

## COVID-19 Studies Concerning Health, Social and Economic Aspects



Mustafa Demirkıran / Burhanettin Uysal (eds.)

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**PETER LANG**

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# **Analysis of the Cancellation Reasons of the Tenders Made by Turkish Ministry of Health during the COVID-19 Pandemic**

## **1. Introduction**

For individuals to survive or keep their quality of life at a certain level, many types of needs must be met. Even if some endless needs are met, additional needs take their place. However, the limited resources of both society and individuals do not meet unlimited needs. For this reason, both societies and individuals can meet some of their endless needs with limited resources. They try to maximize the level of benefit they will realize while using their limited resources (Çelik, 2016: 99). As Maslow states in the hierarchy of needs (physiological, security, social, respectability, and self-realization), people's needs and desires have priority. According to this order of priority, people strive to meet their needs (Wahba and Bridwell, 1973: 515; Koçel, 2011: 623). For some crucial events that humanity has gone through, the physical and security needs that Maslow has specified separately in the hierarchy of needs can be conjoined. The COVID-19 pandemic is one of the crucial events that confront humanity. And the need for security for people to be protected from the epidemic and to survive can be seen as a kind of physical need.

The COVID-19 (SARS-CoV-2), which emerged in Wuhan, China, in December 2019 (Liu et al., 2020: 1; Lu et al., 2020; Tan et al., 2020: 61; WHO, 2020), caused an international respiratory disease (Cao et al., 2020: 1787). The disease with symptoms such as fever, dry cough, respiratory distress (dyspnea), headache, and pneumonia can cause death with respiratory failure (Zhou et al., 2020). The rapid increase in cases has made the prevention and control of COVID-19 extremely important (Zheng et al., 2020). As a result of the measures taken, essential and unprecedented changes have occurred in society. Because of these changes, the demand for many goods and services has decreased since February (Cicala et al., 2020: 1). Especially personal protective equipment has an essential place among the goods causing this change. This equipment; gloves, face masks, respirators, goggles, face shields, air-purifying respirators, and gowns. This equipment, which was very insignificant before the pandemic, came to the fore with the epidemic and became one of the most

preferred equipment. Because of the excessive demand for personal protective equipment, problems that arise in production processes can pose a significant problem in the fight against the epidemic. Because considering that healthcare workers are at the forefront of combating the coronavirus, it is an undeniable fact that they need this equipment the most (Livingston et al., 2020). In this respect, providing personal protective equipment to healthcare workers is a crucial issue in combating the pandemic (Polat and Coşkun, 2020). From this perspective, it is necessary to provide personal protective equipment to healthcare workers in a comprehensive, timely, and complete manner under the leadership of relevant public institutions and organizations. In these procurement processes, planning nationally is required.

Planning is an administrative method that provides a rational basis for deciding. Choices must be made when demands exceed the resources available, and options must be carefully considered if decisions are to be handled productively and intelligently. Perhaps the most important contribution of planning is the allocation of scarce resources to ensure that health services are made equally available. National health plan comprises the steps of defining the health problems of the society, determining the needs and resources, establishing realistic and applicable targets, and determining the administrative plan needed to achieve the targets (Mejia and Fülöp, 1978: 15–16). The Turkish Ministry of Health has the mandate and authority to take these steps related to national health planning in Turkey. The first policy among these tasks and powers is the protection and development of public health, reducing and preventing disease risks. Another policy is to prevent the entry of public health problems seen in other countries (Turkish Ministry of Health, 2020). Since the COVID-19 Pandemic is also a significant public health problem, the Turkish Ministry of Health has a leading role in the diagnosis, treatment, and rehabilitation of pandemic-related diseases as well as preventing the entry of sick people into the country and taking necessary precautions.

For people to continue their lives and engage in economic activities, they must protect and maintain their health. However, it has to be spent some money on this. In societies that have brought the level of economic development to a certain level, health awareness increases with the increase in resources allocated for health. While health expenditures play a fundamental role in economic development, they differ according to the development level of the countries. Besides these, it is seen that the share allocated to health expenditures in developed countries is higher than that of developing countries. Health expenditures are variables shaped by the health policies implemented in the country and the sociocultural factors of the country. In other words, health expenditures are

accepted as “expenditures for all protection, development, well-being, care, and emergency programs that adopt the aim of protecting and improving health” (Ağır and Tıraş, 2018: 644–646).

Health expenditures are divided into two as current health expenditure and investment expenditure. Among the current health expenditures, hospitals, home nursing care, outpatient care providers, retail sales and other medical supplies, presentation and management of public health programs, general health management, and insurance are other unclassified expenses (TURKSTAT, 2020a). Looking at the statistics of national health expenditures (public and private sector) in 2018, it increased by 17.5 % compared to 2017 and reached 165 billion 234 million Turkish Lira (TL). Approximately 78 % of this belongs to the public sector. The remaining part belongs to the private sector. The ratio of total health expenditure to Gross domestic product (GDP) was 4.4 % in 2018, while the ratio of general government health expenditure to GDP was 3.4 %. While the share of current health expenditure in total health expenditure was 93.1 % in 2017, it became 93.8 % in 2018. The highest number of current health expenditures belongs to hospitals with 52 %. After the expenditures for hospitals, 51.3 % of the expenditures on retail sales and other medical supplies are followed. When we look at the public and private sector expenditures within this expenditure, 76 % of it is the public sector, and 24 % is the private sector. Spending on retail sales and other medical supplies in the government sector increased by 23 % compared to 2017. As seen, the expenditures for retail sales and other medical equipment suppliers in the government sector in 2018 were around 25 % (TURKSTAT, 2020b).

For the government to spend on retail sales and other medical supplies, a procurement transaction must be carried out by the public administrations, and the procurement process must be terminated by accounting for the accrual transaction file. Procurement procedures of public administrations are carried out within the framework of the Public Procurement Legislation. In the legislation, the Public Procurement Law (PPL) No. 4734, the State Procurement Law No. 2886, the Public Procurement Contracts Law No. 4735, the regulations related to the laws, communiqués, Public Procurement Board Decisions, etc. are located. Public administrations carry out almost all of their procurement (goods, services, construction work, and consultancy) operations within the framework of the PPL No. 4734, and the public administrations within the PPL are clearly stated in the second article of the PPL. This Law also made a regulation for exception purchases. For example, purchases from the State Supply Office (SSO). Therefore, all purchases are carried out by tenders except for purchases covered by the exception, direct supply purchases, and design contests. In the 18th article

of the PPL numbered 4734, the tender procedures to be applied in the procurement of goods or services and construction works (art.19 Open procedure, art.20 restricted procedure, and art. 21 negotiated procedure) are stated. Since the subject of the study is tender, only tenders are mentioned.

In the study, it is aimed to examine the cancellation reasons for the tenders that have a place in public health expenditures. In this direction, information and findings got from the tender statistics presented to the public on the Electronic Public Procurement Platform (EPPP) of the Public Procurement Authority will be presented and some suggestions will be made.

## 2. Methods

The study is a retrospective study conducted by the descriptive scanning model method. For getting data, the top administration was chosen as the Turkish Ministry of Health in the EPPP database, which is the tender platform of the Public Procurement Authority, according to the Public Procurement Law No. 4734. When selecting the data scanning interval, the start date of the COVID-19 pandemic in Turkey is based on March 11, 2020. Based on the tenders canceled by the administrations affiliated to the Turkish Ministry of Health in the EKAP system between 11.03.2020–31.08.2020. Comparisons were made according to the number of canceled tenders between March 11–August 31, in 2014–2019 years.

SPSS 22.0 program was used in the analysis of the data. For the data that were not normally distributed, non-parametric test techniques were used. The Mann-Whitney U test was used for paired comparisons, and the Kruskal-Wallis H test was used for comparisons in over two groups. The relationship between the dependent and independent variables was analyzed by the Spearman Correlation. I studied it with a 95 % confidence interval and a 5 % margin of error.

## 3. Results

Looking at the tenders canceled between March 11 and August 31 in 2014–2019; the cancellation average of open procedure goods tenders is 338, the average of open procedure service tenders is 201, and the cancellation average of open procedure construction works tenders is 80. Compared to 2020, the number of cancellations of goods procurement tenders is close to the average of 2014–2019. There is a 12 % decrease in the cancellation status of services tenders, and a 56 % decrease when looking at the cancellation status of the construction works tenders. Accordingly, it is seen that the highest decrease is in the construction works tenders (Tab. 1).

**Tab. 1.** Procurements canceled for March-August in 2014–2020.

Procurement Type and Procedure	2014		2015		2016		2017		2018		2019		2020	
	n	%	n	%	n	%	n	%	N	%	n	%	n	%
Goods-Open	352	.53	336	.5	298	.52	343	.54	337	.57	359	.59	330	.61
Goods -Negotiated	0	.00	4	.01	0	0	2	0	3	.01	3	0	0	0
Services-Open	202	.31	245	.37	193	.34	185	.29	176	.3	206	.34	176	.32
Services-Negotiated	4	.01	3	0	2	0	1	0	1	0	0	0	0	0
Construction-Open	99	.15	83	.12	79	.14	102	.16	75	.13	43	.07	37	.07
Construction-Negotiated	2	0	0	0	0	0	0	0	0	0	0	0	0	0
Consultancy-Restricted	0	0	0	0	0	0	1	0	0	0	0	0	0	0
<b>Total</b>	<b>659</b>	<b>100</b>	<b>671</b>	<b>100</b>	<b>572</b>	<b>100</b>	<b>634</b>	<b>100</b>	<b>592</b>	<b>100</b>	<b>611</b>	<b>100</b>	<b>543</b>	<b>100</b>

**Tab. 2.** Type and procedure of canceled procurements and statistical information on partial tender (Source: Public Procurement Authority, 2020)

Procurement Type and Procedure	Partial Tender Type		Total
	Can be given	Cannot be given	
Goods-Open	227	103	330
Services-Open	37	139	176
Construction-Open	7	30	37
Total	271	272	543

Canceled goods purchase procurements with 330 are approximately twice as much as service purchase tenders and 10 times more than construction tenders. On the other hand, all of the canceled procurements are open procedure. There are no tenders canceled by negotiated procedure and restricted procedure. Among the procurements canceled in 2020, there is only 1 procurement with a registration number in 2019.

Considering whether the canceled procurements are open to partial tender, it can be said that they are half-and-half. The status of partial tender in services and construction work procurements is relatively low according to the procurements for the purchase of goods.

**Tab. 3.** Cross-tabulation of the reason of cancellation with procurement type and procedures (Source: Public Procurement Authority, 2020)

<i>Reasons for Cancellation</i>	<i>Procurement Type and Procedure</i>			<i>Total</i>
	<i>Goods-Open</i>	<i>Services-Open</i>	<i>Construction-Open</i>	
1. The Fact That All Offers Are Well above the Allowance/Approximate Cost for Purchase	48	40	8	96
2. Procurement Commission Decision for e-Evaluation	4	1	1	6
3. Procurement Authority Decision for e-Evaluation	0	0	1	1
4. Not Appropriate Administrative Specifications	3	3	1	7
5. Deficiencies or Errors Regarding the Procurement Announcement	5	6	1	12
6. Changing of the Procurement Procedure	3	2	1	6
7. The Failure of the Tenderer to Sign a Contract	0	1	0	1
8. Change in the Quality or Amount of the Procurement	12	11	0	23
9. No Tenderer with a Valid Tender for the Procurement	50	32	10	92
10. No Tenderer with a Tender for the Procurement	56	34	2	92
11. Noticing the Missing of Procurement Documents Outside the Announcement, Technical, and Administrative Specifications	2	3	2	7
12. Cancellation by Administration upon Complaint	1	1	0	2
13. Cancellation with the Decision of the Public Procurement Board on the Complaint	0	10	0	10
14. Nonconformity of the Technical Specification	12	12	2	26
15. Prohibition / Public Prosecution About the Confirmed Tenderer	0	1	0	1
16. Within the Scope COVID-19 Precautions	8	8	0	16
17. The President's Decree dated 10.06.2020 and numbered 31151/2645	51	0	0	51
18. Administrative Errors and Deficiencies	9	3	6	18
19. Based on the Subject of the SSO Health Market	33	0	0	33
20. Not comply with the Technical Specifications	7	0	0	7
21. No Competition	3	3	0	6
22. For Administrative Reasons	13	2	1	16
23. Other	11	3	1	15
<b>Total</b>	<b>330</b>	<b>176</b>	<b>37</b>	<b>543</b>
<b>Percentage</b>	0.61	0.32	0.07	<b>1.00</b>

The canceled procurement types are goods, services and construction works, all of which are announced by open procedure. There are no procurements for consultancy services, but canceled. On the other hand, there are no tenders that are canceled in the negotiated procedure and restricted procedure. It is seen that the most canceled procurement type among the canceled procurement is the open procedure goods procurement. When the procurement statistics of the Public Procurement Authority (PPA) for the years 2015–2019 are examined, according to the types of public purchases made with PPL No. 4734, the ratio of the purchase of goods procurements in total tenders is in the first place with 41.97 %. Service procurement procurements are second with 35.66 %, construction work procurements are third with 22.10 %, and consultancy procurements are fourth with 0.27 % (Public Procurement Authority, 2020).

When we look at the canceled open goods procurements, it ranks first with a ratio of 61 %. The rate of canceled open procedure services procurements is in the second with 32 %. The rate of canceled open procedure construction works is in third with 0.07 %.

In the list of cancellation reasons for goods procurement with open procedure, the first place is the reason for “No Tenderer with a Tender for the Procurement” with 56 cancellations. Considering this reason, tenders who will participate in the procurement are waited by the administration until the procurement time, and if no tender offer envelope is submitted to the administration, the tender is canceled by the procurement commission because no tenderer has taken part in the procurement. The second among the reasons for canceled procurements is the “President’s Decree dated 10.06.2020 and numbered 31151/2645” published in the Official Gazette with 51 cancellations. In this decision, the needs to be met through the SSO have been mentioned. Even if it is advertised, it is obligatory to cancel the procurements by the administrations based on the President’s Decree. Administrations may cancel the tender, provided that the reason is shown. This issue has been stated under the heading of “Canceling the procurement before the procurement time” in Article 16 of the PPL No. 4734. The third place among the canceled procurements is the “No Tenderer with a Valid Tender for the Procurement” with 50 cancellations. After the tenderers submit their procurement tender envelopes to the administration, all tender envelopes are opened by the procurement commission. If the tenders are checked, and some cases do not comply with the procurement document and legislation, the tender is deemed invalid. Another vital reason for cancellation is the decision to make the purchase transaction through the SSO. Even if the announcement is made, if the needed goods are available in the SSO,

**Tab. 4.** Reasons for cancellation of goods procurement (Source: Public Procurement Authority, 2020)

<i>Reasons for Cancellation</i>	<i>Procurement Type and Procedure</i>
	<i>Goods-Open</i>
1. No Tenderer with a Tender for the Procurement	56
2. The President's Decree dated 10.06.2020 and numbered 31151/2645	51
3. No Tenderer with a Valid Tender for the Procurement	50
4. The Fact That All Offers Are Well above the Allowance/Approximate Cost for Purchase	48
5. Based on the Subject of the SSO Health Market	33
6. For Administrative Reasons	13
7. Change in the Quality or Amount of the Procurement	12
8. Nonconformity of the Technical Specification	12
9. Other	11
10. Administrative Errors and Deficiencies	9
11. Within the Scope of COVID-19 Precautions	8
12. Not comply with the Technical Specifications	7
13. Deficiencies or Errors Regarding the Procurement Announcement	5
14. Procurement Commission Decision for e-Evaluation	4
15. Not Appropriate Administrative Specifications	3
16. Changing of the Procurement Procedure	3
17. No Competition	3
18. Noticing the Missing of Procurement Documents Outside the Announcement, Technical, and Administrative Specifications	2
19. Cancellation by Administration upon Complaint	1
<b>Total</b>	<b>330</b>

the administration may cancel the procurement within the framework of the Public Procurement Legislation (Tab. 4).

In the list of cancellation reasons for open procedure services procurements, the first place is taken by the reason “The Fact That All Offers Are Well above the Allowance/Approximate Cost for Purchase” with 40 cancellations. As it is known, threshold values are determined according to the approximate cost in Article 8 of the PPL, and the approximate cost is taken into consideration while preparing the announcement period of the auctions. At the same time, the procurement commission provides financial compliance by looking at whether the

**Tab. 5.** Reasons for cancellation of services procurement (Source: Public Procurement Authority, 2020)

<i>Reasons for Cancellation</i>	<i>Procurement Type and Procedure</i>
	<i>Services-Open</i>
1. The Fact That All Offers Are Well above the Allowance/Approximate Cost for Purchase	40
2. No Tenderer with a Tender for the Procurement	34
3. No Tenderer with a Valid Tender for the Procurement	32
4. Nonconformity of the Technical Specification	12
5. Change in the Quality or Amount of the Procurement	11
6. Cancellation with the Decision of the Public Procurement Board on the Complaint	10
7. Within the Scope of COVID-19 Precautions	8
8. Deficiencies or Errors Regarding the Procurement Announcement	6
9. Not Appropriate Administrative Specifications	3
10. Noticing the Missing of Procurement Documents Outside the Announcement, Technical, and Administrative Specifications	3
11. Administrative Errors and Deficiencies	3
12. No Competition	3
13. Other	3
14. Changing of the Procurement Procedure	2
15. For Administrative Reasons	2
16. Procurement Commission Decision for e-Evaluation	1
17. The Failure of the Tenderer to Sign a Contract	1
18. Cancellation by Administration upon Complaint	1
19. Prohibition / Public Prosecution About the Confirmed Tenderer	1
<b>Total</b>	<b>176</b>

unit price offered by the tenders is lower than the approximate cost or not. If the tender submitted by the tenderers is extremely lower than the approximate cost prepared by the administration, according to Article 38 of the PPL No. 4734, the tenderers accept or reject the tender by requesting a written explanation about their tenders. What is generally important here is that tenderers higher than the approximate cost may cause public loss, and tenders lower than the approximate cost may contain unqualified content that does not comply with the technical specification. However, the procurement commission may make

contrary decisions because the urgency of the work to be procured may overshadow the high or extremely low tender amount offered by the tenderers. In such cases, the tender commission decides by taking a risk. However, the procurement authority may still approve the decision of the procurement commission under the sixth paragraph of the PPL or to revoke it by clearly stating the reason. Among the reasons for canceled procurements, the second reason is the reason “No Tenderer with a Tender for the Procurement” with 34 cancellations, and the third reason is the reason “No Tenderer with a Valid Tender for the Procurement” with 32 cancellations (Tab. 5).

In the list of cancellation reasons for construction work procurements conducted with open procedure, the first is the reason for “No Tenderer with a Valid Tender for the Procurement” with 10 cancellations. The second reason is that with 8 cancellations, “The Fact That All Offers Are Well above the Allowance/Approximate Cost for Purchase.” The third reason is “Administrative Errors and Deficiencies” with 6 cancellations (Tab. 6).

**Tab. 6.** Reasons for cancellation of construction works procurements (Source: Public Procurement Authority, 2020)

<i>Reasons for Cancellation</i>	<i>Procurement Type and Procedure</i>
	<i>Construction-Open</i>
1. No Tenderer with a Valid Tender for the Procurement	10
2. The Fact That All Offers Are Well above the Allowance/ Approximate Cost for Purchase	8
3. Administrative Errors and Deficiencies	6
4. No Tenderer with a Tender for the Procurement	2
5. Noticing the Missing of Procurement Documents Outside the Announcement, Technical, and Administrative Specifications	2
6. Nonconformity of the Technical Specification	2
7. Procurement Commission Decision for e-Evaluation	1
8. Procurement Authority Decision for e-Evaluation	1
9. Not Appropriate Administrative Specifications	1
10. Deficiencies or Errors Regarding the Procurement Announcement	1
11. Changing of the Procurement Procedure	1
12. Administrative Reasons	1
13. Other	1
<b>Total</b>	<b>37</b>

Considering the cancellation reasons for construction works procurements, it is less than the reasons for the procurement of goods and services. The reason for this can be said that among the reasons for cancellation in purchases of goods, goods will be purchased from the SSO.

There is a statistically significant difference in terms of the reasons for the cancellation variable as a result of the Kruskal-Wallis H test conducted according to the variable of procurement type and procedure ( $p < 0.05$ ). In the Bonferroni correction test conducted to reveal the source of the difference between the groups, Since the number of groups in the variable was three, three comparisons were made, and the p-value was found to be  $0.05 / 3 = 0.017$ . The comparisons were made on the value of  $p < 0.017$ . According to the results of the Mann-Whitney U test conducted to find the source of the difference, the source of the difference was derived from Goods-Open/ Services-Open. It has been observed that the average score of the goods procurements canceled with the open procedure is higher than the service purchases canceled with the open procedure (Tab. 7).

According to the Mann-Whitney U test performed in terms of Partial Tender Type, there was a statistically significant difference in terms of the reasons for the cancellation variable. Reasons for cancellation vary according to partial tender type. When reasons for cancellation were examined, the average of those that can be given was higher than the average of those which cannot be given ( $p < 0.05$ ) (Tab. 8).

**Tab. 7.** Comparison in terms of cancellation reasons according to procurement type and procedures (Source: Public Procurement Authority, 2020)

Variable	Procurement Type and Procedure	N	Mean Rank	p	Difference Analysis
Reasons for Cancellation	1. Goods-Open	330	301,92	.000*	1-2 .000**
	2. Services-Open	176	223,70		
	3. Construction-Open	37	234,84		

\* $p < 0.05$  (Statistical Significance)

\*\* $p < 0.000$  (Statistical Significance)

**Tab. 8.** Comparison according to partial tender type in terms of cancellation reasons

Variable	Partial Tender Type	N	Mean Rank	p
Reasons for Cancellation	Can be given	271	309,16	.000*
	Cannot be given	272	234,98	

\* $p < 0.05$  (Statistical Significance)

#### 4. Discussion

During the COVID-19 pandemic, people lost their jobs due to economic contractions in the countries, newly unemployed people emerged, and many sectors were adversely affected by this situation (Fernandes, 2020; Nicola et al. 2020). The health sector is the leading sector affected. Since the uninterrupted maintenance of the services is important, it is a critical issue to examine the procurements that were tendered and canceled in this process. There is a noticeable decrease when compared to the canceled procurements in 2020 with the canceled auctions in the period of 2014–2019. Considering the decrease in the COVID-19 pandemic process, there is a higher decrease than the decrease experienced due to the economic effects in 2016.

Looking at the first four of the cancellation reasons of the goods procurements, it is stated that there are no tenders or a valid tender, the purchases of goods are made through SSO with the decision of the President, and that all tenders are much higher than the allowance or the approximate cost allocated for purchase. Looking at the first four reasons for the cancellation of the service procurements, it is stated that all tenders are much higher than the allowance or the approximate cost allocated for purchase, there are no tenders or a valid tender, and the technical specification is not appropriate. Considering the first three reasons for cancellation of the construction works procurements, there are reasons for no tenderer with a valid tender for the procurement that all tenders are much higher than the allowance or the approximate cost allocated for purchase, and due to administrative errors and deficiencies. In all three types and procedures, the most common reason is that there is no tender or a valid tender. Based on this, it can be said that there are many reasons the tender did not appear. These reasons can be said among them:

- As a result of the deficiency and error detected by the company in the tender document prepared by the administration, requesting an addendum by applying to the administration and rejecting this request.
- According to the tender document, the tenderers are excluded from the evaluation in terms of qualification criteria as a result of not submitting the required documents.
- Failure to deliver the tender offer envelope to the administration before the time of the bid and the malfunctions in the postal/cargo transactions, the inability of the bidders in the tender, etc.

Another important reason for cancellation is tenders higher than the approximate cost. The tender commission is to exclude the offers higher than the

approximate cost, with the concern that they may cause public loss. When the tender document is subjected to any inspection, legal action may be initiated against the tender commission members and the tender authority because the tender commission members and the tender authority cause public loss as a result of the evaluation of the proposals/offers higher than the approximate cost and the tender remaining in these tenders.

Another important reason for cancellation is the President's Decree. With the aforementioned decision, purchasing the goods or services to be procured through SSO has become mandatory. Therefore, it can be said that SSO has a vital position in the supply of goods of public administrations because the institutions authorized by the Turkish Ministry of Health can benefit from the Health Market established within the SSO. University hospitals are excluded. In this regard, institutions authorized under the Turkish Ministry of Health can obtain medical consumables and human medical products from the Health Market without a tender under PPL No. 4734. As seen in the study, tenders for purchases of goods were canceled based on this decision (State Supply Office, 2020). In fact, it can be said that with such a decision, the supply difficulties that healthcare institutions may experience during the COVID-19 pandemic have been eliminated. However, the cost of canceling tenders should not be overlooked because some expenses can and cannot be calculated in every tender process. Some calculable expenses (such as the advertisement fee) are quite expensive. Therefore, it can be said that the cancellation of tenders with unplanned and unqualified personnel causes inefficient use of public resources and a waste of resources.

In the study, there is a statistical significance in terms of cancellation of procurements where partial tender can be given. In this respect, while the tenders are made open or closed for partial tenders, planning should be done in the process of preparing technical specifications. It can be said that dividing service procurements and construction works into parts is not an effective method, and disrupting the integrity of the work may prevent the efficient use of public resources. However there is competition and price advantage.

Compared to the procurements conducted, the rate of canceled procurements is relatively high. The slowdown and cessation of production during the COVID-19 pandemic can be shown among the reasons for the increase in the cancellation rate in goods procurements. Because of the cancellation of some medical services during the COVID-19 pandemic, the administrations resorted to canceling the tenders. It can be said that the administrations are in a difficult situation in terms of service planning. Unforeseen situations have arisen, and even the administrations have resorted to cancellation because it

was seen as objectionable to gather tender commissions to prevent the spread of the epidemic.

Among the reasons for cancellation, errors, and deficiencies stemming from the administration stand out. The inappropriateness of the technical and administrative specifications, which are a part of the tender document, the absence of deficiencies or errors in the tender announcement, the notice of deficiencies in the tender documents other than the announcement, technical and administrative specifications, and the cancellation of the tenders because of some administrative reasons (such as public benefit, disappearance of the need) are being. In fact, these cancellation reasons arise as a result of the deficiencies and weaknesses in the management processes.

Planning is one of the main functions of management. The place of human resources among the resources required for production (labor, land, capital, and entrepreneurs) stands out more than other resources. Human resources are in the primary place in the production of healthcare services because of the human is at the center of the service. Human resources play an important role in providing health services to individuals. Health planners and decision-makers must ensure that competent people are in the right place at the right time to meet the needs of the community and deliver health services at an affordable cost. For this reason, rational policies and strategic planning are required.

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