

INFLUENCE OF PROCUREMENT PRACTICES ON PROCUREMENT FUNCTIONS IN STATE CORPORATIONS IN KENYA

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# INFLUENCE OF PROCUREMENT PRACTICES ON PROCUREMENT FUNCTIONS IN STATE CORPORATIONS IN KENYA

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#### **ABSTRACT**

The study sought to establish the influence of procurement practices on procurement functions in the state corporations in Kenya. Descriptive research design was used for the study. The target population for this study was 187 supply chain officers drawn from different state corporations in Kenya. Primary data was collected using questionnaires. The quantitative data was entered into SPSS for analysis. Both quantitative and qualitative data analysis techniques were used. It was notable that there exists a relationship between indepedent variables and depedent variable. This implied that these variables were very significant and they therefore need to be considered in any effort to boost procurement functions in state corporations in Kenya. The study recommends that relevant staffs to procurement be involved in the process of plan preparation. The study recommended that in order for the state corporations to improve on contract management, the state corporations must place emphasis on improving the quality of contract documentation. The study recommended that plans are not static and that preparation of annual procurement plans should be participatory, frequently reviewed so as to improve on the corporations procurement performance. Resource allocation is an important aspect in determining how effective the whole process will be. This calls for public entities to try and balance resource allocation and even allocate more funds to procurement departments. This is because procurement is the base of all other departments and its success percolates down to the whole organization. It's imperative that as procurement resource allocation planning should be done in a manner that it takes care of the pursued strategic fit in the public entities.

**Key Words:** procurement planning, contract management, resource allocation, outsourcing practices, procurement functions

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#### INTRODUCTION

The government is the main provider of essential services such as health, education, defence and infrastructure. This is done through procurement function, making it to be very important, and the sheer magnitude of procurement outlay has a great impact to the economy and needs to be well managed. Each county has its own economic social, cultural and political environment and each country's public procurement practitioners face different types of challenges, indeed in all countries in the world, estimates of financial activities of the government procurement are believed to be in 10%-30% of GNP (Callender & Mathews, 2000).

Procurement is the nerve centre of performance in every institution, whether public or private and thus needs a tight system to be followed and adopted. The implementation of the procurement Act 2005 and the subsequent regulations and guideline have faced many challenges in many public institutions in Kenya (Nyakundi E., Kombo C., Omari R., Mongare O. 2012). Many procurement activities still suffer from neglect, lack of proper direction, poor coordination, slow with a lot of bureaucracy, lack of open competition and transparency, differing levels of corruption and not having a cadre of trained and qualified procurement specialists who are competent to conduct and manage the procurement process in a professional, timely and cost effective manner (Mburu & Njeru, 2014).

Ethiopia follows federal system of government. It receives substantial aid from the international donor community. For example, it receives significant bilateral assistance from Germany, Sweden, the European Union, Italy and the United States. The UN has an extensive program in Ethiopia's education sector (World Bank, 2002. Ethiopia has already begun implementing major reform programs such as Public Sector Capacity Building Program to enhance public sector efficiency, transparency and accountability. In

fact, procurement forms part of the Government's overall Civil Service Reform Program.

Procurement practice in Kenya has gone through a lot of reforms since independence. At 1959, Supplies and Transport departments existed for the entire government under the Ministry of Works. Later Market Research, Inspection of Materials and Central Tender Board (CTB) were established and were responsible for procurement and tender award. Later reforms involved the movement of the Central Tender Board within the government system. Before 1974, public procurement in Kenya was largely undertaken by foreign organization like crown agents on behave of the government. This was so because the local source was not adequate. Public procurement regulations and guidelines were issued through Treasury circulars (Akech, 2005). In 1978, the East African Community developed procurement guidelines under the East African Supplies Manual. This document replaced the function of the Crown agents and it was used for all procurement in the Republic.

### Statement of the Problem

Procurement encompasses the whole process of acquiring property and services. It begins when an agency has identified a need and decided on its procurement requirement (Ebrahim, 2010). Public procurement is concerned with how public sector organizations spend taxpayers' money on goods and services (Hall, 2009). Globally, in many developed nations, government organizations across the world tend to spend between 8 per cent and 25 per cent of GDP on goods and services (Organization for Economic Co-operation and Development, 2006). The inefficiency and incompetence of overall administration and management of Procurement function in many Public institutions contributes to loss of Ksh. 50 million annually (PPOA.2010).

A study done by Kioko & Were (2014) on factors affecting efficiency of the procurement function at

the public institutions in Kenya; a case of supplies branch in Nairobi found out that procurement staff competencies, legal framework, institutional culture and Information Communication Technology (ICT) positively affect the efficiency of the procurement function in public institutions in Kenya. Wanyonyi and Muturi (2015) did a study on factors affecting performance of procurement function among public technical training institutions in Kisumu County, Kenya. Namusonge and Wahu (2015) on Factors Affecting Performance of the Procurement Function in Kenyan Public Secondary Schools: A Case Study of Gatundu District Concluded that Key findings included the fact that all the three variables affect procurement performance in public schools with 100% of the respondents agreeing to the proposition competitive bidding, legal framework and function affect aggregation procurement performance. Amongst the three variables under consideration, competitive bidding was found to affect procurement performance to the greatest extent followed by the prevailing legal framework. The least influencing factor on procurement performance was found to be aggregation of procurement. These studies haven't captured the factors affecting the efficiency of procurement function itself, so this study is mandated to fill this gap by looking specifically to the influence of procurement practices on the procurement functions in the state corporations in Kenya.

## **Study Objectives**

The aim of the study was to establish the influence of procurement practices on the procurement functions in the state corporations in Kenya. The specific objectives were:-

- To determine the influence of procurement planning on procurement functions in the state corporations in Kenya.
- To establish the influence of contract management on procurement functions in the state corporations in Kenya

- To evaluate the influence of outsourcing practices on procurement functions in the state corporations in Kenya
- To establish the effect of resource allocation on procurement functions in the state corporations in Kenya.

#### LITERATURE REVIEW

#### **Theoretical Review**

# **Transaction Cost Economics (TCE) theory**

The transaction cost theory was proposed by Coase (1937). This theory addresses questions about why firms exist in the first place (i.e., to minimize transaction costs), how firms define their boundaries, and how they ought to govern operations. According to Patrick, (2010) TCE was originally developed to help to determine the efficiency of governance structures in the private sphere.

Simon and Evenett (2005) argue that parties have to bid for the right quality of goods and services and the award has to go to the bidder offering the lowest price. Firstly, where competitive bidding can indeed be an effective way of determining the lowest cost supplier when the price of the good or service being procured is the buyer's only concern, it works less well for complex goods and services where the buyer cares more for the quality, reliability, and other attributes of the procurement (Golinelli, 2009).

#### **Auction Theory**

According to Gunnar Alexandersso and Staffan Hultén (2006) open tendering when contracting out public services is similar to performing common value auctions with a sealed-bid procedure. However, the price of the bidders may not be the only factor (although often the most important) to take into account. The procuring public authority typically evaluates the competing bids regarding both price and quality once the bidding process has ended. He argues that, competitive tenders combine traits, advantages, disadvantages and risks, of both auctions and beauty contests.

Hultkrantz and Nilsson (2011) claim that a pure auction is better than a beauty contest because it offers a more market-oriented, objective and transparent method for awarding licences. Their strongest argument in favour of open tendering is that firms in the auction process, by means of offering more and more money, reveal information about their estimation of the value of the good. Hultkrantz and Nilsson (2011) point out several disadvantages with beauty contests: the process is slow and cumbersome, in particular if the final decision is challenged in court, it is difficult to achieve transparency, and many criteria are not objective or difficult to quantify. They further suggest that, even when social concerns are important, an open tendering is a better alternative since it can also include minimum requirements and can allow both positive bids in attractive regions and negative bids in unattractive regions.

# **Resource Based View Theory**

The resource-based view (RBV) as a basis for the competitive advantage of a firm lies primarily in the

application of a bundle of valuable tangible or intangible resources at the firm's disposal. To transform a short-run competitive advantage into a sustained competitive advantage requires that these resources are heterogeneous in nature and not perfectly mobile. Effectively, this translates into valuable resources that are neither perfectly imitable nor substitutable without great effort. If these conditions hold, the bundle of resources can sustain the firm's above average returns (Crook *et al.*, 2008).

Resources are the inputs or the factors available to a company which helps to perform its operations or carry out its activities (Black and Boal 2008, Grant 2008 cited by Ordaz *et al.*2012). Also, these authors state that resources, if considered as isolated factors do not result in productivity; hence, coordination of resources is important. The ways a firm can create a barrier to imitation are known as "isolating mechanisms", and are reflected in the aspects of corporate culture, managerial capabilities, information asymmetries and property rights (Hooley & Greenlay 2011).

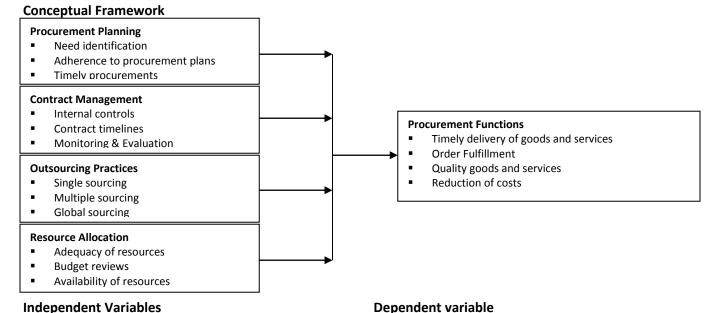


Figure 1: Conceptual Framework

Source: Author (2019)

## **Empirical Review**

Cherotich (2014) sought to establish the effect of effective contract management practice on operational performance of state corporations in Kenya. The study used a descriptive, cross-sectional survey research design, with a target population of all the 187 state corporations in Kenya. It also employed a simple random sampling method with a sample size of 50 state corporations. Data was collected using questionnaires, analyzed using SPSS and presented using charts, tables, and graphs. The study findings indicated that state corporations practice effective contract management, which has a positive effect on their operational performance.

Yegon and Njeru (2014) sought to examine factors that determine the effectiveness of procurement contract management of selected state corporations in Nakuru County. This study adopted descriptive research design. The target population of this study comprised of 28 procurement staff, 28 finance staff, and 30 management staff 10 selected state corporations in Nakuru County. Findings reveal that there is a negative and statistically significant relationship between compliance with contract terms and conditions and the effectiveness of contract management (β=-0.200, p= 0.045). Findings also revealed that there is a positive and statistically significant relationship between the quality of contract documentation and the effectiveness of contract management ( $\beta$ =0.243, recommends p=0.042).The study that corporations should place more emphasis on improving the quality of contract documentation in order to enhance the contract management process.

(2013) study focused on procurement planning and service delivery in Kenyan state corporations. The study found out that the main factors affecting procurement planning and service delivery in State Corporation in Kenya include corruption, provision of better infrastructures such as roads and electricity

lagging behind for years, investment climate, government policies, challenge of limited skilled personnel to meet the rising needs of local people and challenge to get the right service provider with the equipment's to do the job well. The study recommends further research on governments need to develop effective procurement planning and service delivery in the State Corporations.

Kibet and Njeru (2014) sought to establish the influence of procurement portfolio management on procurement performance, effects of logistics management on procurement performance and the impacts of adherence to procurement plans on procurement performance public corporations. The study found out that there existed a strong relationship between procurement planning and procurement performance, therefore the study concludes that the presence of a procurement portfolio, efficient logistics management adherence to procurement plans positively affects procurement performance in institutions. The purpose of procurement planning therefore is to be able to utilize the available resources to achieve the overall procurement objectives.

## **METHODOLOGY**

The study used a descriptive survey design to help in indicating trends in attitudes and behaviors and enable generalization of the findings of the research study to be done. This design was appropriate for this study because it utilizes a questionnaire as the data collection tool that saves time, expenses and the amount of quality information yielded is valid, while interviewer bias is reduced because participants complete identically worded self-reported measures. The population of the study was 187 chief procurement officers drawn for the state owned enterprises as per List of Kenyan State Corporations 2017. The SOEs were classified based on Sectoral Categorization of Kenyan State Corporations. The

study used primary forms of data. To ascertain the primary data from various respodents the study used self-administered questionnaires. The questionnaires were edited for completeness and consistency to ensure that respondents have completed them as required. The study collected both qualitative and quantitative data and was analyzed using both quantitative and qualitative methods with the help of (SPSS). Equation below showed the linear regression model of the independent variables against the dependent variable that was adopted by the study.

$$Y = \theta_0 + \theta_1 X_1 + \theta_2 X_2 + \theta_3 X_3 + \theta_4 X_4 + \varepsilon$$

Where:

Y = dependent variable (Procurement functions).

X<sub>1</sub> = Procurement planning

X<sub>2</sub> = Contract management

X<sub>3</sub> = Outsourcing Practices

X<sub>4</sub>= Resource allocation

 $\epsilon$  = Error term, which is assumed to be normally distributed with mean zero and constant variance.

#### **FINDINGS**

## **Procurement Planning**

The study sought to assess the influence of procurement planning on procurement functions in

the state corporations in Kenya. This section presents findings to statements posed in this regard with responses given on a five-point likert scale (where 1 = Strongly disagree; 2 = Disagree; 3 = Neutral; 4 = Agree; 5= Strongly Agree). Table 1 presented the findings. The scores of 'strongly disagree' and 'disagree' have been taken to represent a statement not agreed upon, equivalent to mean score of 0 to 2.5. The score of 'Neutral' has been taken to represent a statement equivalent to a mean score of 2.6 to 3.4. The score of 'agree' and 'strongly agree' have been taken to represent a statement highly agreed upon equivalent to a mean score of 3.5 to 5.0.

As tabulated, a majority of respondents were found to highly agree that procurement planning set in motion the entire procurement process in the organization (3.878); Thorough needs assessment is undertaken by the respective heads for goods and services needed (3.445); The user departments clearly specify when to utilize the required goods and services (4.213); Budget approval is obtained for the required items before purchase in the organization (3.778); There is adherence to the procurement plans in the organization (3.998).

**Table 1: Procurement Planning Statistics** 

Procurement Planning	Mean	Std. Dev
Procurement planning set in motion the entire procurement process in the organization	4.321	1.657
Thorough needs assessment is undertaken by the respective heads for goods and services needed	4.234	1.654
The user departments clearly specify when to utilize the required goods and services	3.980	1.679
Budget approval is obtained for the required items before purchase in the organization	4.213	1.989
There is adherence to the procurement plans in the organization	4.217	1.008

# **Contract Management**

The study sought to examine the influence of contract management on procurement functions in

the state corporations in Kenya. This section presents findings to statements posed in this regard with responses given on a five-point likert scale (where 1 = Strongly disagree; 2 = Disagree; 3 = Neutral; 4 =

Agree; 5= Strongly Agree). Table 2 presented the findings. The scores of 'strongly disagree' and 'disagree' have been taken to represent a statement not agreed upon, equivalent to mean score of 0 to 2.5. The score of 'Neutral' has been taken to represent a statement equivalent to a mean score of 2.6 to 3.4. The score of 'agree' and 'strongly agree' have been taken to represent a statement highly agreed upon equivalent to a mean score of 3.5 to 5.0.

As tabulated, a majority of respondents were found that the reviews of contract agreement are done at regular intervals (3.432); Corrective actions are taken once discrepancy is identified in these processes (3.234); Contract timelines are met to ensure timely delivery of goods and services (3.256); Close supervision of purchases is done as a way of controlling costs (3.118); Obstacles in the contract management process are mitigated in a timely manner (3.887).

**Table 2: Contract Management Statistics** 

Contract Management	Mean	Std. Dev
Reviews of contract agreement are done at regular intervals	4.235	1.237
Corrective actions are taken once discrepancy is identified in these processes	4.215	1.652
Contract timelines are met to ensure timely delivery of goods and services	4.119	1.781
Close supervision of purchases is done as a way of controlling costs	4.332	1.426
Obstacles in the contract management process are mitigated in a timely manner	3.998	1.562

# **Outsourcing Practices**

The study sought to establish the influence of outsourcing practices on procurement functions in the state corporations in Kenya. This section presents findings to statements posed in this regard with responses given on a five-point likert scale (where 1 = Strongly disagree; 2 = Disagree; 3 = Neutral; 4 = Agree; 5= Strongly Agree). Table 3 presented the findings. The scores of 'strongly disagree' and 'disagree' have been taken to represent a statement not agreed upon, equivalent to mean score of 0 to 2.5. The score of 'Neutral' has been taken to represent a statement equivalent to a mean score of

2.6 to 3.4. The score of 'agree' and 'strongly agree' have been taken to represent a statement highly agreed upon equivalent to a mean score of 3.5 to 5.0.

As tabulated, a majority of respondents were found to highly agree that the organization uses the same supplier for a long period of time (4.432); The organization receives quotations from only one supplier (4.124); The organization concentrates on quality and price to identify the suppliers (3.995); Fund disbursement for procurement processes is timely (4.128); The management decides where to get the commodities from without competition by other suppliers (4.294).

**Table 3: Outsourcing Practices** 

Outsourcing Practices	Mean	Std. Dev
The organization uses the same supplier for a long period of time	4.432	1.256
The organization receives quotations from only one supplier	4.124	1.628
The organization concentrates on quality and price to identify the suppliers	3.995	1.325
The organization advertises for suppliers across economy boundaries	4.128	1.426
The management decides where to get the commodities from without competition	4.294	1.462
by other suppliers		

## **Resource Allocation**

The study sought to establish the influence of resource allocation on procurement functions in the state corporations in Kenya. This section presents findings to statements posed in this regard with responses given on a five-point likert scale (where 1 = Strongly disagree; 2 = Disagree; 3 = Neutral; 4 = Agree; 5= Strongly Agree). Table 4 presented the findings. The scores of 'strongly disagree' and 'disagree' have been taken to represent a statement not agreed upon, equivalent to mean score of 0 to 2.5. The score of 'Neutral' has been taken to represent a statement equivalent to a mean score of

2.6 to 3.4. The score of 'agree' and 'strongly agree' have been taken to represent a statement highly agreed upon equivalent to a mean score of 3.5 to 5.0.

As tabulated, a majority of respondents were found to highly agree that the organization allocation of resources in the procurement process is commendable (3.652); There is budget reviewing to cater for changes in the economic environment (3.142); Tender float is based on the resources availability and confirmation (4.123); Tender award is based on the resources availability and confirmation (4.129); There is accountability on resource utilization in the procurement process (3.896).

**Table 4: Resource Allocation** 

Resource Allocation	Mean	Std. Dev
The organization allocation of resources in the procurement process is	3.652	1.345
commendable		
There is budget reviewing to cater for changes in the economic environment	3.142	1.425
Tender float is based on the resources availability and confirmation	4.213	1.425
Tender award is based on the resources availability and confirmation	4.129	1.534
There is accountability on resource utilization in the procurement process	3.896	1.625

## **Procurement Functions**

The results were presented in Table 5. The first indicator for the dependent variable required to know what the organizations level procurement performance was compliance with procurement regulations was, 0% of the respondents had 0-20%, 3% had 20-30%, 11% had 30-40%, 17% had 40-50%, 69% had had over 50%. The modal class is of the respondents who had over 50% compliance. The median was found to be 5 which imply that on average the organizations level of compliance with procurement regulations is over 50%.

The next indicator required the respondents to state the level of minimization of procurement expenditure in the organization, 3% of the respondents had 0-20%, 3% had 20-30%, 14% had 30-40%, 26% had 40-50%, 49% had over 50%. The modal class is of the respondents who had over 50%. The mode was found to be 5 which imply that on average firm's levels of

minimization of procurement expenditure was by over 50%. When the respondents were asked what the level of transparency and accountability of procurement funds was, 0% of the respondents 0-20%, 3% had 20-30%, 3% had 30-40%, 34% had 40-50%, 60% had over 50%. The modal class is of the respondents who had over 50% transparency. The mode was found to be 5 which imply that on average the level of transparency and accountability of procurement funds in organizations is over 50%. Finally, the respondents were asked what the level of Quality of procured goods and services offered was, 0% of the respondents 0-20%, 3% had 20-30%, 20% had 30-40%, 43% had 40-50%, 34% had over 50% The modal class is of the respondents who had between 40-50% quality level. The mode was found to be 4 which imply that on average the level of Quality of procured goods and services offered is between 40-50%.

**Table 5: Procurement Functions** 

Statement	0%-	10%-	20%-	31%-	40%-	Over	Mode
	20%	20%	30%	40%	50%	50%	
What is the level of order fulfillment in your organization?	0	0	3	11	17	69	5
What is the level of compliance with procurement regulations?	3	3	3	14	26	49	5
What is the level of minimization of procurement expenditure?	0	0	3	3	34	60	5
What is the level of transparency and accountability of procurement funds	0	0	3	20	43	34	4
What is the level of quality of procured goods and services offered?	2	2	4	20	34	40	5

# **Multiple Regression Analysis**

**Table 6: Model Summary** 

Model	R	R <sup>2</sup>	Adjusted R <sup>2</sup>	Std. Error of the Estimate
	.816	.665	.625	.012

**Table 7: ANOVA** 

Model	Sum of Squares	d.f	Mean Square	F	Sig.
Regression	101.514	4	25.3786	30.098	.005
Residual	96.968	115	.8432		
Total	198.482	119			

NB: F-critical Value = 10.321;

**Table 8: Regression Coefficient Results** 

Model		Unstandardized Coefficients		t	Sig.
		Std. Error	Coefficients $oldsymbol{eta}$		
(Constant)	10.372	1.759		5.897	.000
X <sub>1</sub> _PP	.613	.108	.665	5.678	.000
X <sub>2</sub> CM	.595	.113	.654	5.267	.002
X <sub>3</sub> _OP	.598	.146	.455	4.098	.005
X <sub>4</sub> RA	.589	.153	.332	3.854	.009

# **CONCLUSIONS**

The study concluded that procurement planning is the first important factor which influences procurement functions in the state corporations in Kenya. The regression coefficients of the study show that procurement planning has a significant influence on procurement functions in the state corporations in Kenya. This implies that increasing levels of procurement planning would increase the levels of procurement functions in the state corporations in Kenya.

The study concluded that contract management is the important factor which second influences procurement functions in the state corporations in Kenya. The regression coefficients of the study show that contract management has a significant influence on procurement functions in the state corporations in Kenya. This implies that increasing levels of contract management would increase the procurement functions in the state corporations in Kenya.

Further, the study concluded that outsourcing practices is the third important factor which influences procurement functions in the state corporations in Kenya. The regression coefficients of the study show that outsourcing practices has a significant influence on procurement functions in the state corporations in Kenya. This implies that increasing levels of outsourcing practices would increase the levels of procurement functions in the state corporations in Kenya.

Finally, the study concluded that resource allocation is the fourth important factor which influences procurement functions in the state corporations in Kenya. The regression coefficients of the study show that resource allocation has a significant influence on procurement functions in the state corporations in Kenya.

## **RECOMMENDATIONS**

The study recommended that relevant staffs to procurement to be involved in the process of plan preparation. It was advised that preparation of annual procurement plans be participatory, frequently reviewed so as to improve on the company's performance. It was recommended that adequate resource be allocated and the resource frequently reviewed to fit with the changing environment in order to make the procurement performance more effective and efficient.

The study recommended that in order for the state corporations to improve on contract management,

the state corporations must place emphasis on improving the quality of contract documentation. Emphasize should be placed on the need for contractors to review and understand the contract requirement including the case company invoicing requirements during kick-off meetings. This will act as reminder for contractors to meet the contract requirements.

The study recommended that plans are not static and that preparation of annual procurement plans should be participatory, frequently reviewed so as to improve on the corporations procurement performance. Equally, management of the procurement process should be administered by qualified, competent and experienced procurement professionals. This will not only help maintain good procurement standards but also will help achieve high levels of efficiency and effectiveness.

Resource allocation is an important aspect in determining how effective the whole process will be. This calls for public entities to try and balance resource allocation and even allocate more funds to procurement departments. This is because procurement is the base of all other departments and its success percolates down to the whole organization. It's imperative that as procurement resource allocation planning should be done in a manner that it takes care of the pursued strategic fit in the public entities.

## **Areas for Further Research**

The study was a milestone for further research on the public procurement in Kenya. The findings demonstrated the important procurement practices to enhancement of procurement in the public sector to include; procurement planning, contract management, outsourcing practices and resource allocation. The current study should therefore be expanded further in future in order to determine the effect of procurement legal framework on procurement efficiency in the public sector.

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