



**IMPACT OF PROCUREMENT REGULATIONS RELATING TO EDUCATIONAL
PUBLISHING INDUSTRY IN SOUTH AFRICA**

BY

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DECLARATON

Student Number: **216075733**

I, the undersigned, hereby declare that

1. This dissertation, entitled: “**Impact of procurement regulations relating to educational publishing industry in South Africa**” is my own work, both in conception and execution.
2. The research reported in this dissertation, except where otherwise indicated, is my original research.
3. The sources used have been indicated by means of complete references, and I am responsible for the opinions and ideas expressed and examples given in this thesis.
4. This dissertation does not contain other persons’ writing, unless specifically acknowledged as being sourced from other researchers. Where other persons’ sources have been quoted, then;
 - (a) Their words have been written, however the general information attributed to them has been referenced;
 - (b) Where their exact words have been used, their writing has been placed inside quotation marks, and referenced.

Name of Student: Sithembile Martin Dlamini

Signature

Date

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DEDICATION

I dedicate this work to my late father Banana O. Dlamini, my mother Zuleleni A. Dlamini and my late nephew Thembela D. Dlamini.

Leli yigalelo lenu, ngalokho ngiyabonga koJama kaSijadu...

ACRONYMS AND ABBREVIATIONS

Acronyms	Explanations
PASA	Publishers Association of South Africa
NDE	National Department of Education
SABDC	South African Book Development Council
EPs	Educational Publishers
PFMA	Public Finance Management Act
MFMA	Municipal Finance Management Act
PCCA	Prevention and Combating of Corrupt Activities Act
PPPF	Preferential Procurement Policy Framework
PSA	Public Service Act
PSR	Public Service Regulations
UNESCO	United Nations Educational, Scientific and Cultural Organization
DAC	Department of Arts and Culture
DACT	Department of Arts, Culture, Science and Technology
TVET	Technical and Vocational Education Training Colleges
EOCD	Organization for Economic Co-operation and Development
C2005	Curriculum 2005
RNCS	Revised National Curriculum Statement
NCS	National Curriculum Statement
CAPS	Curriculum Assessment Policy Statement
LTSM	Learning and Teaching Support Materials
ABET	Adult Basic Education and Training
R&D	Research and Development
IP	Intellectual Property
GDP	Gross Domestic Product

ABSTRACT

Today's business competitive environment compels organizations to craft a strategy that takes into account the impact of macroeconomic factors on the normal running of the business. Macroeconomic factors such as government regulations and policy reforms are part of the external factors that could affect businesses negatively. In this context, supply chain and procurement processes of industries that do business with government often get disrupted when government, through public procurement legislative framework, implement regulations and policies that pose major risks, leading to volatility, certainty, vulnerability and instability in the industry. Research, in this regard, provides more insights on the impact of procurement regulations and equip operators and affected businesses with strategies to mitigate various risks associated with the implementation of regulations and related policies.

In this study, macroeconomic disruptions in South African educational publishing, posed by government regulations and policy reforms, are examined and sources of vulnerability investigated with the view to provide relevant solutions. This qualitative study sought to investigate the impact of procurement regulations relating to educational publishing industry in South Africa. The study aims to provide solutions to the educational publishers that would contribute to the sustainability of the industry. Data was collected by means of a questionnaire and structured interviews to determine the extent procurement regulations impacted educational publishing industry in South Africa. The study was framed within the neoclassical economic model.

The findings of the study highlighted the impact of procurement regulations on the educational publishing industry. Subsequently, the study makes recommendations to aid leaders and managers of educational publishing companies to design and implement strategies that proactively respond to procurement regulations risks and vulnerabilities. In this way, the managers and owners of educational publishing houses will be better able to build resilience, much needed to prevent and to reduce inherent disruptions, in the businesses.

Key Words: procurement regulations and educational publishing.

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Chapter 1: INTRODUCTORY CHAPTER

1.0 INTRODUCTION

This chapter seeks to introduce the study entitled “impact of procurement regulations relating to educational publishers in South Africa”. The initial section of the chapter provides detailed background to the study and highlights the rationale of the study. This is followed by an outline of the South African Publishing Industry landscape. Subsequent to this, the focus of the study is delineated. This is followed by an outline of the problem statement, the research objectives and research questions. Thereafter, ethical considerations are presented. Finally, an outline of the chapters in the study is provided.

The background and the rationale to the study are discussed below.

1.1 BACKGROUND AND RATIONALE OF THE STUDY

Fundamental to growth and development of our economy, South African government must create an enabling environment for different industries to thrive, through appropriate public procurement laws and regulations (Thai, 2009:4). In this regard, the policies developed by the government influence the environment in which industries operate and dictate the industry’s strategic direction (Hough, Thompson, Strickland III and Gamble, 2011:49). The publishing industry is one of the key industries in South Africa contributing towards delivery of quality education, literacy, creation of employment opportunities, reduction of poverty and ultimately growth of the economy. Over the last two decades, significant growth in the number of publishers, large and small, has been realised. In South Africa the publishing industry consists of three main types of publishers, namely; Educational publishing, Academic publishing and Trade or General publishing (Le Roux, Struik and Labuschagne, 2011). Procurement of books in educational publishing is mainly done by government, through a system designed to ensure that schools are sufficiently and efficiently resourced. It is in the education sector where the presence of government regulations and policies are felt. Understandably, because education falls squarely under the government’s key priorities, the procurement system design for educational books is governed by legislation. In this respect,

educational publishers operate within the public procurement framework and curriculum policy framework that guide them in regard to the type and quality of the product they produce; when they should produce it; for whom the product should be produced and where the product should be delivered. Through the years, a decentralised procurement system was used, whereby each province would procure books for all schools in the province, following the guidelines provided by the National Department of Education. The role of the National Department of Education (NDE) was merely to develop educational policies (including procurement policies), and to monitor that procurement policies are implemented correctly by all provinces. In this way, the NDE was not directly involved in the actual procurement of educational books and thus the NDE's involvement was limited to policy development and performance evaluation of each province. Consequently, the factors relating to decentralized procurement and different standard measures employed by different provinces in the procurement of educational books are thought to have prompted the Government to introduce procurement reforms to regulate the industry even further. This saw a change from decentralised to centralised system – unprecedented phenomenon in the new dispensation. Accordingly, the procurement reforms alluded to in this study coincided with curriculum reforms in the period 2011 to-date. It is the implementation of the perceived dichotomy between curriculum reform and procurement policy reform (which happened in the said period) and the effects thereof that is of interest to the researcher. There is an assumption that the implementation of the new curriculum requires supposed huge budgets and an increased spending on the part of the Department of Education. Hence, the main purpose of this study is to assess the impact of procurement regulation on educational publishers and this is the basis upon which the investigation is carried out to determine the impact.

The hegemony of procurement regulation in South African educational publishing industry is thought to be an outcome of many factors; primarily the political, social as well as economic pressures. In addition, the economic imperatives, drive educational publishers to continually navigate the environment with the view to gain their long-term competitive position and to ensure long-term sustainability (Venter and Jansen van Rensburg, 2016:16). In this regard, the procurement regulation is viewed as a macroeconomic issue that is thought to be impacting the educational publishing industry. As such, the investigation of this nature is justified by the aforementioned factors. Hough et al. (2011:57), state that macroeconomic factors have a greater impact on the organization's internal environment and this essentially determines the organisation's

strategic direction. According to Shaarabh, Rishi and Sharma (2014), macroeconomic factors emanate from technology advancement, legislation, socio political disruptions and globalisation. Interestingly, many scholars agree that external factors in any business environment tend to dictate the strategic direction of the business. In most businesses, this phenomenon not only impacts on the general performance of the business but also causes disruptions in supply chain and pose a major financial risk that justifies the investigation of this nature (Chopra & Meindl, 2016:47).

1.2 FOCUS OF THE STUDY

This study sets out to evaluate the influence of procurement legislation in South African educational publishing industry. In this regard, the study endeavours to highlight, economic ramifications, the effect of procurement (procurement reforms) and impact relating to implementation of the policy framework on educational publishers. Furthermore, the researcher attempts to highlight the opportunities and competitive pressures associated with public procurement policies created by the new phenomenon and how these impact on competitiveness and sustainability of educational publishers in South Africa. In addition, the researcher seeks to identify benefits and shortcomings in regard to the new procurement system to both the government and publishers in terms of economic growth in South Africa. The findings of the study should, therefore, be of benefit to educational publishers and all stakeholders in the value chain of educational book publishing industry. In this way, the findings should enable educational publishers and value chain partners to formulate commercially viable strategy.

1.3 PROBLEM STATEMENT

The educational publishing sector in South Africa has been experiencing a significant decline in the industry turnover, which has reversed the gains made by the industry through the years (Le Roux et al., 2011). The completion of the implementation of the National Curriculum Statement (NCS) in terms of the supply of new textbooks for Grades 9 and 12 led to a substantial drop in the sales of school books during 2009 and 2010 (Le Roux et al., 2011). This, is a manifestation of patterns and trends that show significant changes in the industry.

The industry recorded a decline of 9.5% in the total turnover by 38 participant book suppliers between 2008 and 2009 and a decline of 0.5% between 2009 and 2010 (Le Roux et al., 2011). Publishing Industry survey recorded that the industry turnover was R3, 234, 152, 000 in 2008, and

this dropped to R2, 926, 843, 000 in 2009 and dropped further to R2, 912, 974, 000 in 2010. Interestingly, the Book Publishing Survey 2008-2010, further highlights that the publishing industry staff employment contracted from 2 327 to 2 170 in the period under review (Le Roux et al., 2011). In the survey period, educational publishing, which is one segment of the book publishing industry, registered a decline of 16.2% in employment.

The model of procurement employed by the government to purchase books from publishers was decentralised procurement system up until 2010 (Edwards & Ngwaru, 2010). However, from 2011 to-date; that is, the period under study; the government moved away from decentralised procurement system and implemented centralised procurement system. Given the new phenomenon; that is, the downward spiral of turnovers and decline in employment, it would be interesting to see how centralised procurement system and curriculum reforms (herein collectively referred to as procurement regulations) impact on the educational publishing industry.

The study, therefore, seeks to determine the effects of procurement regulations on the educational publishing industry of South Africa.

1.4 RESEARCH OBJECTIVES

This study endeavours to address the following objectives:

- To analyse the procurement regulations in the South African educational publishing industry.
- To ascertain prevailing procurement trends and practices within the educational publishing industry.
- To establish drivers that underpin procurement regulations in the South African educational publishing industry.
- To investigate the impact of procurement regulations on educational publishers in South Africa.
- To evaluate the influence of centralised procurement model on the supply chain processes within educational publishers in South Africa.

Following are research questions borne out of the research objectives outlined above:

1.5 RESEARCH QUESTIONS

To achieve the research objectives, the following research questions will be addressed:

- What are procurement regulations in the South African educational publishing industry?
- What are prevailing procurement trends and practices within South African educational publishing industry?
- What are the drivers underpinning procurement regulations in the South African educational publishing industry?
- How has procurement regulations impacted the publishing landscape in South Africa?
- How has the implementation of the centralised procurement system influenced the supply chain processes within the South African educational publishing industry?

1.6 ETHICAL CONSIDERATIONS

The researcher followed the University of KwaZulu-Natal Ethics Policy to the letter in conducting research on the participants. All necessary steps were followed in the application for ethical clearance and permission was obtained before participants in the study could be contacted.

1.7 OUTLINE OF THE STUDY

Chapter one has introduced the reader to the study by providing the background and the rationale of the study, a comprehensive description of the publishing industry landscape in South Africa, focus of the study, problem statement, objectives and research question relating to the study. Subsequently, a brief outline of the research methodology is delineated, followed by the theoretical consideration and finally the breakdown of all the dissertation chapters.

Chapter two is dedicated to theoretical discussions about public procurement systems; primarily the centralised procurement, and secondarily the decentralised system. A comprehensive literature review on centralised procurement was provided and succinct and apt discussion was presented.

Chapter three presents and discusses the research design in terms of methods, research strategies, philosophy, sampling design, data collection and data analysis. This is followed by the ethical considerations and limitations of the study.

Chapter four covers data presentation and analysis, and discussion of the findings

Chapter five is the conclusion and recommendations pertaining to the study.

1.8 SUMMARY

A comprehensive introduction to this particular study through the presentation of a detailed background to the study, an extensive discussion of literature survey, a framework of the theoretical consideration that informs the study, an outline of the research objectives and research questions, rationale of the study, limitations and delimitations and lastly a brief detail on the content of each chapter is presented.

Chapter 2 : LITERATURE SURVEY

2.1 INTRODUCTION

This chapter sets out to examine the existing body of knowledge relating to procurement regulations. At the core of this investigation is the impact of the implementation of centralised procurement in the publishing industry within the educational sphere. Regulations, by nature, form part of the outer ring of the business environment, which influences the internal business environment. The external part of the business is comprised of macroeconomic factors, and chief among them, is the government regulation, which ought to create an enabling environment for businesses to thrive or conversely impact negatively on the micro environment of business with economic ramifications. The procurement regulatory environment in South African context, on the one hand, is underpinned by political, social and economic factors and also governed by Public Finance Management Act (PFMA). The business environment; globally and locally, on the other hand, is underpinned by competitiveness of the market and sustainability factors that contribute to economic growth and sustained shareholder and stakeholder value enshrined in the business economic models. This chapter, therefore, seeks to review literature on public procurement regulations touching on global, continental and local trends and how these impact on industries such as publishing; both internationally and locally.

The chapter commences by providing discussion on the theoretical framework and the latter part deals with empirical literature review, providing discussion on the conceptual framework relating to procurement and publishing. The themes in this literature review are organised according to the research objectives and questions to highlight linkages.

Following is the discussion of the theoretical framework.

2.2 THEORETICAL FRAMEWORK

Since the focus of this study is procurement regulations in the educational publishing industry in South Africa, a theoretical framework provides a standpoint through which the phenomenon under investigation can be explored. The study is located within public procurement conceptual

framework. Public procurement as a concept comprises two elements; centralised and decentralised procurement. In this respect, Thai (2009:294-295), states that procurement legislation can be used as a political, social and economic policy tool. According to Thai (2009:294-295), the political aspect is the originator of the procurement policy; the social seeks to satisfy the needs of special groups and the economic element compensates for unfairness and inequalities in the private sector, which tends to be dominated by large vendors. Snider and Rendon, (2008:317) concur with Thai (2009:294-295) in as far as the social and economic aspects of procurement regulations, by portraying public procurement as an instrument, method, system, or control for promoting what they refer to as “policies” such as industrial and economic growth and support to historically deprived groups. Any scientific enquiry should, therefore, be grounded upon a clearly articulated conceptual and/or a theoretical framework. It is upon such a basis that this section discusses the conceptual and theoretical underpinnings of this particular research study.

In view of the economic and social issues underpinning public procurement policy framework, it is inevitable to also locate this study within the neoclassical theoretical framework. Scholars define neoclassical development model as an economic theory that advocates for markets to be unrestricted. Accordingly, it means enabling individual players and private organizations to make plans for the economy without the involvement of the government (Brekke, Kverndokk and Nyborg, 2003:3). Neoclassical economic theory is therefore used for systematically investigating and quantitatively assessing the extent to which procurement regulations have affected the educational publishing industry. In this way, the neoclassical model investigates the impact of the procurement regulation and account for the major macroeconomic variables such as production and its mechanisms, rationing factors, and income distributions in markets through supply and demand. In this regard, the proponents of this model, (List, 2003) argues that the typical neoclassical model is a useful instrument for accounting for fiscal shocks in the economic market, while others argue that accounting for the effect of large fiscal shocks entails major departures from the neoclassical framework. Therefore, the neoclassical theory is employed in this study as a means to measure the economic impact in relation to the procurement regulation in the educational publishing industry and it is also the pillars within which this study is framed to determine the impact caused by the implementation of procurement reforms.

Neoclassical economic growth model for assessing the macroeconomic impact of the fiscal shocks in the economy, is chosen as the basis of this study; namely, impact assessment of procurement regulations relating to educational publishing industry in South Africa. The neoclassical economic growth model has been employed by McGrattan and Ohanian (2010:1) to assess the theory employing data from World War II, which was by far the major fiscal shock in the history of the United States. Changes in financial policy were observed during the war as inputs into a parameterized, dynamic general symmetry model and relate the values of all variables in the model to the actual values of these variables in the data. (McGrattan & Ohanian, (2010:1), discovered that the theory quantitatively accounts for macroeconomic movement during this huge financial shock. In this instance, the neoclassical economic growth model was employed by (McGrattan & Ohanian 2010:1) to assess the impact of the World War II shock on the economy focusing on the following critical questions, amongst others:

- What are the impacts of the other large World War II shocks, such as the very large changes in taxes, in government investment, and in the draft?
- How does uncertainty about the war affect the model's ability to account for the macroeconomy?

Since World War II was the biggest macroeconomic shock to hit the U.S. economy, McGrattan and Ohanian (2010:1) used that unique opportunity to test the neoclassical model in answering the above questions.

Similarly, educational publishing industry has experienced an unprecedented macroeconomic shock that warrants the investigation of this nature. As such, the researcher deemed it fit and appropriate that this scientific study be grounded upon the neoclassical economic growth model as a basis for this study to answer the following pertinent questions:

- How can neoclassical economic growth model's success in accounting for procurement regulations and education reforms be used in educational publishing industry in South Africa?
- What are the impacts of procurement regulations in government investment and in educational publishing industry landscape?
- How does uncertainty about the procurement and education policy reforms impact the model's ability to account for the macro economy?

2.3 EMPIRICAL LITERATURE

Review of published and unpublished literature is essential part of research and, by and large, it influences and guides the research topic. Apart from influencing the topic, literature review is employed as a vehicle to achieve research objectives and to provide answers to the research questions. According to (Webster & Watson, 2002: xvi), literature review is a serious consideration of the effort by authors and researchers who have written on a particular research topic. Hart (2018:1) further states that literature review compiles and evaluates the research available on a certain topic or issue that you are researching and writing about. Literature review, therefore, is about giving an account of what has been published in a particular field of interest and in the process present and highlight similarities and differences between associated studies. In this way, the researcher is able to identify gaps in the current knowledge and make recommended solutions to the identified gaps.

This section sets out to discuss the concept of procurement and highlight processes followed in acquiring of goods and services from the service providers by state organizations (Alam & Gonzales, 2016:17). A number of scholars have researched quite extensively on this concept, focusing on global, continental and local trends and practices. The section commences by providing a detailed analysis of the concept of procurement globally, continentally and locally. This is followed by an outline of prevailing procurement trends in South Africa. Thereafter, is an overview in terms of drivers of procurement regulations. Then, the final section presents literature on the impact of procurement regulations on educational publishing industry and lastly the influence of centralised procurement on supply chain processes within educational publishing industry in South Africa

2.3.1 PROCUREMENT FRAMEWORK: A CONCEPTUAL DISCUSSION

This section aims to discuss the concept of procurement and publishing as key variables of this study. The section commences by defining the concept of procurement and highlighting evolution of the concept and the prevailing trends and practices; globally, continentally and locally. The initial section discusses evolution of the concept of procurement. This is followed by definition

of the concept of procurement and discussion of the two elements of procurement, namely; private and public procurement. Thereafter, the global, African and South African perspectives are outlined.

2.3.1.1 EVOLUTION OF THE CONCEPT

The study by various scholars shows that public procurement is continuing to advance, both theoretically and structurally. In this regard, Thai (2009:2) states that the accelerated evolution has increasingly put pressure on governments, of both rich and poor countries, to do more with less. Although a number of scholars have researched on public procurement, Thai (2009:20) further states that, globally, public procurement is estimated at about 15 percent of the world's Gross Domestic Product (GDP), but in some developing countries, it may account for as much as 70 percent. A review of literature shows that some scholars have approached public procurement from various angles and as such various epistemological explanations and dimensions of the concept have been developed.

In particular, Alam and Gonzales, (2016:18), complement Thai (2009:92) in so far as the evolution is concerned, by categorizing it into periods such as:

- (i) “The early years (1950-1900);
- (ii) Growth of purchasing fundamentals (1900-1939);
- (iii) The war years (1940-1946);
- (iv) The Quiet years (1947-mid 1960s);
- (v) Materials management comes of age (mid 1960s to late 1970s);
- (vi) The global era (late 1970s-1999);
- (vii) Integrated supply chain management (beyond 200)”.

In this respect, Alam and Gonzales, (2018:19) attempt to draw history and highlight the evolution of procurement from a purely clerical monotonous activity to a commercial activity characterised by cost savings which becomes a proactive strategic function dealing with administration of resources and logistic processes. changing focus of purchasing as it advances from purely clerical routine activity to a commercial stage in which prominence is on cost savings and finally proactive strategic function concerned with materials or logistic management. Adapted from Alam and

Gonzales, (2018:20), the following table illustrates the systematic stages of the advance of a procurement function.

Table 2.1: Advancement of procurement function (Thai, 2009)

STAGE		DEFINITION AND CHARACTERISTICS
Stage 1 PASSIVE	Definition	<ul style="list-style-type: none"> Purchasing function has no strategic direction and primarily reacts to the requests of other functions.
	Characteristics	<ul style="list-style-type: none"> High proportion of time of quick-fix routine operations Functional and individual communications due to purchasing's low visibility Supplier selection based on price and availability
Stage 2 INDEPENDENT	Definition	<ul style="list-style-type: none"> Purchasing function adopts the latest purchasing techniques and processes, but its strategic direction is independent of the firm's competitive strategy
	Characteristics	<ul style="list-style-type: none"> Performance based primarily on cost reduction and efficiency disciplines Coordination links are established between purchasing and technical disciplines Top management recognizes the importance of professional development Top management recognizes the opportunities in purchasing for contribution to profitability
Stage 3 SUPPORTIVE	Definition	<ul style="list-style-type: none"> The purchasing function supports the firm's competitive strategy by adopting purchasing techniques and products, which strengthen the firms' competitive position
	Characteristics	<ul style="list-style-type: none"> Purchasers are included in sales proposal terms Suppliers are considered a resource, with emphasis on experience, motivation and attitude Markets, products and suppliers are continuously monitored and analysed
Stage 4 INTEGRATIVE	Definition	<ul style="list-style-type: none"> Purchasing's strategy is fully integrated into the firm's competitive strategy and constitutes part of an integrated effort among functional peers to formulate and implement a strategic plan
	Characteristics	<ul style="list-style-type: none"> Cross-functional training of purchasing professionals and executives is made available Permanent lines of communication are established with other functional areas Professional development focuses on strategic elements of the competitive strategy Purchasing performance is measured in terms of contribution to the firm's success

Source: Adapted from Alam and Gonzales (2016)

In this way, Alam and Gonzales (2018:21), provide an over-arching illustration of the significance of procurement within government, private companies and the role of procurement in globalization, emphasising planning and processing of demand of resources and services as well as the end receipt of resources and services. This epitomizes the work done by many scholars in the discussion of the concept of procurement.

In addition, Snider and Rendon, (2008:312), first define 'public' to mean that which is held in common by society as opposed to that which is held privately, by individuals. Also, Snider and Rendon, (2008:312), state that this is followed by the term 'policy' which is defined as everything that government does, that culminates into regulations. Snider and Rendon, (2008:313), conclude by defining 'public policy as the total government activities, which are pursued directly or indirectly through agents that impact the lives of the citizens. These activities include public procurement.

Evidently, the evolution of procurement and procurement reforms have culminated into decentralised and centralised procurement which are common trends in procurement regulations. These will be discussed in the latter part of this section.

2.3.1.2 DEFINING PROCUREMENT

Mak (2012) highlights that procurement is the process of obtaining goods and services to meet an organization's internal and external needs. He further states that private sector comprises privately run organizations, while the public sector comprises organizations owned by the government at the national, provincial or local level. She also highlights that private and public organizations have some procurement similarities, but what often stands out is the difference between the two. Thai (2009:302), concurs with Mak (2012:2), in defining procurement as an act of acquiring resources, goods and services from an external source through a competitive bidding process, aimed at achieving social, economic and/or political needs which is associated with quality, reduction of costs and financial risks, and protection over competition and integrity in the system. Interestingly, Gupta, Prakash and Jadeja. (2015:295), define procurement as the science and art of supply chain management, managed by competent, knowledgeable practitioners and professionals. He further states that it is an important strategic business management function to manage entire process from assessment of need. identification of product, forecasting, sourcing, logistics, risk

managements, value engineering, supplier relation management and regulatory compliance. Similarly, Sorte (2013:4), states that procurement can be understood as the process which creates, manages, and fulfils contracts relating to the acquisition of goods and to the hiring of contractors or consultants to carry out works or provide services”. Subsequently, Sorte (2013:2), argues that procurement has shifted from mere processing task to management-and knowledge-based activity that supports good governance and enhanced accountability.

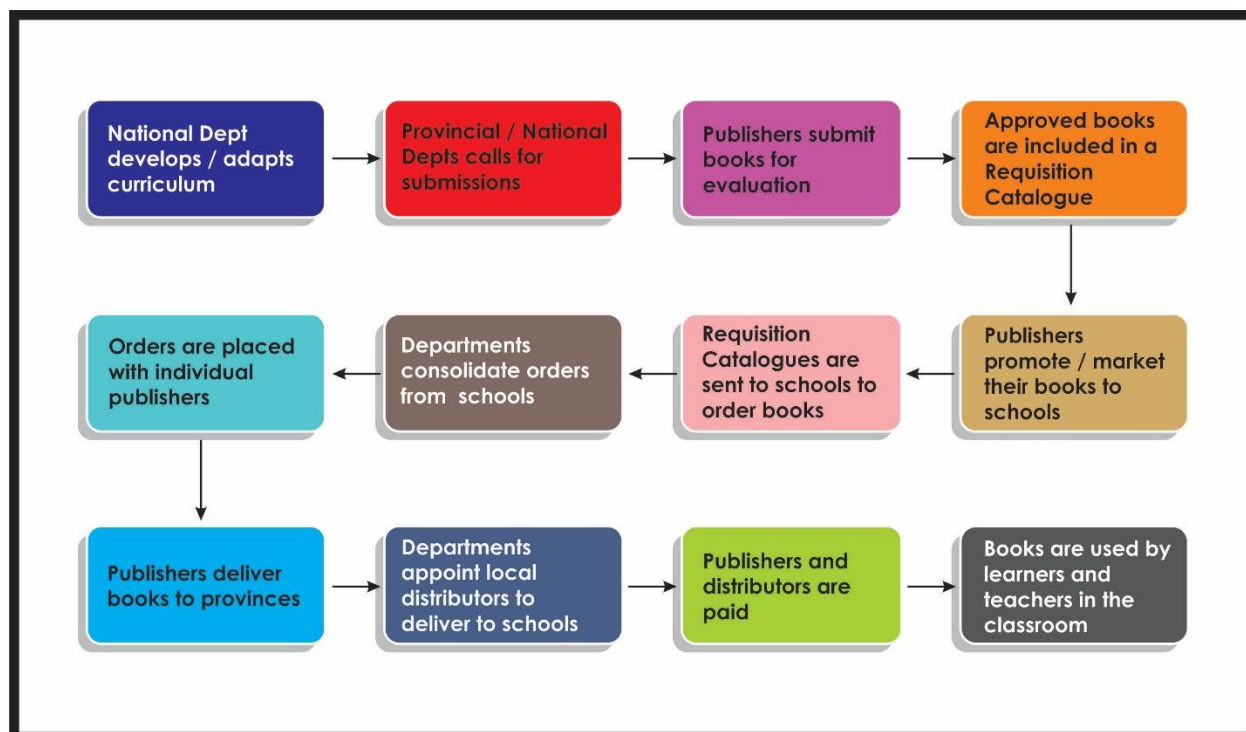
Notably, Rowlinson and McDemott (1999:29-30) define procurement as acquisition of resources for the realization of the organizational goals and further state that the system of procurement involves variables/features such as culture, management, economic and political environment. However, it is important to note that, Rowlinson and McDemott, (1999:29-30) emphasise that procurement is guided by principles which identify that particular organization. In this instance, an inference can be made that culture refers to the philosophy; management denotes control systems; economic refers to commercial transaction and political environment refers to legislative policies. These principles create the framework within which the system is implemented.

A considerable number of researchers have done work on publishing in South Africa resulting in published reports, surveys and articles. However, it is worth noting that most of these researchers are based in the University of Pretoria in the Department of Information Science Publishing Studies. The University of Pretoria is one of the few educational institutions that offer publishing studies. This, in essence, highlights the paucity of work in this area. The existing research has provided interesting insight for this study, since it covers years before the implementation of the new policies as well as after. Examples of these works are; Galloway, Bothma and Greyling (2004) *Snapshot Industry Survey*; Galloway, Bothma, du Plessis and Venter (2005) *PASA Snapshot Industry Survey*; Galloway, Venter and Bothma (2006) *PASA Annual Industry Survey 2004*; Galloway, Venter and Bothma (2006) *PASA Annual Industry Survey 2005*; Galloway and Struik (2009) *Book Publishing Industry Annual Survey – Book Trends over two years (2007-2008)*; Struik (2012) *Annual Book Publishing Industry Survey*; Struik and Le Roux (2012) *Book Publishing Industry Annual Survey 2010-2011*; Struik (2013) *Annual Book Publishing Industry Survey 2012*; Borgstrom (2016) *Annual Publishing Industry Survey 2014*.

Mbengei and Galloway (2009) are about the only researchers who did a study of procurement within educational publishing based on policy reforms in Kenya. In this respect, Mbengei and Galloway, (2009) undertook to study the impact of policy changes in the education sector on the development of the book publishing sector in Kenya. Interestingly, the research by Mbengei and Galloway, (2009) also bears relevance to this study. However, the researcher has not come across a study that focuses on procurement regulations on educational publishers in South Africa, which specifically explores the impact of public procurement regulations on the educational publishing industry, hence the need for this study. In this respect, the two concepts; publishing and procurement are discussed separately. However, within these discussions, the connection between the two concepts in the context of educational publishing industry in South Africa is highlighted.

Deducing from the discussion above, it can be stated that procurement is the process of obtaining goods and services to meet an organization's needs, both internal and external. That being said, it is also important to note that the two forms of procurement mentioned above do exist in South Africa and the educational publishing industry is therefore no exception in this regard. Besides dealing with government in terms of procurement of text-books for public schools, publishers as privately-owned profit-making organisation also do business with private organization, whereby educational publishers supply books to private bookshops and booksellers. Although both forms of procurement are practiced in the educational publishing industry, the focus of this study is a public procurement. The following diagram provides an overview of generic textbook procurement process in South African Educational publishing industry:

Figure 2.1: Generic procurement model



Source: Adapted from Rangata (2008)

Significant research on the concept of procurement within various contexts is existing, however the research shows that not much has been done on procurement within the educational publishing sector. Below is a discussion of the two forms of procurement, that is, private and public procurement which is followed by presentation of the trends and practices in global, African and South African perspectives.

2.3.1.3 PRIVATE PROCUREMENT

To some extent, the above discussion highlights the concept of private procurement and gives examples as to where it happens in the educational publishing industry. According to Surbhi (2015 :1) private procurement is a form of procurement that happens within the privately-owned businesses. Notwithstanding the definition of private procurement, there is not much written about this form of procurement in the literature. The earlier discussion provides examples of private procurement; however, the focus of this study is public procurement, which is discussed below.

2.3.1.4 PUBLIC PROCUREMENT

This section sets out to discuss the concept of public procurement as the process of acquiring of goods and services from the service providers by state organizations (Alam & Gonzales, 2016:17). A number of scholars have researched quite extensively on this concept, focusing on global, continental and local trends and practices. The section commences by providing a conceptual discussion of public procurement followed by an outline of public procurement highlighting trends in United Nations, in Africa and in South Africa. Thereafter, is an overview in terms of decentralised and centralised procurement based on public procurement regulation. A conceptual discussion of decentralised and centralised systems is presented, highlighting the differences between the two systems. Then, the final section under South Africa Perspective presents literature on Public Finance Management Act (PFMA).

2.3.1.5 GLOBAL PERSPECTIVE

From a United Nations' perspective, Thai (2009:3), defines public procurement as an overall process of acquiring goods, civil works and services which include the identification of needs, selection and solicitation of sources, preparation and award of contract, and all phases of contract administration through the end of a service or the useful life of an asset. In an overview of procurement in Bangladesh, Alam and Gonzales, (2016;17), refer to procurement as an act of acquiring and buying goods and services and further state that the process includes planning and processing of a demand of goods and services as well as the end receipt of goods and services as well as approval of payment.

2.3.1.6 AFRICAN PERSPECTIVE

Thai (2009:134), emphasises that in Africa, public procurement is an effective ingredient in realizing good governance that contributes to poverty alleviation on the continent. Furthermore, Thai (2009) states that public procurement in Africa were generally weak and characterised by corruption and non-transparent mechanism.

The table below, illustrates the procurement situation in Africa before reforms:

Table 2.2: Procurement situation in Africa before reforms

Public Procurement Aspect	Distinguishing Features of Public Procurement Systems in Africa
Rules of Conduct and Accountability	<ul style="list-style-type: none"> • Serious weaknesses in implementation of procurement rules • Lack of rules concerning conflict of interest in public procurement • Few countries had anticorruption provisions in place • Limited resources for policing corruption was noticeable in a number of countries
Preferential Treatment of Local Bidders	<ul style="list-style-type: none"> • There were some degree of preferential treatment for national goods • Some nationals also received some preferential treatment but there were country differences
Institutional and Administrative Arrangements	<ul style="list-style-type: none"> • Involvement of central procurement authorities in operational activities (e.g., sitting on evaluation committees, serving as adjudicator bodies, procuring common use items, etc.) • Limited concentration by procurement central authorities on regulation • Prevalent conflicts of interest by officials working in central procurement units and procurement required standards of conduct
Human Resource Capacity	<ul style="list-style-type: none"> • Limited or lack of professional requirements for procurement personnel • Limited or complete lack of training programs in procurement-related areas • Conduct of procurement was by clerical staff • There was no minimum civil service rank for procurement personnel
General Features of the Procurement Systems	<ul style="list-style-type: none"> • Adversarial/arm's length relationship with supplies • Limited consultation of the private sector

Source: Adapted from Thai (2009)

According to Thai (2009:145-152) the said phenomenon in relation to public procurement, led to the following forces that are drivers of public procurement reforms:

- (i) To advance the Governance of the public sector;
- (ii) To answer to global forces and to improve the participation rates of private sector in public procurement;
- (iii) To advance on transparency thereby minimizing corruption in public procurement systems;
- (iv) To expand accountability of the procurement systems;
- (v) To advance the coordination of public procurement system;
- (vi) To advance public procurement professionalism;
- (vii) To expand service delivery and reduce poverty.

Thai (2009), highlights the above drivers of public procurement reforms because there are challenges in the African continent, such as dishonesty and deteriorating ethical conduct of public sector employees; poverty and organizational issues; inadequate procurement capacity; poor monitoring and evaluation mechanisms; and inadequate resources.

2.3.1.4 SOUTH AFRICAN PERSPECTIVE

In South Africa, a local publishing industry began to develop after 1945, from having been an almost entirely importer of books (McCallum, 2009). In this regard, McCallum (2009), states that by 2007 the industry had grown to such an extent that 78% of publishers' turnover was derived from local publishing, and only 22% from imported books. However, the South African educational publishing industry remains a vulnerable industry, hovering on the tightrope of chasm of failure (McCallum, 2009). Further, McCallum (2009), attributes this phenomenon to the ineluctable reality of publishing economies of scale colliding with the size of reading populations, intermittent changes in curriculum policies and procurement regulations.

In the South African context, Thai (2009:364), argues that public procurement is not only business, that is, acquisition of goods and services on the best possible terms, but also has broader social political and economic implications. Concurring with Thai (2009:364), Munzhedzi (2016:2) , states that public procurement in South Africa has been granted constitutional status and is recognised as a means of addressing past discriminatory policies and practices. In this context, Munzhedzi (2016:3), alludes to the fact that public procurement is underpinned by a relevant legislative framework, which comprise the following pieces of legislation:

- Public Finance Management Act of 1999 (PFMA)
- Municipal Finance Management Act of 2003 (MFMA)
- Prevention and Combating of Corrupt Activities Act of 2004 (PCCA)
- Preferential Procurement Policy Framework Act of 2000 (PPFA)
- Public Service Act of 1994 (PSA)
- Public Service Regulations of 2001 (PSR)

In a similar way, the above pieces of legislation came about because corruption in the procurement process is one of the biggest challenges facing the South African government, in the quest to address the past discriminatory practices and policies by empowering the previously disadvantaged majority (Munzhedzi, 2016:1).

Notwithstanding the different approaches used by different scholars to study the evolution of procurement in general and public procurement in particular, there is general consensus that procurement is an innovative system of purchasing of goods and services through regulatory policies that influence the lives of the citizens and the businesses alike (Munzhedzi, 2016:1). Key to the legislative policies in public procurement in South Africa, is PFMA which is discussed below:

PFMA, is one of the legislative pieces that guides procurement processes in South Africa. Among many pieces of legislation discussed above relating to procurement, it is important to highlight this piece of legislation because the procurement process of text-books in South Africa occurs within the confines of the legislative and regulatory framework and, in particular, PFMA (1999).

The Public Finance and Management Act controls the management of finances in national, provincial and local government. It sets out the procedures for efficient and effective management of all revenue, expenditure, assets and liabilities, PFMA (1999). It establishes the duties and responsibilities of government officials in charge of finances. According to Munzhedzi (2016:3), Section 76 (4) of the PFMA (1999) directs the National Treasury to develop regulations and issue instructions regarding the determination of a framework for an appropriate procurement and provisioning system which is fair, equitable, transparent competitive and cost effective". As stated above that the South Africa procurement landscape is informed by the Constitution. Therefore, in this regard, Munzhedzi (2016:3), states that PFMA is a provision of Section 217 of the 1996

Constitution which provides that: “...accounting officers of a state department must *inter alia* ensure that the department has and maintains effective, efficient and transparent systems of financial and risk management and internal control; a system of internal audit under the control and direction of an audit committee and an appropriate procurement and provisioning system”.

Aside from the provisions of this act, it is worth noting that it is not the end all, but it should be used in conjunction with other pieces of legislation in order to address fully the inadequacies of the past. Also, critically important is to ensure effective procurement processes, both in a decentralised and centralised system.

2.3.2 PROCUREMENT TRENDS AND PRACTICES

This section outlines prevailing trends of procurement and practices relating to procurement and publishing in Africa. Different trends, namely; quality of textbooks, decentralised procurement and centralised procurement are discussed in relation to the educational publishing industry in South Africa. Subsequent to this, practices in the form of private procurement and public procurement are highlighted.

2.3.2.1 TRENDS IN TEXTBOOK DEVELOPMENT

This section presents the importance of textbooks in the attainment of quality teaching and learning. Visser (2009:3) emphasises that in the past, the NDE was more concerned with the management, procurement, dissemination, and recovery of textbooks than with the quality of these resources. In this regard, quality of textbooks is highlighted as essential in the supply chain process as it relates to one of the key pillars of public sector procurement. As such, it emphasises the issue of the cost effectiveness in the procurement system and value-for-money as well as anticipated benefits (Munzhedzi, 2016:5). Below is the discussion on the quality of textbooks.

2.3.2.2 QUALITY OF TEXTBOOKS-AN INTERNATIONAL PERSPECTIVE

Visser (2009:6) states that textbooks are the products of a political-economic system that may not be propitious in achieving accessible, high quality education. In this regard, The United Nations Educational, Scientific and Cultural Organization (UNESCO) made a publication, titled – Textbooks and Quality Learning for All - to contribute to the discourse on and advancement of

quality education and training through quality textbooks. In this publication, UNESCO, highlighted the intricacy of the forces impacting on the provision of textbooks as follows:

- (i) The political and economic systems that may not be conducive to creating quality education;
- (ii) Textbooks relevance and availability result from a balance of a variety of competing forces; namely, how ministries of education exert quality control, what publishing houses deem feasible and profitable, parents' and governments' capacity to pay for the textbooks and tendencies towards increasing globalisation, privatisation, decentralisation and localization.
- (iii) New textbook production and distribution systems may result in more innovative and attractive textbooks, but they often fall short of ensuring a product that is appropriate and affordable to all.

In line with public procurement policies and regulations, the international perspective on the quality of textbooks is key if South Africa were to deliver quality education. This cannot be done without adherence to the pillars of procurement by, both the NDE and educational publishers regardless of the procurement system being employed.

2.3.2.3 QUALITY OF TEXTBOOKS - A SOUTH AFRICAN PERSPECTIVE

Visser (2009:4) argues that research on the quality, effectiveness and use of textbooks appears to be non-existent in South Africa, despite the pronouncement by UNESCO that textbooks will remain an instrument of extraordinary power...the most effective of educational technologies yet invented, and there is no reason to imagine a modern educational system where textbooks do not play a central role. To ensure quality, the department of education develops the guidelines for publishers to develop books. The book is accepted if it meets submission guidelines, which are the only criteria that measures content quality of the book.

It is quite concerning though, that SA does not seem to have a policy with regard to the quality of textbooks and textbook development policies, despite efforts by UNESCO and locally, by South African Book Development Council (SABDC). Notwithstanding the implications of this phenomenon on the quality of education, the future of educational publishing industry is in jeopardy if there is no political will to address this phenomenon quite vociferously.

2.3.2.4 DECENTRALISED PROCUREMENT

This section discusses decentralised procurement, which is an element of a public procurement system – a trend that is evolving in the procurement systems. In this respect, different purchasing systems are used by a single organization at different locations at different times.

Edwards and Ngwaru (2010) define decentralised procurement as a purchasing system in which departments of an organization with vast geographical locations can make purchases through different purchasing systems. In educational book publishing context, it refers to a complex system, whereby different provinces operate different book procurement systems at different times, which makes tracking difficult (Edwards & Ngwaru, 2010).

Making reference to South Africa in their article, Edwards and Ngwaru (2010:14) describe decentralised system as a complex system, whereby different provinces operate different book procurement systems at different times. Notably, Rangata (2008), concurs with Edwards and Ngwaru (2010) in so far as the complexity of the system, by stating that provincial variations to the procurement models start to apply here. In the context of educational publishers that supply textbooks to the department of education, each province handles its own procurement at its own time. Some provinces require publishers to deliver books to a central warehouse (to be delivered to schools by approved booksellers), and others require delivery directly to their approved local booksellers (who will deliver to schools?).

In this respect, Thai (2009:299) argues that some of the reasons a procurement process must have a decentralised nature are to provide more responsive support to end users, eliminate bureaucratic obstacles to program accomplishment, improve interdepartmental coordination, and empower service delivery managers to procure what they need without impediment by a centralised organization. However, the government needs to understand the importance of reducing the risk of publishers highly dependent on the education market (Ngwaru & Edwards, 2011). Arguing for decentralisation procurement system, Munzhedzi (2016:3), state that state tender board was far removed from suppliers of goods and services and that there was little communication between decision makers, potential service providers and those in need of such service”. In this regard, Munzhedzi (2016:5), also highlights the issue of transparency, performance and accountability by stating that decentralised procurement minimises fraud and corruption which is so prevalent in a

centralised system. Gupta et al. (2017:294), concurs with Munzhedzi (2016:5), when he emphasises that transparency is an important tenet of public procurement and further states that it is in this decentralisation that several challenges occur, including lack of skills, and capacity, noncompliance with policies and regulations, lack of accountability and corruption”.

Notwithstanding the perceived dissonance by scholars on the concept of the decentralised system, the scholars of supply chain management, it is however critical that the five pillars of procurement such as value for money, open and effective competition, accountability and reporting, as well as the functioning legislative and regulatory frameworks are adhered to, regardless of the procurement system adopted by an organization (Munzhedzi, 2016:3). Following is the discussion of centralised procurement.

2.3.2.5 CENTRALISED PROCUREMENT: A PREFERRED MODEL

Edwards and Ngwaru (2010) define centralised procurement as a purchasing system in which all departments of an organization with wide geographical distribution can make purchases through a single common purchasing system. Although centralised purchasing has become common in government, centralisation model has been challenged (Thai, 2001:5). Maglo (2017:2) emphasises that the term ‘centralized procurement’ is used when the process is coordinated by a central body which is responsible for major relevant decisions in product purchasing or service provision contract.

This section discusses the concept of centralised procurement. It is important to highlight that centralised procurement is one of the categories of procurement. In this context, Thai (2009:6) argues that the unpredictable nature of the environment where public procurement occurs gives rise to the trends such as decentralised and centralised procurement. Contrary to the decentralised procurement system, the centralized system is regulated in all respects in terms of books submitted to the National Department of Education (NDE) and all processes relating to evaluation, approval and cataloguing. Rangata (2013:1) argues that a decentralised system (discussed above) offered new entrants, in particular, small publishers some space to gain access to educational market. However, in the same vein, Rangata (2013:1) claims that there is sufficient consensus amongst all publishers that the national catalogues (a catalogue created through centralised system) are both

necessary and better. He further states that unfortunately, the national catalogue has worsened the opportunities of small publishers resulting in educational landscape becoming heavily tilted in favour of major players (Rangata, 2013). Interestingly, Joubert (2009) maintains that given stakes that publishers stand to win in the central procurement, it is hardly surprising that people are tempted to commit unethical publishing practices. Edwards and Ngwaru (2010:14) concur with Joubert on the possibility of unethical practices in the centralized procurement system, asserting that "...international experience points to the potential for personal gain for those involved in the approval of books for schools.

In addition, Thai (2009:298), advocates for central procurement when he claims that central procurement ensures consistency and answerability of government contracts, procurement personnel, and the procurement process overall. Thai (2009: 299) further states that the major drawbacks to a centralised procurement process are the added amount of paperwork, red tape, and formal procedures that become part of a centralised system. On the contrary, Gupta et al. (2016:299), contend that those who favour centralization argue that the government may save a reasonable share of unnecessary costs by buying in bulk, motivates that central procurement can enhance the achievement of cost reduction through economies of scale; product and service standardization; quality optimization of products and services procured; and knowledge sharing among specialists, resulting in better use of human resources.

Even though there are concerns about malpractices that are associated with centralized procurement system, as alluded to by Joubert (2009), the National Department of Education, however, needs to get a grip in the procurement of this essential commodity in order for the system to be effective and efficient, which is contrary to the phenomenon of a decentralised system. Evidently, the successful implementation of centralised or decentralised procurement system, depends entirely on how the government manages the processes. The perceived dissonance on the merits and demerits of each system speaks to the fact that there is no wrong or right system. However, it must be noted that the successful implementation of procurement system hinges on procurement cycle; namely planning, purchasing and managing (Alam & Gonzales, 2016).

Following is the discussion on drivers of procurement reforms.

2.3.3 DRIVERS OF PROCUREMENT REGULATIONS IN AFRICA

The study by Thai (2009:133), revealed that procurement systems in Africa were generally weak and characterised by corruption and non-transparent mechanism. This is cause for concern for the procurement of textbooks in South Africa and may impact negatively on the South African educational publishing industry He further states that countries such as Ghana, Egypt, Guinea and South Africa made attempts to change from the old procurement framework to the new public procurement system whereby the old procurement is raised from a clerical role to one that is tactical. The shifts discussed above are illustrated in the table below:

Table 2.3: Shift from old to new procurement system

Old Public Procurement	New Public Procurement
Clerical function	Strategic function
Cost centre	Profit centre
Reactive function	Proactive function
Passive -vertical administration function	Integrative -initiative set of leadership roles
National in outlook	Global in outlook
Suppliers taken as adversaries	Suppliers taken as partners
Short term focus relationship	Long-term relationship
Non-value adding activity	Value adding activity
Unprofessional activity	Professional activity
Focused under other functions	Growing into a separate management function
Manually oriented	Computer oriented
Goods based	Service based
Construction based	Other services
Procurement not taught in many institutions	Academic discipline

Source: Adapted from Thai (2009)

According to Babbie and Mouton (2007), Africa had challenges of public procurement relating to corruption and declining ethical conduct, inadequate procurement capacity and resources, poverty and poor monitoring and evaluation mechanisms. As such, the forces below were drivers of public procurement reforms:

- (i) To advance the Governance of the public sector;
- (ii) To answer to global forces and to improve the participation rates of private sector in public procurement;
- (iii) To advance on transparency thereby minimizing corruption in public procurement systems;
- (iv) To expand accountability of the procurement systems;
- (v) To advance the coordination of public procurement system;
- (vi) To advance public procurement professionalism;
- (vii) To expand service delivery and reduce poverty.

Thai (2009) further states that apart from forces discussed above, procurement reforms are also influenced by other systems such as economic, political social and legal system, which provide both opportunities and challenges for public procurement reforms.

It is also important that publishing as a key variable in this study, is discussed adequately in relation to procurement.

2.3.4 PROCUREMENT REFORMS IN EDUCATIONAL PUBLISHING INDUSTRY

This section presents a review of literature on the impact of policy reforms in the education sector on the development of the book publishing industry in Kenya and South Africa. The initial section begins by detailing the current status of the book publishing sector in Kenya. Thereafter, the interdependence between the education and book publishing sectors is highlighted. An overview of the new school textbook policy that was introduced in 1998 is presented in order to show how it has influenced the textbook production and procurement.

2.3.4.1 THE PUBLISHING LANDSCAPES IN KENYA

According to Mbengei and Galloway (2009), the school textbook sector is the most dominant, constituting about 90% of all the books produced in the country. The majority of the book publishing houses in Kenya focus on producing books in this sector, probably because it is the most lucrative. The publishing industry in Kenya has always been subjugated by the multinational publishing houses (Rotich, 2000:3). Sadly, a number of native private publishing houses have been established in Kenya, however some did not subsist for long. Interestingly, the book publishing sector in Kenya has always been school textbook-oriented (Mbengei and Galloway, 2009). The publishing industry in Kenya plays a pivotal role in the education process because knowledge, information and skills and cultural values are imparted by reading books and other information-rich material. It therefore follows that education, culture and publishing are closely interrelated and depend on each other. Following discussion is the impact on policy changes in Kenya.

2.3.4.2 THE IMPACT OF POLICY CHANGES IN KENYA

As cited by Mbengei and Galloway (2009), the introduction of free and compulsory primary education has presented a number of challenges in Kenya. Rotich (2000:4), states that the new policy (implemented by the beginning of 1999) is designed to encourage liberalisation and commercialisation of the book trade. Hadad, Agusman, Monroe, Gasbarro and Zumwalt (2011), state that a policy change is normally a response to a problem or set problems in the sector, and must, therefore, start with an appreciation of the educational sector and its context". These are presented and summarised below:

- (i) Approval of allegedly low-quality books;
- (ii) Inappropriate book approval policies;
- (iii) "Alien" technical specification;
- (iv) High cost incurred by book publishers in bidding for textbook approval. Publishers are charged a non-refundable fee for documents to bid for textbook submission, evaluation and approval;

- (v) Inadequate printing capacity in the country. The local printing firms do not have the capacity to handle large volumes of work occasioned by the introduction of Free Primary Education (FPE);
- (vi) Delay in printing approved books. This is due to the fact that some local publishers send work to foreign countries for printing and they have to queue among other orders. Three months later, the books are shipped from foreign countries and further delays occur due to bureaucratic red tape that goes with clearing the book consignment and ultimately books do not get to schools and the market in good time;
- (vii) Short notice in announcement of books. The book publishers are given a very short time to develop the books that are approved by the Ministry of Education, Science and Technology. It becomes difficult for printers to cope with this kind of pressure.
- (viii) Late disbursement of donor funds to schools. Delayed funds to purchase educational impact negatively on publishers who have already spent huge sums of money producing books that have to wait in their warehouses for orders from schools.
- (ix) Withholding of funds by head teachers. Publishers have faced a situation whereby some head teachers withhold funds especially if they receive them late in the term from the government.

The discussion above presents the plight of educational publishers in Kenya that came about as a result of policy change in the textbook publishing industry. Evidently, the policy change impacted negatively on the educational publishing industry in Kenya. Interestingly, this study, endeavours to investigate the impact of procurement and curriculum reforms in South Africa and to determine the effect of these regulations on the educational publishing sector.

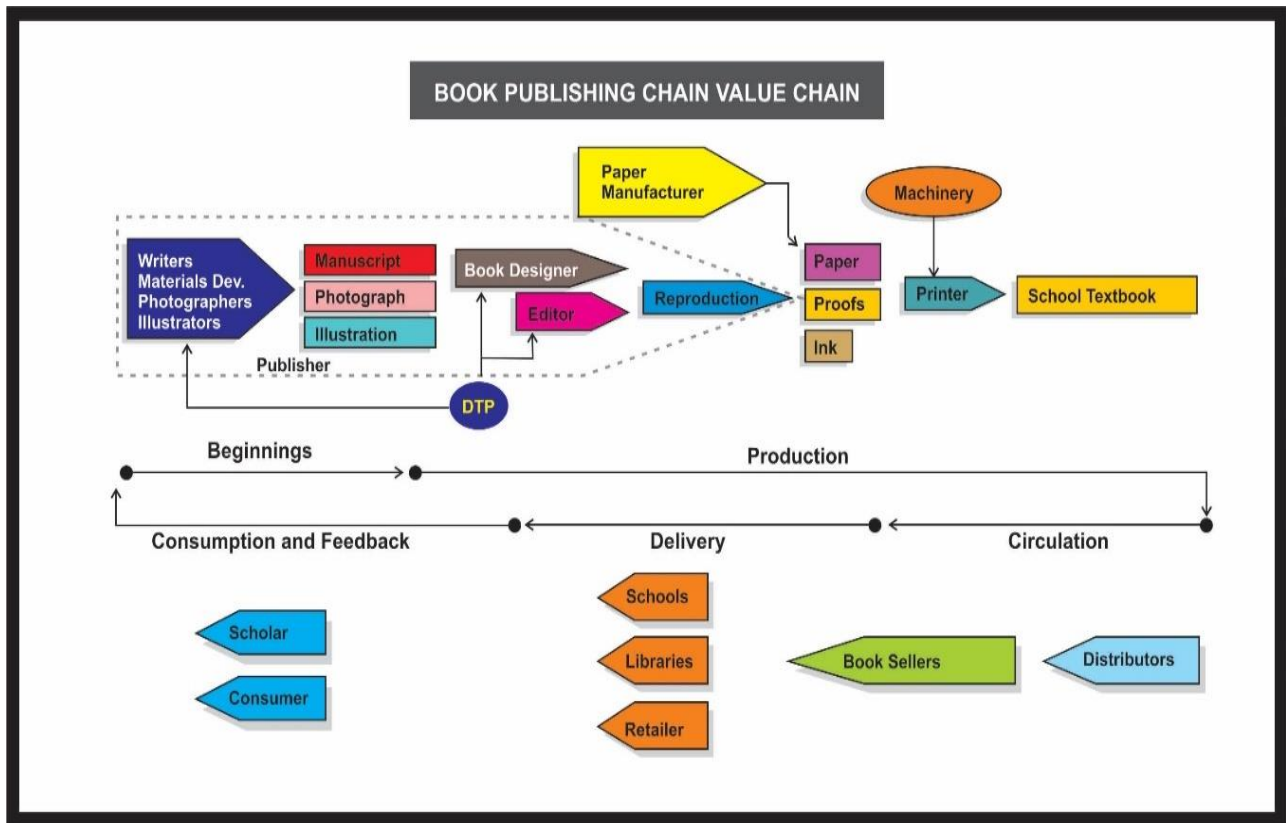
Following is the discussion of publishing landscape in South Africa

2.3.4.3 THE PUBLISHING LANDSCAPES IN SOUTH AFRICA

The publishing industry in South Africa is generally subdivided into three facets, that is, educational, academic and general or trade. According to Galloway (1998:34), the publishing industry (in 1998) was worth R1.5 billion and provided employment to 2 800 people.

Subsequently, in 2013 it grew to 3,2billion (Struik, 2013:58). According to the report compiled by the Department of Arts, Culture, Science and Technology (DACST, 1998:12), publishing is defined as economic activities that support or facilitates the creation, production, circulation and delivery of information-based products, which are in the form of text and images, to consumers who are able to read. The term “economic activities” denotes activities carried out for commercial gain as well as those that are not for profit, but nevertheless have economic impact, (DACST,1998:13). The publishing value chain is divided to illustrate beginnings, production, circulation, delivery, audience consumption and feedback. The following diagram provides an overview of the publishing value chain and also illustrates economic activities that take place along the value chain

Figure 2.1: The publishing value chain



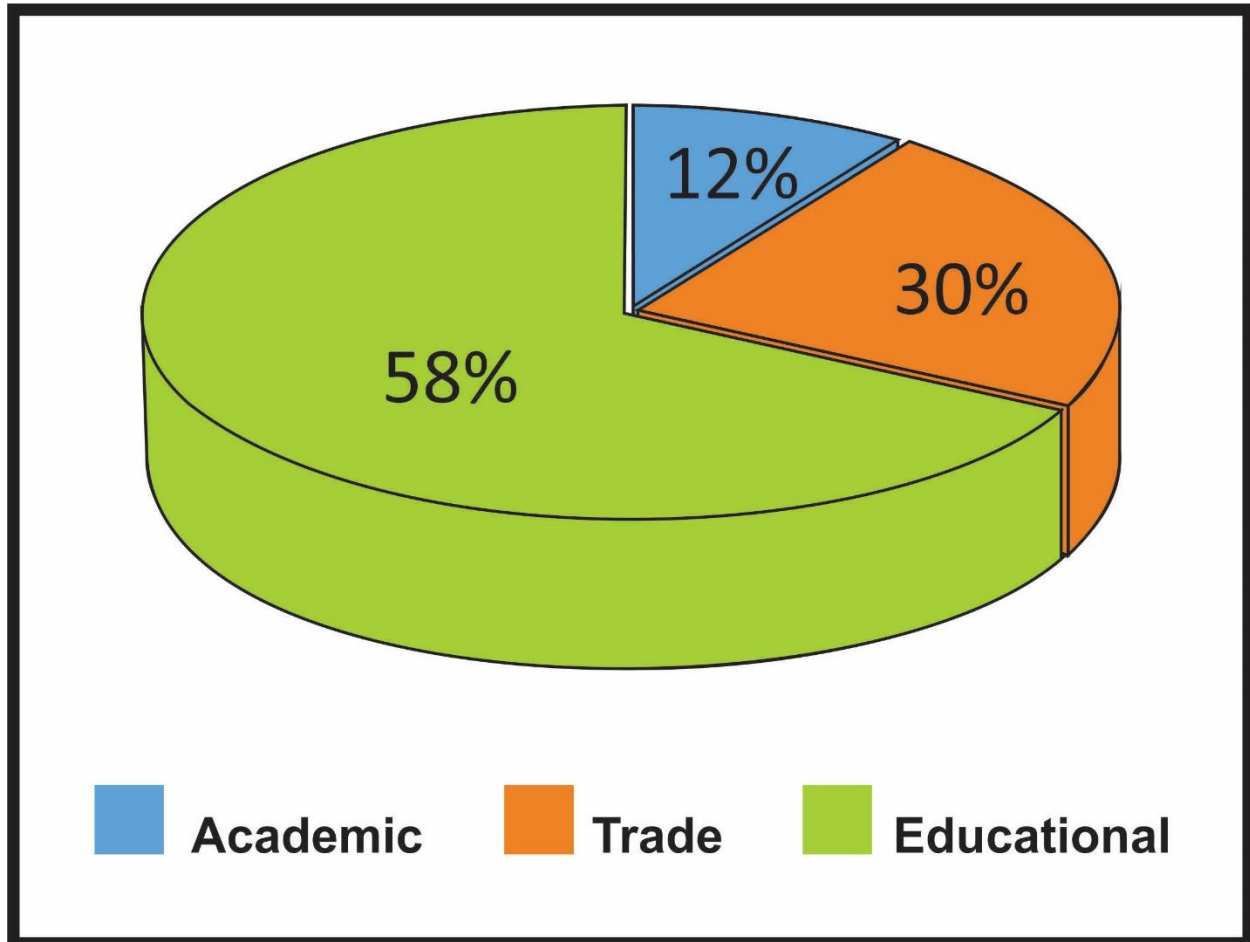
Source: Adapted from Department of Arts, Culture, Science and Technology (1998)

South Africa is comparable to a number of other countries in that the historical development of its book publishing sector is integrally linked to the education (DACST,1998:34). Following is the presentation of the market share in terms of the three main publishing sectors:

- Educational publishing; involved in the provision of text-books for public and private schools and to a large extent a backbone of the industry, accounts for approximately 58% of the market share.
- General or Trade publishing; selling fiction and non-fiction books to private customers such as Exclusive Books and CNA book retail chain stores, among others, accounts for 30%.
- Academic publishing; selling books to tertiary institutions such as public and private universities and Technical and Vocational Education Training Colleges (TVET); a smallest segment of the industry, accounting for 12%.

The figure below illustrates the market share per each sector (Le Roux & Cassels, 2016:3).

Figure 2.2: Market share per sector



Source: Adapted from Le Roux and Cassells (2018)

The above presentation seeks to categorise publishing industry according to segments within the broad spectrum of publishers in the industry and according to size of each sector. Clearly, the review of literature, in this regard, shows that educational publishing is a large sector in South Africa. Considering the size of this sector, it is important to note that any substantial change to the educational publishing sector – particularly one which drastically affects procurement systems is thought to have an impact on the “biodiversity” of the industry (McCallum, 2014). Accordingly, it is against this backdrop that this study is undertaken on educational publishing.

Galloway (1998:12) defines publishing as economic activities that support or facilitate creation, production, circulation and delivery of information-based products. In addition, Rangata (2008:3-

4) states that publishing is the production process of books that involves authors, editors, typesetters, and designers, working together to put intellectual property in book, CD or electronic format. Interestingly, the definition of publishing by researchers reveals both broad and narrow description of the publishing process. Evidently, the definition Galloway (1998) gives a sense that publishing does not exist in isolation but the process is part of a value chain. Although researchers define the concept of publishing in different ways, it is important to note that publishing is an important sector in the economy of South Africa. Notably, Rangata (2008:3-4) chooses a narrow narrative of this process, simply to dispel the myth that publishing, printing and book retail fall within the same process. In a sense, they both concur on the definition of publishing that in this economic activity there is processing of text (raw manuscript from an author) and images (illustrations and pictorial information), emphasising value chain process that culminate into a textbook. Following is the presentation on the policy changes in South Africa, namely; curriculum and procurement policies.

2.3.4. THE IMPACT OF POLICY CHANGES IN SOUTH AFRICA

The South African publishing Industry is currently undergoing changes as it adapts to advances in information technology, the emergence of new markets and dramatic changes in consumer tastes and needs, (DACT, 1998). According to the Organization for Economic Co-operation and Development (Lieben, 2013) , Curriculum reform in South Africa has been “of a scale arguably unparalleled in the history of curriculum change. Lieben (2013) accentuates that the first reform, after 1994 elections, was to justify and consolidate the syllabi of the hitherto existing 19 racially segregated education departments and to remove racist, sexist and offensive language. Following are the curriculum changes that have occurred in the education sector over the years:

- (a) Curriculum 2005 (C2005) was launched in 1997 and executed in phases from the beginning of 1998. This was later reviewed by a ministerial committee which recommended that it be reviewed.
- (b) The resulting change produced a Revised National Curriculum Statement (RNCS) in 2002 (Department of Education, 2002a).
- (c) Further review was done and culminated in the phase-in of National Curriculum Statement (NCS) (Department of Education, 2007e), in 2008

- (d) In 2010, no new books were purchased from educational publishers instead, the government supplied State Published books to school to the detriment of the publishing industry. Publishers experienced significant changes in their business operations (Struik & le Roux, 2012)
- (e) NCS was revised and Curriculum Assessment Policy Statement (CAPS) was introduced in 2011. The implementation of CAPS was to last until 2016. There have not been any further changes to curriculum since 2011 in terms of the curriculum polices.

Coinciding with curriculum policy change in 2011, was the adoption of a centralised procurement system. Haddad (1995) maintains that a policy change is normally a response to a problem or set of problems in the sector, and must, therefore, start with an appreciation of the educational sector and its context. Munzhedzi (2016) states that the democratic government in 1994 inherited a system which was centralised in that the tendering process was managed by the State Tender Board. Furthermore, Munzhedzi (2016:2) accentuates that there were several challenges associated with a centralised system, administrative inconvenience and an insuperable process to name a few, hence the amendment of the State Tender Board Act, 1968 (Act 86 of 1968) which empowered Director Generals and Chief Executives to manage their own procurement processes. The amendment of the act culminated into a decentralised procurement system. Prior to 2011, procurement of books was under a decentralised system. Munzhedzi (2009:3) states that it is in the decentralised system that several challenges occur, including lack of skills and capacity, noncompliance with policies and regulations, lack of accountability and corruption. However, the study done in Brazilian ICT Sector, by Sorte (2013:2) argue for centralised procurement system and highlight that:

- (1) Centralised procurement system achieves cost saving through economies of scale;
- (2) Product and service standardization;
- (3) Quality optimization of products and services procured;
- (4) Knowledge sharing among specialist, resulting in better use of human resources.

Sorte (2013) further state that centralised procurement greatly benefits small public bodies; allowing them to acquire products at low costs and to allocate limited human and financial resources in sectors more directly related to their core competencies. Munzhedzi (2009:5), concurs

with Sorte (2013:7), by stating that centralised procurement enhances performance and accountability of accounting officers.

2.4 SUMMARY

Chapter two has provided an overview of procurement and a number of aspects relating to procurement. This was followed by a consideration of explanations of publishing and related variables. A case study of Kenya, relating to procurement policy changes in the textbook publishing industry was presented. Finally, a theoretical consideration in terms of the study was discussed.

Chapter 3 : RESEARCH METHODOLOGY

3.1 INTRODUCTION

This chapter presents and discusses the research methodology employed to conduct this study and to attain its objectives. The first section provides a brief description of research approaches employed in the study. The second section covers the principles and research paradigm employed in the study; that influenced the choice of research strategy. The study is focused on evaluating the impact of procurement legislation on educational publishers in South Africa. The chapter is arranged in a manner that provides a framework of research methodology used in the study. An outline of research design, data collection, population, sample and sampling technique is presented. This is followed by an overview discussion of data collection, data collection instrument, data quality control, data reliability and validity as well as data analysis. Thereafter, the ethical considerations and limitations of the study are highlighted. Finally, the chapter concludes with a summary.

The following section is an outline and discussion of research approach employed in the study.

3.2 RESEARCH STRATEGY

The researcher opted to use a qualitative research method as this method allows for exploring and understanding the impact of the implementation of procurement regulations on educational publishers in South Africa. In this way, the researcher attempts to get an in-depth opinion from participants, guided by the general principles of research; namely; methodology.

The methodology of this particular study is situated within the interpretive research paradigm, which is discussed below in 3.3.

Researchers develop various constructs to systematise and categorise different approaches to research. Hence, the qualitative research strategy or approach that guides this particular study is discussed. There are two research strategies that characterise any scientific investigation, namely the qualitative and quantitative research approaches. Dawson (2009:14) states that: "...qualitative

research explores attitudes, behaviours and experiences through such methods as interviews or focus groups while quantitative research generates statistics through the use of large-scale survey research, using methods such as questionnaires or structured interviews”.

3.3 RESEARCH PARADIGM

Saunders, Lewis and Thornhill, 2016:124) define paradigm as a system of beliefs and assumptions that guide the way the researchers do things in the development of knowledge”. These are thought processes that form a blueprint called research design in which data are collectively measured and analysed based on research questions related to the area of study (Creswell & Creswell, 2017).

This study was therefore conducted under the constructs of an interpretive research paradigm. The purpose of interpretive research is to create a new, richer understanding and interpretations of social worlds and contexts (Saunders, Lewis & Thornhill, 2016:136). It therefore follows that an interpretive approach is commonly conducted through a qualitative research; an approach for exploring and understanding the meaning individuals or groups ascribe to a social problem (Creswell, 2014:71). Through the elements of interpretive paradigm, the researcher aims to determine the impact of procurement regulations on educational publishing industry in South Africa, which is the focus of the study.

As cited by Dladla (2018), Babbie and Mouton (2007), elucidate that the interpretive approach is helpful when the researchers, “interpret, create, give meaning, define, justify and rationalise actions,” in the context under investigation. According to citation by Dladla (2018), Wright (2012) accentuates that the interpretivist paradigm helps in revealing what happened and in what context the occurrence happened. Further, it indicates the causes of occurrences being studied and this paves a way for proposing recommendations for reaching objectives set out for the study. (Ndebele, 2015) emphasises that from an interpretivist point of view, it is thus acknowledged that the diverse nature of individuals’ backgrounds, their assumptions and their experiences are key contributory factors in the creation of reality that occurs in their various social settings by means of interactions in the society (Wayhuni, 2012). Clearly, this paradigm is suitable for this study as this study sets out to investigate the impact of procurement regulations relating to educational publishers in South Africa.

The interpretivist research paradigm helped the researcher to understand the context of centralised procurement in the educational publishing industry, as well as factors that influenced this phenomenon. Linked to the interpretive research paradigm is the qualitative research approach which was used in order to have an understanding of processes and event that led to centralised procurement. As cited by Ndebele (2015), Guest, Namey and Mitchell (2013) accentuate that this strategy reveals several aspects of reality rather than the searching for a sole reality. Ndebele (2015) concurs that this strategy is best in studying various techniques through relating, deciphering and explaining them with the aim of understanding details for a particular phenomenon. Strauss & Corbin (1990), cited by Ndebele (2015) "...define a qualitative research approach as a type of inquiry whose findings are independent of any statistical procedure or quantification methods". Qualitative researchers employ a naturalistic approach whose major goal is the understanding of phenomenon within its context (Patton & Cochran, 2002).

Interestingly, a study using a qualitative research strategy could also employ elements of a quantitative research strategy. As cited by Ndebele (2015:144), quantitative research strategy is concerned with measurement of quantity or amounts and usually presents findings in tables and graphs (Rajasekar, Philominathan and Chinathambi, 2006). (Saunders, Lewis and Thornhill, 2016:496), describe the use of quantitative elements within a qualitative research as the way of distinguishing between numeric data and non-numeric data that assist the researcher to arrive at a single reality. Further, Ndebele (2015), describes the study of this nature as the research where the researcher blends research methods, approaches, concepts, language into a single study. Therefore, the quantitative elements employed within a qualitative study, seek to reveal various aspects of reality that are key contributory factors to a single reality.

Likewise, this study employed the qualitative research strategy but also added quantitative elements. The quantitative elements assisted the researcher to gain deeper understanding of the research problem being investigated. Inevitably, statistical information in terms of the book titles and educational publishers under decentralised and centralised procurement systems was gathered. This information was synthesised and transformed to provide answers to the research problem.

The researcher's sources of information was Educational Publishers (EPs), Publishers Association of South Africa (PASA), South African Book Development Council (SABDC) and the National Department of Education (NDE). The publishers were categorised into small and major publishers.

Since there are many EPs and different categories, a purposive sampling was employed to get individuals to partake in the study. Sekaran and Bougie (2015) highlight that purposive sampling is the type of sampling used when the participants are specifically selected to fulfil a particular purpose in the study. Therefore, within PASA, the purposive sampling was used to select specific participants (EPs) from which relevant data was gathered. Equally, purposive sampling was also employed in the independent educational publishers' sector which is categorised into small, medium and large publishers.

Through qualitative research strategy, the researcher generates answers from broad open-ended questions formulated into a questionnaire, and from readily available information gathered from various sources (Sekaran & Bougie, 2015). In this way, the data collected transforms into findings with no particular formula (Ndebele, 2015). Selected individuals within the researcher's sources, are interviewed to get opinions, experience, attitudes and behaviour about the research topic (Dawson, 2009). Cited by Ndebele (2015), Harrell and Bradley (2009:6) elucidate that: "...interviews represent methods of conducting discussions between two people, that is, the interviewer (the person asking questions) and the interviewee (the person responding to questions) with the aim of gathering information about a particular phenomenon". Coll and Kalnins (2009), in the citation by Dladla (2018) emphasize that most scholars using the interpretive paradigm also use interviews as one of their methods for data collection.

Understandably, the researcher, in this study, used interviews as one of the data collection methods. The questions were designed by the researcher with the aim to personally administer interviews with selected participants. Clearly, the researcher used semi-structured interviews as well as focus groups interviews. Hung (2015), explains that semi-structured interviews are directed by the researcher, however, the respondent, through his/her responses, could direct the interview to a preferred direction. Focus group interviews are conducted among many people at the same time. Such interviews are also directed by an interviewer with the aim of getting responses from all participants, usually through a discussion. The discussion allows the interviewer to get different views from the group.

However, because of geographical locations and nature of work done by the participants, it was essential that the researcher also uses other means to get the interview questions to participants. The questionnaires were emailed to those selected participants before the actual interviews were

conducted. Besides the primary data collected through interviews questions, the researcher also made used of secondary data. This type of data was gathered mainly from the Annual Publishing Reports and Surveys and journal articles.

3.4 RESEACH DESIGN

The focus of this study is to determine the influence of procurement regulations on educational publishers using various educational publishing companies within the industry. A qualitative study was undertaken in order to conduct impact assessment whereby the requisite data was gathered and analysed, through a research design, to arrive at a solution for the problem that catalysed this study (Hsieh & Shannon, 2005). Sekaran and Bougie (2015:95) state that a research design is a blue print for collection, measurement, and analysis of data, based on the research question of the study, namely”.

3.5 POPULATION

The population included all 28 publishing specialists from 28 publishing companies in the education sector. Publishing specialists are either publishers or publishing managers well versed about issues in the industry and better positioned to provide information relevant to the study. According to Sekaran and Bougie (2015:240), population is “the entire group of people, events, or things of interest that the researcher wishes to investigate”. The population is the representative sample and this eliminates the risks related to sampling bias.

3.6 SAMPLE SIZE AND RATIONALE

The sample size included all 28 publishing personnel, publishers and/ or publishing managers. Since the population is quite small, the entire population was used as a sample. Sekaran and Bougie (2015:241) state that a sample is a subset of the population, comprising of selected members. In this study, the entire population of publishers comprises a sample. The sampling frame was produced by collating data for each educational publisher listed in the PASA directory and in that way a list of publishing specialist (publishers and/or publishing managers) was generated. The generated list constituted a sampling frame, which consisted of 28 elements. Saunders, Lewis and

Thornhill (2016:301) comment that a perfect representative sample is one that exactly represents the target population from which it is taken. This study adopted purposive sampling technique which is characterised by the application of expert knowledge regarding the population.

3.7 SAMPLING TECHNIQUE

Purposive sampling was employed in conducting interviews and the review of documents. Saunders, Lewis and Thornhill (2016:301) state that purposive sampling is often used when working with very small samples such as in case study research. They further state that: "...the researcher uses judgement to select cases that will best enable him to answer the research questions". Purposive sampling is an example of a non-probability sampling approach. Sekaran and Bougie (2015:245) state that in non-probability sampling, the elements do not have a known or predetermined chance of being selected as subjects. This method of sampling employs subjective approaches in order to make decisions on elements of the population to be included in a research sample (Battaglia, 2008). The choice of a purposive sample is characterised by the application of expert knowledge regarding the population. Expert knowledge of the target population enables the researcher to decide on the important characteristics that need to be represented in that particular sample (Battaglia, 2008).

3.8 DATA COLLECTION

The researcher, in this study, used interviews as one of the data collection methods. The questions were designed by the researcher with the aim to personally administer interviews with selected participants and focus groups, using semi-structured interviews as well as focus groups interviews. On average, interviews took about one hour and these were held at the offices of the respondents. The questions in the questionnaire were categorised according to themes that emanated from the research objectives, hence the questionnaire is divided into sections A to E. Evidently, the researcher, in this regard, is the primary instrument of data collection and analysis. This research, seeks to produce a splendidly descriptive text, highlighting the objectives of the research topic and addressing the critical questions by delving into and clearly stating the participants' views and interpretations of the phenomenon under investigation.

Dawson (2009:14) highlights that qualitative research explores attitudes, behaviour and experiences through such methods as interviews or focus groups. She further states that it attempts to get in-depth opinion from participants. The researcher elected to use interviews as they are appropriate for the study and this data collection instrument enabled the researcher to collect relevant data from the participants purposely selected for the study. According to Sekaran and Bougie (2015:160), interviewing is a primary method of collecting data in qualitative research, usually conducted to obtain definite ideas and experiences about what is, and is not, important and relevant to particular problem situations. There are three most common interviews; namely, unstructured, semi-structured and structured (Dawson, 2009:29). Since this is a qualitative research, the semi-structured interviews were the most appropriate type to guide the interview process employing a specifically designed questionnaire focusing on procurement regulations and educational publishers' issues. This type of interview enabled participants to give their specific opinions regarding the questions and share their answers spontaneously, using their own words. In this way, specific data was obtained and compared with other information gained in other interviews. The interviews were conducted individually with the publishing personnel in a non-contrived environment some were conducted at PASA conference at a scheduled time, lasting around twenty minutes each. Such interviews were all recorded using the researcher's Tablet. The recordings were transcribed into word documents for later analysis.

This study employed three different data collection methods; namely interviews with semi-structured questions (both one-on-one and focus groups), participant observation (observed discussions at Publishers Association of South Africa (PASA) Conference and Annual General Meeting (AGM) and document review (Patton & Cochran, 2002). Semi-structured interviews were used to gather data from the identified key participants for this particular study. In addition to semi-structured interviews relating to individuals and focus groups, Publishers' AGM and document reviews were also used as sources of data collection. These key participants constituted of directors of various educational publishing companies. Focus groups constituted of a publishers' group and a marketers' group.

Participant observation was also employed as a primary data source for this particular study and was instrumental in obtaining information and gaining an understanding of the views in regard to

the impact of centralised procurement. Participant observation also provided an understanding of the various challenges that are associated with the threat imposed by the change of public procurement legislation. According to Ndebele (2015) the key assumption of this data collection method is that behaviour is determined by the participants and further expresses their values and beliefs. Ndebele (2015), further states that: ‘...the use of documents as a data collection method involves analysing documents containing evidence regarding the phenomenon under investigation’. In this particular study the primary data was used in conjunction with secondary source of information. This was done in order to supplement and compensate for the limitations of both semi-structured interviews and observation. The secondary source of information served as cross validation tool of information gathered through the other two methods. The documents that were reviewed include journal articles, policies, books, National Policy of Education, UNESCO publication on quality books, DAC White Paper 2016, annual publishing reports and industry surveys that relate to the phenomenon under investigation.

3.9 DATA QUALITY CONTROL

Saunders et al. (2016:327) remark that the secondary data sets available from governments and data archives are likely to be of a higher quality than primary data you could ever collect yourself, however there is still a need to assess the quality of these data. This is done to ensure that quality is maintained in the data obtained and utilised in the study. In addition, (Hellman, Jones & Kaufmann, 2000), state that the researcher should ensure their data collection instruments employed, measure the data in a consistent, reliable manner and be valid.

3.10 DATA ANALYSIS

Data analysis in qualitative research seeks to understand the participants opinions and experiences on the phenomenon being investigated and to answer the critical research questions. According to Creswell (2014) the analysis of qualitative data includes the use of general procedure and specific steps to give concrete illustration of potential codes and themes that might emerge in the study.

Following are steps used in the qualitative data analysis, as suggested by Creswell (2014:197):

- (i) “Organize and prepare the data for analysis; including transcribing interviews, scanning material, typing up field notes, cataloguing al visual material, and sorting and arranging data into different types depending on the source of information;
- (ii) Read or look at all the data. This step provides a general sense of the information and an opportunity to reflect on its overall meaning (Creswell, 2014:197);
- (iii) Start coding all the data. Creswell (2014):197 comments that coding is the process of organizing data by bracketing chunks and writing a word representing a category in the margins;
- (iv) Use the coding process to generate a description of the setting or people as well as categories or themes for analysis;
- (v) Advance how the description and themes will be represented in the qualitative narrative;
- (vi) A final step in the data analysis involves making an interpretation in qualitative research of the findings or results”.

Dawson (2009:115), however adds that the method you use will depend on your research topic, your personal preferences and the time, equipment and finances available to you.

3.11 RELIABILITY AND VALIDITY

Creswell (2014:201) accentuates that qualitative validity means that the researcher checks the findings for the accuracy of the findings by employing certain procedures, while qualitative reliability indicates that the researcher’s approach is consistent across different researchers and different projects”. In this instance, the researcher focused on consistency, stability and

dependability of the data for the study. Saunders, Lewis and Thornhill (2016:202) concur with Creswell (2014:201) when they comment that reliability refers to replication and consistency, while validity refers to the appropriateness of the measures used, accuracy, of the analysis of the results and generalisability of the findings”.

The data acquired for the study was collected from participants at 27 educational publishers who gave their views on the challenges brought about by procurement reforms in the educational publishing industry. Such opinions were given by experienced directors and therefore the researcher ensured that the information was taken from reliable sources to address the research objectives, hence reliability and validity are sustained. All the interviews for the study have been transcribed so that the data can be compared with existing findings discussed in the literature review and the interviews were conducted using the interview guide to create consistency. However, the nonexistence of standardisation in semi-structured and exhaustive interviews can lead to concerns about reliability and/ or dependability, resulting in three types of potential bias such as; (i) interviewer bias, (ii) interviewee bias and (iii) participation bias (Saunders et al., 2016:399). In view of the potential bias discussed above, the data was compared to existing literature to mitigate bias and establish consistency and reliability.

3.13 ETHICAL CONSIDERATIONS

The researcher followed the University of KwaZulu-Natal Ethics Policy to the letter in conducting research on participants. All necessary steps were followed in the application for ethical clearance and gate keeper’s letters were obtained from each of the educational publishers before the interviews were executed. The researcher is committed to ensuring the quality and integrity of the research and has ensured that all participants were briefed through the informed consent letter on the objectives of this study. The researcher has undertaken to respect the confidentiality and anonymity of all participants to the study.

3.14 SUMMARY

This chapter provided the research design and the selected methodology for the study undertaken by the researcher. The focus of the study was to determine the influence of procurement regulations

on educational publishers in South Africa. The researcher used a qualitative method for the study, conducting interviews with the publishing specialists to gain an insight into the questions under investigation of the study. The researcher in the study is the primary instrument of data collection and analysis. Purposive sampling was used for the study as this method is more suitable for qualitative research. The researcher used semi-structured interviews for the study as they guided the interview process using a specifically designed questionnaire focusing procurement issues in the educational publishing industry. The chapter also presented information on the population, sample selection, survey instrument design, interview question design and how validity and reliability were sustained. The elimination of bias was delineated and how it was accomplished during the study. In conclusion, a discussion on ethical considerations, protocols and procedures were presented (Mbengei & Galloway, 2009).

The next chapter provides a comprehensive presentation and discussion of the data analysis. Framed within the theoretical literature survey, the findings are presented.

Chapter 4: DATA ANALYSIS AND PRESENTATION OF FINDINGS

4.1 INTRODUCTION

Presentation of data cannot be isolated from the analytic process. Ndebele (2015) emphasises that: "...it is, in fact, a vital component of the process including the engagement of the researcher with the interpretive performance, thus providing meaning to enormous amounts of unprocessed data". Marshall and Rossman (2011) accentuates that: "...unprocessed data without any interpretation holds no sense; hence, the act of interpretation creates meaning in terms of relevant data and further proves that meaning by means of a written report". There is also no set formula for the transformation of data into findings (Patton & Cochran, 2002). It is thus upon such a basis that a concurrent presentation and analysis of data for this particular study is provided.

This chapter presents the findings from analysis of the data compiled from interviews conducted with the participants in the educational publishing industry in South Africa. This chapter sets out to discuss the findings relating to the impact of procurement regulations on educational publishers in South Africa. First, the chapter provides description of the participants and profile of the companies that participated. Such information is considered in the interpretation and discussion of the results. Second, the presentation of the findings is presented in accordance with the themes identified in the literature review. The themes are organised according to the research objectives and questions to highlight linkages. The related themes are: procurement regulations, procurement trends and practices, drivers of procurement regulations, impact of procurement regulations and procurement models.

Below is the discussion of the sample of the study wherein participants and presentation of profile information is outlined. This is followed by an overview of the related themes.

4.2 SAMPLE

The study enrolled 28 participants, differentiated into three categories, namely; small, medium and large publishers. The sampling design was purposive sampling. The study was confined to these three categories of companies and the directors of these companies were targeted to provide the desired information. The semi-structured interview questionnaire was used to conduct interviews

with the participants. Sekaran and Bougie (2015:147) states that a questionnaire is a preformulated written set of questions to which respondents record their answers”. Most of the questionnaires were personally administered and a few were emailed to the participants. This constitutes a comprehensive description of the method that the researcher used in the analysis of data collected by means of semi-structured interviews, the review of documents and participant observation. Of the 28 questionnaires, 27 were completed and this constituted a response rate of 96.50%.

The following tables present the profile of the participants discussed above. The participants were profiled according to their experience and categorised according to size, namely; small, medium and large. Interestingly, there was no relationship between the size of the company and experience, that is, there were small companies with more than 15 years’ experience.

Table 4.1: Participants by Industry experience

NUMBER OF PARTICIPANTS	YEARS IN PUBLISHING
5	10-15 years
8	16-20 years
10	21-29 years
5	30 and above

Source: The researcher, summary participants’ experience (2018)

In terms of participants’ proportional representation, 14 constituted 50% of small publishers, 9 constituted 32% of medium and 5 constituted 18% of large.

Table 4.2: Participant categories according to size

SMALL	MEDIUM	LARGE
5	9	14

Source: The researcher, summary of participants in terms of size (2018)

4.3 DATA ANALYSIS

The purpose of data analysis in in qualitative research is twofold, namely; to understand the participants’ views and experiences and to answer the research questions. According to Sekaran

and Bougie (2015:276) the qualitative data analysis includes identifying, coding and categorizing of themes in the data collected.

4.3.1 DATA REDUCTION

The first step in qualitative data analysis is data reduction (Sekaran & Bougie, 2015:337). The researcher, in this regard, read all interview transcripts, compared and contrasted them, then highlighted similarities and differences. In the process of data reduction, the researcher used similarities to create code names and to arrange them into themes.

4.3.2 DATA DISPLAY

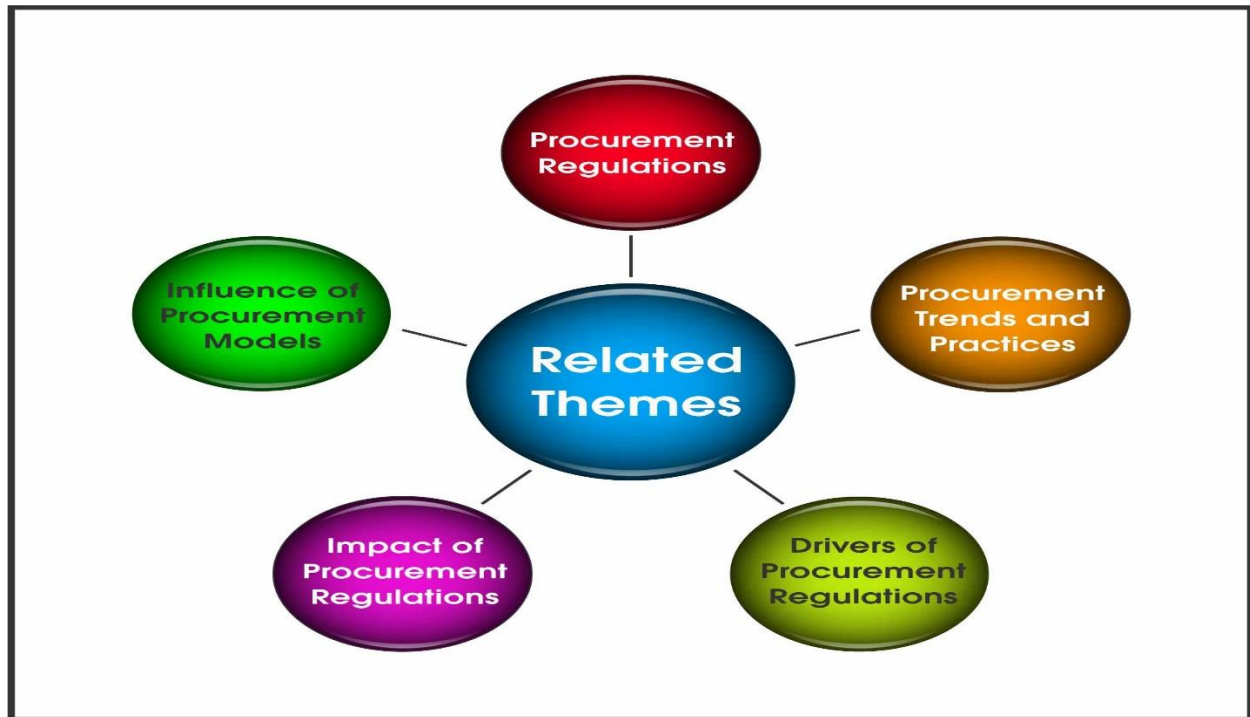
Data display refers to ways of presenting data that may include quotes, a matrix, a graph, or a chart illustrating patterns (Sekaran & Bougie, 2015:337). The researcher, therefore, used this method to display the related themes below in Figure 4.1. The related themes are discussed in 4.4.

4.4 OVERVIEW OF THE RELATED THEMES

This section addresses the objectives of the study which entail the investigation of procurement regulations and their impact on the landscape and biodiversity of the South African educational publishers. As highlighted in Chapter 2 as well as above, the researcher employed an interview questionnaire as a data collection tool to elicit responses from the participants with the view to gain insight and understanding into the impact of procurement regulations on educational publishing industry in South Africa. The interviews allowed the participants the opportunity to express their views relating to the questions. The responses are collated and summarised by the researcher into one thread. The questions in the questionnaire were categorised according to themes that emanated from the research objectives. Furthermore, this method afforded the researcher the opportunity to introduce the topic and motivate the respondents to offer their frank answers (Sekaran & Bougie, 2015:147). In this way, the researcher was able to systematically assess the extent to which procurement regulations have impacted the ‘biodiversity’ of the educational publishing industry. It is important to base the analysis of data on the themes associated with the research objectives. Accordingly, the data collected was categorised according to these themes.

The related themes discussed above are shown in Figure 4.1 below.

Figure 4.1: Related Themes



Source: *The researcher, summary of themes (2018)*

Theme one – procurement regulations: emerged from research objective one and question one, in which the researcher enquired about the need for procurement regulations and the reasons behind constant regulation of procurement of textbooks acquisitions and the effect thereof in South African educational publishing industry. This theme helped the researcher to gain insight and understanding of the context in which the procurement regulations happened.

Theme two – procurement trends and practices: developed from objective two and question two, in which the research investigated procurement trends and practices that are prevailing in the educational publishing sphere as a result of newly implemented procurement regulations. This theme gave insight into the underlying factors and forces leading to changes in the educational publishing and procurement landscape.

Theme three – drivers of procurement regulations: arose from objective three and question three, in which the interview questionnaire sought to find out the factors that underpin procurement regulations in the educational publishing sphere in South Africa. This theme highlighted the context that brought about changes in regulations relating to textbook procurement in South Africa.

Theme four – impact of procurement regulations: emerged from objective four and question four, in which the researcher sought to assess the extent to which the South African publishing landscape is impacted by procurement regulations. This theme shed some light into the influence of the new phenomenon on the ecosystem of the educational publishing industry in South Africa.

Theme five – influence of the new procurement model: that is, centralised procurement developed from objective five and question five, in which the interview questionnaire sought to establish the influence of centralised procurement model on the performance of the educational publishing industry. This theme discussed issues relating to number of books published, value chain and strategic direction of the educational publishing industry in South Africa.

In the section below, is a detailed discussion of each theme.

4.5 PROCUREMENT REGULATIONS

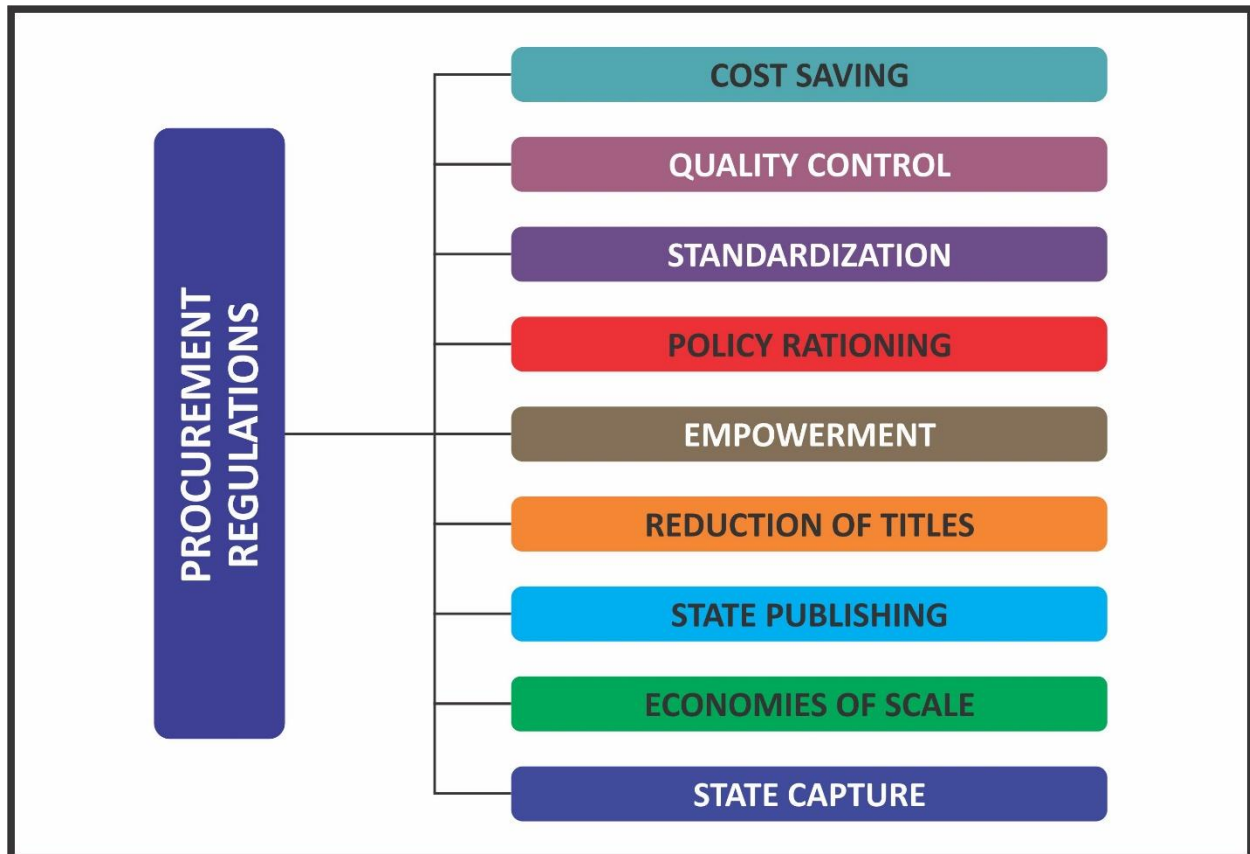
The first objective of the study sought to analyse the procurement regulations in the acquisition of school text-books that have impacted the landscape and the ecosystem of the educational publishing industry. The researcher presents the opinions of the participants (who are captains of the publishing industry) and compare these with the views emanating from the literature survey, that is; public procurement conceptual framework and neoclassical growth model.

The main findings that emerged from this objective are revealed in figure 4.2 below. These are cost saving, quality control, standardisation, policy rationing, empowerment, reduction of titles, sustainability, state publishing, economies of scale, and state capture. The findings are responses to the question:

“What are procurement regulations in the South African educational publishing industry”?

These findings are, henceforth, referred to as sub-themes. They sought to unpack the first objective, and in so doing address the research question. The sub-themes, illustrated below, were employed as a vehicle to realise this research objective and to enable the researcher to reach conclusion and make necessary recommendations.

Figure 4.2: Elements (sub-themes) of procurement regulations



Source: The researcher, illustration of sub-themes (2018)

Now, each sub-theme in the figure above is discussed in-turn.

4.5.1 COST SAVING

Cost saving is the avoidance of unnecessary cost and the enabler to realise value for money or cost effectiveness (Minzhedzi, 2016:5). Cost saving in the procurement system is one of the five pillars of procurement that provides value-for-money in the supply chain management processes (Munzhedzi, 2016:5). This, according to Munzhedzi (2016:5), should be done to avoid needless costs and inconveniences for the department or its suppliers and to make sure they provide anticipated benefits, both ways.

In this respect, 27 participants (small, medium and large) expressed the view that:

“...government implemented procurement regulations in the educational publishing industry in order to save costs”. The participants cited the price as the main factor in the evaluation and approval of books.

In this way, implementation of a competitive bidding process was predicated on the price offer. Further, all 27 respondents unanimously proclaimed that:

“... the lower the prices offered, the better the chances of approval”.

In the literature review, Thai (2010:213) and Mak (2012), accentuate that the aim of competitive bidding is to achieve social economic and /or political needs associated with quality, reduction of costs, and financial risks and protection of competition and integrity in the system.

The responses by participants allude to what the scholars in the literature review say, that is, the implementation procurement regulations in the South African educational publishing industry seek to reduce costs in the acquisition of textbooks. However, the impact is of essence in this regard, as the literature review (Mbengei & Galloway, 2009) alluded to this fact in terms of Kenya’s policy change. Aside from the need for cost effectiveness and the anticipated benefit, Thai (2009:420) emphasises that the process involves a significant degree of coordination which is underpinned by a market relationship, either of the commissioners, or the providers or of both. It follows that commissioners and providers are interdependent and therefore it is important that collaborative relationships are taken into cognisance when procurement regulations are implemented. The perspective put forward by Thai (2009) thus highlights the underpinnings of the neoclassical theory upon which this investigation is grounded; that is, to assess and account for macroeconomic shocks in the industry.

4.5.2 QUALITY CONTROL

As education is one of the key priorities of government, it is therefore important that quality textbooks are produced and supplied to the system in order to ensure that high quality education is realized. In this regard, UNESCO (1995) has published documents that contribute to the promotion of quality education through quality textbooks. As such, 27 respondents highlighted the issue of quality of the books supplied to the education system and stated that:

“... procurement regulations in the educational publishing sector can be associated with quality assurance on the textbooks supplied”. Furthermore, the respondents accentuated that: “... it is necessary to regulate the quality of textbooks if the NDE were to deliver quality education; hence the view that procurement regulations were introduced to deal with the issues of quality in the products distributed in the South Africa schools”.

In support of control, Thai (2009:20), emphasises that procurement reforms may equally be the process of endeavouring to ‘fix’ problems that have engulfed the procurement systems.

Considering the view that quality control can be used as a mechanism within the framework of procurement to regulate supply of textbooks, it is critical that government, in the implementation of policy reforms, understands the importance of minimising the risks of publishers that are highly dependent on the education market and takes cognisance of the impact that a policy reform may have on the existence of an industry. Given the responses received from the respondents and evidence provided by literature review in regard to pertinent problems in the procurement system, it is clear that in the educational publishing industry, among other things, there was a problem of quality of books supplied to schools which could have triggered the implementation of procurement regulations and policy reforms.

4.5.3 STANDARDISATION

Book procurement process in South Africa is a complex process, with responsibility at provincial level for the earlier years, while texts the last three years are selected a nationally approved catalogue (Edwards & Ngwaru, 2010). The respondents, in this regard, had this to say:

“... there is a coordination problem and inconsistencies in the procurement of textbooks which necessitated standardisation and re-alignment of procurement processes”.

Farrell and Saloner (1985) state that standardization is the process of implementing and developing technical standards based on the agreement of different parties that include firms, users, interest groups, standards organizations and governments”. Farrell and Soloner (1985) further emphasise that: “...this can help to maximize compatibility, interoperability, safety, repeatability, or quality” and highlight that: “...the idea of standardization is close to the solution for a coordination problem, a situation in which all parties can realize mutual gains, but only by making mutually

consistent decisions”. Despite the fact that standardization has significant social benefits, as outlined above, it may have important social costs as well.

Farrell and Soloner (1985) further states that: “...in spite of the reduction in variety, which is an unfortunate reality if different buyers would prefer different types of product, there is another possible cost, less well accounted for in the market”. In this respect, Farrell and Soloner (1985) are of the view that: “...there is a probability that the industry, once firmly bound together by the benefits of compatibility and standardization, will be motivated to move too half-heartedly to a new, better, standard, because of the coordination problems involved”.

In response to the question above in 4.4, majority of the respondents highlighted the issue of standardization and emphasised it was necessary in the procurement of textbooks in South Africa, if NDE were to achieve a well-coordinated process and uniformity in the supply chain processes among various provinces and reduce variety. This view emanates from the fact that procurement of textbooks was a decentralised procurement process and as such provincial variations in terms of the textbooks procured was prevalent in the decentralised system. Edwards and Ngwaru (2010), describes decentralised procurement system as intricate, whereby different provinces operate book procurement systems at different times, highlighting the need for standardisation to regulate and streamline textbook acquisition processes in the educational publishing industry.

4.5.4 POLICY RATIONING

Evidently, the standardisation could be used as a form of regulating procurement where there is a possibility of moving from one system to another with the view to improve quality of goods and service.

As was discussed that procurement regulations encompasses policies relating to procurement and acquisition of textbooks in the South African educational publishers, 27 respondents commented that:

“... the policy reforms introduced by NDE is part of policy rationing in an environment where accountability, and transparency are the cornerstone of public procurement”.

Callahan (2018) emphasise that rationing is done to ensure the proper distribution of resources without any unwanted waste, and further states that controlling the prices and demand and supply leads to availability of goods and services for every section of the society. Clearly, rationing is concerned with the problems such as how to distribute strictly limited resources. In this regard, the view stated by the respondents and the literature survey reveal that procurement regulations are underpinned by policy rationing which seeks to enhance transparency and accountability, and to reduce inconsistencies.

4.5.5 EMPOWERMENT

The supply chain processes require that educational publishers comply with the legislative imperatives, while on the other hand the government (NDE) has a responsibility to provide an enabling environment through mechanisms such as procurement policies and legislation. As such, the implementation of procurement regulations should be grounded upon and within the empowerment legislative framework.

The respondents, in this respect, revealed that:

“...the procurement regulations have brought the element of empowerment to the educational publishing industry in that all publishers, regardless of the size, now have equal opportunities in terms of submitting books to all provinces, through the central procurement system”.

The post-apartheid era enabled the government to undertake a comprehensive strategy to provide a legislative framework for the transformation of the economy (Rangata, 2008). Encapsulated in the said strategy is the important empowerment legislation such as:

- (a) The Employment Equity Act;
- (b) The National Empowerment Fund Act;
- (c) The Competition Act;
- (d) The National Small Business Act;
- (e) The Skills Development Act;
- (f) The Preferential Procurement Policy Framework Act;
- (g) Broad-Based Black Economic Empowerment Legislation (BBBEE).

Notably, it is against the backdrop of all relevant legislation that industry is required to comply and transform. Further, it is also against the background of all the relevant legislation that government (NDE) is required to execute its procurement processes. The requisition catalogues treat all books on an equal basis, as long as they have all passed the curriculum policy compliance test.

4.5.6 REDUCTION OF BOOK TITLES

The Requisition catalogues treat all books on an equal basis, as long as they have all passed the screening curriculum test (Rangata, 2008). The catalogues include all approved books on an equal basis. All publishers, large and small must compete on an equal basis in the schools to promote their books. Many emerging, small black publishers cannot match the economic muscle of the well-established, big companies in the market. Interestingly, there was no limit as to the number of the titles submitted approved and included in the catalogue before the implementation of procurement regulations.

The respondents stated quite vociferously that:

“...aligned with central procurement system, the intention of the curriculum policy reforms and procurement reforms are aimed at reducing the number of books per subject, per grade and per language which will reduce the size of the catalogue and costs of printing the catalogue”.

Majority of participants felt strongly about this aspect of procurement regulations. It could be argued that the implementation of a single textbook per subject is a recipe for disaster in the educational publishing industry and the entire book value chain. The implementation of a single textbook policy could have far reaching implications for small, medium and historically disadvantaged individuals, who will find the barriers to entry having been raised so high in terms of investment and risk, that they will not be able to participate (McCallum, 2014). This may result in downscaling in production, triggering inevitable loss of jobs and a large degree of mergers and acquisitions. The threat imposed by single-book choice system, which Mbengei and Galloway (2009) describe as a winner takes-all system, goes against the fundamental principles of behaviour or five pillars of procurement and increases monopoly and the risk of corruption in the industry

4.5.7 STATE PUBLISHING

The new phenomenon of state publishing, whereby government assumes the role of publishers by commissioning authors to supply manuscripts to NDE with the view to develop them into books and supply them directly to end-users is, in fact, the cause of disruption in the educational publishing industry and the book value chain.

The majority of the respondents viewed procurement regulation in the educational publishing industry as a huge threat and stated that:

“...these procurement reforms are a precursor to state publishing which is a huge threat to the industry”.

Notwithstanding the good intension of procurement regulations, state publishing undermines and disrupts the book publishing value chain. As discussed above in 4.5.6, practices such as this could have unintended economic consequences, both for the country and the educational publishing industry as the publishing houses and book value chain partners will be forced to close down, resulting in increased unemployment and a sluggish economic growth.

4.5.8 ECONOMIES OF SCALE

Economies of scale stem from an ability to lower unit costs by increasing the scale of operation (Hough et al., 2011:130). The discussion in 4.5.1 highlighted that one of the reasons for procurement regulations was to save cost. Cost saving occurs when the cost per unit is reduced and this arises from an increased total output of the product.

In this respect, respondents cited the policy of the NDE which states that:

“...centralised procurement seeks to greatly benefit the government and allow the NDE to acquire books at a lower cost and allocate limited human and financial resources to the benefit of the education in South Africa”.

In this policy reform, it is envisaged that NDE seeks to reduce the number of books per subject, and this will mechanically reduce the number of publishers listed in the catalogue, and thus provide the NDE space to negotiate further discounts on the proviso that books will be purchased in large quantities from selected publishers. In this way, economies of scale will occur when the marginal

costs decrease as a result of the book quantities purchased. Ideally, this model benefits both the NDE and publishers concerned, however the publishers whose books are not listed in the catalogue because of the stringent evaluation and approval process will be dealt a heavy blow. Consequently, the educational publishing industry will be negatively impacted, and possibly the small and emerging publishers will be severely affected as the system favours the larger publishers with financial and human capacity. The implementation of this policy reform will inadvertently achieve the competitive business environment and create a threat to the existence of the industry and ultimately to the economy of the country.

4.5.9 STATE CAPTURE

Hellman, Jones and Kaufmann (2000) accentuates that in the capture economy, the policy and legal environment is shaped to the captor's huge advantage, at the expense of the rest of the enterprise sector. This is a narrative that has developed over the years in South Africa and concerns have been raised in some sectors that the government has been captured, hence this response from the participants relating to procurement regulations in the South African educational publishing industry. According to Madonsela (2016), in the context of South Africa, state capture relates to allegations of improper conduct in state affairs and unethical conduct by the state, and other state functionaries. Further, Madonsela (2016) describe state capture as a type of systemic political corruption in which private interests significantly influence a state's decision-making processes to their own advantage.

In response to the implementation of procurement regulations, some respondents stated that:

“... the possibility of state capture cannot be ruled out in the implementation of procurement regulations and education policy reforms in the educational publishing industry”.

In this regard, the respondents cited the current commission investigating the state capture phenomenon that it should be extended to the publishing industry as well as some of the proposed policy reforms leave a lot to be desired. The recently proposed move to do away multi-text national catalogue of eight books per subject per grade to a single book, the mooted state publishing, and the unprecedented economies of scale driven by bulk buying in the centralised procurement system

borders on systematic political corruption. Initially, the policy reforms implemented in 2011 reduced the industry from 141 companies to 90 and recently it has been reported in the Publishers Association Survey that there are 30 remaining companies in the educational publishing sector to date. Consequently, the South African educational publishing industry remains a vulnerable industry, hovering on the tightrope of chasm of failure (McCallum, 2009). Further, McCallum (2009), attributes this phenomenon to the ineluctable reality of publishing economies of scale colliding with the intermittent changes in curriculum policies and procurement regulations.

4.6 PROCUREMENT TRENDS AND PRACTICES

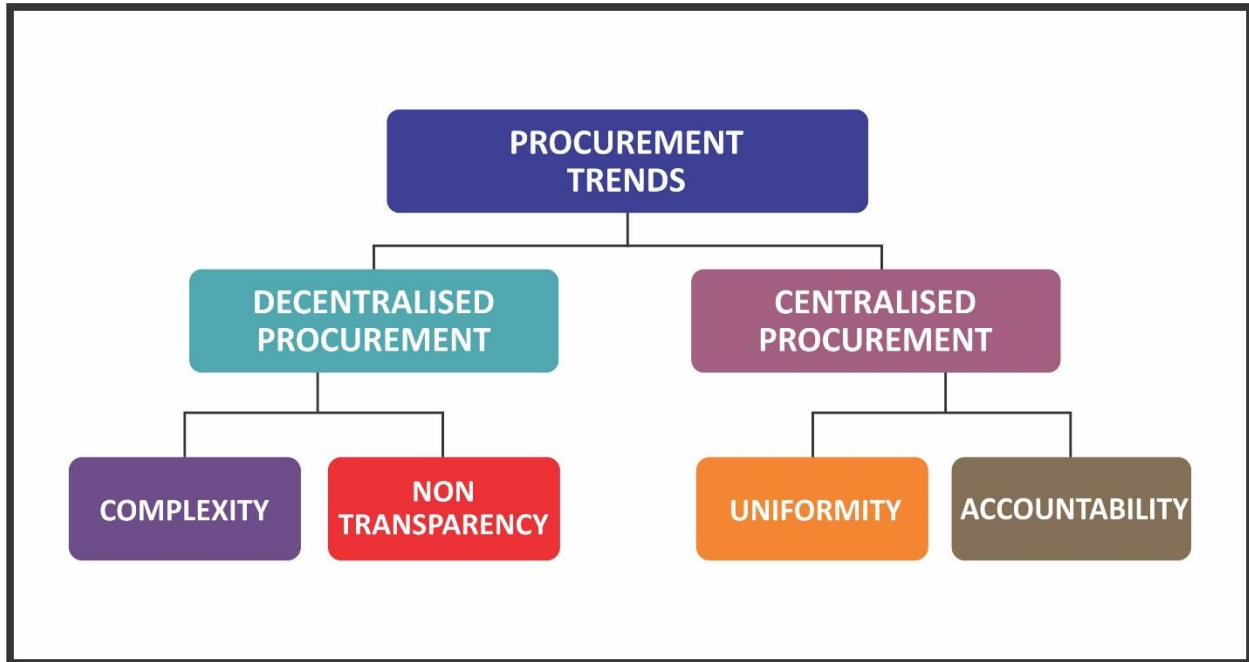
The second objective of the study sought to ascertain prevailing procurement trends and practices within the educational publishing industry. The main findings that emerged from this objective are revealed in Figure 4.3 below which were decentralised procurement and centralised procurement. The findings are responses to the question:

“What are prevailing procurement trends and practices within South African educational publishing industry”?

Each of these themes consists of two sub-themes, namely; complexity, non-transparency and uniformity, accountability. The themes, on the one hand, seek to unpack the second objective, and answer the research question, on the other hand. The sub-themes, illustrated below, were employed as a vehicle to attain this research objective and to enable the researcher to reach conclusion and make necessary recommendations.

The diagram below illustrates procurement trends in terms of theme two.

Figure 4.3: Procurement trends



Source: The researcher, summary illustrating procurement trends (2018)

4.6.1 DECENTRALISED PROCUREMENT SYSTEM

Prior to 1994, the procurement system employed by the department of education to procure books for schools was decentralised. This system continued until 2010. In this respect, different provinces have different guidelines for procurement of books which resulted in different books of the same subjects being used by different provinces.

A respondent from small publishers stated that:

“...Decentralised procurement model afforded publishers choice in terms of the provinces, books to publish and the number of titles to publish and to list in the catalogue – a convenient model that allowed every publisher, regardless of the size, to participate in the economy by getting books listed in the catalogue of the province of your choice”.

Decentralised procurement was a system that employed different purchasing systems at different locations (provinces) and at different times. In this context, publishers would sometimes be required to submit books for evaluation to different provinces at the same time at different locations – a system that was challenging the small publishers in terms capacity and resources.

Equally, submission of books for evaluation at different times created problems for publishers in that some publishers failed to respond to calls by other provinces due to time and capacity constraints.

As Edwards and Ngwaru (2010) alluded to the intricacies of the decentralised system in the literature review, a respondent from small publishers expressed a similar view in regard to this particular system. The findings, in this regard, show that although the decentralised system was favoured by large and small publishers as it afforded them the opportunity to participate in the publishing of educational books in each province, the system was quite complex and lacked accountability.

4.6.1.1 COMPLEXITY

Expanding on the question about prevailing trends and practices all 27 respondents stated that:

‘...Different provinces employed different evaluation tools for textbooks and charged different evaluation fees for different packages of books which resulted in some books approved in one province and not in the other’.

Although, on the one hand, the majority of respondents from both large and small publishers expressed support for this complex procurement system in that it gave them choice and flexibility, on the other hand, the procurement system changes were more favourable to large publishers as they have the capacity and financial resource and thus can easily adapt to any system. McCallum (2009), also alluded to the fact that the proposed changes were not good for small publishers.

Nevertheless, the NDE, through policy reforms and regulations, sought to create a system that would ensure cost-effectiveness in terms of their supply chain processes; open and effective competition; accountability and reporting and adherence to functioning legislative and regulatory framework (Munzhedzi, 2016). It has been established through literature review and responses from respondents that the complexity of the decentralised system was one of the reasons for implementing procurement regulations in the educational publishing industry.

4.6.1.2 NON-TRANSPARENCY

Transparency in the supply chain and procurement processes, is an important tenet of public procurement (Munzhedzi, 2016). It has been established, through literature review, that the decentralised procurement system was very weak in terms of compliance with procurement policies and regulations and in terms of accountability, hence the move to a centralised procurement system.

The respondents also alluded to the view by scholars in regard to non-transparency and stated that:

“...Only Gauteng Province provided evaluation tool with terms and conditions to publishers; the rest of the provinces evaluation of publishers books was never a transparent process”.

Although one province had a clear evaluation process in terms of their evaluation tool, there is evidence that the evaluation process leading to approval of books and listing in the catalogue for many provinces, it was very unclear as to how the books for educational publishers get approved. This, was not in sync with procurement policies and regulations and as such the processes were non-transparent and lacked accountability.

It is, therefore the prerogative of NDE, as the custodian of education in South Africa, to regulate procurement of textbooks in order to ensure standardisation in the procurement processes, which had not been the case in the decentralised procurement system.

4.6.2 CENTRALISED PROCUREMENT SYSTEM

Contrary to a decentralised procurement system, centralised procurement system is a purchase system in which all provinces can make purchases through a single national catalogue. The intricacies of the decentralised procurement system prompted the NDE to implement centralised procurement system, precisely to deal with non-transparency and related issues. Although the decentralised procurement system offered new entrants, in particular small publishers, access to educational markets, centralised procurement system, according to Rangata (2013), was a necessary regulation, if NDE were to achieve uniformity and accountability in the system. This is the crux of the implementation of procurement regulation in the educational publishing industry in South Africa.

The respondents from small publishers stated that:

“...Centralised procurement would reduce costs of evaluations as there would be a single point of submission with the prospects of getting books listed in all provinces”.

The respondents from large publishers highlighted that:

“...Centralised procurement system would create a winner-takes all situation that would promote monopoly and impact negatively on the industry”.

Notwithstanding the divergent views in this regard, it is worth noting that decentralised procurement system was no longer viable for the NDE, hence their intent to implement centralised procurement system.

4.6.2.1 UNIFORMITY

All 27 respondents stated that:

“...Decentralised procurement system lacked uniformity in that different provinces had different submission requirements for one education”.

Lack of uniformity in the decentralised procurement system featured prominently in the supply chain processes of various provinces. The intricacies of the decentralised procurement system prompted the NDE, as the custodian of education, to move away from decentralised system in

favour of a centralised procurement in order to deal with non-transparency issues and related imbalances of the system. Centralised procurement system, by its very nature, is highly regulated and as such it gives the government a grip in the procurement process. In this regard, NDE implemented a common national catalogue, price regulation and limited number of book titles listed in the catalogue. The challenge with decentralised system was that schools from various provinces would often purchase different book titles for the same subject from different publishers and thus compromise uniformity in book requisition. In pursuit of uniformity in procurement standards, NDE has increased the possibility of elimination of some publishing businesses by raising barriers to entry so high that small players in the industry will find it difficult to participate.

4.6.2.2 ACCOUNTABILITY

Accountability and reporting of all concerned, through openness and transparency is one of the key pillars of public procurement (Munzhedzi, 2016).

All 27 respondents stated that:

“...Decentralised system lacked openness and transparency in some respects; for example, one book would be rejected in one province and approved in another”.

It is worth noting that accountability and reporting was lacking in the decentralised procurement system, hence the implementation of a centralised system. However, the centralised procurement system is not a means to an end, but the economic and social success of the centralised procurement system and related regulations are determined and assessed by the extent to which they impact the educational publishing industry in line with the neoclassical model which accounts for the key macroeconomic variables such as productions and its mechanisms.

4.7 DRIVERS OF PROCUREMENT REGULATIONS

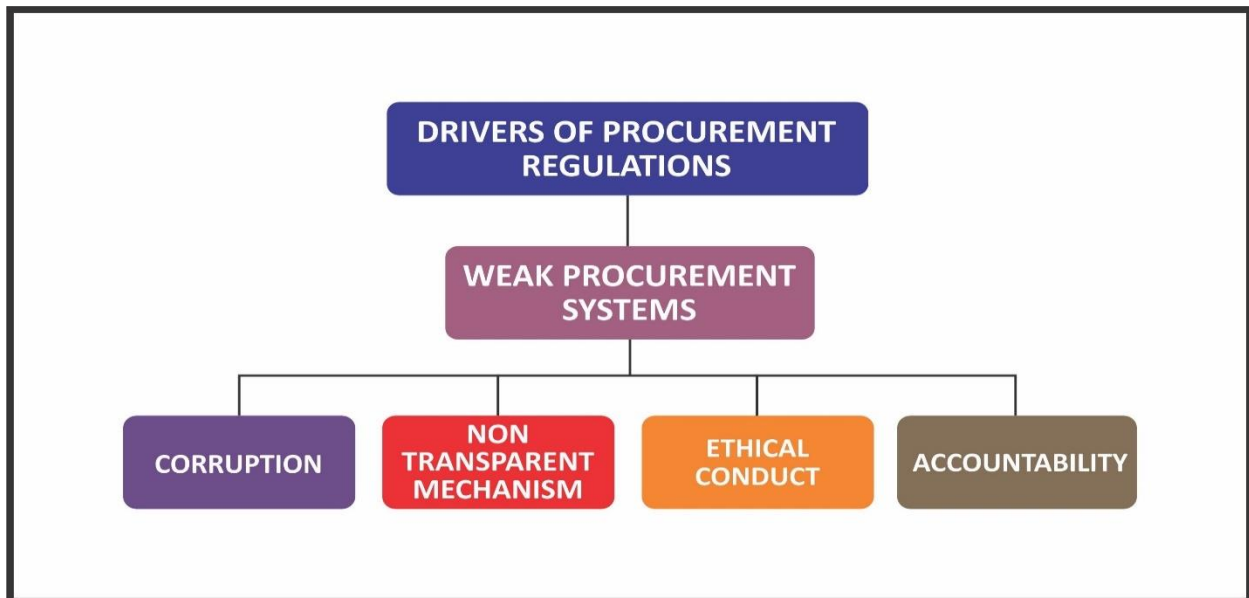
The third objective of the study sought to establish drivers that underpin procurement regulations in the South African educational publishing industry. The main findings that emerged from this objective are revealed in figure 4.4 below. The findings are a response to the question:

“...What are the drivers underpinning procurement regulations in the South African educational publishing industry”?

The main phrase is ‘weak procurement systems’. Upon analysis four sub findings have been observed from this main finding. The main finding is henceforth referred to as the theme and the sub findings as four sub-themes, namely; corruption, non-transparent mechanism, unethical conduct and accountability. Clearly, the theme unpacks the objective, and subsequently answers the research question.

Below is the illustration depicting the main theme and sub-themes.

Figure 4.4: Drivers of procurement regulations



Source: The researcher, summary illustrating drivers of procurement regulations (2018)

4.7.1 WEAK PROCUREMENT SYSTEMS

Thai (2009) emphasises that, primarily, procurement was not regarded as having strategic impact on the management of the public resource, internationally and locally. Subsequently, it was relegated to process oriented back office support function, often performed by non-professionals of the buying section. However, the evolution that has occurred over the years has changed the focus of purchasing to a strategic function. Therefore, the process of transition from the old procurement system to new procurement system is, to a large extent, driven by forces that differ from country to country and from organization to organization. Besides the generality in terms of

the evolution, change of focus does not happen without context. Interestingly in this regard, the respondents, unanimously, pointed out that:

“... the procurement reforms came about as a result of the unavailability of textbooks in some instances and high failure rate attributed to inexplicable non-availability of textbooks or lack of learning and teaching materials in schools”.

The response above points towards poor governance and weak procurement systems that were lacking transparency, revealing declining ethical standards in the evaluation and approval of books and characterised by perceived corruption and lack of accountability.

4.7.1.2 CORRUPTION

Rose-Ackerman and Palifka (2016:1) state that corruption is a form of dishonesty or criminal activity undertaken by a person or an organization entrusted with a position of authority, often to acquire illicit benefit. The respondents cited corruption as one of the drivers underpinning the implementation of procurement regulations in the educational publishing industry.

In this regard responded stated that:

“...Purchasing of books that do not meet screening requirements in terms of content and quality”.

This was a weakness identified in the decentralised procurement system that led to policy reforms. The literature reviewed highlighted that a policy change is often a response to a problem in the sector (Thai, 2009). Therefore, the pertinent problem pointing in the direction of corruption was the approval of low-quality books in various provinces which is thought to have triggered reforms in the procurement and acquisition of textbooks. Also, there were several problems relating to the screening and evaluation of textbooks in various provinces, hence the move to a centralised procurement system.

4.7.1.3 NON-TRANSPARENT MECHANISM

Responding to the main question about what prompted the changes in the procurement system, the respondents stated that:

“... In some instances, the schools would purchase books that are not in the catalogue without following due process”.

One of the guiding principles of public procurement is that, it must be fair and transparent. Transparency, in a business or governance context, is honesty and openness (Ohashi, 2009:268). In this instance, non- transparency refers to hidden agendas and conditions, accompanied by the non-availability of full information and lack of accountability. Therefore, non-transparency in the decentralised procurement system rendered this procurement very weak in terms of compliance with procurement policies and regulations. The literature reviewed highlighted that transparency is the ability for those outside the procurement system to see the system, or the openness of the system to those not in it. This refers to the ease with which an outsider can meaningfully analyse the organisation's actions and performance. In this respect, the dynamics in the provinces relating to procurement processes made it almost impossible for NDE to make meaningful intervention, hence the implementation of procurement regulations and policy reforms to ensure compliance with public procurement regulations and PFMA.

4.7.1.4 ETHICAL CONDUCT

All 27 respondents expressed a concern regarding ethical behaviour and accentuated that:

“...By-passing of the evaluation process and purchasing of large quantities of books from one publisher”.

Hough et al. (2011:329) define ethical conduct as the science of using moral criteria to guide human conduct and morals as accepted values and principles of conduct typically based on moral imperatives that govern the behaviour of individuals and the groups and organisations to which they belong”. An ethical climate allows organisations to develop strong links to best practices, which is key to a workable business environment. According to Hough et al. (2011:330), the concept of sustainability in a business context means the achievement of a balanced integrated social, and economic performance which is underpinned by ethical conduct.

Even though there was nothing tangible that the respondents could pinpoint as issues of unethical behaviour in the procurement processes that could have triggered reforms, the issues of non-transparency and perceived corruption discussed above, by inference, lead to unethical behaviour. As such, procurement regulations and policy reforms were inevitable in the educational publishing industry.

4.7.1.5 ACCOUNTABILITY

All 27 respondents expressed a concern about the levels of debts that bedevils the industry and stated that:

“...Funds budgeted for the purchase of textbooks are diverted and used in other projects, resulting in publishers not being paid for books supplied to schools which put the industry in a precarious situation”.

As discussed in 4.6.2.2 above, accountability is key to a sustainable procurement process, both in private and public sector. Hough et al. (2011:328) refer to accountability as the ability to explain and justify one’s actions. Procurement systems should, therefore, inherently enable the practitioners to disclose and explain their actions to stakeholders and vice versa. Remarkably, the decentralised procurement system did not sufficiently satisfy this pillar of public procurement in terms of openness and transparency of procurement processes in educational publishing industry.

Consequently, the above discussed weaknesses and complexities have given impetus to the implementation of procurement regulations. However, the literature reviewed in terms of reforms highlight that operational failures of procurement governance can be attributed to weaknesses in the profession of practitioners rather than to any inherent weakness in the regulations as such (Thai, 2009).

4.8 IMPACT OF PROCUREMENT REGULATIONS

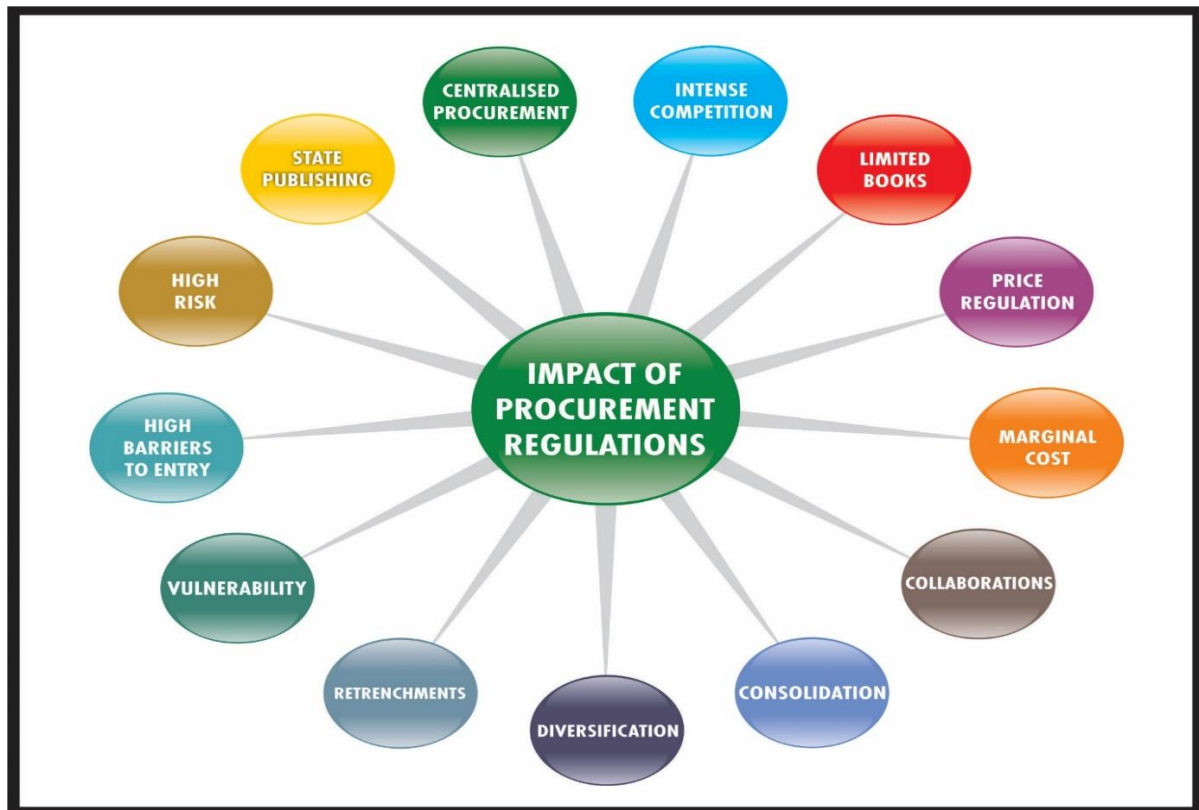
The fourth objective of the study sought to investigate the impact of procurement regulations on educational publishers in South Africa. The main findings that emerged from this objective are revealed in figure 4.5 below. The findings are responses to the question:

“How has procurement regulations impacted the publishing landscape in South Africa”?

The key phrase is ‘impact of procurement regulations’. Upon analysis of responses, thirteen sub findings have been observed from this main finding. The key phrase is henceforth referred to as the theme and the actual theme emanating from the data referred to as thirteen sub-themes, namely; centralised procurement, intense competition, limited books, price regulation, marginal cost, collaborations, consolidation, diversification, retrenchments, vulnerability, barriers to entry,

high risk, and state publishing. Clearly, the theme unpacks the objective, and subsequently answers the research question.

Figure 4.5: Impact of procurement regulations



Source: The researcher, summary illustrating impact of procurement regulations (2018)

4.8.1 CENTRALISED PROCUREMENT

Centralised procurement is a purchasing system in which all departments of an organization with wide geographical distribution can make purchases through a single common purchasing system. In addition, Sorte (2013) highlights that centralized procurement can enhance the achievement of the following benefits:

- Cost saving through economies of scale;
- Product and service standardization;
- Quality optimization of products and services procured; and
- Knowledge sharing among specialists, resulting in better use of human resources.

In response to the question relating to centralised procurement, all 27 respondents stated quite vociferously that:

“...Centralised procurement has brought about the conception of a single common national catalogue for core material, namely: eight books per grade per subject and per grade.

In line with the guiding principles of centralised procurement system, NDE developed a system whereby all provinces purchase books from a common catalogue. However, the common national catalogue only covers the core materials; the supplementary materials and library resource books are not in the national catalogue. Remarkably, the provinces still purchase these books and materials (supplementary materials and resource books) from different catalogues compiled by provinces. This is an anomaly identified in the centralised procurement system in South Africa. Given the said anomaly in terms of supplementary and resource books, the centralised procurement in South African educational publishing industry is, therefore, not completely centralised – it is partially centralised.

Primarily, this finding shows that the focus of NDE is mainly on the core books used in schools, probably because a bigger percentage of funds is spent on core materials (books), that is, Learning and Teaching Support Materials (LTSM). Also, the finding reveals that the common national catalogue has significantly reduced the number of book titles approved and listed in the catalogue – only eight books per subject, and even less in certain subjects. Consequently, the limited number of books has had far reaching economic ramifications for the industry and this finding will be discussed in 4.8.2 and 4.8.3 below.

4.8.2 INTENSE COMPETITION

Competitive environment encourages businesses to develop strategies that take into account the external factors impacting on the business in order to remain relevant and also to gain competitive edge over rivals.

In this context, the all 27 respondents highlighted that:

“Procurement regulations have created an environment in which 90 publishers have to compete for a position in the top eight ranking of books and this has resulted in a very intense competition among South African educational publishers”.

Thai (2009:95) argues that what causes failure in public procurement is too much regulation, regardless of whether the system is centralised or decentralised. The above assertion by respondents is a typical example of ‘too much regulation’ in the educational publishing industry. Too much regulation is not good for the small and emerging publishers as it limits their chances to the educational market. In this context, the scholars of neoclassical development model as an economic theory argue for markets to be free and to ensure that private businesses make their plans for the economy. Subsequent to the implementation of procurement regulations in the South African educational industry, the findings reveal that the procurement regulations have reduced the number of publishers significantly, from 90 down to 30. In this regard, Rangata (2013:1) state that the national catalogue has worsened the opportunities of small publishers resulting in educational landscape becoming heavily tilted in favour of major players”.

The assertion by Rangata (2013:1) demonstrates the inexorable reality of the one important industry in South Africa and probably many others whose plight has not been documented.

4.8.3 LIMITED BOOKS

The single common national catalogue for school textbooks was the first step in terms of the implementation of centralised procurement. However, the limiting of the number of textbooks in this single common national catalogue was an inordinate and superfluous change in the policy

reforms; a move that jeopardies not only the future of the industry but the children and quality education in South Africa.

The respondents felt strongly about this phenomenon and accentuated that:

“A single common national catalogue is an essential policy reform in terms of procurement regulations, however, creating a national catalogue with a limited number of books is a huge threat to the industry. This threatens the existence of the industry and access to wide choice and range of quality books”.

While it is commendable for NDE to make changes in the compilation of a national catalogue, the myopia of limiting books in the catalogue is impacting negatively on the publishing industry. This has impacted minor and major publishers, however the minor are the most affected by this plethora of policy reforms. Interestingly, Joubert (2009) contends that, given stakes that publishers stand to win in such intense competition, it is hardly surprising that people are tempted to commit unethical publishing practices. Edwards and Ngwaru (2010:14) concur with Joubert (2009) about a possibility of unethical practices in the centralized procurement system, emphasizing that, international experience points to the potential for personal gain for those involved in the approval of books for schools.

Further, the findings in this regard, reveal that there is even more threat to the industry and the entire education system pertaining to the number of books in the catalogue. A draft policy circulated to educational publishers through PASA contemplates developing an even leaner national catalogue of one book per subject, per grade, per language in the near future.

4.8.4 PRICE REGULATION

Vernon (2005) defines price regulation as the practice of governments, dictating how much certain commodities or products may be sold for, both in the retail marketplace and at other stages in the production process. Furthermore, he emphasises that the most common, when monopolies or utilities are involved, price regulation sometimes occurs with other products or commodities, either as a specific measure of control or as an emergency economic measure. Even though there are many supporters of the concept of price regulation, there are just as many who claim that price regulation restricts investment and innovation (Vernon, 2005). In this context, Vernon (2005)

maintains that through mechanism such as expected profit and cash flow effect, price regulation is inclined to exert pressure on the R&D investment of the company.

With regard to price regulation, all 27 respondents had this to say:

“...price regulation in terms of procurement policy reforms is tantamount to a ‘lawful’ price fixing that is inclined to stifle growth and development of the industry in many respects”.

Munzhedzi (2016) emphasises that the fundamental reasons for the implementation of public procurement reforms is to avoid unnecessary costs and to make sure that procurement processes provide anticipated benefits. This notion is called value-for- money. Remarkably, the myopia of wanting more for less does not bode well for the industry and is detrimental to the industry. This phenomenon, obviously influences research and development (R&D) in the industry and negatively impact the profitability and sustainability of the industry. In terms of the neoclassical model which quantitatively accounts for macroeconomic activity, the impact of this phenomenon is discussed further in 4.8.5.

4.8.5 MARGINAL COSTS

Investopedia (2008) defines marginal cost of production as: “...the change in total cost that comes from making or producing one additional item, and highlights that the purpose of analysing marginal cost is to determine at what point an organization can achieve economies of scale”. In this context, many companies develop strategies and direct their business operations towards increasing efficacy and saving costs in order to gratify customers’ needs, through products and services.

All 27 respondents accentuated that:

“...the promised land of milk and honey in terms of economies of scale and the burst of sunlight that promised to brighten up the publishing landscape has been overwhelmed by lack of budgets and the province’s inertia in implementing procurement regulations as directed by NDE”.

The objective of centralised procurement was, primarily, to maximise economies of scale for both the government and the publishers. However, price regulation in these reforms favours the government in terms of cost savings and the inertia by provinces to spend maximum budgets on books where they procure from the national catalogue has yielded the unintended consequences. The inability to achieve necessary economies of scale for publishers coupled with price ‘fixing’ has affected the marginal cost of production and left some publishers in an unenviable economic shock. Of course, not all educational publishers are facing uncertainty in this regard, there are publishers that have done very well since the implementation of centralised procurement. Notably, the findings show that the small publishers were the most affected, hence the discussion in 4.8.6 below.

4.8.6 COLLABORATION

Hough et al. (2011:273) describe collaboration as: “...a cooperative arrangement in which two or more parties, which may or may not have any previous relationship, work jointly towards a common goal”. Hough et al. (2011:273) further maintains that:

“...forming alliances and cooperative relationships presents immediate opportunities and opens the door to future possibilities, but nothing valuable is realised until the relationship grows, develops, and blossoms”.

All respondents, both large and small companies, cited collaboration as one of the impacts of procurement regulations. According to the 27 respondents:

“...the industry has seen a number of collaborations between publishers, wherein large publishers have started to work with smaller black owned publishers in an effort to mitigate the effects of centralised procurement, to keep the companies afloat and to meet the requirements of BEE”.

This change, in the educational publishing sphere, has been motivated by factors both internal and external to the new partnerships. The internal business environment of publishers affected by this change has been, to a large extent, influenced by the external factors (macroeconomic factors) such as limited books in the national catalogue, price regulation, dwindling budgets, and escalating costs

of production. The findings reveal the maleficence of procurement regulations in the publishing sector, hence further impact is discussed in 4.8.7 below.

4.8.7 CONSOLIDATION

La Rosa, Dumas, Uba, Dijkman (2013) state that: "...consolidation refers to the merger of several companies in a specific industry, which typically concentrates market share in the hands of a few large companies". One of the encouraging forces behind consolidation is the operating competences that often arise from mergers. Because the merged entities can merge existing operating structures and reduce any overlap, there is usually an opportunity to realize significant cost savings, as well as related revenue synergies. La Rosa et al. (2013) further emphasise that: "...there are numerous other reasons which might cause a company to acquire a rival, like gaining an expanded geographic reach, a larger customer base, a broader product line, etc".

In response to a question: "...How has the implementation of centralised procurement regulations influenced the supply chain processes within the South African Educational publishing industry?", the respondents stated that:

"...The number of educational publishers has been reduced to 30, some publishers have closed shops others have merged to form alliances and synergies".

In the context of company mergers and restructuring, it often occurs that multiple variants of a business process usually originate from different companies or units need to coevolve and to converge into a single process in order to eliminate redundancies and to create synergies. The reduction of educational companies to 30 was due to, among other things, mergers in some instances, closures of some businesses and sale of copyrights and intellectual properties (IP) used by some companies, purely as an exit strategy.

The reduction of industry to thirty educational publishers can be attributed to the implementation of centralised procurement and related macroeconomic factors that influenced the change of business environment, resulting in mergers and acquisition.

4.8.8 DIVERSIFICATION

Vernimmen, Bourgeois, Hutlenbroeck, Meert, and Van Hecke (2002) state that: “...ddiversification occurs when a business develops a new product or expands its operation into a new market”. Furthermore, Vernimmen et al. (2011) emphasise that quite often, businesses diversify to manage risk by minimizing potential harm to the business during economic downturns and state that the basic idea is to expand into a business activity that doesn't negatively react to the same economic downturns as your current business activity.

With regard to the impact of centralised procurement, all 27 respondents stated that:

“...Many publishers are taking a hit in the educational market due to various factors emanating from the centralised procurement environment and some have adopted a diversity strategy in order to survive”.

In this respect, some publishers have diversified within education sector and others into other sectors. Notably, some publishers have diversified into training sector and started offering training courses, others have explored a new sector and ventured into publishing books for Adult Basic Education and Training (ABET) and TVET colleges. The findings reveal that such diversification in the educational publishing industry is driven by factors associated with centralised procurement regulations and policy reforms.

4.8.9 RETRENCHMENT

Chakrabarti, Vidal, and Mitchel (2011:7) define retrenchment as a form of dismissal due to no fault of the employee. It is a process whereby the employer reviews its business needs in order to increase profits or limit losses, which leads to reducing its employees.

Unfortunately, some of the companies also resorted to retrenchment. This is what the respondents had to say:

“...The current procurement dynamics in the publishing industry have prompted us to consider right sizing and downsizing by laying off some staff members as keeping them was no longer sustainable”.

Retrenchments in a country with unemployment rate of 27.5%, retrenchment is an absurd option. Publishers that were proactive enough through development of mitigating strategies, in good time, are riding the wave. However, those that were unfortunate (through no fault of theirs) have had to resort to retrenchments as an option to survive. Notably, procurement regulations and policy reforms in terms of centralised procurement has contributed to the problem highlighted in 1.3 as this phenomenon became prevalent after the implementation of the ubiquitous procurement regulations.

4.8.10 VULNERABILITY

Financial vulnerability is determined by the extent to which income and wealth are derived from the same source (Liu & Zhuang, 2013:1). Since procurement regulations are related to supply chain management processes in the educational publishing industry, disruption in the supply chain processes is an inexorable reality. Oke and Gopalakrishnan, (2009:1) emphasise that, "...the nature of supply chain is such that there are inherent risks (high frequent risks) and disruptions (infrequent risks) associated with processes involved in the value chain."

Responding to a question about further impact caused by central procurement, the respondents stated that:

"Centralised procurement has also caused disruption in the supply chain processes, and many value chain partners are affected by the policy reforms and regulations. It is now business unusual".

In this context, the supply chain management processes in the educational publishing sphere are affected by centralised procurement to such an extent that systems, culture, economic, business environment, and social activities are vulnerable to harm, degradation, or destruction on being exposed to a hostile factor. Also, this phenomenon has been extended to the entire book value chain, with printing industry and book retailers in the distribution sector facing an extraordinary bleak future.

Consequently, the risk and disruptions associated with centralised procurement regulations has created a state of indecision and rendered procurement processes vulnerable, resulting in unintended economic repercussions for both the industry and the country.

4.8.11 BARRIERS TO ENTRY

Sobel et al. (2007) state that a barrier to entry, or an economic barrier to entry, is a fixed cost that must be incurred by a new entrant, regardless of production or sales activities, into a market that incumbents do not have or have not had to incur.

With regard to a second phase of centralised procurement regulations, all 27 respondents accentuated that:

“The mooted single common national catalogue with single textbook per grade, per subject, per language will provide for a winner takes-all situation where a given developer’s chances of successfully recovering its development costs have substantially decreased and the risks of losing the entire investment have increased. This favours large publishing houses as they have the financial capacity to absorb costs while the already wounded small publishers are likely to live the industry due to increased barriers to entry into the industry”.

Barriers to entry often cause or aid the existence of monopolies or give companies market power. Also, this is likely to increase the level of corruption in the book value chain. Contrary to the decentralised procurement system, the centralized system is regulated in all respects in terms of books submitted to the NDE and all processes relating to evaluation, approval and cataloguing. Rangata, (2013:1), however, argues that provincial catalogues, on the contrary, offered new entrants, in particular, small publishers some space to gain access to educational markets.

4.8.12 HIGH RISK

A company is considered a high-risk business based on risk of financial failure exits (Messica, 2008). This condition relates to the company’s viability (continued profitability). Therefore, the continued financial failure might affect the company’s ability to acquire financing in terms of loans and equity partners, insurance and commercial accounts.

To the issue of risk, all respondents concurred that:

“...The current procurement regulations and policy reforms in terms of centralised procurement exposes the cash intensive industry to disproportionately high risk”.

The ever-changing procurement regulations are intended to assist the government and stakeholders to comply with procurement policies in supply chain management. However, due to the high risk that publishers are exposed to in terms of returns on investment; the regulations will achieve the opposite, that is, total destruction of the industry. Another hostile factor rendering educational publishing in South Africa high risk, are the monies owed to the industry by various provinces and unsustainable debt levels that the industry is grappling with.

4.8.13 STATE PUBLISHING

The new phenomenon of state publishing, whereby government assumes the role of publishers by commissioning authors with the view to getting them to submit manuscripts, and to developing them into books and supplying them directly to end-users causes a colossal disruption in the value chain. Partial state publishing started in 2010 when the department published workbooks for schools, nationally, and spent billions of Rands on the workbook projects, leaving meagre budget to spend on text books. Some publishers did not make any sale in 2010, and this was the beginning of the decline.

In this context, all 27 respondents, unanimously, expressed their biggest fear and emphasised that:

“...the unrealised procurement plan in terms of centralised procurement system appears to be a precursor of a rumoured state publishing programme planned to start in 2020”.

The implementation of procurement regulations in its current form and the proposed single textbook catalogue has not benefited the industry, neither did it benefit the government nor the children at school. Nevertheless, the educational industry continues to exist even though the publishing landscape has significantly changed. The findings in terms of state publishing reveal that plans are underway to develop and publish books for 2020 and this flies in the face of good public procurement legislation. Given the issues relating to current procurement regulations in the educational publishing industry, the implementation of state publishing in the current ambivalent environment is not helping the situation economically and otherwise, but the rumoured plan is tantamount to over-regulation, which ultimately impacts growth and development of the South African economy

Unfortunately, the state publishing phenomenon not only undermines and disrupts the publishing supply chain but promotes monopoly and corruption. Finally, this analysis of the respondents' answers in regard to centralised procurement regulations has given a qualitative detailed account of the large scale of macroeconomic factors impacting the educational publishing landscape in South Africa.

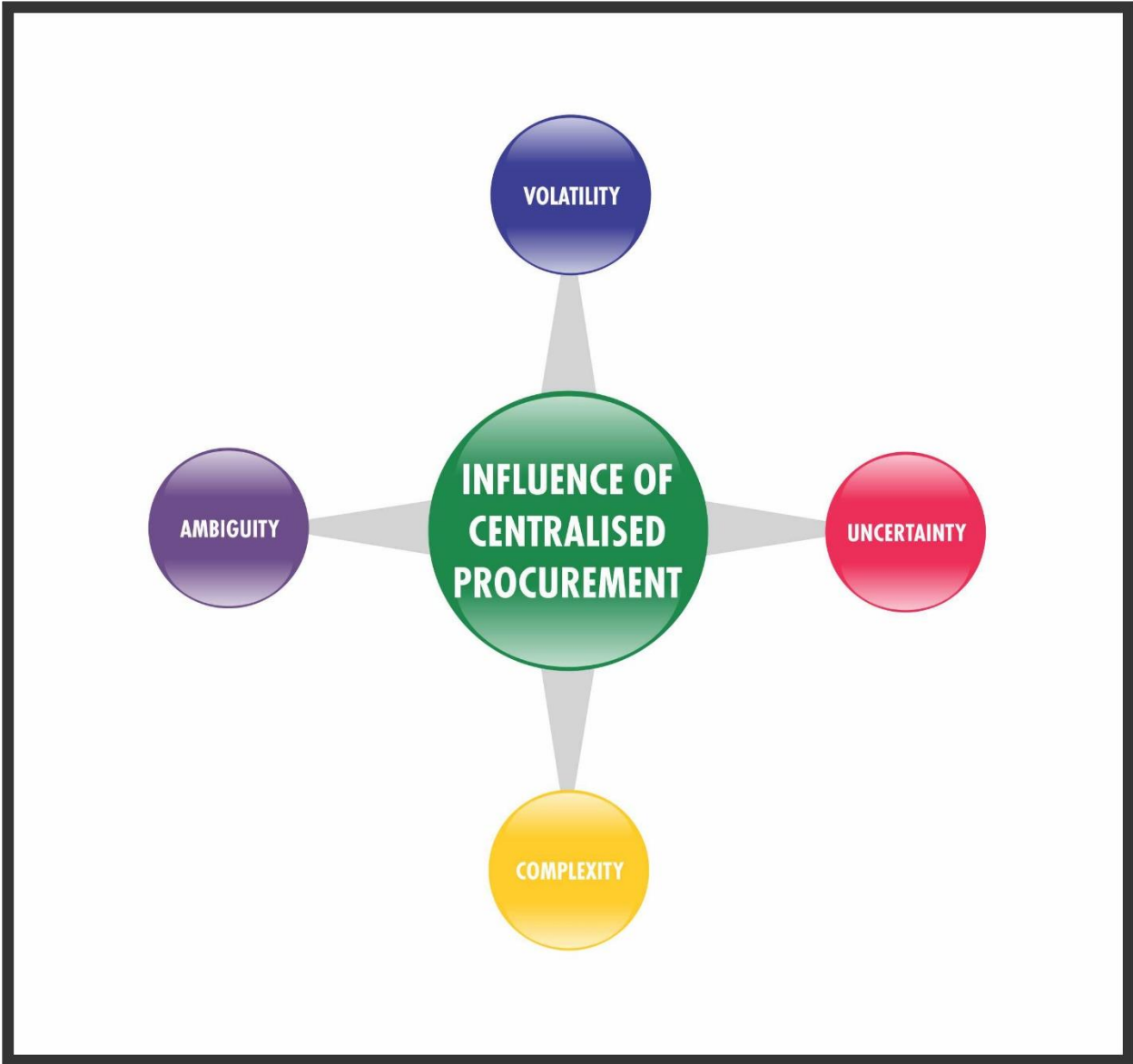
4.9 INFLUENCE OF THE PROCUREMENT MODEL

The fifth research objective set out to evaluate the influence of the centralised procurement model on the supply chain processes within the educational publishers in South Africa. The main findings that emerged from this objective are revealed below. However, some of the findings have been revealed in 4.8.1 under the theme impact of procurement regulations. The findings below are responses to the question:

“How has the implementation of the centralised procurement system influenced the supply chain processes within the South African educational publishing industry?”

The key phrase is ‘influence of centralised procurement system’. Upon analysis of responses, thirteen sub findings have been observed from this main finding. The key phrase is henceforth referred to as the theme and the actual theme emanating from the data referred to as four sub-themes, namely; volatility, uncertainty, complexity, and ambiguity. Evidently, the theme unpacks the objective, and subsequently answers the research question.

Figure 4.6: Influence of centralised procurement system



Source: The researcher, summary illustrating influence of central procurement system (2018)

4.9.1 VOLATILITY

Volatility is the radical change that occurs in the business environment that influences the stability of the business. Happenings in the outer ring of the macroeconomic environment may occur rapidly or slowly with or without advance warning (Hough et al. 2011:57). The influence of the centralised procurement model on the educational publishing sector can be determined by changes in the business landscape. In this context, all 27 respondents described centralised procurement as:

“...a storm that brought rapid changes and created unstable situation in the educational publishing industry”.

In terms of public procurement management, the implementation of centralised procurement in the educational publishing industry was a necessary change. However, the change in procurement systems led to volatility in the business landscape. Lawrence (2013) states that: “...volatility is turbulence, a phenomenon that is occurring more frequently than in the past”. Turbulences, in a business sense, lead to instability. The longer they take, the more intense the business atmosphere will be.

This is true for the publishing industry under the current procurement environment, the supply chain processes have been affected, such that, the instability is felt along the entire book value chain.

4.9.2 UNCERTAINTY

Lawrence (2013:5) define uncertainty as the lack of predictability in issues and events. Predictability is key to the successful running of the business. However, the volatile situation discussed above makes it difficult for the industry to make decisions about the future of the industry.

In response to further questions about the influence of the centralised procurement on the industry, all 27 respondents accentuated that:

“We do not know what the future holds for this industry, it is hard to make any forecasting”.

Forecasting is essential in the business; however future predictions are influenced by the current events and information at the disposal of the leaders. The changing context of the educational publishing industry and the current events in terms of procurement regulations are indications of uncertainty in the industry. Such instances do not instil any hope for the industry.

4.9.3 COMPLEXITY

Complexity was discussed in 4.6.1.1 as one of the key themes in the context of procurement trends. It is quite interesting that it is emerging again in the centralised procurement, yet the literature postulated this phenomenon as being dominant in decentralised procurement. Lawrence (2013) describes complexity as: “...numerous and difficult-to-understand causes and mitigating factors (both inside and outside the organization) involved in a problem”.

In this respect, respondents described the influence of centralised procurement as:

“...Central procurement was adopted as a solution to the then problems in the decentralised procurement system and it is viewed by the NDE as a solution to the procurement challenges in the industry”.

It is quite absurd that the procurement processes are getting more and more complex, instead of getting simpler, due to the fact that decentralised procurement system was viewed as a complex model which did not comply with procurement policies. The complexity, in this case, is created by what Thai (2009:) described as “too much regulation” in the implementation of procurement regulation. Therefore, the maleficence of too much regulation in the centralised procurement model has provided more problems than solutions for the industry and for the country at large.

4.9.4 AMBIGUITY

Lawrence (2013) define ambiguity as: “...the lack of clarity about the meaning of an event, whereby the causes and the who, what, where, how, and why behind the things that are happening (that) are unclear and hard to ascertain”.

In response to a question regarding the influence of centralised procurement on supply chains in the industry, the respondents unanimously maintained that:

“It is quite confusing as to what NDE wants to achieve with the current reforms – In fact, these have done more harm than good”.

VUCA is an acronym that stands for **v**olatility, **u**ncertainty, **c**omplexity and **a**mbiguity. It is used as a model that identifies internal and external conditions affecting the organizations. The influence of the centralised procurement in the supply chain processes of the educational publishing industry can best be described as VUCA effect, in terms of these four themes discussed as findings in this section.

To this end, the South African educational publishing industry is compelled to find strategies that will mitigate the threats imposed by the centralised procurement before they become fatal.

4.10 SUMMARY

Chapter four has provided a detailed presentation and analysis of data collected during the study. The first section of the chapter provided a description of the analysis approach that the researcher employed. This was followed by a detailed discussion of the sample size, describing the profile of participants. A detailed account on the purpose of data analysis and on how data was processed to get to the findings was presented. Thereafter, an overview of the related themes was outlined. It is in this particular section that the researcher provided a detailed discussion and outline of the various sub-themes that developed from the main themes. Lastly, through the use of sub-themes, the analysis revealed the impact of procurement regulations on educational publishing industry.

The following chapter provides a summary of the entire dissertation as well as the general conclusion of the study. Thereafter, suggestions for further research and recommendations are put forth.

Chapter 5: CONCLUSION AND RECOMMENDATIONS

5.1 INTRODUCTION

The study investigated the impact of procurement regulation relating to educational publishing in South Africa. It highlighted the implications of the centralised procurement regulations to the industry as a whole. This chapter seeks to present the conclusion and establish if the research questions relating to the research problem have been realised. The implications and benefits of understanding the plight faced by the educational publishing industry with regard to the implementation of centralised procurement regulations and policy reforms will be highlighted, followed by the limitations of the study. Recommendations to overcome and strategies mitigating the circumstances faced by publishers in relation to procurement regulations will be presented, linking the findings with the objectives in the study. Subsequently, the chapter will conclude by providing recommendations for further studies.

5.2 IMPLICATIONS AND BENEFITS OF UNDERSTANDING THE IMPACT OF PROCUREMENT REGULATIONS

The findings from the research have contributed to the body of knowledge and literature regarding the plight of educational publishing sector in the midst of procurement regulations quandary. The analysis of data and the results thereof, have clearly demonstrated the real reasons why the educational publishing industry is in decline. Hough et al. (2011:58) points out that: external threats may pose no more than a moderate degree of adversity (all companies confront some threatening elements in the course of doing business), or they may be so imposing as to take a company's situation and outlook quite tenuous.

'Too much' regulation was identified as a contributing factor towards the decline in the industry. The inefficiencies of the highly regulated environment in which educational publishers operate, coupled with declining budgets, high debt levels in respect of NDE, various provinces' apathy with regard to purchasing of books and uncertainty are, in essence, viewed as major macroeconomic factors contributing to the decline in the publishing industry. In this context, Hough et al. (2011:188) maintain that many companies operate in industries where demand is growing more slowly than the economy-wide average or even declining". The research results, in

this regard, bear testimony to the fact that educational publishers in South Africa indeed compete in stagnant or declining industry. Evidently, the shareholders, owners and potential investors would derive benefit from understanding the dynamics discussed herein and endeavour to develop strategies to mitigate the current quagmire and to prepare for the foreseeable future.

In addition to the above listed reason for failure in the industry, is the implementation of the partially centralised procurement model, wherein provincial education departments fail to comply with the regulations and policies with regard to budgets and economies of scale. The lack of cooperation between NDE and Provincial Department of Education (PDE) in terms of policy implementation, impacts the educational publishing industry negatively.

In regard to small and emerging publishers, the lack of support from the government in terms of the empowerment legislation has put them in a precarious position. The current legislation puts all publishers, large and small, on the same platform in a manner that creates a levelled playing field. Having a levelled playing field, defeats the purpose of the empowerment legislation. The net effect of this phenomenon is the rampant demise of small publishers, and ‘collaboration’ in some instances that partially benefits small publishers but hugely benefits large publishers in terms of BEE compliance.

Double standards on the part of NDE emerged as a reason for a decline in the publishing industry, that is, NDE purporting to have the interest of the industry and country by implementing centralised procurement in educational publishing industry while threatening the industry through state publishing.

Intermittent curriculum policy reforms were highlighted as a concern by many publishers, as the all publishers had to write off stock that was obsolete because of the need for CAPS compliant textbooks in the industry. In addition to stock write-offs, the publishers incurred huge product development costs having not made any sales in 2010 when the industry was shunned by NDE.

The fixing of textbooks price for a period of three year, has had an adverse effect on the performance of the industry, against the universal effect of inflation. The maleficence of price regulation has indeed been highlighted as having had a lethal effect on the educational publishing industry in South Africa, as well.

5.3 CONCLUSION

The context and background with regard to the choice of the topic, “Impact of procurement regulations relating to educational publishing industry in South Africa”, is informed by the unprecedented turbulences that the industry is going through. The problem statement highlighted the key challenges, namely; the downward spiral of industry turnovers and decline in employment. Further, the problem statement highlighted the significant changes made by the department of education with regard to procurement regulations and the perceived linkages between the identified problem and the procurement regulations. The study, therefore, undertook to investigate the impact of procurement regulations on the educational publishing industry.

Undoubtedly, the findings and discussions clearly highlighted the main reasons why the educational publishing industry is in a decline. The key findings have established, with certainty, the impact in relation to the implementation of centralised procurement regulations on the educational publishing industry in South Africa. This resulted in significantly changed business landscape characterised by, in particular, a decline in number of educational publishers in South Africa, limited publications, increasing competition, increasingly high barriers to entry, vulnerability of the supply chain processes, retrenchments, volatility and uncertainty.

The research problem has, therefore, been addressed since the findings have identified the deficiencies of the centralised procurement regulations in relation to educational publishing industry in South Africa. Even though the findings were highlighted in the previous chapter, the findings in relation to each objective are presented below to indicate linkages.

5.3.1 OBJECTIVE ONE

The procurement regulations in relation to educational publishing industry was analysed using questionnaires that elicited information relating to regulations; and these are (i) cost saving, (ii) quality control, (iii) standardisation, (iv) policy rationing, (v) empowerment, (vi) reduction of book titles, (vii) state publishing, (viii) economies of scale, and (ix) state capture. The analysis of procurement regulations relating to educational publishing industry yielded the above eight elements that characterise the landscape and the context of educational publishing industry. In light

of this analysis, educational publishing industry in South Africa remains a vulnerable industry hovering on the tightrope of crater of regulation failure, in the midst of the economic quandary.

5.3.2 OBJECTIVE TWO

Research objective two sought to determine prevailing trends and practices relating to procurement regulations in the educational publishing industry. The main findings that emerged from this objective are decentralised procurement and centralised procurement. The analysis of these two procurement models revealed that decentralised procurement model was quite complex and not fully compliant with procurement policy, due to lack of accountability. On the other hand, centralised procurement model was implemented by NDE to ensure accountability and uniformity which was lacking in the decentralised procurement model. In this way, the NDE sought to simplify procurement processes and ensure transparency in the procurement processes. The analysis highlighted the two procurement models, and presented the merits and demerits relating to both procurement models.

5.3.3 OBJECTIVE THREE

The aim of research objective three was to establish drivers underpinning procurement regulations in the South African publishing industry. The analysis of data and literature revealed that procurement regulations are, to a large extent, driven by factors such as corruption, non-transparency, unethical conduct and lack of accountability. Notably, the research has positively identified significant elements (weaknesses) in the decentralised procurement model, through the use of interview questionnaires and review of literature. Given this scenario, procurement regulations and policy reforms were triggered and thus steered the industry in the direction of centralised procurement model.

5.3.4 OBJECTIVE FOUR

Research objective four sought to investigate the impact of procurement regulations and policy changes on the South African educational publishing industry. A number of findings emerged from this objective and these are volatility, uncertainty, complexity, and ambiguity. The analysis of data and literature survey clearly highlighted the influence of centralised procurement regulations

relating to educational publishers in South Africa. The findings also reveal that the influence of centralised procurement has a ripple effect in the value chain. The radiation of the centralised procurement, in essence, extends to the authors, typesetters, book designers, illustrators, printers and booksellers and all in the book value chain.

5.3.5 OBJECTIVE FIVE

Research objective five set out to evaluate the influence of the centralised procurement model on the supply chain processes within the educational publishers in South Africa. A number of findings emerged from this objective and these are (i) centralised procurement, (ii) intense competition, (iii) limited books, (iv) price regulation, (v) marginal cost, (vi) collaborations, (vii) consolidation, (viii) diversification, (ix) retrenchments, (x) vulnerability, (xi) barriers to entry, (xii) high risk, and (xiii) state publishing. The analysis of data and literature survey highlighted the impact of procurement regulations relating to educational publishers in South Africa. The context provided in the earlier discussion relating to decentralised procurement formed the basis of the procurement regulations and policy reforms (Thai, 2009). However, the findings in relation to the implementation of the centralised procurement (which is at the centre of the procurement regulations) revealed that the South African educational publishing industry was impacted negatively by the implementation of the centralised procurement regulations. Consequently, the myopia in the centralised procurement regulations, according to the findings, has resulted in an ineluctable reality, that is, a state of uncertainty and despondency in the South African educational publishing sector (McCallum, 2009).

5.4 IMPLICATIONS OF THIS STUDY

This research has contributed to the body of literature on public procurement regulations that is unique to the textbook publishing industry in South Africa. A deep insight into nature and dynamics in the educational publishing industry has been provided through the analysis of the findings and substantial review of literature. Notably, the study generated information that will be of use to the industry in terms of guiding and developing a blue ocean strategy for individual companies and the industry at large.

5.5 STUDY RECOMMENDATIONS

The research has pin-pointed a number of difficulties that publishers face in regard to procurement regulations and other related issues that are collapsing the industry. The following is recommended:

- Centralised procurement regulation was found to be not fully compliant with the requirements of public procurement regulations. According to the definition of centralised procurement, it is characterised by a single purchasing system. However, NDE has a single common catalogue but different provinces purchase from this catalogue at different times according to different needs and different budget allocations. Some Provincial Departments refuse to purchase, thus compromising the objectives of the system. Publishers, in this regard, should lobby NDE for single purchase point in order to save time and to maximise the economies of scale. Time will be saved if a consolidated order is received from a single point and quantities in terms of consolidated order will increase (rather than receiving orders in dribs and drabs at different times), thus maximising the economies of scale
- The empowerment legislation was found to be lacking in providing necessary support to the small and emerging publishers. The research shows that SMEs play a significant role in the economic development of the country in terms of creating employment and the real growth of the economy. A strong lobby group should be formed to negotiate with the government (NDE) to come up with workable strategy to assist small and emerging publishers to grow to a sustainable level. A levelled playing field should be done away with, as it promotes a skewed economic development, which, unfortunately, favours the already developed companies without necessarily making a real impact in the economy.
- Too much regulation has been highlighted as a reason for the decline in the publishing industry. Publishers should negotiate with NDE for a reasonable regulation without compromising PFMA and the prospects of economic development and growth in the industry which have an impact on the individual growth of the company as well as the country's GDP.
- Publishing supply chain processes and the entire book value chain have been identified as having been affected by the centralised procurement model. Publishers and value chain partners should collectively lobby NDE to devise a strategy that will ensure that supply

chain processes and the value chain are not affected, regardless of the procurement model being employed. This will avoid the knock-on effect in the industry which is not good for the value chain and ultimately the growth of the interconnected industries and the sum total of our GDP.

- With regard to State Publishing (which is purported to be a cost saving vehicle for NDE, but invalidated by the reality), publishers and allied groups ought to speak to the government and demonstrate how destructive state publishing can be, drawing from the research done in other countries where this phenomenon of state publishing was implemented. By show of examples, the publishers must convince NDE not to continue with state publishing as this phenomenon will totally destroy publishing industry in South Africa and impact the economy negatively.
- The centralised procurement, coupled with poor monitoring has been highlighted as the main source of instability and uncertainty in the educational publishing industry. Publishers must compile a comprehensive report detailing the impact suffered by the industry and propose a win-win strategy for both the industry and the government. Individual publishers as well, must respond to the VUCA environment by developing their blue ocean strategies with the view to create a positive internal atmosphere.

5.6 LIMITATIONS OF THE STUDY

Every research has limitations, and as such the researcher in this study had to deal with the following limitations:

- Working with large volumes of data demanded time and skill to consolidate, analyse and interpret. Nonetheless, the research literature reviewed, helped a great deal in providing the researcher with necessary tools to overcome this challenge.
- The research quality relied heavily on the individual skill of the researcher which could have influenced the researcher's personal biases. However, the study of literature by the highly qualified researchers assisted in terms of developing methods and skills of the researcher to improve the quality of this research project.
- The researcher's presence during data collection may have influenced the participants responses in some way. However, the researcher ensured that the participants were

properly briefed about the project to allow capture attention, before embarking on the questions. Also, 2 respondents received electronic questionnaires and provided their responses electronically, in this regard there was no influence of researcher.

- In some instances, the researcher was not able to fully probe the interviewees, due to time constraints. This was mainly due to the hectic schedule of some targeted interviewees.
- The researcher was also not able to physically reach all the targeted participants due to vastness of the geographical location and long distances. This was time consuming and costly. Nevertheless, the majority (25) of the subjects was accessible. Where participants were not easily accessible, electronic questionnaires were emailed to participants, however not all participants responded on time – this caused huge delays and inconvenience.
- Visual presentation of the findings was quite a challenge. However, the researcher employed tables and diagrams to ensure better presentation of the findings.

5.7 RECOMMENDATIONS FOR FUTURE STUDIES

The research adequately covered reasons why central procurement regulations are failing the educational publishing industry. The recommendations for future studies are outlined below.

Further study could:

- be undertaken to investigate what other factors constraint growth in the educational publishing industry;
- could be focused on financial aspect, that is, the impact of late payments or non-payment by government on emerging educational publishers;
- evaluate the extent of state publishing in the educational publishing industry in South Africa;
- assess competitive advantage or lack thereof relating to empowerment of small publishers.

5.8 SUMMARY

This chapter presented the impact of procurement regulation relating to educational publishing in South Africa and highlighted the implications of the centralised procurement regulations to the industry as a whole. The first section provided concluding remarks, highlighting the problem

statement, and giving outline in terms of how the research objectives and research questions relating to the research problem have been resolved. The implications and benefits of understanding the plight faced by the educational publishing industry with regard to the implementation of centralised procurement regulations and policy reforms were highlighted. This was followed by the outline of the implications of the study. Thereafter, recommendations and benefits of understanding the impact of centralised procurement regulations in relation to educational publishing industry were delineated, followed by a detailed presentation of recommendations for future studies.

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APPENDICES

Appendix 1: Ethical Clearance



16 January 2019

Mr Sithembile Martin Dlamini (216075733)
Graduate School of Business & Leadership
Westville Campus

Dear Mr Dlamini,

Protocol reference number: HSS/1295/018M

New project title: Impact of Procurement Regulations relating to Educational Publishing Industry in South Africa

Approval Notification – Amendment Application

This letter serves to notify you that your application and request for an amendment received on 14 January 2019 has now been approved as follows:

- Change in Title

Any alterations to the approved research protocol i.e. Questionnaire/Interview Schedule, Informed Consent Form; Title of the Project, Location of the Study must be reviewed and approved through an amendment /modification prior to its implementation. In case you have further queries, please quote the above reference number.

PLEASE NOTE: Research data should be securely stored in the discipline/department for a period of 5 years.

The ethical clearance certificate is only valid for period of 3 years from the date of original issue. Thereafter Recertification must be applied for on an annual basis.

Best wishes for the successful completion of your research protocol.

Yours faithfully



Dr Shamila Naidoo (Deputy Chair)

/ms

Cc Supervisor: Dr Bhasela Yalezo
Cc Academic Leader Research: Professor Muhammad Hoque
Cc School Administrator: Ms Zarina Bullyraj






Humanities & Social Sciences Research Ethics Committee
Dr Rosemary Sibanda (Chair)

Westville Campus, Govan Mbeki Building
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Website: www.ukzn.ac.za



Founding Campuses:  Edgewood  Howard College  Medical School  Pietermaritzburg  Westville

Appendix 2: Interview Questions

INTERVIEW QUESTIONS FOR PARTICIPANTS FROM EDUCATIONAL PUBLISHING COMPANIES

STUDY: IMPACT OF PROCUREMENT REGULATIONS RELATING TO EDUCATIONAL PUBLISHERS IN SOUTH AFRICA

SECTION A

1. How long have you been in the publishing industry?
2. How would you describe the educational publishing industry in South Africa?
3. Is your company classified as large, medium sized, small, or micro business?
4. How would you rate your company's performance during the past seven years?
5. What factors do you think contribute to your performance in this industry?

SECTION B

1. What do you think prompted the National Department of Education (NDE) to review procurement regulations for textbook in South Africa?
2. How have procurement regulations impacted submissions and approval of titles?
3. How have procurement regulations in relation to curriculum policies in the education sector impacted your company?
4. To what extent have procurement regulations influenced educational publishing landscape?

SECTION C

1. How are the books procured from educational publishers?
2. What changes in procurement patterns and practices have you experienced since you started in this industry?
3. How have these changes affected your company?

SECTION D

1. What do you think are the drivers of procurement regulations in the South African educational publishing sphere?
2. To what extent have procurement regulations impacted the publishing landscape?

SECTION E

1. In 2011, NDE adopted a centralized procurement system. How has the implementation of the centralized procurement model impacted publishers?
2. How has the implementation of the centralized procurement system impacted publishing value chain?
3. Do you regard centralized procurement as a threat or benefit to the educational publishing industry? Why?
4. Do you agree that centralized procurement model has changed the educational publishing landscape?
Please substantiate this claim with tangible evidence.
5. Before 2011, there was a decentralized procurement system. How would you say this impacted publisher?

Appendix 3: Informed Consent

Informed Consent Letter 3C

**UNIVERSITY OF KWAZULU-NATAL
GRADUATE SCHOOL OF BUSINESS AND LEADERSHIP**

Dear Respondent,

MBA Research Project

Researcher: Name (Martin Dlamini, sdlamini@mweb.co.za, 084 911 3262)

Supervisor: Name (Dr Bhasela Yalezo, yalezob@ukzn.ac.za, 031-260 7429)

Research Office: Ms P Ximba 031-2603587

I, MARTIN DLAMINI, Cell: 084 911 3262, Email: sdlamini@mweb.co.za an MBA student, at the Graduate School of Business and Leadership, of the University of KwaZulu Natal. You are invited to participate in a research project entitled “IMPACT OF PROCUREMENT REGULATIONS RELATING TO EDUCATIONAL PUBLISHING INDUSTRY IN SOUTH AFRICA”. The aim of this study is to determine the influence of procurement legislation with respect to centralised procurement in the educational book publishers in South Africa. The study endeavours to highlight, economic ramifications, the effect of centralised procurement (procurement reforms) and impact relating to implementation of the new procurement policies and regulations on educational publishers. The study is expected to enroll 28 participants in total, 8 will be from small publishers, 10 from medium publishers and 10 from large publishers. It will involve recording of the conference and AGM sessions and a few individuals in the conference session.

Through your participation I hope to understand the extent of the impact on educational publishers in South Africa. The results of the focus group are intended to contribute to growth and development of the educational publishing industry and increase awareness of the impact associated with procurement regulations by providing information for strategic planning and lobbying purposes.

Your participation in this project is voluntary. You may refuse to participate or withdraw from the project at any time with no negative consequence. There will be no monetary gain from participating in this survey/focus group. Confidentiality and anonymity of records identifying you as a participant will be maintained by the Graduate School of Business and Leadership, UKZN.

If you have any questions or concerns about completing the questionnaire or about participating in this study, you may contact me or my supervisor at the numbers listed above.

The survey should take you about 30 minutes to complete. I hope you will take the time to complete this survey.

Sincerely

Investigator's signature _____ Date _____

This page is to be retained by participant

**UNIVERSITY OF KWAZULU-NATAL
GRADUATE SCHOOL OF BUSINESS AND LEADERSHIP**

MBA Research Project
Researcher: Mr Martin Dlamini, 084 911 3262)
Supervisor: Dr Bhasela Yalezo, 031- 260 7429)
Research Office: Ms P Ximba 031-2603587

CONSENT

I.....(full names of participant)
hereby confirm that I understand the contents of this document and the nature of the research project, and I consent to participating in the research project, which is to be an interview between the researcher and myself.

Audio – Recording YES / NO

I understand that I am at liberty to withdraw from the project at any time, should I so desire.

SIGNATURE OF PARTICIPANT

DATE

.....

This page is to be retained by researcher

Appendix 4: Turnitin Report



Digital Receipt

This receipt acknowledges that Turnitin received your paper. Below you will find the receipt information regarding your submission.

The first page of your submissions is displayed below.

Submission author: Sithembile Dlamini
Assignment title: dissertation
Submission title: Impact of procurement Regulations..
File name: ating_to_Educational_Publishers_i...
File size: 183.38K
Page count: 85
Word count: 26,039
Character count: 152,037
Submission date: 17-Jan-2019 04:23PM (UTC+0200)
Submission ID: 1065215351

Chapter 1: INTRODUCTORY CHAPTER

1.1 BACKGROUND AND RATIONALE OF THE STUDY

Fundamental to growth and development of our economy, South African government must create an enabling environment for different industries to thrive, through appropriate public procurement laws and regulations (Thai, 2009). In this regard, the policies developed by the government influence the environment in which industries operate and dictate the industry's strategic direction (Hough et al., 2011). The publishing industry is one of the key industries in South Africa contributing towards delivery of quality education, literacy, creation of employment opportunities, reduction of poverty and ultimately growth of the economy. Over the last two decades, significant growth in the number of publishers, large and small, has been realized. In South Africa the publishing industry consists of three main types of publishers in South Africa, namely; Educational publishing, Academic publishing and Trade or General publishing (Le Roux et al., 2011). Procurement of books in educational publishing is mainly done by government, through a system designed to ensure that schools are sufficiently and efficiently resourced. It is in the education sector where the presence of government regulations and policies are felt. Understandably, because education falls squarely under the government's key priorities, the procurement system design for educational books is governed by legislation. In this respect, educational publishers operate within the public procurement framework and curriculum policy framework that guide them in regard to the type and quality of the product they produce; when they should produce it; for whom the product should be produced and where the product should be delivered. Through the years, a decentralised procurement system was used, whereby each province would procure books for all schools in the province, following the guidelines provided by the National Department of Education. The role of the National Department of Education (NDE) was merely to develop educational policies (including procurement policies), and to monitor that procurement policies are implemented correctly by all provinces. In this way, the NDE was not directly involved in the actual procurement of educational books and thus the NDE's involvement was limited to policy development and performance evaluation of each province. Consequently, the factors relating to decentralized procurement and different standard measures employed by different provinces in the procurement of educational books are thought to have prompted the Government to introduce

1

4.7.1.5 ACCOUNTABILITY

As discussed in 4.6.2.2 above, accountability is key to a sustainable procurement process, both in private and public sector. Hough et al., (2011) refer to accountability as the ability to explain and justify one's actions. Procurement systems should, therefore, inherently enable the practitioners to disclose and explain their actions to stakeholders and vice versa. Remarkably, the decentralised procurement system did not sufficiently satisfy this pillar of public procurement in terms of openness and transparency of procurement processes in educational publishing industry.

Consequently, the above discussed weaknesses and complexities have given impetus to the implementation of procurement regulations. However, the literature reviewed in terms of reforms highlight that: "...operational failures of procurement governance can be attributed to weaknesses in the profession of practitioners rather than to any inherent weakness in the regulations as such (Thai, 2009)".

4.8 IMPACT OF PROCUREMENT REGULATIONS

The fourth objective of the study sought to investigate the impact of procurement regulations on educational publishers in South Africa. The main findings that emerged from this objective are revealed in figure 4.5 below. The findings are responses to the question:

Match Overview

5%

Match 1 of 3

1	Student Paper	100%
2	www-personal.umich.e... <small>Internet Source</small>	1% >
3	www.pmg.org.za <small>Internet Source</small>	<1% >
4	Submitted to Ghana Te... <small>Student Paper</small>	<1% >
5	sate.gr <small>Internet Source</small>	<1% >
6	www.education.gov.za <small>Internet Source</small>	<1% >

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