

## Procurement Planning Practices and Organizational Performance at Rwanda Public Procurement Authority in Kigali Rwanda

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**Abstract:** - The purpose of this research project was to analyze the extent which procurement planning affects an organization performance at Rwanda Public Procurement Authority. In conducting this research, three objectives were laid out to determine the effect of procurement plan's needs assessment on the improvement of service delivery and quality of RPPA, to analyze the impact of procurement plan's schedules and cost estimation on cost savings of RPPA, to find out the role of types of contract identification on price's competitiveness of RPPA, and to assess the relationship between procurement planning and organization performance at Rwanda Public Procurement Authority. To achieve these objectives, literature was reviewed on the subject matter, and then data was collected from 34 employees of RPPA and they were chosen by using universal sampling technique. Questionnaire, interview and documentation were used as tools of data collection. Findings indicated that "RPPA uses monitoring and evaluating plan procedures for tracking progress and developing lessons to be used in subsequent phases" responded at very highest mean and the responses were homogeneous (mean= 4.68, SD=0.475), and item 1 indicates that "RPPA always defines the requirements and ascertaining the context of the tasks to be performed" responded at very highest mean and the responses were homogeneous (mean= 4.29, SD=0.579), moreover item 2 reveals that "RPPA determines specifications and details of the activity components and ascribing costs to them" responded at very highest mean and the responses were homogeneous (mean= 4.50, SD=0.508). In addition, "Procurement plan's schedules and cost estimation in RPPA targets operational efficiencies across the end-to-end procurement and contracting process" responded at very highest mean and the responses were homogeneous (mean= 4.71, SD = .486), and item 1 indicates that "RPPA gains greater cost control by setting standards for each type of cost incurred and then highlighting exceptions" responded at very highest mean and the responses were homogeneous (mean= 4.65, SD = .463), moreover item 3 reveals that "RPPA always estimates costs for the procurement processes and their financial plan" responded at very highest mean and the responses were homogeneous (mean= 4.56, SD = .478); "Procurement plan's schedules and cost estimation in RPPA targets operational efficiencies across the end-to-end procurement and contracting process" responded at very highest mean and the responses were homogeneous (mean= 4.71, SD = .486), and item 1 indicates that "RPPA gains greater cost control by setting standards for each type of cost incurred and then highlighting exceptions" responded at very highest mean and the responses were homogeneous (mean= 4.65, SD = .463), moreover item 3 reveals that "RPPA always estimates costs for the procurement processes and their financial plan" responded at very highest mean and the responses were homogeneous (mean= 4.56, SD = .478). Therefore, inline of findings researcher recommended that RPPA should focus on proper procurement planning to make sure there is link between the procurement plan and budget to prevent buying items which are outside the procurement plan.

**Keywords:** - Procurement planning, organization performance, Rwanda Public Procurement Authority.

## **1. Introduction**

### **Background to the study**

On a global scale, establishing, maintaining, and improving a sound public procurement system is an important responsibility of governments around the world. Modern public procurement is the engine of economic growth and development because it stimulates domestic, regional and international trade. Procurement is a key element of good governance. A well-functioning, competitive, transparent and fair public procurement system satisfies suppliers and contractors, encourages them to participate in procurement opportunities, and brings value for money to the procurement entities and taxpayers that support them. The public's confidence in government administration usually depends on the reality and perception that procurement procedures and actions are taken responsibly by technical and political public officials who are committed to improving procurement efficiency and integrity, and firmly believe in public procurement policies. Procedures and practices ensure good governance and value for money.

In developed countries includes United States of America and Germany, procurement planning works as the primary function that sets the stage for subsequent procurement activities. It 'fuels and then ignites' the engine of the procurement process (Rotich, 2011). A mistake in procurement planning therefore has wide implications for the government states, measured from the two indicators of accountability and participation. Procurement planning contributes to government states measured at two levels of accountability and community participation. The key to accountability is the capacity to monitor and enforce rules-within the public sector, between public and private parties. Accountability as one of the broad elements of good governance involves holding elected or appointed individuals and organizations charged with public mandate to account for specific actions, activities, or decisions to the public from whom they derive their authority (Agere, 2001).

In East African countries, it takes precedence over all regulations and guidelines for procurement at all levels of the public sector in Kenya. It created a new procurement framework designed to achieve several goals. One is to promote the economy and efficiency of public sector procurement and disposal activities. The second is to ensure that the public sector conducts public procurement and disposal in a fair, transparent and non-discriminatory manner. Third, promote the integrity and fairness of the procedures; fourth, improve the transparency and accountability of these procedures, and ultimately enhance the public's confidence in these procedures. The procurement plan must be incorporated into the annual departmental expenditure plan to improve financial predictability (PPOA, 2009) and a general manual for public procurement and disposal. Article 26 (3) and Article 20 and Article 21 of the Act stipulate that the procurement plan is mandatory. The procurement plans are prepared as part of the annual budget preparation process as they are necessary to inform the cash flow preparation. The annual procurement planning is an integral part of the budget processes.

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### **Statement of the Problem**

The role of procurement planning is to enhance as well as to promote both efficiency and transparency in the sourcing of public institution needed procurement goods and services (Mburu, 2011). Further analysis of procurement planning enables organizations to operate on optimal level. This translates to noteworthy cost savings that in turn improves on organizational performance.

Despite, Rwanda Public Procurement Authority faces a challenge about the supply risk sometimes

occur through the failure to conduct market research on prices before preparing budgets for these bids. Instance, Auditor General Report (2019) found that 21 entities won the bid at a price higher than the budgeted cost of the procurement plan, and the actual incremental cost was between 23% and 865% of the planned cost. Therefore, the researcher seen that the preparation and approval of the public procurement plan should be based on the budget finally approved by the relevant agency. While, budget availability may serve as a tool for planning, coordinating, controlling, and evaluating performance in the organization. Therefore, from the above statement, this research project was intended to find out the extent on how procurement planning practices affects an organization performance at Rwanda Public Procurement Authority.

### **Specific Objectives**

**The study has the following specific objectives:**

- I. To determine the effect of procurement plan need assessment on the improvement of service delivery and quality of RPPA,
- II. To analyze the effect of procurement plan schedule and cost estimation on cost savings of RPPA,
- III. To find out the role of types of contract identification on price's competitiveness of RPPA,
- IV. To assess the relationship between procurement planning and an organization performance at Rwanda Public Procurement Authority.

### **Research Questions**

- I. What is the effect of procurement plan's needs assessment on the improvement of service delivery and quality of RPPA?
- II. What is the effect of procurement plan's schedules and cost estimation on cost savings of RPPA?
- III. What is the role of types of contract identification on price's competitiveness of RPPA?
- IV. Does any relationship between procurement planning and an organization performance at Rwanda Public Procurement Authority?

## **2. Literature Review**

### **Theoretical Review**

#### **Theory of Planned Behavior**

The Theory of Planned Behavior (Ajzen, 1991) is the successor of the theory of reasoned action (Fishbein and Ajzen, 1975). A central factor in the TPB is the individual's intention to perform a given behavior. As Ajzen (1991) stated the stronger the intention to engage in behavior, the more likely should be its performance. According to the TPB an individual's intention to perform a given behavior is formed by three determinants: attitude, subjective norm, and perceived behavioral control. The relative importance of the determinants varies across situations (Ajzen and Fishbein, 1980). The Theory of Planned Behavior holds that the extent to which an individual has a positive or negative evaluation of competency management (attitude), the perception of social pressure to use competency management (subjective norm), and the individual's confidence in his/her ability to use competency management (perceived behavioral control) will predict the intention to use and the actual use of competency management (Gelada and Ivory, 2003).

#### **Contract Management Theory**

Contract management theory can be interpreted as category management, contract administration and contracting processes (Knoester, 2005). Any organization has to managers their contract from "contracting processes from its initiation till the end of the contract" this refers as the management of the engagement administration of all term agreements by which means a contract is closed. To Knoester, the contract management process must be done for ensuring that the right information is in the right place at the right time, to support the whole of the contracting process. In project disciplines, this can be achieved by distributing contract information to all primary project stakeholders to determine and assess an optimal supply base.

#### **Institutional Theory**

Cultural-cognitive and regulative elements are the basic compositions of institutions that, together with

accompanying activities and resources throws more light on life (Scott).

Scott (2004) elucidates the three pillars of institutions as normative, regulatory and cultural-cognitive. The normative refers to norms (ways of behaving) and canons (requirement), shared responsibility being the basis of acquiescence. The regulatory underscores the practice of instructions, decrees and sanctions as implementation process, with decorum as basis for acquiescence. The cultural-cognitive rests on mutual comprehension. This concept is imperative in relation to the enactment of sustainable procurement policy and practice in service sector organizations.

### **Resource-Based Approach**

Resource-based approach emphasizes the firm's resources as the fundamental determinants of competitive advantage through procurement planning and performance. It adopts two assumptions in analyzing sources of competitive advantage (Peter and Barney, 2003).

First, this model assumes that firms within an industry (or within a strategic group) may be heterogeneous with respect to the bundle of resources that they control. Second, it assumes that resource heterogeneity may persist over time because the resources used to implement firms' strategies are not perfectly mobile across firms. Resource heterogeneity (or uniqueness) is considered a necessary condition for a resource bundle to contribute to a competitive advantage.

### **Empirical Review**

Darin (2005) states that is important if proper procurement planning is to be achieved especially in low developed countries that global sourcing is adopted as a strategy. Sourcing refers to a procurement strategy through which an enterprise works to identify the most –effective buying source of a given commodity, even if that location may be in a foreign country. Global sourcing often aims to exploit global efficiencies on the delivery of a product or service. These efficiencies include low-cost skilled labor, low-cost raw materials and other economic factors like tax breaks and low trade

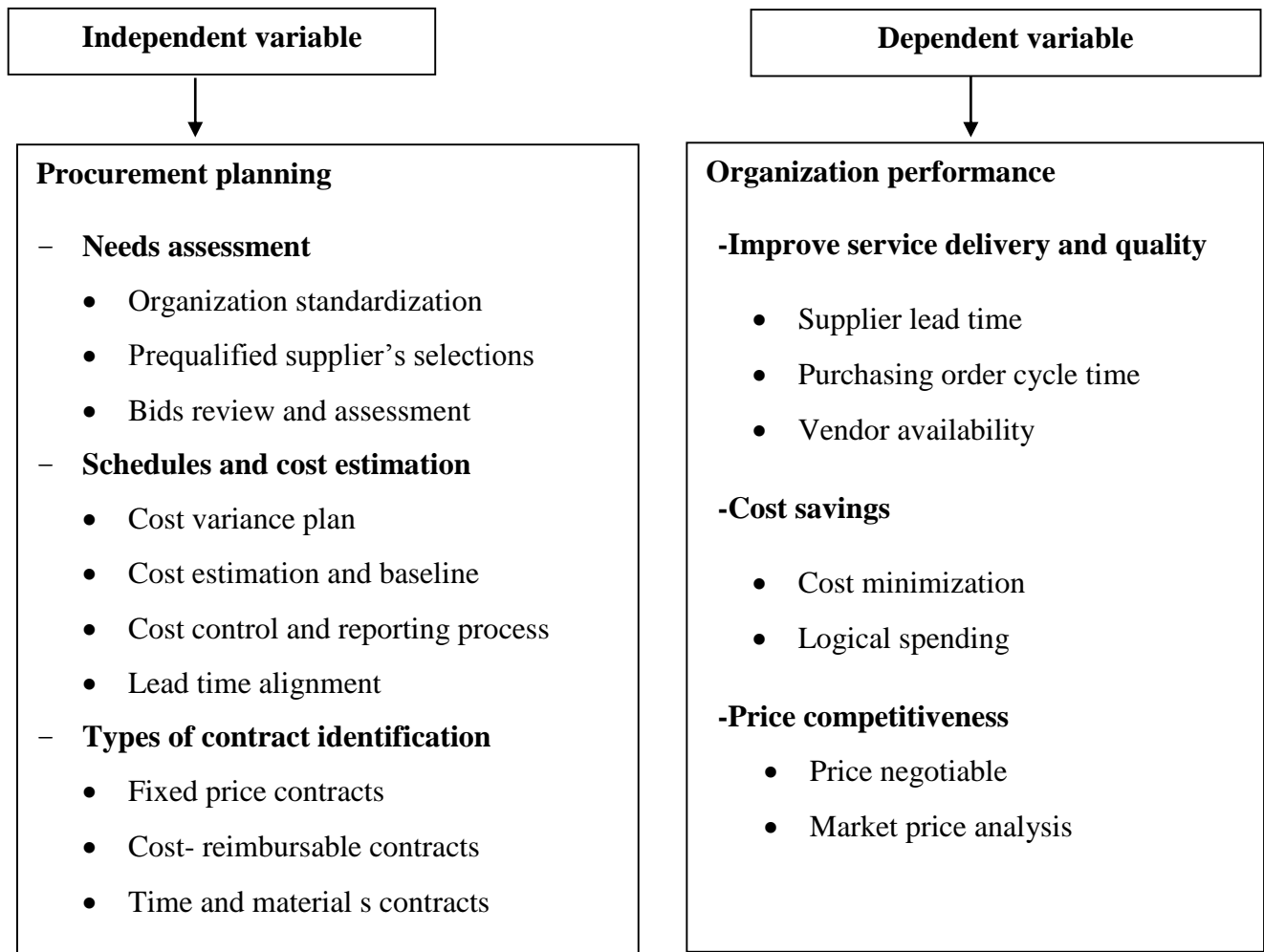
tariffs. Global sourcing of goods and services has advantages that go beyond the most competitive price. International firms normally offer good prices for their products and are normally high quality. In Uganda 80% of the products are imported into Uganda meaning that there is need for collaborative partnerships with the global firms to foster better sourcing. Open international bidding should be proposed for most of the products.

Davis (2014) evaluates procurement practices influencing service delivery in the public sector with focus on the provision of electricity using Kenya power as a case study. The objectives of the study were to establish the influence of procurement policy, procurement planning and sustainable procurement practice on service delivery. The study used stratified sampling technique to select a sample of 100 respondents from a target population of 160 employees, with a response rate of 71%. The study adopted descriptive analysis and concludes that procurement policy, procurement planning and sustainable procurement practice influence service delivery.

Kebede (2016) assess the practice of procurement planning and its implementation preparation. The study employed descriptive study and purposive sampling method to select a sample of 45 respondents from a total population of 77 staff from all requesting units. The results show that the organization's practice in relation to procurement planning preparation: early needs identification, specification preparation, price estimation, procurement needs consolidation at office level are not applied in the office. The procurement process undertakes based on individual unit's request instead of consolidation at office level. Moreover, the study concurred that there is lack of joint efforts and team works in procurement plan preparation between the requesting and procurement units. In relation to the procurement implementation practice, the findings of the study showed that bid were advertised without plan, short notice and re-advertisements undertakes regularly and contract amount variation and modification of the terms of reference & specification occurs.



**Conceptual framework**



Source: Researcher’s Analysis, 2021.

**Research Gaps**

Saia (2006) assert that time invested in preparation before developing the significant procurement plan will increase the chances of it being completed within the required time frame and budget. Objectives of Public entities should be reflected in the procurement plans and their desired outcomes from a procurement plan are vital before carrying out activities of procurement planning.

According to Brisbane (2008), procurement planning should provide the most effective measures of achieving value for money for government. The concept of value for money is not restricted to price alone. The value for money assessment may include quality products determination of desired outcomes

and objectives is essential for proper procurement planning.

Now days after reviewing the data from different studies conducted by other authors, the researcher revealed that there are very few academic studies on the effect of procurement planning on organization performance in the context of the effect of procurement plan’s needs assessment on the improvement of service delivery and quality of an organization, the effect of procurement plan’s schedules and cost estimation on cost savings of an organization, about the role of types of contract identification on price’s competitiveness of a company, and the relationship between procurement planning and an organization performance that are too short almost inexistent. Therefore; this study was intended to fill the gaps by providing the evidence

extent to which procurement planning affects an organization performance at Rwanda Public Procurement Authority.

### 3. Research Methodology

#### Research Design

The study used descriptive method because the researcher based on answers from respondents to describe how procurement planning affects Rwanda Public Procurement Authority performance. In addition, for analyzing the relationship between relationship between procurement planning and an organization performance; the study used correlation research design through Pearson Correlation data analysis.

#### Target Population

Target population of this research project was 34 employees of Rwanda Public Procurement Authority.

#### Sample Size

For this research project, the sample size equals to 34 employees of Rwanda Public Procurement Authority and therefore the targeted population is too small, that is less than 100, therefore, the entire population were used (Dwill, 2011).

#### Sample Design

According to Saunders (2015), sampling technique provides a range of methods that enable the researcher to reduce the amount of data He/ She needs to collect by considering only data from a subgroup rather than all possible cases or elements. Choosing the right sample can save time, money, effort and yield accurate and quick results. Therefore, the study used universal sampling technique.

#### Data Collection Method and Instrument

The instrument used in collecting the data was a questionnaire. According to Kumeckpor (2002) questionnaire organizes the project and gives it direction and coherence; they delimit the project showing its boundaries, keep the researcher focused during the project and point to the data that will be needed. Prior to the administration of questionnaires,

interview as well as documentation were used and a supporting document was gotten from the Rwanda Public Procurement Authority, to give the researcher access to the place being studied.

#### Data Analysis

The researcher used different data analysis techniques: the Mean, standard deviation and Pearson Correlation. Data collected from questionnaires was edited, coded, tabulated and processed immediately after their acquisition. Statistical Package for the Social Sciences (SPSS version 20) program was used to process the primary data collected for further analysis.

### 4. Summary, Conclusions and Recommendations

**Effect of procurement plan needs assessment on the improvement of services delivery and quality of RPPA:** The results have proven that RPPA uses monitoring and evaluating plan procedures for tracking progress and developing lessons to be used in subsequent phases” responded at very highest mean and the responses were homogeneous (mean= 4.68, SD=0.475), and item 1 indicates that “RPPA always defines the requirements and ascertaining the context of the tasks to be performed” responded at very highest mean and the responses were homogeneous (mean= 4.29, SD=0.579), moreover item 2 reveals that “RPPA determines specifications and details of the activity components and ascribing costs to them” responded at very highest mean and the responses were homogeneous (mean= 4.50, SD=0.508); furthermore item 3 indicates that “RPPA selects the most appropriate procurement method to use to ensure competition, economy, and efficiency” responded at very highest mean and the responses were homogeneous (mean= 4.47, SD=0.615).

**Effect of procurement plan schedules and cost estimation on cost savings of RPPA:** The results have proven that Procurement plan’s schedules and cost estimation in RPPA targets operational efficiencies across the end-to-end procurement and contracting process” responded at very highest mean and the responses were homogeneous (mean= 4.71, SD = .486), and item 1 indicates that “RPPA gains greater cost control by setting standards for each type

of cost incurred and then highlighting exceptions” responded at very highest mean and the responses were homogeneous (mean= 4.65, SD = .463), moreover item 3 reveals that “RPPA always estimates costs for the procurement processes and their financial plan” responded at very highest mean and the responses were homogeneous (mean= 4.56, SD = .478).

**Role of types of contract identification on price competitiveness of RPPA:** The results also showed that “with types of contract identification, RPPA makes for easy identification of contracts with diversity suppliers and those in high-risk zones” responded at very highest mean and the responses were homogeneous (mean= 4.53, SD =.507), and item 6 indicates that “through types of contract identification terms, RPPA gains greater control, improve process and workflow efficiency” responded at very highest mean and the responses were homogeneous (mean= 4.47, SD =.524), moreover item 3 reveals that “With types of contract identification, RPPA summarized the process of systematically and efficiently managing contract creation, execution, and analysis” responded at very highest mean and the responses were homogeneous (mean= 4.65, SD =.544).

**Procurement planning practices and organizational performance at Rwanda Public Procurement Authority:** According to Pearson’s theory on coefficient of correlation, results indicated that procurement planning practices and organizational performance at Rwanda Public Procurement Authority equal to .743, thus named that there is a strong positive relationship between these two variables, therefore procurement planning practices applied by RPPA through the needs assessment, schedules & cost estimation and types of contract identification improves greatly the service delivery and quality, cost savings and price competitiveness.

### **Conclusion**

From the first objective focused on the effect of procurement plan need assessment on the improvement of service delivery and quality of

RPPA, study concluded that RPPA annual procurement plan refers as the stage in the process when the objectives of making procurement are considered in relation to stakeholder needs and when a planned approach to the procurement is set out. This process is vital to the success of the procurement, although it may be executed in parallel with or immediately after the specification. Additionally, an annual procurement plan is also the first step in the procurement planning process at Rwanda Public Procurement Authority.

According to the effect of procurement plan schedule and cost estimation on cost savings of RPPA, study concluded that the purpose of schedule and cost estimation in RPPA is to predict the quantity, cost, and price of the resources required to complete a job within the project scope. Cost estimates are used to bid on new business from prospective clients and to inform your job and budget planning process. Furthermore, cost estimation is done by breaking the scope of the project down into manageable parts and using all information available (previous experience, similar jobs, expertise in the industry) to arrive at a total expected cost.

According to the role of types of contract identification on price’s competitiveness of RPPA; the study also concludes that an effective contract management used by RPPA enables that institution to maximize value for money in delivering development outcomes. The focus of contract management is on the activities that are undertaken during the contract execution/implementation phase, following the award of contract (downstream activities). However, the success of contract management is strongly influenced by upstream activities such as those undertaken during the procurement planning, choice of contract, and contractor selection phase.

According to the relationship between procurement planning and an organization performance at Rwanda Public Procurement Authority, the study concludes that there is a positive relationship between these two variables. In addition, Rwanda Public Procurement Authority makes at first stage that the actual procurement process where each

department identifies their needs and sends them to the procurement officer where they are unified to produce procurement plan. Here the basic need of the stakeholder(s) is explored, options considered, and the requirements briefly described as the basis for a plan and a specification. In addition, Procurement planning is a key function in RPPA as a public organization and its objective is to provide the procurement entity with continuity of inputs (procurements) to enable it to achieve strategic objectives.

### **Recommendations**

- I. Monitoring progress at Rwanda Public Procurement Authority may be done through, the determination of extent of performance accomplished periodically according to the work plan, and inspection and testing of quality aspects.
- II. The research recommends that RPPA should focus on proper procurement planning to make sure there is link between the procurement plan and budget to prevent buying items which are outside the procurement plan.
- III. Procurement planning practices should also be reviewed at RPPA in order to take into account the exact votes as the basis for powering the required goods, works and services. Further, there will be proper utilization of resources, innovation and problem-solving techniques once procurement planning procedures are put in place.
- IV. There is also need for the Rwanda Public Procurement Authority to have a check list that ensures that procurement of goods and services is done within the budgetary approvals on sources of funds so as to avoid delay in payment.
- V. Rwanda Public Procurement Authority may work by respecting key to the process of successful contract management as the recognition that procurement entity must follow this stages that are: plan, do, check and act this may help to identify a successful type of contracts basing cost estimation and service's conditions.

### **Limitations of the study**

During data collection period, there is a huge volume of unstructured and frequently non automated or unrecorded information. Some information resides in multiple files and proprietary databases and on multiple platforms, which are not well integrated or accessible. These are the legacy of many years of uncoordinated development and may have resulted in poor quality and inconsistent information. In addition, many effects of Covid 19 may also disturbing this study especially due to the limited number of employees who were allowed to work didn't exceed 75% of all employees.

### **Future Research implications**

The finding of this research has an important implication on how procurement planning practices can affect an organizational performance and it will be helpful for Rwanda Public Procurement Authority and others procurement entities in Rwanda. Furthermore, in order to extend the importance of procurement planning practices in public procurement entities, future research is recommended on the following areas:

1. Effect of procurement planning practices on public institution's performance in developing countries.
2. Impact of procurement planning practices on public procurement performance.

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