



EFFECT OF CONTRACT MANAGEMENT ON THE PERFORMANCE OF PROCURING AND DISPOSING ENTITIES IN LOCAL GOVERNMENT IN RWANDA: A CASE OF MUSANZE DISTRICT

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ABSTRACT

Regardless of the effort by the governments of developing countries, like Rwanda and expansion partners like World Bank to advance performance of the procurement function, public procurement is still tarnished by shoddy works, poor quality goods and services. Failure to implement or deferred implementation of endorsed performance standards has resulted in unreasonably high operation costs, uncoordinated business activities, and failure to appeal and recall experienced and skillful personnel in the procurement situations, thus affecting the function's performance. Therefore, the general objective of this study was to analyze the contract management on the performance of procuring and disposing entities in local government in Rwanda. The study's specific objectives include: to establish the effect of resources allocation on the performance of procuring and disposing of Musanze district; to examine the effect of staff competence on the performance of procuring and disposing of

Musanze district; and to analyze the effect of control and risk management on the performance of procuring and disposing of Musanze district. This study provides decision makers with the valuable information to take intervention programs to achieve greater contract management towards procuring and disposing performance. The study adopted both descriptive and correlative research designs. It adopted a number of data collection instruments including questionnaires, interview and documentary review. Questionnaires were distributed to 103 respondents in Musanze district though 5 respondents didn't return their questionnaires; and an interview was held with the management. With the help of SPSS, Spearman test was used to define the nature and magnitude of the relationship between the study variables. Findings revealed that 88.8% of the respondents strongly agreed that all significant materials to be delivered by the client are identified though 24.5% disagreed on the issue of ensuring that the planned resources are procured on time; Secondly, 82.7% strongly agreed that there's budget for the training of the officers though 34.7% disagreed that the procurement officers

follow the available procurement guidelines. Lastly, research results revealed that 96.9% strongly agreed that there are enough resources provided for the control and risk management process though 38.8% disagreed about the proper internal control processes. In addition, a spearman test results 0.004 as a P-Values which explains that there was a strong, positive monotonic correlation between contract management and the performance of the procuring and disposing entities in Musanze district. As presented in table 16, ANOVA test shows a p-value of 0.001 less than alpha (5%), the significance level. The findings are in line with the poor performance in the district. In order to ensure performance of procuring and disposing, there must be effective contract management. Hence, the researcher concluded that the above must have attributed to lack of proper procurement practices hence poor performance of the district. The top management should rely on the use of e-procurement. Proper internal control processes should be made a culture by the responsible personnel at the district. Officials who delay procurement activities and processes should also be handled individually and be punished.

CHAPTER ONE GENERAL INTRODUCTION

1.1 Introduction

This introductory chapter discusses the background, the statement of the problem, purpose of the study, the specific objectives of the study, research questions, hypotheses of the study, conceptual framework, the significance of the study, justification of the study, scope of the study, and operational definitions of terms and concepts.

1.2 Background to the study

The first traces of contracts in procurement processes can be seen in the ancient Romans. They generated contracts with scribes when the empire engaged in trade with private suppliers (Nwabuzor, 2015). Over the past few years, developing countries world over have been awakened on the importance of effectiveness of the contract management in public procurement process at both central and local government levels, and its subsequent contribution to improved governance of the public sector. Procurement, a function that was traditionally viewed as a clerical and reactive task has since positioned itself among core organizational functions, and its management is becoming increasingly critical for the any organization. Contract management is becoming important at the local level, in parallel with decentralization and the increasing range of functions performed by local governments in most countries (Caerlewy & Marshall, 2017).

In Africa, the current phase in the development of effective contract management in public procurement has seen the establishment of special public procurement bodies, whose task is to implement the new regulations. These bodies

aim not just to bring domestic legislation, but to play a key role in the efficient implementation of the regulations. These bodies have also been given increasing responsibility for monitoring of public procurement procedures. In this phase the regulatory frameworks have completed by the adoption of all necessary secondary legislation, intensive training programs have been organized and needed manuals and instructions have been published aimed to inform widest range of procuring entities and potential bidders on how to implement the law provisions properly.

1.3 Statement of the Problem

Performance of procuring and disposing entities in local governments is certainly a requirement and public procurement specialists are always recommended to ensure ethical values and principles in public decisions and the use of public funds to boost their corresponding performance. Performance in the public sector necessitates the existence of a relationship amongst the national vision, mechanisms and results; and the results have to be immediate application of appropriate budgeting, efficiency, effectiveness and required procurement processes. Failure to setup or hindered employment of suggested performance

standards has caused in unnecessarily in elevation operation charges, uncoordinated business activities. When a public institution fails to meet its desired objectives as planned, it becomes a big threat to both the government and the general public (Kafle, 2014).

The Government of Rwanda evaluates and ranks the decentralized entities according to a number of inter-related factors such as: level of achievement of *Imihigo* targets, score in joint *imihigo*, accuracy of supporting documents on implemented activities, score of citizen's satisfactions, working relationship between district leadership and stakeholders and team work among staff. In addition, the performance contracts also prioritize achieving good governance, improving citizens' social welfare (OAG, 2019). However, the 2018/2019 *Imihigo* were suspended to allow proper mainstreaming of the methodology used to measure local government's performance and to make sure that the scores attained by districts reflect what is on ground in terms of procurement performance, service delivery and actual impact on people's lives. Consequently, in the 2019/2020 *Imihigo*, Musanze emerged a distant 22nd with 62.6 percent (MINECOFIN, 2020).

Therefore, it is against this background that this study intended to analyze the contract management on the performance of procuring and disposing entities in local government taking a case of Musanze district.

1.4. Objectives of the study

This study's objectives were broken down into two; general objective and specific objectives.

1.4.1. General Objective

The main objective of this research was to analyze the contract management on the performance of procuring and disposing entities in local government in Rwanda.

1.4.2. Specific Objectives

1. To establish the effect of resources allocation on the performance of procuring and disposing of Musanze district;
2. To examine the effect of staff competence on the performance of procuring and disposing of Musanze district;
3. To analyze the effect of control and risk management on the performance of

procuring and disposing of Musanze district

1.5. Research questions

1. What is the effect of resources allocation on the performance of procurement and disposing of Musanze district?
2. What is the effect of staff competence on the performance of procuring and disposing of Musanze district?
3. What is the effect of control and risk management on the performance of procurement and disposing of Musanze district?

CHAPTER TWO LITERATURE REVIEW

2.1 Introduction

This chapter presents a review of available literature related to the factors influencing performance of the procurement function in an organization. The purpose of the literature

review was to create a deeper understanding of the issues under research. It documents related works done by other researchers in reports, textbooks, online publications and journals, among others, in the order of theoretical review, conceptual review/conceptual framework and empirical review objectively while focusing on the selected dimensions or/and indicators.

2.2. Theoretical review

Several theories provide the basis for this study, however in this study two theories were used to explain the relationship between effect of contract management and performance in Procuring and disposing in local administrative entity. This study is guided by the theories underlying the concept of performance in procuring and disposing entities. In this context of the study adopted contract theory and system theory.

2.2.1 Contract Theory

The most widely documented origin of rights is in European Contract Theory dating back to the 17th century, and especially to John Locke's classic *Two Treatises on Government*. It is the study of how people and organizations develop lawful agreements in circumstances with uncertain conditions, unknown factors and information

irregularity. Contract theory relates to in cooperation with multi-party consultations amongst a main and one or more representatives and agreements fashioned by a solitary discrete or association to stipulate particulars of multi-party arrangements, such as operative conventions. Perfectly, a contract postulates the household tasks and necessities of both gatherings so punctiliously that there would be no chamber for disagreement or misconception. On the other hand, that perfect may never be accomplished, for numerous explanations. Proper threat, one classical within contract theory, is the jeopardy that one get-together to a business is not acting in respectable confidence (Bhardwaj, 2011).

2.2.2 System Theory

The origination of systems theory is credited to Ludwig von Bertalanffy in the 1970s. Systems theory can be defined as a set of unifying principles about the organization and function of systems; where systems are defined as meaningful wholes that are maintained by the interaction of their parts. A system functions by acquiring inputs from the external environment. In classical systems theory, bureaucracies are a complex web of interrelationships both organizational and individual. Public audit systems seek to

give some transparency to bureaucracies' financial operations and acts to mitigate a natural tendency to pursue individual and organizational self-interest at the expense of public welfare. Its support for values such as probity, propriety and good stewardship may help to sustain these civil service cultures which are motivated by a concern for the proper use of public money (Gramling (2013).

2.3 Conceptual Review

This sub section titled conceptual review is the most important and vital stage of the entire study report. It attempts to throw some light on the process and important aspects of the already existing studies of different authors and scholars concerning the conceptual framework. It discusses contract management on the performance of procuring and disposing entities in local government.

2.3.1 Contract management

Contract management also involves building a good working relationship between the client and provider. It continues throughout the life of the contract and involves managing proactively to anticipate future needs as well as reacting to situations that arise. Contract management is the management of contracts

made with customers, vendors, partners or employees. Contract management includes negotiating the terms and conditions in contracts and ensuring compliance with the terms and conditions. It includes documenting and agreeing on any changes that may arise during its implementation or execution.

2.3.1.1 Resource allocation

From the organizational performance point of view, after the public sector attempted to implement the computerized financial systems, it has helped decision-makers to review their existing activities so as to justify and detail them as those activities would not likely have reviewed before. Whereas, the computerized financial systems had introduced as a system that categorizes activities under programs which enable decision-makers to have program and specified objectives in order to meet public needs. The first benefit of implementing the computerized financial systems is the use of program analysis in budgetary decision-making in public sector. The second benefit of implementing the computerized financial systems would be to enable decision-makers to find out whether they are fulfilling their responsibilities in a way that was decided in their budgetary policies (Graham, 2015).

2.3.1.3 Control and risk management

Every individual within a public entity has some role in affecting internal audit roles wary in responsibility and involvement. The top management is directly responsible for all activities of an entity, including its internal audit processes. The chief executive officer has the existence of a positive control environment more than any other individual he or she sets the "tone at the top" that affects control environment factors and other components of internal control. With the help of IFMIS, the management provides leadership and direction to senior managers and shapes the values, principles and major operating policies that form the foundation of the entity's internal auditing. Senior managers assign responsibility for the establishment of more specific internal control procedures to personnel responsible for the unit's particular departments (Fariás and Pimenta, 2012).

2.3.2.1 Effective processes

With the birth of information technology which has rose the different inventions, organizational effectiveness stimulation has always been a priority in public institutions, since it is directly associated with the value creation of the entity. Procuring entities are persistently determined for healthier

consequences, encouragement and better service delivery. However, most institutions are struggling to get it right. Administration is not continuously conscious of the acceptable valuation of their administrative adeptness.

2.3.2.2 Efficient processes

There is a modification amongst corporate adeptness and managerial efficiency. Corporate competence divulges the performance of involvement and productivity proportion, while administrative efficiency imitates the enhancement of interior developments of the organization, such as organizational structure, philosophy and communal. Outstanding administrative effectiveness could progress individual's performance in form of administration, efficiency and quality (Clerx, 2017).

2.5 Gap analysis

These reviewed studies have not specifically addressed the key effective procurement practices implementation challenges hence developing a major knowledge gap on factors influencing the performance of procurement and disposal unit in institutions. This study aims to fill the missing gaps by determining the major factors influencing the implementation of effective procurement

practices and offering recommendations on implementation of effective procurement practices in institutions. Although aforementioned studies have continually considered the procurement planning and its consequence on directorial performance not all factors were dealt with within the procuring entities in Rwanda and specifically, Musanze district as one of the local governments.

CHAPTER THREE RESEARCH DESIGN AND METHODOLOGY

3.1. Introduction

This chapter explains the research design and methodology of the study and it highlights design variables and provides a broad view of the description and selection of the target population, sampling technique, sampling size and procedure for data collection and data analysis. The procedures the study adopted to attain acceptable validity of the research is also explained.

3.2 Research Design

The study adopted quantitative research method. The researcher followed descriptive research design for inquiry on the effectiveness of the contract management along with correlative research design to examine the influence of independent variable over dependent variable of the study. The designs were use to describe the characteristics of the independent variables (resource allocation, staff competency and control and risk management) and the dependent variable which is performance of procuring and disposing.

3.3 Target population and sample size

The population of the study was made up of the staff members, managers, non-staffs (suppliers) of Musanze district. Out of the total population of the study, the researcher selected a sample size of one hundred and three (103) respondents got from a target population of one hundred forty (140) to be using Krejcie and Morgan's in 1970 table of determining sample size from a selected sample population. The Krejcie and Morgan's sample size calculation was based on $P=0.05$ where the probability of committing type I error is less than 5% or $P<0.05$

3.5. Research instrument and data collection tools

Primary data was collected using questionnaires targeting top and middle level managers as well as non-staffs (supplies) involving in procurement process. Secondary data included literature (journals, magazines, other past studies, books and other relevant documents) on major research about procurement performance in procuring and disposing of Musanze district. A closed-ended questionnaire and Likert scale was used to measure the responses from the respondents.

3.6. Method of data analysis and presentation

Descriptive and inferential statistics were used for data analysis. Statistical Package for Social Sciences (SPSS) Version 20 was utilized as the main descriptive statistical tool to analyze the data and determine the extent of relationships between the independent and dependent variables. Inferential statistics (correlation analysis) were used to give a measure of the relationships between two or more variables and establish if there was any relationship or there existed a cause-effect relationship between the variables. Analyzed data was presented using frequency tables and figures. Besides qui-square analysis, regression analysis was opted for as well.

Description of Regression Analysis

The model to be used in the study took the form below:

$$Y = \alpha + \beta_1 X_1 + \beta_2 X_2 + \beta_3 X_3 + \epsilon$$

Where: Y= Performance

α = Constant Term

β_1 = Resource allocation

β_2 = Staff competence

β_3 = Control and risk management

β = Beta Coefficient –This measures how many standard deviations a dependent variable would change, per standard deviation increase in the independent variable.

As stated by Hajizadeh (2017), the method on the field research is translated by concrete procedures in the preparation, organization and conduct of the research. Therefore, the two above methods in business study all combined helped the researcher to interpret and verify the achievement of the study's objectives

3.7. Pre-testing procedures

3.7.1 Validity

Validity refers to the truthfulness of findings or the extent to which the instrument is relevant in measuring what it is supposed to measure (Sekaran, 2009). The content of validity of the data collection instrument was determined through discussing the research instrument with the supervisor. The valuable comments, corrections, suggestions given by the supervisor in the validation of the instrument was incorporated in the questionnaire. The procurement department staff and non-staffs were expected to tick the items in the questionnaires to help to

determine the effect of contract management on the performance of Procuring and Disposing Entities of Local Government in Rwanda. The content of the responses given by the respondents were checked against the study objectives. Evidence of content relevance, representativeness and relevance to the research variables indicates that the research instruments are valid (Joppe, 2010).

3.7.2 Reliability

Reliability measures the consistency of research instruments to come out with the same result each time it is used under the same condition (Sekaran, 2009). The reliability of the research instruments was ascertained by carrying out a Cronbach alpha test on the responses from the pre-testing to make sure that the questions and answers obtained are consistent and accurate. This was confirmed when the Cronbach alpha test gave a value of over 0.65, which is considered to be the minimum test result for a reliable questionnaire. Thus, this gave confidence to the researcher on the findings realized at the end of the study.

3.7.3 Data processing

Consequently, the research data was edited, coded and tabulated, to reveal the percentage scores of the different study attributes. The

researcher edited the data collected for accuracy and completeness. Through coding, all answers were obtained from different respondents were classified into meaningful categories.

3.8. Measurement of variables

In this section the researcher sought to assign codes to empirical properties of the variables that determined the type of statistical analysis that was conducted and the type of conclusions that are drawn from the research. Interview questions were assigned two codes, that is, 0 and 1. Respondents with the same code of response was aggregated into one data table that was used in the analysis. Respondents were expected to tick or answers for some questions, strongly agree, agree, strongly disagree and disagree for the other questions.

3.9. Ethical considerations

To meet minimum ethical standards, the researcher used an introductory letter from University of Kigali (UoK) introducing the research study and stating confidentiality, specific usage aspects. While conducting the survey, care was taken to respect human dignity and secure informed consent from the respondents. Also, the information acquired was kept confidential and was used for the research only. The principle of academic

integrity which involved acknowledgement of sources of both primary and secondary information used in the survey was adhered to.

3.10. Limitations of the Study

-The study was time bound (restricted time); we faced a constraint in terms of the time that was available to us. We were not unlimited time at our disposal.

-The study depends on having access to public procurement officers, or documents and, for whatever reason, access was denied or limited in some way.

- Lack of cooperation from respondents, especially those who considered the information confidential. The researcher assured the respondents of confidentiality of their information that it would be used solely for academic purposes by presenting an introductory letter from University of Kigali.

-The study used a questionnaire for data collection and this had a weakness of limiting the amount of data collected. There was a likely hood that relevant data could not be captured because of used of close ended questionnaire.

-The study is only cross-sectional, and the study variables could not be analyzed over a

long time. Common methods bias remains a potential threat; future studies should use different source data.

CHAPTER FOUR DATA PRESENTATION, ANALYSIS AND INTERPRETATION

4.1 Introduction

The chapter presents research findings, their interpretation and analysis based on the objectives that were set in chapter one that include: to establish the effect of resources allocation on the performance of Procuring and disposing of Musanze District; to examine the effect of staff competence on the performance of procuring and disposing of Musanze District; and to analyze the effect of control and risk management on the performance of Procuring and disposing of Musanze District. With the help of SPSS, research findings were presented in the tables and frequencies, and percentages were used as means of analysis. Interpretations were described below each table.

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Table 1: Coefficients

| Model | Unstandardized Coefficients | | T | Sig. |
|-----------------------------|-----------------------------|------------|-------|------|
| | B | Std. Error | | |
| (Constant) | 1.144 | .878 | .345 | .774 |
| Resource allocation | .711 | .132 | 1.876 | .014 |
| Staff competence | .854 | .256 | .871 | .012 |
| Control and risk management | .775 | .287 | .927 | .146 |

Study findings presented in table 12, the established regression equation $Y = \beta_0 + \beta_1X_1 + \beta_2X_2 + \beta_3X_3 + \beta_4X_4 + e$ was expressed as below.

$$\text{Performance} = 1.144 + 0.711 (\text{Resource allocation}) + 0.854 (\text{Staff competence}) + 0.775 (\text{Control and risk management})$$

Based on regression equation presented in table 12, it was revealed that holding resources allocation, staff competence and control and risk management to a constant zero, performance of procuring and disposing the procuring entities would be 1.144. Definitely, this constant called y-intercept is not realistic but it is a needed parameter in the model. Also, a unit increase in resource allocation would lead to increase in performance of procuring and disposing the procuring entities by a factor of 0.711, a unit increase in staff competence would lead to increase in performance of procuring and

disposing the procuring entities by a factor of 0.854; and a unit increase in control and risk management would lead to increase in performance of procuring and disposing the procuring entities by a factor of 0.775. Based on these positive results which each component of contract management would improve performance of procuring and disposing the procuring entities by a big range, this evidences that all the variables were statistically significant in contributing to performance of procuring and disposing the procuring entities.

CHAPTER FIVE SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

5.1 Introduction

This chapter presents the summary of findings, the conclusions reached in the study and recommendations suggested to Musanze district based on research findings about the study on contract management and the performance of procuring and disposing in Rwanda. A part from highlighting recommendations for improvement; this chapter also outlines recommended topics for further research.

5.2 Summary of findings

The general objective of this study was to analyze the contract management on the performance of procuring and disposing entities in local government in Rwanda.

5.2.1 Effect of resources allocation on the performance of procuring and disposing

Findings discovered that among all the statements provided, there was only one statement where respondents disagreed about on while the rest were agreed and strongly agreed. Findings revealed that the factor that was strongly agreed was about whether all significant materials to be delivered by the client are identified; by 88.8% of the respondents. The other statements that were asked include whether time schedule for the provision of services/works is estimated which was strongly agreed by 74.5% of the respondents while and whether completion criteria for the work to be performed is specified was strongly agreed by 61.2% of the study's respondent. More so, the fact that all significant materials to be developed by the contractor are identified before allocation was agreed by 49.0% of the respondents. However, 24.5% of the respondents disagreed on the issue that the procurement unit has ensured that the planned resources

are procured on time. This left the researcher with many questions of the proper planning for the resource allocation by the procuring entity in Musanze district.

5.2.2 Effect of staff competence on the performance of procuring and disposing

This study's findings targeted getting information about the factors for staff competence. The most strongly agreed factor was that there's budget that does cater for the training of the officers and this was strongly agreed by 82.7%. In addition, it was clearly witnessed that all the factors including: the available procurement officers have the capacity to negotiate contracts agreed at 55.1%, the procurement officers are well trained strongly agreed at 54.0%, there is sufficient skilled power in procuring and disposing entity strongly agreed at 49.0 of the study respondents. However, 32.6% of the respondents disagreed that the procurement officers follow the available procurement guidelines; and this indicated a gap in the procuring and disposing unit in Musanze district.

5.2.3 Effect of control & risk management on the performance of procuring and disposing

Following the question that was asked by the researcher in order to understand the level of appreciation regarding that Musanze district, it was revealed that most respondents agreed and strongly agreed that there are enough resources provided for the control and risk management process at 96.9% of the respondents. They agreed and strongly practices included; there is proper contract coordination in procuring and disposing entity strongly agreed at 82.7.3%, there is proper control and risk monitoring in procuring and disposing entity agreed by 73.5% of the respondents. Finally, 46.9% of the respondents strongly agreed that there are proper internal control processes in procuring and disposing entity in Musanze district. Nonetheless, 38.8% of the respondents disagreed about the proper internal control processes in procuring and disposing entity in Musanze . This caused concerns on how they identify and control possible risks in their processes.

Finally, as revealed in table 9, the value of $r_s=0.783$ and $p=0.004$ which explains that there was a strong, positive monotonic correlation between contract management and the performance of the procuring entities ($= .783, n = 98, p < .004$). From the spearman test therefore, the researcher learnt that contract management in terms of resources

allocation, staff competence and control and risk management have strong relationship on the performance of procuring and disposing in local government in Rwanda. The findings are in line with the poor performance in the district. In order to ensure performance of procuring and disposing, there must be effective contract management. As presented in table 11, ANOVA test shows a p-value of 0.001 less than alpha (5%), the significance level. This means the given data fit well with the multiple regression models which is an indication that resources allocation, staff competence and control and risk management have a contribution to the performance of procuring and disposing the procuring entities. Hence, the significance value which was also less than 0.05 is an indication that the model was statistically significant.

5.3 Conclusion

Based on the findings, the procuring and disposing unit of Musanze district, the unit is faced with the challenges of not complying with the procurement procedures resulting from non-adherence to processes and procedures, poor internal control processes and monitoring, and failure to ensure that the planned resources are procured on time. Hence, the researcher concluded that the

above must have attributed to lack of proper procurement practices hence poor performance of the district.

5.4 Recommendations

Referring to the study results, the following are the suggestions and recommendation to the procuring and disposing entities especially Musanze district.

Concerning the issue of failure to comply with the procurement procedures, the top management should ensure and rely on the use of e-procurement. This could be done through empowerment of the human resources.

Regarding the lack of proper internal control processes in procuring and disposing entity, the top management should look into it and be made a culture by the responsible personnel at the district.

As regards to untimely deliveries, officials who delay procurement activities and processes should also be handled individually so as other staff could avoid doing similar mistakes in future.

5.6 Suggestion for further study

Due to insufficient resources and time, the researcher could not cover everything concerning the topic of the study. Therefore,

the research is needed on how well measurements taken in response to prototypes to predict actual role of the procurement personnel in the workplace. The

study theories provided a foundation for further research on the role the personnel since much of it was basically put on the management and the district administration.

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