that the province create and execute implementable public procurement and SCM strategies in order to ensure procurement excellence	a) Develop and implement Limpopo SCM Instruction Note for Procurement Strategy, SCM Strategies and Commodities Strategies		Provincial Treasury	OTP, CoGHSTA	Short term
		b) Introduce guidelines to enable the development, monitoring and compliance of provincial departments, municipalities and public entities on the implementation of the provincial procurement strategy and respective User departments and municipals SCM strategies and targeted commodities strategies (Policy framework to guide policy implementation)	Develop, implement and review Limpopo Public Procurement Strategy aligned to outcome 12, sub-outcome 5	Provincial Treasury	OTP, LEDET and CoGHSTA	Short term
			Develop, implement and review LDoE SCM Strategy and Schools Infrastructure Commodity Strategy aligned to outcome 1 sub-outcome 2	LDoE	Provincial Treasury, OTP, DPRWRI	Short term
			Develop, implement and review LDoH SCM Strategy and Medical Equipment Commodity Strategy aligned to outcome 2 sub-outcome 7	LDoH	Provincial Treasury, OTP, DPRWRI	Short term
			Develop, implement and review RAL SCM Strategy and Roads Infrastructure Commodity Strategy aligned to outcome 6 sub-outcome 3	RAL	Provincial Treasury, OTP, DPRWRI	Short term

Strategic Theme	Recommendation	Key Actions	Sub/Specific Actions	Lead Department	Support Department(s)	Timeframe
			Develop, implement and review the DPWRI SCM Strategy and Office Space Commodity Strategy aligned to outcome 12 sub-outcome 4	DPWRI	Provincial Treasury, OTP	Short term
		c) Institute a team to 'Champion' the development of the envisaged Provincial Procurement Strategy, User departments and Municipalities SCM Strategies and Provincial Targeted Commodities Strategies		Provincial Treasury	OTP	Short term
2. Technology Excellence: Public Procurement and SCM Modernisation	It is recommended that the province develop and implement a public procurement and SCM information, communication and technology system in order to modernize SCM processes	a) Establish sub-task team to work with the team championing for the development of procurement and SCM strategies.		Provincial Treasury	OTP	Short term
		b) Facilitate the process mapping of SCM processes.	Facilitate mapping, documentation and approval of SCMs departmental businesses processes for LDoH, LDoE, DPWRI and RAL	LDoH, LDoE, DPWRI and RAL	Provincial Treasury, OTP	Medium term
		c) Document processes and develop specifications for automation of targeted processes.		LDoH, LDoE, DPWRI and RAL	Provincial Treasury, OTP	Medium term
		d) Develop and implement a Provincial Procurement and SCM ICT Strategy.	Facilitate the development of Limpopo ICT Strategy for the achievement of e-procurement initiative	Provincial Treasury	OTP, User Departments	Medium term

Strategic Theme	Recommendation	Key Actions	Sub/Specific Actions	Lead Department	Support Department(s)	Timeframe
3. Leadership Excellence: SCM Organisational Development	It is recommended that the province develop and implement a public procurement and SCM OD Programme in order to improve organizational effectiveness and professionalize the SCM function across government spheres	a) Develop a business case for SCM OD Programme, and resource and establish the programme.	Facilitate the development of SCM capacity building programme	Provincial Treasury	OTP, User Departments	Short term to Medium term
		b) Institutionalise the programme by establishing a central inter-departmental coordinating team to provide framework and strategic direction for the development of the SCM OD Programme.	Manage, Implement and Monitor SCM capacity building programme	Provincial Treasury	OTP, User Departments	Medium term to Long term
		c) Facilitate the implementation of SCM OD Programme interventions, such as capacity building projects for Enterprises, SCM staff and other targeted officials within and across the departments and municipalities.	Facilitate the development of SCM capacity building programme	Provincial Treasury	OTP, User Departments	Short term to Medium term
			Facilitate the development capacity building of SMMEs and Cooperatives in Limpopo	LEDET	Provincial Treasury, OTP, User Departments	Medium term
		d) Establish partnerships with the private sector to enable an environment for the creation of a membership-based body of public procurement and SCM practitioners.		Provincial Treasury	OTP, User Departments	Short term to Medium term

Annexes

Annex 1: Detail of the methodology

The evaluation was designed as a qualitative study. It was adopted after it had been proposed, presented to the project task team and duly approved before it was implemented. In order to ensure the comprehensiveness of the diagnostic evaluation, the methodology was aligned to the overall project purpose, namely: to determine and identify multiple procurement strategies for schools, medical equipment, roads, and office space commodities to optimise monetary value for the Limpopo provincial government.

By design, the methodology sought to interrogate the main research questions stated in the terms of reference. Basically, the study population comprised the following Limpopo government institutions:

- Office of the Premier.
- Provincial Treasury.
- Department of Education.
- Department of Health.
- Department of Economic Development, Environment and Tourism.
- Department of Public Works, Roads and Infrastructure.
- Road Agency Limpopo.

Due to the impracticality of engaging with all the staff, including their entire SCM Staff, Camissa together with the Evaluation Steering Committee identified and profiled a list of specific respondents by function, title and name across these institutions. Subsequently, the list was finalised and confirmed based on it being an appropriate representative sample of a number of persons that totalled 40. This sample of 40 targeted respondents was based on judgement or purposive sampling method that actively selected the most suitable respondents to the research questions, i.e. Limpopo senior officials (from Head of Department (HOD) to Director Level) responsible for finance; supply chain management; planning; and targeted commodities.

True to the nature of diagnostic evaluation, the methodology sought to unpack the underlying indicators for the development of public procurement and supply chain management strategies. The focus was on the commodities identified and the diagnosis function served by the research tools selected, namely MAPS and SCMAT, as illustrated in the evaluation framework below.

The Methodology for the Evaluation Implementation is based on the following pillars:

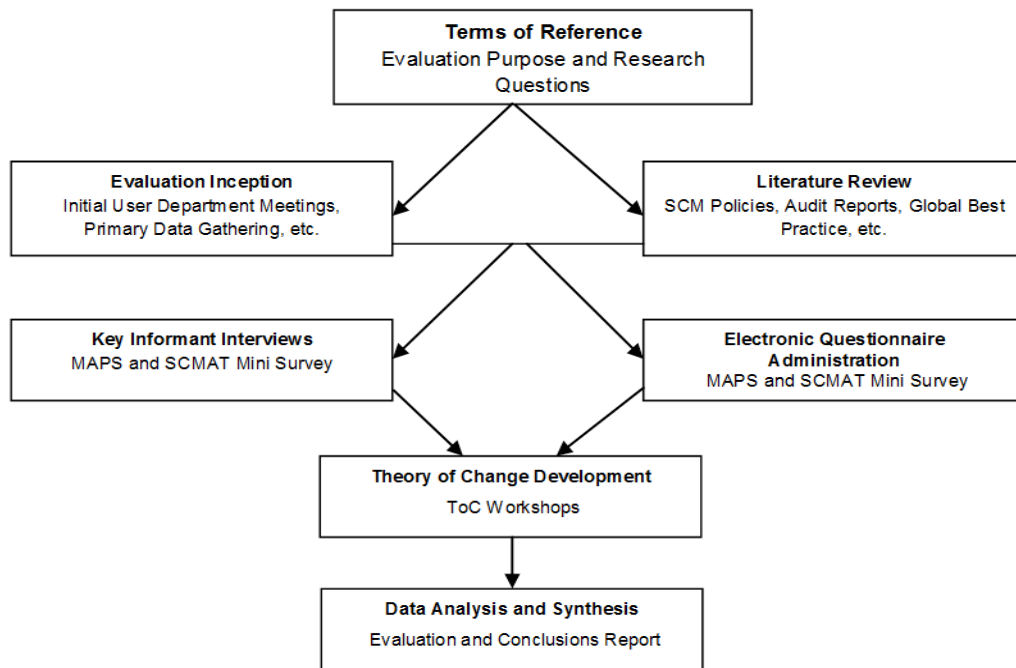
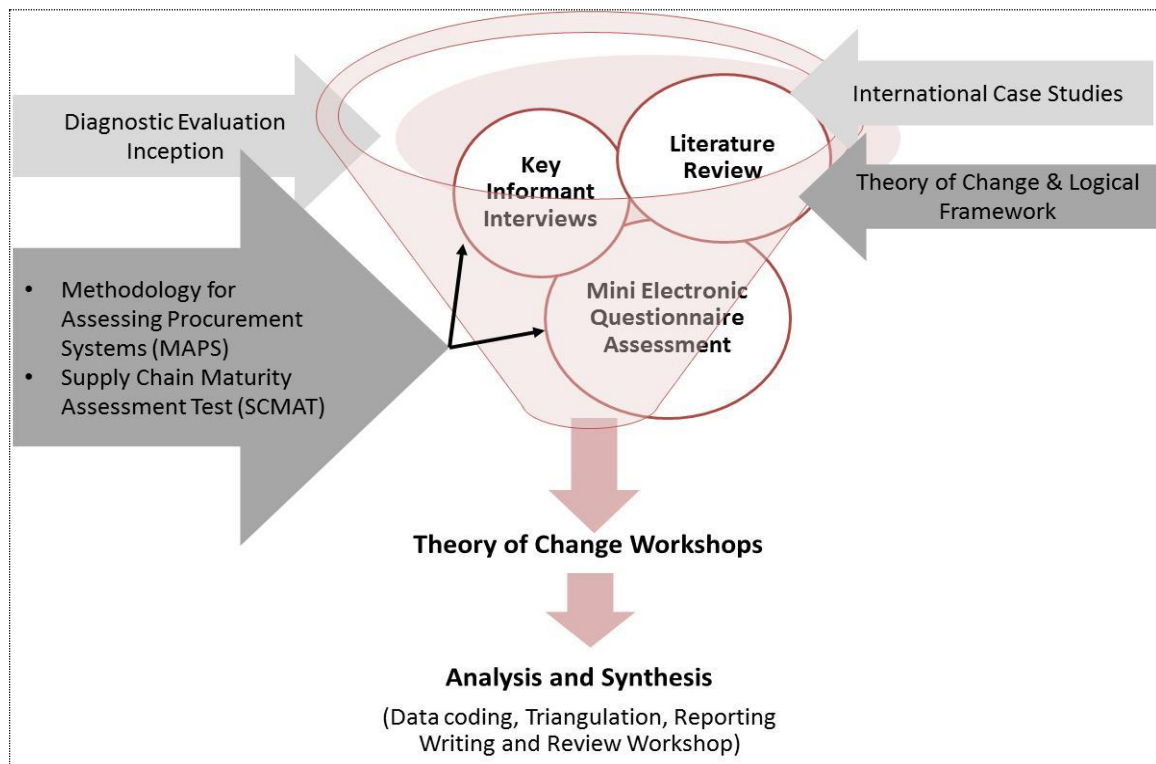


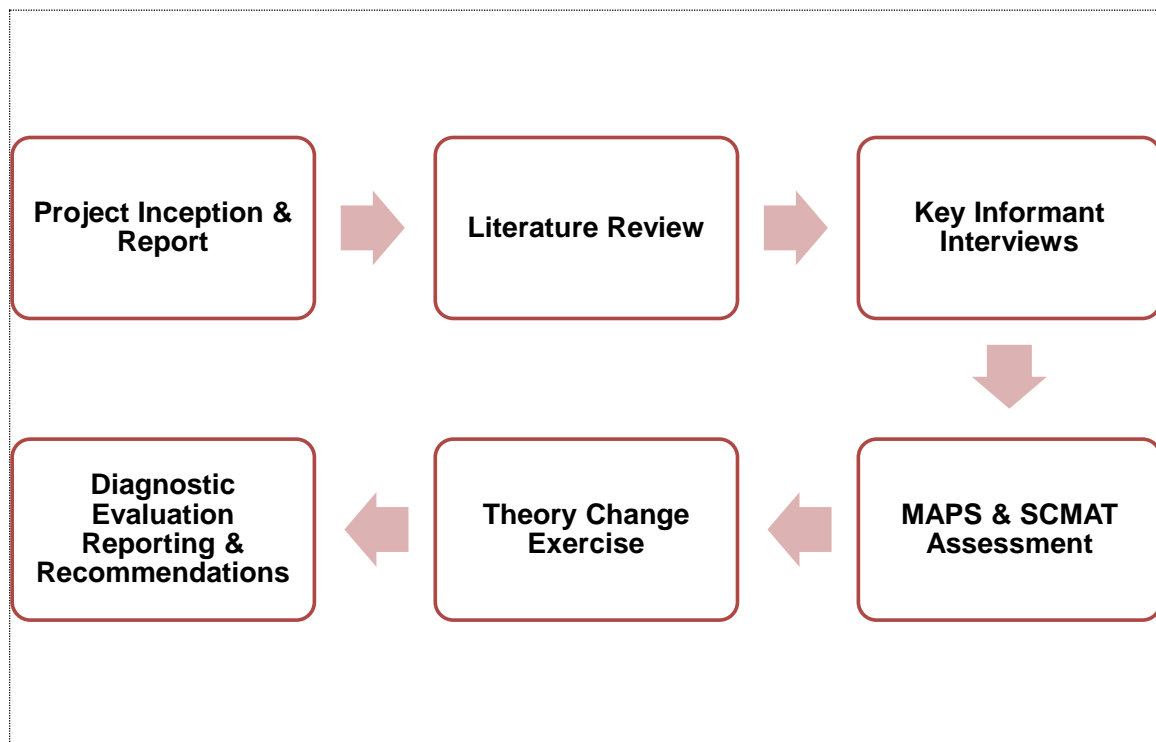
Figure 1: Overall Diagnostic Evaluation Framework



Source: (Camissa)

This project was carried out according to the evaluation framework in six phases over 11 months from January to November 2017 as illustrated and explained in Figure 2.

Figure 2: Project Phases



At the Inception Phase, an Inception Report was produced and presented. A key discussion point at inception was the issues of population and sampling. It was agreed that the evaluation would target only supply chain management officials and targeted commodities officials at Department of Education, Health, Public Works, Treasury and the Office of the Premier. These officials were identified based on their characteristics and expertise in public sector procurement, supply chain management, public schools’ infrastructure, public health medical equipment, roads and government office space. As a result, a non-probability sampling method, i.e. Judgement or purposive sampling method was used.

The available literature on procurement and supply chain management was reviewed, with a specific focus on public procurement reforms and supply chain management developments in South Africa. The literature review also included international experiences and lessons and methodologies applied in assessing procurement and supply chain management. Two assessment methodologies were selected for the diagnostic evaluation, i.e. Methodology for Assessment of Procurement Systems (MAPS) and Supply Chain Maturity Assessment Test (SCMAT) tools detailed in the section below were applied. Sets of questionnaires both for interviews and assessment surveys were developed based on MAPS and SCMAT methodologies.

The following table provides an overview of the key informant interviews conducted:

Table 3: Interviews Response Rate

Number of interview requests	Number of interviews conducted	Interviews response rate
40	32	80%

The first contact sessions with the targeted respondents were conducted through Key Informant Interview sessions as initially planned. A rigorous process including email and telephonic communication was undertaken to confirm appointments for the interviews. Four separate interviews sessions were conducted. The sessions were followed up by conducting electronic assessments whereby MAPS and SCMAT self-assessment was done.

The following table provides an overview of the response rates for the MAPS and SCMAT self-assessment:

Table 4: Self-Assessment Response Rate

Assessment Tools	Disseminated	Submitted	Response Rate
MAPS	32	15	47%
SCMAT			

Based on the Key Informant Interviews, MAPS and SCMAT Self-Assessments conducted, preliminary results were presented to the Evaluation Steering Committee (ESC) responsible for the management and coordination of the diagnostic evaluation. The preliminary results report was further presented at the initial Theory of Change meeting.

The Theory of Change consultations were conducted through two days' meeting sessions attended by officials from the Departments of Education, Health, Public Works, Economic Development, and the Road Agency Limpopo and Office of the Premier. At the meeting sessions, four breakaway groups worked on the theory of change exercise which culminated in the drafting of Commodity Strategies being initiated as well as initial responses to the Draft Limpopo Provincial Strategy provided. The breakaway groups and associated exercises were:

Table 5: ToC Breakaway Groups Exercises

Breakaway Group	Exercise
<ul style="list-style-type: none"> School Infrastructure 	<p>Each Breakaway group was required to carry out the following exercises:</p> <ul style="list-style-type: none"> Exercise 1.1: Short presentation on group's commodity to explain what each commodity entails and what existing challenges (problems) were faced in relation to procuring the commodity by a departmental representative, Exercise 1.2: The group deliberated on indicated challenges and thereafter crafted a problem statement with reference to refer to the NDP, LDP and MTSF. Exercise 1.3: The group deliberated and crafted a long-term goal (what needs to change?) to address the problem statement with reference to government priority outcomes "14 Outcomes" (Outcomes 1, 2, 4, 6 and 12) Exercise 1.4: The group deliberated and identified all interconnected outcomes (What and why the need to change?) that must be achieved BEFORE long-term goal. A
<ul style="list-style-type: none"> Medical Equipment 	
<ul style="list-style-type: none"> Roads 	
<ul style="list-style-type: none"> Office Space 	

Breakaway Group	Exercise
	<p>maximum of 5 outcomes related to (staff/people, policy, processes, financial resources and service delivery were developed)</p> <ul style="list-style-type: none"> Exercise 1.5: The group deliberated and assigned assumptions to all outcomes as a response to the question: "To achieve change what are the necessary pre-conditions?"

The interviews, self-assessments and theory of change exercise results allowed for further literature review to contextualise the procurement and SCM strategies gaps identified and to propose outlines for commodities theory of change and recommended improvements to the draft Limpopo Procurement Strategy. Finally, recommendations and action plans for the further development and implementation of theory of change of the procurement strategy, SCM strategies and commodities strategies were presented to the ESC.

1.1. Evaluation Methods

1.1.1. Methodology for Assessing Procurement Systems (MAPS)

Organisation for Economic Co-operation and Development (OECD) and Development Assistance Committee (DAC) Methodology for Assessing Procurement Systems (MAPS) is normally used for assessing a country's procurement systems. In the case of this assignment, MAPS was applied in the context of Limpopo Province in relation to South Africa's national procurement system.

MAPS is a globally recognised tool that developing countries and donors use to assess the quality and effectiveness of public procurement systems. It is a universal tool to catalyse and accelerate the implementation of modern, efficient, sustainable and more inclusive public procurement systems in all countries. MAPS assessments highlight where reforms are most needed and indicate how reforms can be best implemented. MAPS is organised in four pillars and 14 indicators (see Table 6).

Table 6: OECD MAPS Pillars and Indicators

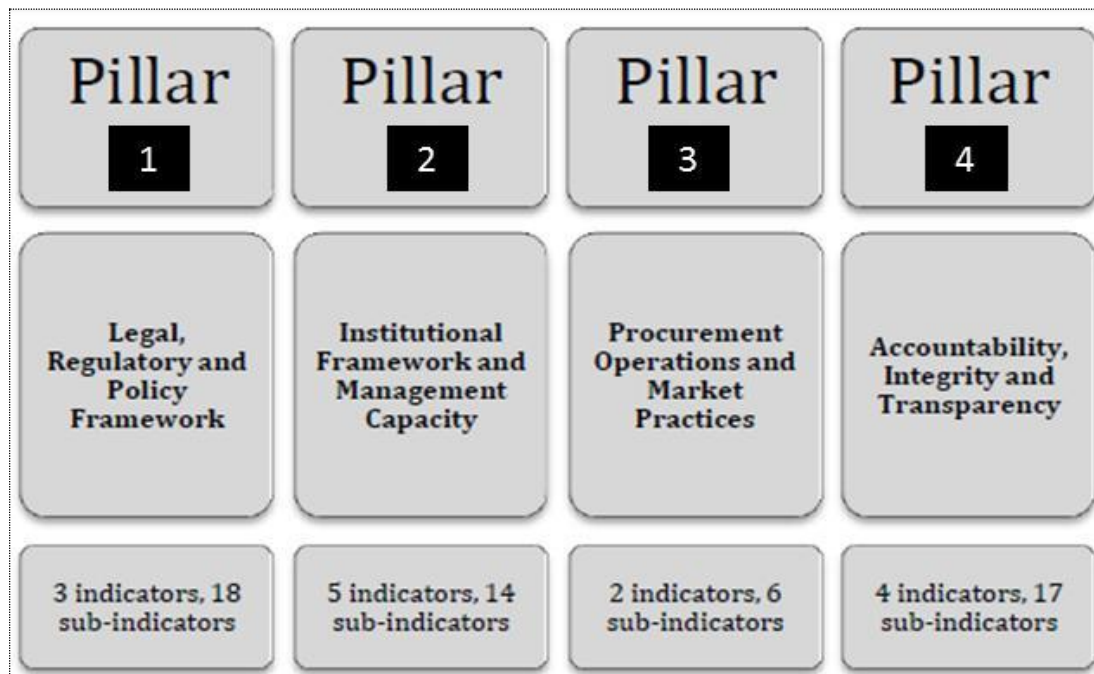
Pillar and Indicator		
1	Legal, Regulatory, and Policy Framework	
	1	The public procurement legal framework achieves the agreed principles and complies with applicable obligations.
	2	Implementing regulations and tools support the legal framework.
	3	The legal framework reflects the country's/provincial secondary policy objectives and international obligations.
2	Institutional Framework and Management Capacity	
	4	The public procurement is mainstreamed and well-integrated into the public sector governance system
	5	The country/province has an institution in charge of the normative/regulatory function.
	6	Procuring entities and their mandates are clearly defined.
	7	Public procurement is embedded in an effective information system.
	8	The public procurement system has a strong capacity to develop and improve.
3	Procurement Operations and Market Practices	

Pillar and Indicator	
9	Public procurement practices achieve stated objectives.
10	The public procurement market is fully functional.
4	Accountability, Integrity and Transparency of the Public Procurement System
11	Transparency and civil society engagement foster integrity in public procurement.
12	The country/province has effective control and audit systems.
13	Procurement appeals mechanisms are effective and efficient.
14	The country/province has ethics and anticorruption measures in place.

Source: OECD, 2016

The four pillars are sub-divided into 14 indicators and a total of 55 sub-indicators, which together present the criteria for a “snapshot” comparison of the actual system against the stated principles. The indicators are expressed in qualitative and/or quantitative terms, as appropriate (OECD, 2016).

Figure 3: Overview of MAPS



Source: OECD, 2016

MAPS sub-indicators were assessed according to the following criteria:

- A score of 3 indicates full achievement of the given standard.
- A score of 2 means that the system exhibited less than full achievement and needed some improvements.
- A score of 1 corresponds to those areas in which substantive work still needs to be done for the system to achieve the desired standard.
- A rating of 0 showed failure to meet the proposed standard.

The findings of the assessment inform the strategic planning process for future public procurement reforms necessary. The strategic planning process clarifies the vision, goals and timeframe of the strategy for improving the public procurement system, formulate solution options and transform the measures into a strategic plan.

1.1.2. Supply Chain Maturity Assessment Test (SCMAT)

SCMAT is a proven powerful tool to assess the current maturity and plan future development projects. SCMAT helps managers formulate tomorrow's performance goals, while acknowledging differences in strategic priority. The results from the maturity test are meant as input for strategic discussions enabling trade-offs to be done for different strategic priorities (Netland, Alfnes and Fauske, 2008).

SCMAT Tool was used to assess the Limpopo level of SCM maturity and to highlight the areas of potential improvement which could support the efficiency and effectiveness of SCM functions in managing the delivery of public procurement. Assessing the maturity of supply chain operations is crucial for the development of a coherent SCM strategy (i.e. operations strategy) that encompasses stakeholders and suppliers, and which is aligned to the overall departmental strategy.

SCMAT has seven aspects (parts) and 49 indicators that were assessed according to a 5-scale level criterion:

- A score of 5 indicates best practice "always or definably exist"
- A score of 4 indicates best practice "mostly or often exist"
- A score of 3 indicates best practice "frequently or partly exist"
- A score of 2 indicates best practice "sometimes or to some extent"
- A score of 1 indicates best practice "never or does not exist"

The highest maturity level in the model corresponds to a best practice. A decision area of SCMAT covers these seven aspects:

1. Strategy
2. Stakeholder Relationship Management
3. Control
4. Processes
5. Resources
6. Information
7. Organisation

Table 7: SCMAT Tool Elements

Aspect One: Strategy		Aspect Two: Stakeholder Relationship Management		Aspect Three: Control		Aspect Four: Processes	
Indicator		Indicator		Indicator		Indicator	
1	Supply Chain Management/ Procurement Strategy	10	Stakeholder Relationship Management (SRM) strategy	16	Supply chain coordination	25	Ordering seamlessness
2	Customer and Client focus	11	Reporting	17	Integrated management control	26	Procurement seamlessness
3	Aligned strategy	12	Stakeholder engagement	18	Aligned PMS	27	Planning seamlessness
4	Demand management	13	Stakeholder relations	19	Balanced KPIs	28	Standardised processes
5	Strategic sourcing	14	Interaction market	20	Aligned KPIs	29	Continuous improvement
6	Aligned roles	15	Supplier performances	21	Risk awareness	30	Innovation
7	Optimised resource allocation			22	Resiliency		
8	Risk management			23	Control model		
9	Empowerment Strategy goals			24	Controlling outputs and outcomes		
Aspect Five: Resources		Aspect Six: Information		Aspect Seven: Organisation			
Indicator		Indicator		Indicator			
31	Technology leadership	37	ICT strategy	46	Supply chain teams		
32	Core competence focus	38	Information dashboards	47	Flexible labour		
33	Utilisation of tangibles	40	Information visualisation	48	Knowledge level		
34	Minimised waste	41	Supply Chain transparency	49	Best-in-class people		
35	Agility	42	Real time information	50	Organisational culture		
36	Staff complement	43	Track & Trace technologies				
		44	ICT integration				
		45	Virtual networks				

6. Outcome for Policies (enabling policy environment, example of specific policy impediments. **Effective** policy implementation)
7. Outcome for People (learning organisation. **Effective** staff)
8. Outcome for Processes (processes **efficiencies and effectiveness** and quality standards)
9. Outcome for financial Resources (**efficient** use of resources)
10. Outcome for Service Delivery (**Outreach**. stakeholder and public level of satisfaction)

1.2. Limitations of the Evaluation

As with any research project, this evaluation featured on a number of critical limitations and was subject to inherent constraints. Below is a listing of study limitations realised and their impact on the evaluation:

- As detailed in the Key Findings section of this report, except for the Limpopo Procurement Strategy, which was still under development during the evaluation period, the evaluation did not unpack any procurement and SCM strategies currently existing or being implemented among the affected departments.
- The study recorded lesser response rates in terms of Informant Interviews and Questionnaire Responses contrary to the initial assumption of full cooperation. In

the beginning some of the participants were reluctant to participate in the diagnostic evaluation citing that they are not responsible for SCM or working in SCM or procurement. This resulted in delays and extension of interview dates to accommodate late responses.

- The completeness and adequacy of the evaluation was statistically shortchanged by the limited response of 15 submitted questionnaires equalling a response rate of 47%. However, whereas the lost responses are regrettable, the impact does not undermine the quality of the evaluation and its associated findings.
- At the time of the evaluation by Camissa, the draft Limpopo Procurement Strategy 2030 was still under development and had not yet been approved by the Provincial EXCO and fully adopted by the provincial stakeholders. Consequently, the strategy had not yet been implemented and tested, given its early stage in the life-cycle.

1.3. Capacity Development Element

Before undertaking the project, Camissa had proposed and committed to capacity-building assistance during the implementing of the evaluation project. Emphasis was placed on a hands-on approach and engagement with OTP monitoring and evaluation staff in terms of skills transfer and capacity building. Broadly, the proposed capacity-building approached entailed the following:

- Working closely with Monitoring & Evaluation (M&E) officials in the evaluation process to enhance their internal evaluation capacity by inviting relevant officials to participate in the following activities, as an example:
 - Workshop on diagnostic tool(s) approaches and methodology (i.e. presentation of tools workshop)
 - Participation in fieldwork (dependent of official availability and if there are M&E interns their participation in the fieldwork will be invaluable)
 - On-going briefing and debriefing

Ideally, the exercise should have been more structured and attracted the involvement of OTP M&E management as well as SCM managers and their respective selected subordinates, as was proposed by Camissa. However, only the OTP' Mr. Tshisevhe was a visible participant in the process of linking the province with Camissa, besides the ESC members who were exposed to the process in the various ESC meetings.

Consequently, as part of Camissa's initial capacity plan, the following was delivered:

- Capacity development for affected Limpopo staff formed part of the project presentations. At these presentations, Procurement, Supply Chain Management and Theory of Change concepts were presented to enrich participants understanding and knowledge.
- The Project Manager was exposed to and made part of the entire project experience and, in that way, Camissa imparted new skills and knowledge through exposure, observation and participation (on the job experience). Among others, he was exposed to new SCM and Procurement Tools in SCMA and MAPS, which was

a first time experience for him as well as the bulk of the Respondents, as was evidenced during the Interviews and ToC workshop.

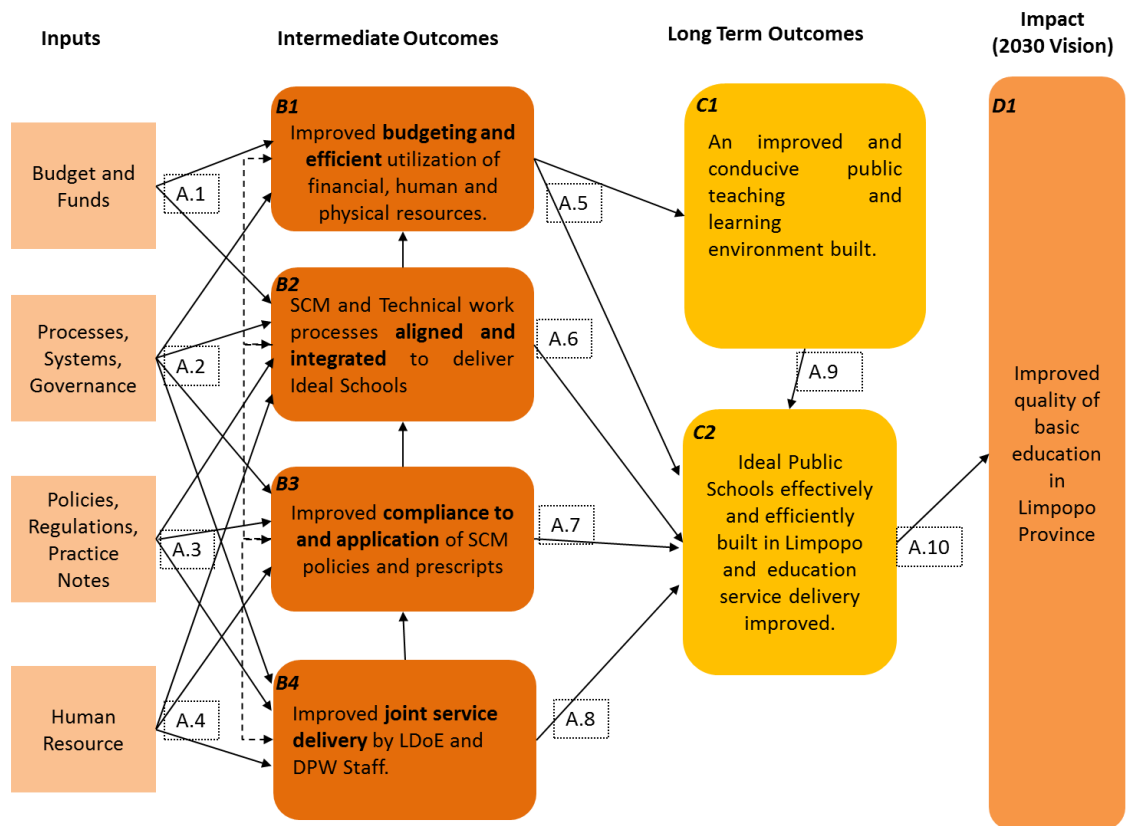
- Camissa's rich experience was also imparted to SCM staff and all other respondents in terms of key concepts and practical significance, such as Procurement Policy Perspective vs the SCM Implementation Perspective as well as the strategic imperatives of SCM. This was achieved during the Interviews through information and best practice exchanges.
- Finally, at plenary and breakaway sessions of the ToC, Participants were taken through a new exercise that saw them carve and draft by themselves the strategic component of their respective Commodity Strategies. By their own express feedback at these sessions, the participants appreciated the new lessons and knowledge regarding their required individual and collective contribution to ensuring value for money SCM as well as leveraging procurement for Limpopo socio-economic development.

Annex 2: Proposed theory of Change

2.1. Schools Infrastructure

Figure 4 illustrates the proposed theory of change for LDoE SCM Programme 6 (Schools Infrastructure) as a result of the deliberations and inputs from LDoE officials.

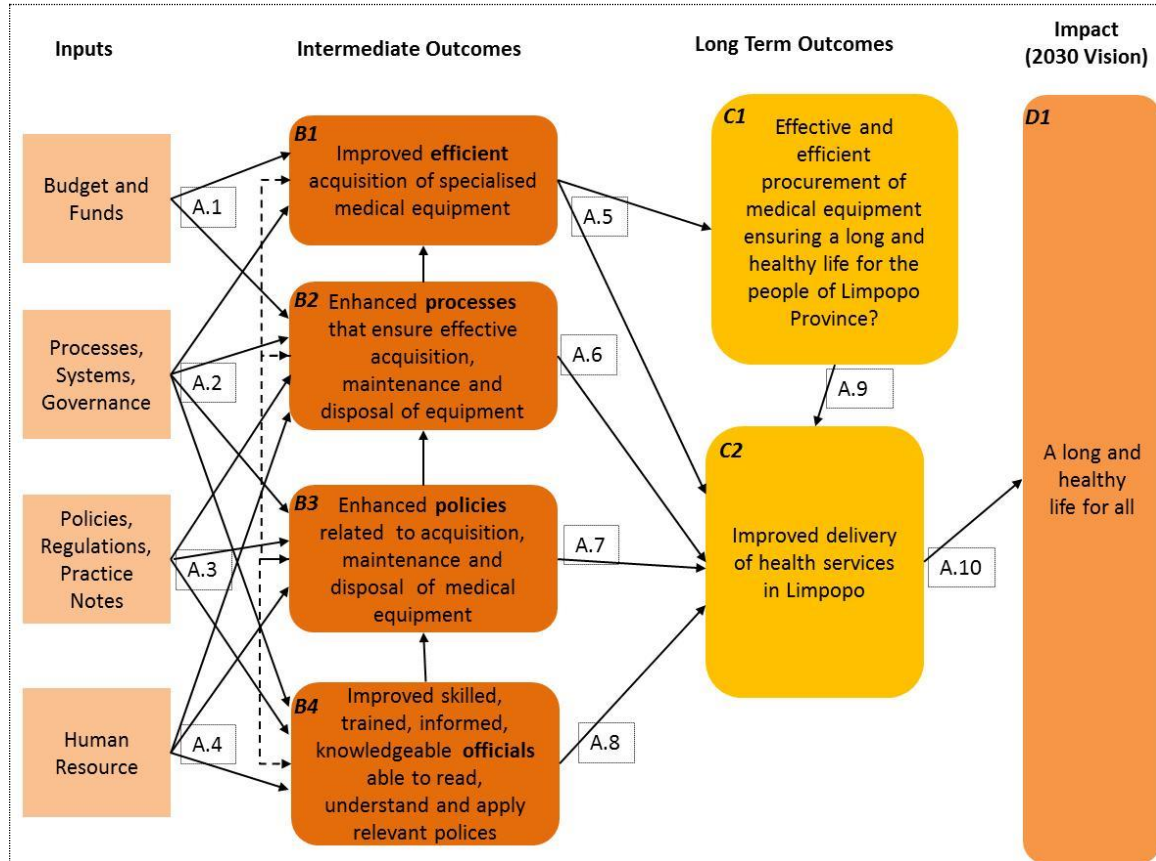
Figure 4: Proposed Theory of Change: LDoE Schools Infrastructure



2.2. Medical Equipment

Figure 5 illustrates the proposed Theory of Change for LDoH SCM and Programme 8 (Medical Equipment) as a result of the deliberations with and inputs from LDoH officials.

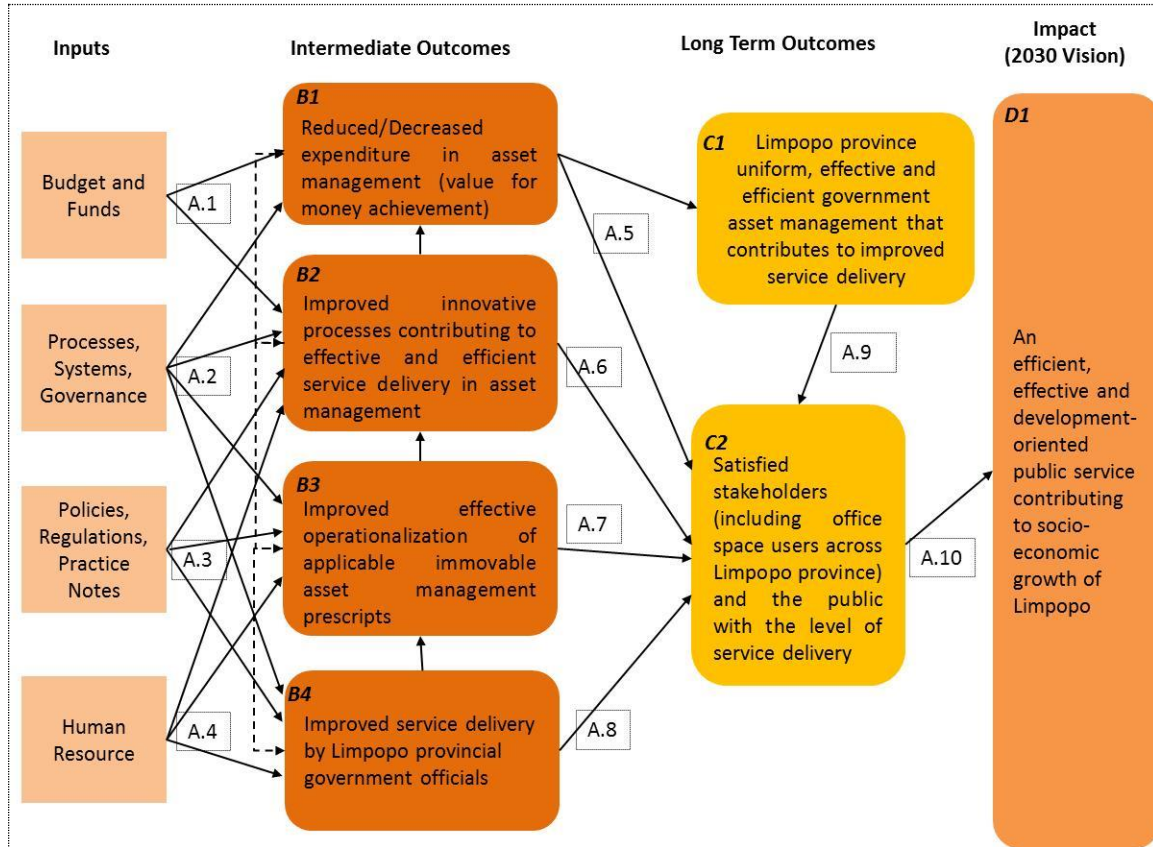
Figure 5: Proposed Theory of Change: LDoH Medical Equipment



2.3. Office Space

Figure 6 illustrates the proposed Theory of Change for DPWRI SCM and programme 2 (Property and Facilities Management) as a result of the deliberations with and inputs from DPWRI officials.

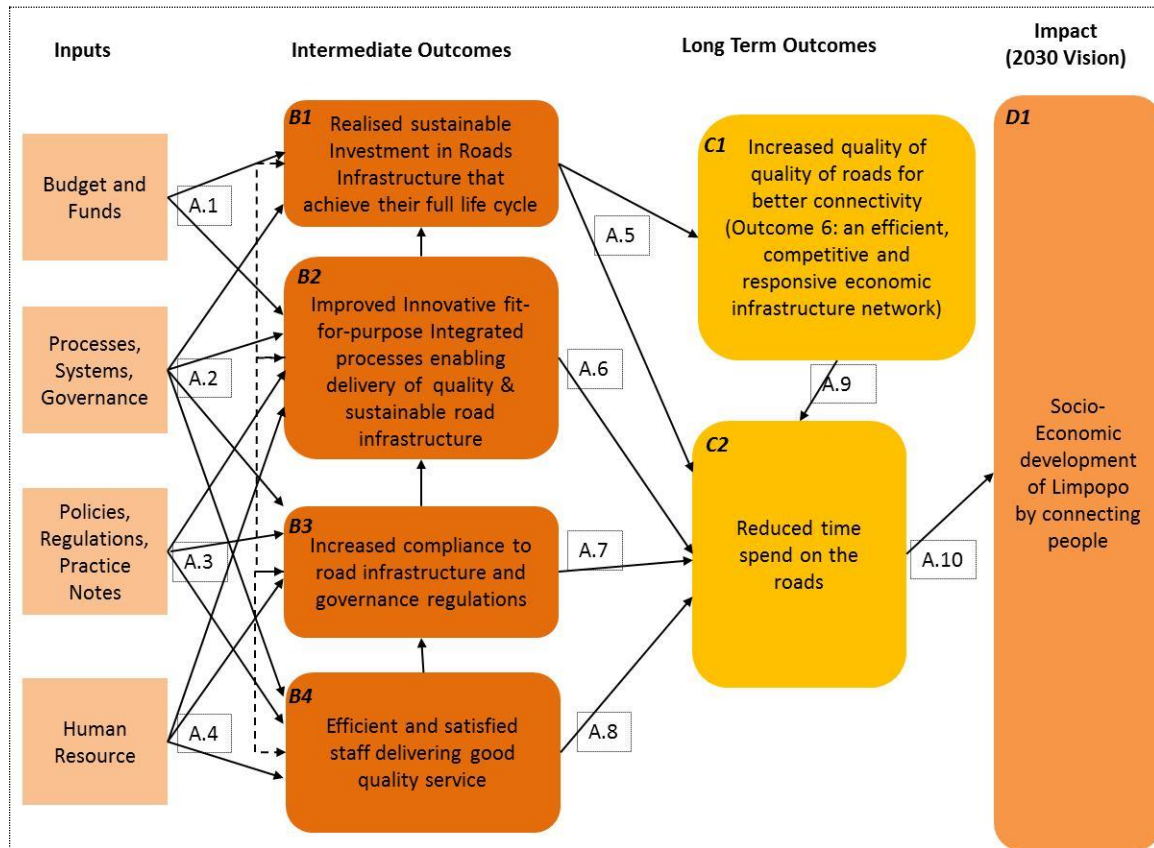
Figure 6: Proposed Theory of Change: DPWRI Office Space



2.4. Roads

Figure 7 illustrates the proposed Theory of Change for RAL SCM and Programme 2 (RAL’s Road Infrastructure) as a result of the deliberations with and inputs from RAL and DPWRI officials.

Figure 7: Proposed Theory of Change: RAL Roads Infrastructure



Annex 3: Proposed log-frames

3.1. Schools Infrastructure

Table 8: LDoE Programme 6 & SCM Logical Framework (MTSF 2015/16 – 2019/20)

Logic Model	Description		Performance Indicators	Regularity of Collection	Method of Collection
Impact	D1	Improved quality of basic education in Limpopo Province.	Public and Stakeholders Satisfaction	Every Five years	Impact Evaluation
Long-term Outcomes	C1	An improved and conducive teaching and learning environment built.	Educators and Learners Satisfaction Surveys conducted Satisfied Educators and Learners	Every two and half years	Mid-term Evaluation
	C2	Ideal Public Schools effectively and efficiently built in Limpopo and education service delivery improved.	Public Satisfaction Surveys conducted Satisfied Public	Every two and half years	Mid-term Evaluation
Intermediate Outcomes	B1	Improved budgeting and efficient utilization of financial, human and physical resources.	Feasible Procurement Plans with expenditure aligned to IAs both in terms of budget and timing.	Annually	6 and 12 Months Reports
	B2	SCM and Technical work processes aligned and integrated to deliver Ideal Schools	Applicable SCM processes observed, enhanced and complied with. Work Process Integration	Annually	6 and 12 Months Reports (e.g. Work Studies)
	B3	Improved compliance to and application of SCM policies and prescripts	Relevant SCM policies observed, enhanced and implemented.	Annually	6 and 12 Months Reports (Internal and External Audit Reports)
	B4	Improved joint service delivery by LDoE and DPW Staff.	Improved productivity levels and SCM staff satisfaction levels.	Annually	6 and 12 Months Reports

3.2. Medical Equipment

Table 9: Proposed LDoH Programme 8 & SCM Logical Framework

Logic Model	Description	Performance Indicator/s	Regularity of Collection	Method of Collection	Assumptions	
Impact	D1	A long and healthy life for all the people of Limpopo Province.	Life expectancy and Morbidity Surveys conducted. Improved-life expectancy and morbidity rates.	Every Five years	Impact Evaluation	LDoH willingly measures its levels of public health services provision.
	Long-term Outcome	C1	Effective and efficient procurement of medical equipment ensuring a long and healthy life for the people of Limpopo Province.	End-User Satisfaction Surveys conducted End-User satisfaction and reduced budget expenditure deviations.	Every two and half years	
		C2	Improved delivery of health services in Limpopo Province.	Patient and Public Satisfaction Surveys conducted Patient and Public Satisfaction Rates	Every two and half years	Mid-term Evaluation
Intermediate Outcomes	B1	Improved budgeting and efficient acquisition of specialised medical equipment.	Feasible Procurement Plans with expenditure aligned to End-User Needs both in terms of budget and timing.	Annually	6 and 12 Months Reports	<ul style="list-style-type: none"> • Sufficient suppliers/competitors in the market to promote competitive • Undertaken market research/analysis to understand market price structures • Equipment replacement plan is in place and is implemented based on the audit. • The environment is conducive to optimal equipment utilisation
	B2	Enhanced processes that ensure effective acquisition, maintenance and disposal of equipment.	Applicable SCM processes observed, enhanced and complied with.	Annually	6 and 12 Months Reports	<ul style="list-style-type: none"> • Improved procurement planning • Processes are clearly defined, mapped and people are orientated on enhanced processes.

Logic Model	Description	Performance Indicator/s	Regularity of Collection	Method of Collection	Assumptions
B3	Enhanced policies related to acquisition, maintenance and disposal of medical equipment.	Relevant SCM policies observed, enhanced and implemented.	Annually	6 and 12 Months Reports	<ul style="list-style-type: none"> SCM staff is familiar with and kept abreast of policies related to SCM and medical equipment sourcing LDoH SCM has developed its own in-house policies related to procurement of medical equipment .e.g. leasing policy, donation policy. etc.
B4	Improved skilled, trained, informed, knowledgeable officials able to read, understand and apply relevant polices.	Improved productivity levels and SCM staff satisfaction levels.	Annually	6 and 12 Months Reports	<ul style="list-style-type: none"> SCM and End Users are willing to embrace change SCM has an adequate workforce both in terms of numbers and skills base. End Users are properly trained and are skilled to operate equipment and are not negligent.

3.3. Office Space

Table 10: Proposed DPWRI Programme 2 (Property and Facilities Management) & SCM Logical Framework

Logic Model	Description	Performance indicator/s	Regularity of Collection	Method of Collection	Assumptions
Impact	D1 An efficient, effective and development-oriented public service contributing to socio-economic growth of Limpopo	<ul style="list-style-type: none"> Improve quality of life of Limpopo Residents 	Every Five years	Impact Evaluation	<ul style="list-style-type: none"> Environmentally friendly and suitable office accommodation for all Increase office space outreach for quality service delivery
Long-term Outcome	C1 Limpopo province uniform, effective and efficient government asset management that contributes to improved service delivery	<ul style="list-style-type: none"> Increased outreach into a new social market/geographic area Increased service/product range across all regions 	Every two and half years	Mid-term Evaluation	<ul style="list-style-type: none"> High level of positive political acceptance Partnerships [Effective PPPs] Stakeholder relation management strategies are implemented Empowerment of designated groups Effective information dissemination on the need to protect government assets
	C2 Stakeholders (including office space users across Limpopo province) and the public satisfied with the level of service delivery	<ul style="list-style-type: none"> Increased staff and citizen/customer use and satisfaction of government offices 	Every two and half years	Mid-term Evaluation	
Intermediate Outcomes	B1 Reduced/Decreased expenditure in asset management (value for money achievement)	<ul style="list-style-type: none"> Improve value for money Stay within budget Increase surplus for reinvestment 	Annually	6 and 12 Months Reports	<ul style="list-style-type: none"> Paying market related prices for development, rental, land acquisition, and maintenance Minimal level of corruption Sufficient and credible landlords [Ties in with the equity issue] No monopoly in the market
	B2 Improved innovative processes contributing to effective and efficient service delivery in asset management	<ul style="list-style-type: none"> Focus on partnership working internally and externally Improve delivery time Reduced complaints Improved procurement processes 	Annually	6 and 12 Months Reports	<ul style="list-style-type: none"> Use of high-level technology exists Inter-governmental forums function Integrated processes have been mapped, documented, approved, implemented and there are on-going reviews
	B3 Improved effective operationalization of applicable immovable asset management prescripts	<ul style="list-style-type: none"> Reduced time taken to make decisions/receive approvals 	Annually	6 and 12 Months Reports	<ul style="list-style-type: none"> Co-ordination and integration of office space planning Relevant policies are well understood (transversal guidelines and manuals)
	B4 Improved service delivery by provincial	<ul style="list-style-type: none"> Effective and compliant performance management system with personal 	Annually	6 and 12 Months	<ul style="list-style-type: none"> Staff is sufficiently capacitated in immovable asset management prescripts

Logic Model	Description	Performance indicator/s	Regularity of Collection	Method of Collection	Assumptions
	government officials	development plans • Improved team working and motivation • Increased training per employee		Reports	<ul style="list-style-type: none"> • Staff have the relevant qualifications and skills • Staff are knowledgeable, professional and competent • Enhanced performance • Staff are held accountable

3.4. Roads

Table 11: Proposed RAL Programme 2 (Roads Infrastructure) & SCM Logical Framework

Logic Model	Description	Performance indicator/s	Regularity of Collection	Method of Collection	Assumptions
Impact	D1 Socio-Economic development of Limpopo achieved by connecting people	Increased mobility/accessibility – providing efficient access to jobs, labour, and other activities. Reduced negative impact to environment	Every Five years	Impact Evaluation	<ul style="list-style-type: none"> Implemented plans for other modes of transport Quality service from empowered service providers There is social and political stability Reduced levels of corruption Value-engineering Asset reach its lifespan Roads designed and built for specific life span and well maintained
Long-term Outcome	C1 Improved quality of roads for better connectivity (Outcome 6: an efficient, competitive and responsive economic infrastructure network)	Improved safety by reducing the number of accidents, injuries and fatalities associated with transportation. Favourable results of roads condition assessments over life span (RAMS) Improved economic activities for growth.	Every Five years Every two and half years	Road Impact Evaluation Mid-term Evaluation	
	C2 Reduced time spent on the roads	Reduced Public transportation travel time and Commercial travel time	Every two and half years	Mid-term Evaluation	
Intermediate Outcomes	B1 Realised sustainable Investment in Roads Infrastructure that achieve their full life cycle	Maximum economic benefit per monetary unit of investment produced.	Annually	6 and 12 Months Reports	<ul style="list-style-type: none"> Efficient and effective use of allocated budget RAL properly and adequately resourced
	B2 Improved Innovative fit-for-purpose Integrated processes enabling delivery of quality and sustainable road infrastructure	Projects effectively and efficiently completed on time and within budget. High satisfaction levels amongst Clients and Users	Annually	6 and 12 Months Reports	<ul style="list-style-type: none"> Better planning, coordination and integration Standards and quality control assurance in place to guide performance. People are well conversant with processes Processes are mapped, documented, approved, fully implemented and reviewed annually
	B3 Increased compliance to road infrastructure and governance regulations	Unqualified regulatory compliance findings	Annually	6 and 12 Months Reports	<ul style="list-style-type: none"> Capacitated in regulatory monitory and compliance Prevailing and relevant regulatory prescripts are applied Appropriate governance structures are in place
	B4 Efficient and satisfied staff delivering good quality services	Improved staff productivity and satisfaction levels.	Annually	6 and 12 Months Reports	<ul style="list-style-type: none"> Efficient and high staff moral Staff well-resourced in terms of competencies Right people appointed for right position

Logic Model	Description	Performance indicator/s	Regularity of Collection	Method of Collection	Assumptions
					<ul style="list-style-type: none">• High staff retention• Staff trained and expert in the field

Annex 4: References

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