

**TACTICAL PROCUREMENT MANAGEMENT AND SERVICE DELIVERY IN
LOCAL GOVERNMENTS OF UGANDA**

A CASE OF NEBBI DISTRICT LOCAL GOVERNMENT

BY

CANKWO PAUL

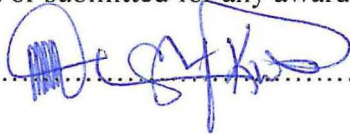
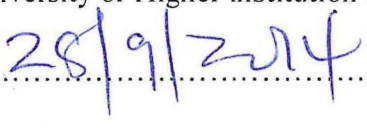
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DECLARATION

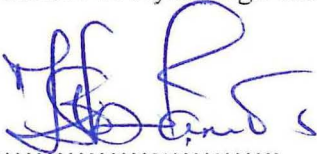
I, Cankwo Paul hereby declare that this dissertation is my original work and has never been published or submitted for any award in any other University or Higher institution of learning.

Signed.......... Date..........

CANKWO PAUL

APPROVAL

This dissertation titled "Tactical procurement management and service delivery in the local governments of Uganda." was conducted under our supervision and is now ready for submission to Graduate School of Kyambogo University.

Signed by: 

Dr. Peter W. Obanda

(Principal Supervisor)

Kyambogo University


Date: 

Signed by: 

Mr. Wuma Alfred Samuel

(Supervisor)

Kyambogo University

Date: 

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DEDICATION

To the almighty God who enabled me to reach this far and pray that I live to fulfill his plans for mankind.

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ABBREVIATIONS/ACRONYMS

ACODE:	Advocates Coalition for Development and Environment
AG:	Attorney general
ALCOSA	Africa Local Council Oversight and Social Accountability
CAO:	Chief Administration Officer
CC:	Contract Committee
CPAR:	Country Procurement Assessment Report
CTB:	Central Tender Board
GDP:	Gross domestic products
IGG:	Inspector General of Government
LG:	Local Government
LGA:	Local Government Acts
LGPPDR:	Local Government Public Procurement and Disposal of Assets Regulation
MoFPED:	Ministry of Finance, Planning and Economic Development
OECD:	Organization for Economic Cooperation and Development
OGC:	Office of Government of Commerce
PATH:	Program for Appropriate Technology in Health
PDE:	Procurement and Disposal Entity
PDU:	Procurement and Disposal Unit
PPDA:	Public Procurement and Disposal of Public Assets Authority
PPDAA:	Public Procurement and Disposal of Public Assets Act
RDC:	Resident District Commissioner
SME:	Small and Medium Enterprises
SOR:	Statement of Requirements

ABSTRACT

The Public procurement in Uganda and the rest of the world is increasingly coming under pressure to go beyond the implementation of policies and procedures and to produce results in service delivery. However in Uganda despite the availability of institutional frame work and policies, there have been some challenges in the management of tactical procurement to yield the expected results. This study was conducted to examine the influence of tactical procurement process, competence of stake holders and strategic interventions in tactical procurement in Nebbi District Local Government. Structured questionnaires were developed and administered to a sample size of 84 public procurement stakeholders in Nebbi District. The data was analysed and interpreted using mean, standard deviation, percentages, frequency tables, and regression analysis. The study revealed that competence of procurement management stakeholders has great influence on service delivery in Nebbi District. It was noted that most of the stakeholders still have procurement knowledge gaps hence affecting service delivery in the District. The findings further revealed that tactical procurement process and strategic interventions statistically have insignificant influence on service delivery in this study. It was concluded that tactical procurement management can positively influence service delivery in the District, and it was recommended that the District should put more resources in building capacities of the stakeholders.

CHAPTER ONE

INTRODUCTION

1.1 Background to the Study

Globally, public sector management is increasingly under pressure to go beyond the implementation of policies and procedures and to produce results. The public procurement sector has not been spared and in Uganda, there has been criticism that the public procurement legal framework is focused on compliance with little or no regard for results that come from the process. Of particular concern, has been the apparent financial loss to Government when incompetent suppliers are awarded contracts while the competent are disqualified due to non-compliance with procedural requirements. Further, public officers are being held accountable not for results in service delivery but adherence to procedural requirements of the procurement processes. In some Government departments, failure to absorb Government funds and provision of the much needed social services has been blamed on the ‘cumbersome’ public procurement rules (Sabiiti, 2012). In most public sectors, procurement is largely tactical in nature (KPMG International 2012; Hunja 2001) where the focus is normally on supplier selection and contract award (New Zealand Government 2010).

In general tactical procurement entails specification of goods, works and services, selecting and contracting of suppliers (Obanda 2010). Effective and efficient tactical procurement procedures and practices by public bodies can have a significant impact on the accountability and value for money. However, in Uganda particularly in Nebbi District, it has not been the case. Reports from different organizations indicate that there have been challenges in the management of tactical procurement, mainly complaints about substandard works, delay in the procurement process, loss of funds through unauthorized procurement procedures and suppliers failing to complete contracts (PPDA, 2008; ALCOSA, 2008; Muyomba, et al., 2010; PPDA 2012; New Vision 2013). Rwothungeyo, (2012) also observed that Government at times pays for no work done or very shoddy work and sometimes contracts are not delivered on time. This has affected the Government’s ability to deliver quality services to the population. The goal of tactical procurement is to provide quality goods, services and works to the public timely and cost effectively (Errigde, et al., 2002) in (Oluka & Basheka, 2012).

Uganda spends over 55% of her budget on public procurement (PPDA 2012). This is equivalent to Shs. 6,000 billion or \$ 2.4 billion of the year 2012 government budget. Procurement is therefore central to achieving efficiency in public expenditure and service delivery. It is a significant factor to achieving of the development projects; thus achievement of strategic outcomes (accountability of the government to public). Public procurement is also essential in promotion of the private sector through the business opportunities availed to service providers (PPDA, 2012). Most of the problems of contract management are as a result of some of the problems within the procurement process (Rwothungeyo, 2012). It was on this basis that the researcher included; specification, supplier selection, contract award, competence of stakeholders and interventions in tactical procurement in the study.

Historical Perspective of Public Procurement in Uganda

After Independence, under Public Finance Act 1964 public procurement was centralized in two ministries of Works and Public Service (Kabateraine, 2012). By then, the economy was small, the districts were few (12) and competing suppliers were also few. It was easy for the two ministries to handle the procurement task. After the expulsion of Indians in 1973, there were rampant shortages of supplies and budget allocations. Yet demand for procurement services increased tremendously as districts, hospitals, schools among others had more than doubled and so were the service providers competing for business opportunities; the situation necessitated procurement prioritization as well as regulation of public procurements and disposal to ensure fairness and efficiency in the procurement process (Kabateraine, 2012).

As a way forward and to ease the situation, further decentralization was institutionalized by establishment of additional procurement regulators but also without adequate enabling guiding principles and standards. The procurement system without proper legal and institutional framework was characterized by heavy, clogged and bureaucratic system, Delays in public service delivery and obsolete store wastes.

In this regard, the government of Uganda decentralized procurement with the Local Governments Act, 1997 when Tender Boards were provided for, in the districts and municipalities (Obanda, 2010). This also faced a lot of challenges, since the management of the

system was left in the hands of politicians. Contracts were awarded according to the interests of politicians specifically the district council as a result, there was rampant corruption in the system.

As part of the Governments drive to reform public procurement to make it transparent, accountable and capable of delivering better value for money, the Public Procurement and Disposal of Public Assets Authority (PPDA) was set up under the Public Procurement and Disposal of Public Assets Act (2003) as the principal regulatory body for public procurement and disposal of assets (Obanda 2010). Further, The Local Governments Act as amended (2006) scrapped District Tender Boards and replaced it with Contract Committees. This was intended to remove politicking and eliminate corruption in the tender process.

The enactment of the Local Government Act 1997(LGA) gave effect to decentralization as a system of governance and devolution of functions, powers and services to all levels of local governments (LGs) to ensure good governance and democratic participation, service delivery and control of, decision making by the people (Office Auditor General, 2011). Subsequent constitutional and legal reforms established districts and sub-counties as key pillars of local governments through which effective service delivery and local governance is to be attained. Although decentralization has been pursued over the last two decades, there is widespread consensus that the performance of local governments is less than desirable (Muyomba, et al., 2010).

With decentralization, local governments were given increased roles in the procurement and disposal of goods, works and services in order to provide services to the people, thus entrusting them with large sums of money. There was need for government to put in place good procurement process to ensure proper utilisation and accountability for the resources in the hands of the LGs. (Office Auditor General, 2011).

The public procurement management in Uganda for example assumes that in the selection of suppliers, the contracts committees make decisions based on a thorough job by the evaluation committee as well as the Procuring and Disposal Units (PDUs). It is widely assumed that those on the evaluation committee and the PDU base all their submissions on rationality and yet, this is rarely the case. As a consequence, most decisions have been based on opportunism which creates a number of direct and indirect costs (Basheka, et al., 2011).

Formerly known as the West Nile district (1979), Nebbi district is situated in the southern part of the North West region of Uganda. Nebbi was gazetted from the former West Nile district in 1974. The district is bordered to the west by Zombo District, North by Arua district, Amuru to the East, Masindi to the South-East and Democratic Republic of Congo to the South West. Nebbi District is one of the decentralized Districts that have experienced problems of service Delivery (PPDA Report, 2008; Muyomba, et al., 2010; Mbabazi, et al., 2011; New Vision 2013; PPDA Report, 2012). The district uses the PPDA Act, 2003; Local Government Act as amended 2006, to guide in the management of procurement process (PPDA, 2003; LGA, 2006).

1.2 Statement of the Problem

Despite the availability of the institutional framework and policies, Nebbi District local government procurement has faced a lot of challenges such as competing demand from different stake holders, complaints from end users are still rampant about sub - standard services, delays in the procurement process, suppliers failing to complete contracts timely (PPDA Report, 2008; Mbabazi, et al., 2011; New Vision, 2013; & PPDA Report, 2012). Furthermore, investigation report of the PPDA revealed that Pakwach Town Council in Nebbi District did not follow procurement procedures while conducting procurement activities (PPDA, 2008). In September 2012, the IGG interdicted Nebbi Town Council Town clerk for flouting procurement procedures in awarding a contract for construction of Nebbi Town Council Office block leading to loss of over 100 million, Government funds (New Vision, 2013), the report released by ACODE (2011) on Nebbi District Local Government Council Performance, revealed that there was a disconnect between score of 84 points in rating and service delivery in the District (Mbabazi, et al., 2011). The foregoing incidents reflect gross inefficiency of how tactical procurement is managed in Nebbi District. The resultant effect is the loss of the much needed financial resources that urgently needs to be curtailed to improve service delivery. It is on this basis, that the study therefore seeks to examine the influence of tactical procurement management on Service delivery in Nebbi District.

1.3 General Objectives

To examine the influence of tactical procurement management on service delivery in Nebbi District

1.3.1 Specific Objectives

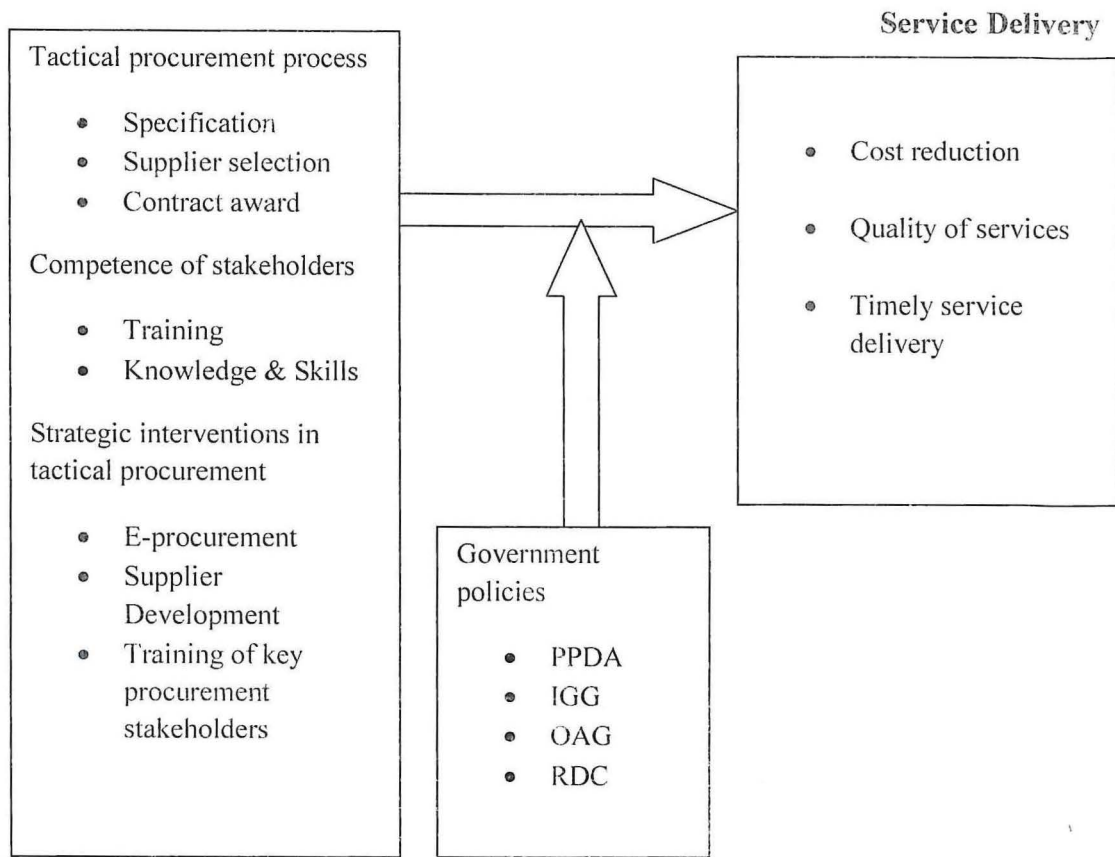
- (i) To examine the influence of the tactical procurement process on service delivery in Nebbi District.
- (ii) To assess the influence of competence of the stakeholders in tactical procurement management on service delivery in Nebbi District.
- (iii) To examine the strategic interventions in tactical procurement that can be undertaken to improve service delivery in Nebbi District.

1.4 Research Questions

- i. What is the influence of tactical procurement process on service delivery in Nebbi District?
- ii. What is the influence of the competence of tactical procurement management stakeholders on service delivery in Nebbi District?
- iii. What strategic interventions in tactical procurement can be undertaken to improve service delivery in Nebbi District?

1.5 Conceptual Frame Work for the Research

Management of tactical procurement



Source: Researcher

Figure 1: Showing conceptual framework

A Conceptual framework is a diagrammatic representation of the relationship between variables and how they are operationalised for the purpose of research (Sekaran, 2000). This study focused on tactical procurement management as the independent variable with tactical procurement process, Competence of the stakeholders, and Strategic interventions as the main constructs while service delivery was the dependent variable with cost reduction, quality of services and timely service delivery as the constructs. The Intervening variables were Government policies and institutions such as PPDA, IGG, OAG that moderated the relationship between the independent and the dependent variables. The intervening variables however were not measured in this study. The conceptual review of this study was discussed in chapter 2 section 2.3

1.6 The Scope of the Study

1.6.1 Content Scope

The study was conducted in the area of tactical procurement management and this included tactical procurement process, the influence of the competence of tactical procurement stakeholders and the strategic intervention in tactical procurement.

1.6.2 Geographical Scope

The study was conducted in Nebbi District Local Government, located in the southern part of the North West region of Uganda as the main case study. Nebbi District was selected because of the procurement management problems it had faced as indicated in the statement of the problems.

1.6.3 Time Scope

This study was conducted within a period of seven months because it was a realistic time frame within which the study could be finalized. The researcher reviewed documents for Nebbi District Local Government covering the period between 2008 to 2013.

1.7 Significance of the Study

The study may provide information that will be used by the Government to bridge the gaps in the procurement system for effective service delivery in the public sector of Uganda.

The study may provide information that will be used by professionals to improve on their knowledge in the field of procurement.

The study may contribute to the knowledge base for other researchers who may conduct research in related area of study.

CHAPTER TWO

LITERATURE REVIEW

2.1 Introduction

This chapter examined how other scholars analyzed tactical procurement management and service delivery. The agency theory was used to review the literature, as cited by (Defee, et al., 2010); in (Tukamuhabwa, 2012) a good research should be grounded in theory. It also discussed the definitions, importance of Public Procurement, Public Procurement Cycle, Tactical Procurement Process, Competence of Stakeholders in Tactical Procurement Management, and strategic interventions that can be undertaken to improve Service Delivery.

2.1.1 Public Procurement

Public procurement is defined as the acquisition, whether under formal contract or otherwise, of works, supplies and services by public bodies. It ranges from the purchase of routine supplies or services to formal tendering and placing contracts for large infrastructural projects by a wide and diverse range of contracting authorities (National Public Procurement Policy Framework, 2004).

It is procurement falling under the jurisdiction of a Government or other public sector organization including all entities that use public funds. In practical terms, public procurement ranges from the buying of fuel to construction of roads and highways, from school books to medicines and from office supplies to consulting services (OECD-DAC Task Force on Procurement, 2011).

It also includes a growing spend where the private and third sectors provide key services directly to citizens in areas such as welfare-to-work, further education, social care and health. Such services may also be provided by the public sector directly, and in some cases even this public provision can be handled through procurement mechanisms. A public body may bid for government work against private sector firms through a formal competitive process (OGC 2008).

Procurement is one of the key support functions in the public service. Effective and efficient delivery of public goods and services by the core functions/departments of the local government depend to a large extent on the effectiveness and efficiency of the procurement function. Therefore, strengthening public procurement systems in the local government is expected to

contribute to improved governance and service delivery (Participant Handbook: Local Government Procurement - JPLG, 2009).

2.1.2 The Importance of Public Procurement

Government expenditure for purchase of goods, works and services is a key component of national income and well being. The Organization for Economic Cooperation and Development (OECD) estimates public procurement globally to approximately amount to 15% of Gross Domestic Product (GDP). The percentage is higher in developing economies and lower in developed economies. (Asians Development Bank, 2011). In the Philippines for example, public procurement represents almost 29 percent of the 2010 budget, while in Indonesia it comprised 31 percent of the national budget in 2007 (Transparency International-USA, 2012).

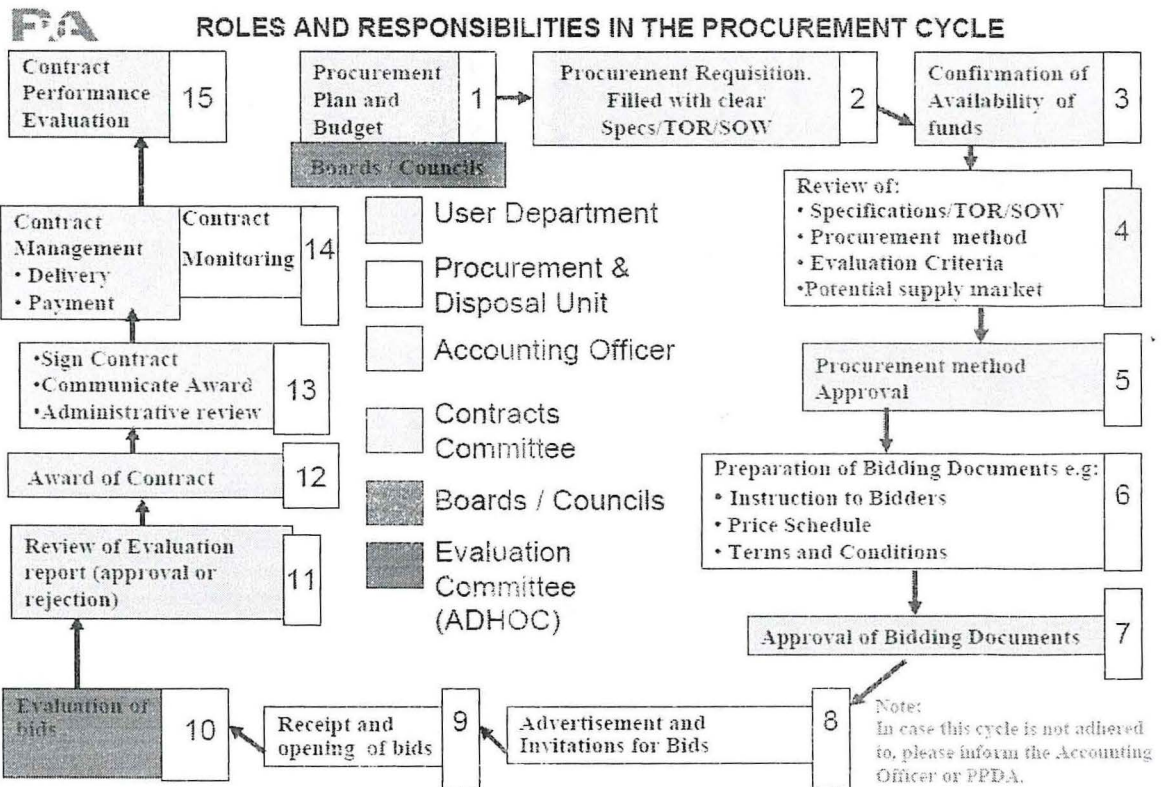
Uganda spends over 55% of her budget on public procurement. Procurement is therefore central to achieving efficiency in public expenditure and service delivery. It is a significant factor to achieving of the development projects; thus achievement of strategic outcomes (accountability of the government to public). Public procurement is also essential in promotion of the private sector through the business opportunities availed to service providers (PPDA 2012).

Procurement enables governments to deliver public services, such as education, health care, transportation and public safety and generate economic benefits to its citizens. Through advanced planning, accurate scheduling and demand aggregation, a government at the central or decentralized level can increase the overall effectiveness, efficiency and quality of the services provided to its citizens (Transparency International-USA 2012).

2.1.3 PPDA Procurement Cycle

The roles and responsibilities in the procurement cycle chart below illustrate the procurement process in a Procurement and Disposal Entity (PDE) in Uganda (Obanda, 2010).

The procurement cycle as provided by the PPDA constitutes of 15 stages. Different entities play different roles at various stages within the cycle



Produced by Public Procurement and Disposal of Public Assets Authority (PPDA), 1 Pilkington Road, Workers' House 14th Floor, P.O Box 3925, Kampala, Email: info@ppda.go.ug Tel. 041- 311100. website: www.ppda.go.ug

Figure 2: The Procurement cycle

2.2 Theoretical Review

2.2.1 The Agency Theory

In theoretical review agency theory was used to evaluate the tactical procurement management problems and service delivery.

Agency theory is an economic concept, which originated in 1970s, when the problem of different attitude to risk and risk sharing between two parties that should cooperate was first described.

Later on, the problem of different attitudes to risk was transformed to a more general problem of different objectives. In the concept the terms: principal, agent and asymmetric information were included (Reimarova, 2011).

Agency, in general terms, is the relationship between two parties, where one is a principal and the other is an agent who represents the principal in transactions with a third party. Agency relationships occur when the principals hire the agent to perform a service on the principals' behalf. The two problems that agency theory addresses are: (1.) the problems that arise when the desires or goals of the principal and agent are in conflict, and the principal is unable to verify

(because it's difficult and/or expensive to do so) what the agent is actually doing; and (2.) the problems that arise when the principal and agent have different attitudes towards risk. Because of different risk tolerances, the principal and agent may each be inclined to take different actions.

Classical principal-agent theory is built on the assumption of the agent as a self-seeker. If the agent's goal differ from those of the principal and it is difficult or expensive for the principal to know everything the agent knows, then the agent will take advantage of the situation to maximize his own interest.

As stated by (Oband, 2010), the public through the elected Councilors are the principals on behalf of the citizens, while the district and municipal council employees (members on the contracts and evaluation committees & PDU staff) are the agents.

Trepte, (2005) opines that, the procurement agent is able to exploit his position and discretion given to him because he possesses greater information than his principal on the products to be procured, the tenderers offering to supply and the markets themselves. His ability to use or to conceal information enables him to act on his own benefit. To realign the interests of the agent with those of the principal, the government needs a method of administrative control, generally in the form of procurement regulation, good practices in procurement which provides incentives for compliance.

Clarke, (2009) states that the fundamental problem is those who are supposed to be on the side of the government in the various ministries, or procurement departments of the public sector are not necessarily working in the best interests of the government but in the interests of themselves. As a result, the citizens who are the principal in this case are denied the desired services expected. This is related to the interdiction of Nebbi Town Council Town Clerk, who on his own and without the knowledge of the council contract committee, increased the contract value for the construction of Nebbi Town Council Office block causing loss of over 100 million tax payer money and the office was not completed by the contractor at the time of interdiction (New Vision, 2013).

2.3 Conceptual Review

The main concepts in this study were tactical procurement management as the independent variable and service delivery as the dependent variable. Under tactical procurement management the study was focused on tactical procurement process, competence of stakeholders and strategic interventions in tactical procurement, while under service delivery the main constructs were cost reduction, quality of services and time of service delivery.

2.3.1 Tactical Procurement Management

In most public sector, procurement is largely tactical in nature (KPMG International, 2012; Hunja, 2001) where the focus is normally on supplier selection and contract award (New Zealand Government, 2010).

This section discussed tactical procurement process, Competence of tactical procurement stakeholders, and strategic interventions in tactical procurement.

2.3.1.1 Tactical Procurement process

All procurements regardless of their value or complexity follow a standard sequence of actions. This is known as the procurement process (Bashuna, 2013). The procurement process is a series of steps involved in the process of acquiring goods for sale or use by a company or agency. It starts with identifying the need for a given product, moves through the process of purchase and delivery (PATH, 2008).

Unlike strategic procurement which has a long-term focus, tactical procurement deals with the administration of procurement transactions. A buyer needs to know some fundamentals of procurement for this tactical purchase. The buyer must first identify the product, service, and/or supplier with an acceptable probability of being satisfactory in all aspects of the transaction and then achieve the lowest cost for that product or service or with that supplier (Charles Dominick 2009). Summarizing the above therefore, (Obanda, 2010) states that tactical procurement process consists of specification (of goods, works and services); selecting and contracting of suppliers. According to PATH (2008), the main challenge facing most procurement entities is to determine how long each step in the procurement process is likely to take.

Specification

All contracts require a specification, in effect the need that must be fulfilled through the contract.

What changes, is the depth of the specification. Specification setting is critical as it is the definition of need and presents the most scope to drive the sustainability agenda with suppliers (Government Procurement Development Group, 2010).

According to the Form and Style of Standards, (2012), a specification is defined as an explicit set of requirements to be satisfied by a material, design, product, or service while the International Organization for Standardization. (2009) defines specification as a description of the physical or functional characteristics, or of the nature of a supply, service, or construction item; the requirements to be satisfied by a product, material, or process indicating, if appropriate, the procedures to determine whether the requirements are satisfied. In essence a specification is a statement of the attributes of a product, process or service a user wishes to purchase, and consequently, which the supplier is expected to supply (Stefanovic, et al., 2009).

Lyson and Gillingham (2003) observed that specifications set forth the characteristics of the property and services to be purchased so as to enable the vendor to determine and understand what is to be supplied. This information may be in the form of a description of the physical, functional, or performance characteristics, a reference brand name or both. It may include a description of any requirement for inspecting, testing, or preparing a material, equipment, supplies, or service for deliver.

ACE Project (1998), explained that specifications can be categorized as Functional, Performance, or Technical. It is common though to use the term “Technical Specifications” to refer to specifications in general. Often the three types are typically combined to define the requirement with the necessary level of details to ensure full understanding and coordination among parties.

Specifications in the case of goods, should involve most importantly all technical/physical details, complemented as necessary by functional and performance specifications, defining the purpose and capacities of the item. It is important to not limit specifications for goods to only physical details, especially when procuring equipment, new technologies and complex systems. In addition, specifications should be stated in a generic manner, avoiding the use of brand or trade names as far as possible (ACE Project, 1998).

In the case of services, requests are mainly defined based on functional and performance criteria, being the principal specifications to use for services. For example, requests for services should provide background and objectives, the terms of reference (TOR) or Statement of Works

required (SOW); quality standards; the qualifications and experience of consultants required; time period; deliverables/output; milestones and reporting; provisions for monitoring and evaluation (ACE Project, 1998).

Specifications, wherever possible should use internationally accepted Standards to provide a recognized and measurable reference for compliance, remove uncertainty and provide a clear benchmark the suppliers should meet. A typical use of standards is in relation to quality. Quality refers to the perception of the degree to which the product or service meets the customer's expectations. It actually has no specific meaning unless related to a specific function and/or object, as quality is a perceptual, conditional and somewhat subjective attribute. Therefore, using established and specific standards helps in clarifying what is the exact level of quality requested (ACE Project, 1998).

Specification is one of the most important elements of the tactical procurement process. The preparation of good specifications is probably the most difficult function in the process. Inadequate or poorly written specifications are the cause of many bidder challenges and can considerably delay the procurement process.

According to the executive Director of the PPDA as cited in (Rwothungeyo 2012), some of the problems associated with contract management stem from poor specification of goods, works and services. For instance in the case of (Victor Construction Works Ltd Vs Uganda National Roads Authority, 2010) , the applicant contended that the cause of the delay in the completion of the Arua-Nebbi road marking project was as a result of change in road marking specification by the respondent (Agaba, 2009) in (Apolot et al., 2010) attributes delays in construction projects to poor designs and specifications.

In short (ACE Project, 1998) states that specification is the “heart” of the procurement transaction as it;

- Defines client (beneficiary) needs and requirements
- Tells the procurement agent (if applicable) what to procure for the client
- Tells the potential suppliers the supply requirements
- Establishes the quality standard (benchmarks) against which bid evaluation, inspection, tests and quality checks are made.

Supplier Selection

Beil, (2009) defined supplier selection as the process by which organizations identify, evaluate, and contract with suppliers. The supplier selection process deploys a tremendous amount of an organisation's financial resources. In return, firms expect significant benefits from contracting with suppliers offering high value.

Jan, (2009) explained that supplier selection implies that different tenders are asked from different suppliers. All tenders are analysed and judged. According to the specifications made earlier, the supplier selection is made and the supplier with the best offer is selected. The supplier with the lowest cost price is not always the best supplier. Also other requirements and services have to be taken into account in selecting the supplier, for example; specifications, payment conditions, and delivery time. The supplier selection can also be pre-dominated when framework contracts are available. This means that for typical goods or services an existing contract is available with a pre-selected preferred supplier. The threat in supplier selection is in the specification of the goods or services. The right specification and awarding scheme is needed to have a fair supplier selection.

Supplier qualification screening process

Beil, (2009) observed that to avoid the dire outcomes of supplier non-performance, buyers typically take proactive steps to verify a supplier's qualifications prior to awarding them a contract. The primary goal of "supplier qualification screening" is to reduce the likelihood of supplier non-performance, such as late delivery, non-delivery, or delivery of non-conforming (faulty) goods. A secondary goal is simply to ensure that the supplier will be a responsible and responsive partner in the day-to-day business relationship with the buyer. In addition, Beil, (2009) states that supplier qualification screening involves many aspects, which are outlined below;

Reference checks: The buyer may contact previous customers and ask about the supplier's delivery performance, adherence to contract terms, what (if any) problems arose and how they were resolved, etc.

Financial status checks: The buyer may use published supplier ratings to determine the supplier's financial status and likely financial viability in the short to medium term. For example, if the

supplier has recently assumed significant debt, this may raise red flags about the possibility the supplier will declare bankruptcy before fulfilling its obligations to the buyer.

Surge capacity availability: The supplier's capacity to increase delivery quantities within short lead times is important as the buyer may be uncertain about their exact quantity needs over the life of the contract. This is particularly true for long-term contracts where demand for the buyer's product may be heavily tied to unforeseen market events. Surge capacity is available when a supplier has access to second or third shifts, overtime, underutilized facilities, etc.

Indications of supplier quality: The buyer might require that suppliers have ISO 90004.

According to Rahman (2010), selecting the right supplier and developing the infrastructure has a positive influence on a firm's performance. However, he contends that supplier selection conducted with the right sourcing strategy enhances efficiency and stakeholder confidence.

In Kalubanga (2012), the main focus of the supplier selection process is the attainment of cost, quality and delivery efficiency. Traditionally supplier selection was focused on price, but is now following a multi-criteria based approach to include criteria such as quality, timely delivery, environmental impact to mention but a few.

The PPDA Report, (2013) indicates that from October 2012 to December 2012, a total of 9 cases were received for administrative review with the main problem originating from suppliers, indicating a gap in the selection process. Obanda, (2010a) also unveiled that some of the procurements at the local government level were marred by use of poor supplier selection criteria, which were not relevant to the procurements in question; for instance, scores were awarded for land titles and C.Vs in the selection criteria.

On the other hand, according to Obanda (2010b), contemporary supplier selection practice is hampered by errors and mistakes originating from the regulatory framework. In other words, procurement guidelines given to the local government officials are vague, thereby increasing the costs of effective monitoring and reducing the possibility of detection of serious diversions from contemporary tactical procurement and supplier selection practices.

In his 8-step model, Obanda , (2010) observed that in the local government entities in Uganda, the contemporary models do not adequately address the concerns in relation to purchasing in a

decentralized context hence the justification for the adaptation of 8-step model as illustrated below.

Table 1 : The 8 step model for supplier selection (Obanda, 2010)

The Monczka et al., (2005) model	The De Boer, et al., (2006) model	Obanda (2010) 8-step model
1. Recognize the need for supplier selection		(1) Recognize the need for supplier selection
2. Identify key sourcing requirements.		(2) Identify key sourcing requirements
3. Determine sourcing strategy	1. Choose evaluation criteria	(3) Choose evaluation criteria
4. Identify potential supply sources		
5. Limit suppliers in selection pool		(4) Prequalification
6. Determine method of supplier evaluation and selection	2. Relate criteria to each other	(5) Relate criteria to each other
	3. Choose weights for the criteria	(6) Choose weights for the criteria
	4. Choose scoring methods for the criteria	(7) Choose scoring methods for the criteria
7. Select supplier and reach agreement	5. Determine winner	(8) Determine winner

An analysis of the 8-step procurement decision model reveals that the PPDA procurement cycle is riddled with challenges, mistakes and errors, which the model tries to address (Obanda, 2010).

Contract Award

Jan, (2009) explains that contract covers the agreement between two companies. The legal and juridical issues are noted in this contract if they are applicable. The terms and conditions of the contract give a clear view on the rights and liabilities of both parties if the contract is made up in the right way. The threat in making a contract is when the agreement is based on false information or the contract is incomplete.

Obanda, (2010) states that contracting is the stage entered into once the supplier (or in case of multiple sourcing, suppliers) has been selected and a contract is going to be signed. The contract includes the programme of requirements, the terms and conditions and the agreed pricing. The programme of requirements is the result of the specification stage and may be altered during the selection stage. Once a contract has been concluded its contents have to be communicated to the parties in the organization that will be affected by the new contract.

Several weaknesses have been identified in contract administration practices. The principal problem is that contracting officials often allocate more time to awarding contracts rather than administering existing contracts. This often leads to problems in contractor performance, cost overruns, and delays in receiving goods and services. Several other deficiencies have been noted such as unclear roles and responsibilities of the contracting officer's technical representatives (COTR), and unclear statements of work that hinder contractor performance (Office Of Federal Procurement Policy, 1994).

According to the PPDA Report, 2013, many service providers were suspended because of failure to adhere to the terms and conditions stipulated in their contract agreements.

PPDA Report, (2012) indicated that construction of a classroom block and a 5 stance latrine at Panyango Secondary School, in Nebbi District was abandoned by a contractor because of poor contract terms and conditions and this delayed service delivery to the intended beneficiaries.

Oluka & Basheka, (2012) observed that in the process of ensuring that contract management successfully takes the right course, all the parties involved must keenly pay attention to all provisions in the given or existing contract.

2.3.1.2: Competence of Tactical Procurement Stakeholders

Stakeholders are any individual or group that may affect or may be affected by the government's activities (Pearce, et al., 2009). They have a legitimate interest in the government's activities and programmes because they have a statutory requirement to take an interest. In the public sector, procurement is concerned with the "co-ordination of all parties involved in delivering the combination of inputs, outputs or outcomes that will meet a specified public sector requirement." These parties include external suppliers, partner organizations, and internal corporate service units both inside and outside the organization, Citizens, tax payers, electorates, politicians, Management, procurement officers etc (Intaher, et al., 2011; Murray 1999).

In any organization, getting the balance right between staffing levels and outcomes for the organization is critical (McClelland, 2006). According to Uganda Public Service Dictionary (2007), competencies are specific and observable knowledge, skills and behaviors that are associated with effective functioning of the job/task. Odera, (2010) noted that issues of competencies concerning procurement officers stand out as paramount in ensuring perceived service quality of the user departments. Vathanophas & Thai-ngam, (2007). states that competent employees are the main resource of any organization.

According to Boyatzis (2007) in Olumbe (2010), maximum performance is believed to occur when the person's capability or competency is consistent with the needs of the job demands (roles and responsibilities) and the organizational environment, systems and structures (Boyatzis, 1982).

Bergenhengouwen, et al., (1996) in Olumbe, (2010) argued that in a work context, individuals must possess a range of personal competencies along with task specific competencies to perform effectively. Many organizations therefore combine both personal competences and job based competences. In this regard, Russell, (2004) stresses that although most models do not necessarily balance these two differing aspects effectively, success in a role depends on the ability to effectively match the technical competencies of the role with its required behavioural competencies.

Shellabear, (2002) in Odera, (2010) describes four levels of technical competences as practical competence, foundational competence, reflexive competence and applied competence. Practical competences reflect the demonstrated ability to perform a set of tasks; foundational competences shows the demonstrated ability of what and why to carryout tasks; reflexive competence explains the ability to integrate actions with an understanding of action and; applied competences shows

the demonstrated ability to perform a set of tasks with understanding and reflexivity. However, Ellstrom, (1997), argued that technical competences focuses only on knowledge and intellectual skills, to the exclusion of non-cognitive components of competencies like attitudes, motivation and interests.

Technical Competencies define the knowledge, skills and experience required to perform effectively in a job. These are acquired through professional skill-based training and must be demonstrated in a work environment. They are diverse in nature and form part of the job requirements and are related to either generic roles (group of similar jobs) or individual roles (as role specific competencies) (Kenya Public service competency framework, 2011).

According to the Scottish Government, (2008) in Olumbe, (2010), the diversity of the work involved in public procurement necessitates that procurement officers are competent in a wide variety of generic procurement skills in addition to the specific technical skills and knowledge required when procuring for different sectors and commodities.

The level of knowledge and skills required by procurement staff will vary, depending on the level of involvement and responsibility in the procurement process. However, it is recommended that all staff that plays a significant role in the procurement process should undergo basic procurement training to better understand their roles and responsibilities in the Public procurement and Disposal process (PPDA Procurement Digest, 2013).

According to PPDA Act, (2003) sec (27), Members of the Contracts Committee shall be appointed with regard to their technical competence and skills required for the discharge of the functions of the Contracts Committee. The members of evaluation committee shall be of an appropriate level of seniority and experience, depending on the value and complexity of the procurement requirement (PPDA Act, 2003).

Better Procurement performance in Government requires an improvement in the knowledge and skills of the staff involved in the procurement process. Studies by PPDA through compliance checks, Procurement and Disposal Audits, Administrative reviews and Capacity Building indicate that the skills and knowledge of the stakeholders involved in the procurement process in some Government institutions is still lacking, (PPDA Procurement Digest, 2013).

The PPDA Audit Report, (2008) revealed that lack of professionalism was high amongst public procurement officers in Uganda and this can still be attributed to the fact that the profession is

still young in Uganda. This position is confirmed by (Basheka and Mugabira, 2008), who state that the level of professionalism in public procurement is low or non – existent.

In the PPDA Act (2003), the PPDA is given the mandate to build procurement and disposal capacity in Uganda through setting up training standards, competence levels, certification requirements and professional development paths for the procurement professionals in each of the PDEs. The Act states that the PPDA shall fulfill this task in consultation with competent authorities, such as the Ministry of Public Service, the Ministry of Local Government and each of the accounting officers in the PDEs (Uganda CPAR, 2004).

However according to Sabiiti and Muhumuza, (2012), in Uganda there is a resources gap in the procurement sector especially for the Local Governments in terms of human resource, experience, skills and tooling. The PPDA thus faces an overwhelming demand for training which cannot be met with the limited resources available. The capacity gaps have led to delays in initiating procurements by Procuring and Disposing Entities which affects absorption of funds.

2.3.1.3: Strategic Interventions in Tactical Procurement

The role of procurement has changed dramatically in the past few years, as organizations aim to gain tighter control over supplier performance to increase efficiencies and maximize growth and benefits. Organizations are garnering results by effectively managing and collaborating with their suppliers, meeting and exceeding savings targets, strictly enforcing contract compliance and streamlining the overall procurement process (Pay Stream Advisors, 2013). Effective application of electronic procurement, supplier development and training of key stakeholders can cause positive impact on service delivery (Hunja, 2001).

E-procurement

Lysons & Gillingham (2003), defined e-Procurement as the combined use of information and communication technology through electronic means to enhance external and internal purchasing and supply management process.

Department for children schools and families undated observed that, Electronic Procurement is increasingly being used to streamline the procurement process. Procurers should therefore consider how their organization might benefit. Developments include; systems to manage the

process for receiving and evaluating quotations and tenders (e-tendering) and systems to assist with the management of contracts.

E-procurement systems provide both operational and strategic benefits. The operational benefits are related to improving the efficiency of the procurement process and thereby reducing the total costs of procurement. Beyond the operational benefits, most procurement managers are interested in the effect of e-procurement on the bottom-line, procurement costs, product quality, supplier delivery performance, and user satisfaction (Subramanian, et al., 2003).

Pay Stream Advisors (2013), observed that more organizations are now adopting electronic procurement (e-Procurement) automation solutions as the advantages of these tools become more evident. E-Procurement tools enable purchasing systems to control costs and risks, while connecting with suppliers near and far. Organizations can automate all or part of the Procure-to-Pay (P2P) process to gain the following advantages; control over all goods and services purchased, instant access to live pricing, suppliers and contracted products, reduced costs by leveraging volume, improved visibility of spend, transparency and interoperability, improved management information across all areas of purchasing, improved collaboration with suppliers, negotiated vendor savings that impact the bottom line, time to engage in more strategic activities, faster procurement of goods and services, reduction in paper and duplicate records.

On the other hand, in reference to the procurement process in Uganda, (Uba et al., 2013) observed that despite the benefits of e-procurement, many organization workers know little on how to negotiate, purchase and deliver services online.

On the same note, Brenda, (2012), reported that much as e-procurement can ease procurement process, cut down corruption, time and cost savings, in Uganda it has experienced some challenges like lack of clear policies on e-procurement, many entities are small and not prepared to go online, most importantly e-procurement requires a huge budget which most entities do not have.

Supplier Development

CIPS (Chartered Institute of purchasing and supply management) defined supplier development as the process of working with certain suppliers on a one-to-one basis to improve their performance (and capabilities) for the benefits of the buying organization.

Supplier development is actually developing suppliers in much the same way employees are developed. Organisations that do well in this area provide the training, tools, and incentives that will make them successful. In short, they invest in their employees because they know that great employees are what make companies great. It should come as no surprise, then, that great suppliers make procurement great.

Fahad, (2009), asserts that there are many supplier development strategies that an organization can adopt in order to improve the capability of suppliers namely; periodic supplier assessment, supplier incentives, competitive pressure applied by buying company to its suppliers when it's using more than one supplier, and investment by the buying firm through activities like education and training of supplier's personnel.

Frahm, (2003), observed that the rewards for undertaking a supplier development initiative are well worth the effort. For example, according to research conducted by Aberdeen Group, an IT market analysis and positioning services firm, some of the benefits of a good supplier development program include; sourcing cycle time reduced by 25-30 percent, time-to-market reduced by 20 percent, inventory costs lowered by 25-50 percent, improved quality and reliability, increased responsiveness to customer needs, improved collaboration and knowledge sharing across the extended enterprise.

According to Commonwealth Secretariat, (2011), most SMEs in Uganda lacks sufficient knowledge about tendering process, too small to service large contracts, and fear contract payment terms.

PPDA Report, (2010) recommended that there should be affirmative action to encourage local firms (small, medium and big) to compete for contracts. "*Work out a mechanism of building the capacity and supporting the participation of local firms in the procurement process but put quality consideration as the most important issue in contracts award. This therefore implies that training and sensitization should be very strong for local firms to compete effectively and yet produce quality works*".

Training of Key Procurement Stakeholders

According to Guinipero, et al, (2006) in Basheka, (2009), purchasing professionals need transactional and strategic skills. Transactional skills are required to manage transactional

activities like executing transactions with suppliers, using e-systems to obtain standard or indirect items through catalogues, generating and forwarding material releases .Strategic skills are required to manage strategic activities. According to Kenya Public service competency framework (2011), knowledge, skills and experience required to perform effectively in a job are acquired through professional skill-based training.

However, Sabiiti and Muhumuza, (2012), asserts that there is a resources gap in the procurement sector in Uganda especially for the Local Governments in terms of human resource, experience, skills and tooling. The PPDA thus faces an overwhelming demand for training which cannot be met with the limited resources available. There is also a challenge of low capacity of bidders to submit responsive bids which leads to aggressive commercial wars in procurement. The capacity gaps have led to delays in initiating procurements by Procuring and Disposing Entities which affects absorption of funds.

The report released by Common Wealth Secretariat, (2011) revealed that most SMEs in Uganda cannot compete effectively in procurement tenders. The reasons most cited were insufficient knowledge; lack of feedback; and a lack of opportunities to meet buyers, which points to a clear requirement for capacity building support to provide them with sufficient knowledge of the procurement process itself.

2.4: Service Delivery

As a broad starting point it is generally agreed that public services are services which are funded with public money (taxation). Public services can be delivered by the state or on behalf of the state. In our study we also consider service delivery as services rendered by procurement unit in Nebbi District to other departments or end users. It was noted that procurement unit supports other departments to deliver services to the community of Nebbi District. In the study, service delivery was measured in terms of cost reduction, quality of services and time of service provision.

It has been seen internationally that achieving improvements in the delivery of services to the public is a core feature of many reform programmes in the public service (). As Boyle, (1995) has pointed out, 'Reformers have emphasized the quality of public service delivery, decentralisation of decision making authority to regional and local levels and a shift from the

traditional rules/ control focused administration to a more responsive client orientated culture' (Institute of Public Administration, 1998).

Public sector organizations today are under increasing pressure to deliver an increasingly broad and complex range of services for example, health, education, roads, and other public services – in a manner that is timely, efficient, economical, equitable, transparent and corruption-free.

To deliver the customer promise, the overall goals of public service delivery must be clearly understood. These are quality of service (the accessibility, timeliness and caliber of service levels); cost of service (the drive towards value for money); and customer segmentation (the need for different service channels and service offerings based on comprehensive customer insight).

The procurement management requirements normally include quality, timeliness, cost (more than just the price), minimizing business, financial and technical risks, maximizing competition, and maintaining integrity (Thai et al, 2005).

According to Basheka, et al., (2011), public procurement supports all government functions. If the procurement function fails to deliver quality goods and services in a timely fashion, and at an economical price then the performance of government suffers" (Coggburn, 2003).

In Uganda research have been carried out on local government service delivery performance. One of them was conducted by Advocates Coalition for Development and Environment (ACODE) in Nebbi District in 2010. A number of internal and external factors as well as structural, policy and operational factors that impinge on the quality of services have been identified to explain this disconnect. While some Councilors may be aware of their duties, roles and obligations as stipulated in the Local Government Act, commitment to their implementation and realization was not forthcoming. (Natamba, et al., 2010).

2.4.1 Other Government institutions that influence service delivery

It should be noted that the structural arrangement of public procurement in Uganda is designed to enforce compliance with the PPDA Act. For that matter, there are many institutions in the Local Government who are mandated by the law to monitor and influence service delivery in the Districts. The Local Government Council affects the overall delivery of services because it is the supreme body in a district and is responsible for ensuring implementation and compliance with

government policy and good governance, approval of budgets and procurement plans. On the other hand, there are other relevant organizations such as: the Attorney General, who is responsible for prosecuting breaches of the PPDA; the Auditor General (AG) who is responsible for auditing parts of the procurement process; the Inspector General of Government (IGG) who investigates corruption cases, including corruption in procurement.

The Resident District Commissioner (RDC), according to The Local Governments Act, 1997, 72 (1) (a) represents the President and Government in the District; (b) co-ordinates the administration of Government services in the District. These are among other functions the RDC is mandated to perform but the purpose here is to emphasize the fact that the office of the RDC equally influences service delivery in the local governments in Uganda. It is desirable that there should be effective coordination between the various strands of the procurement stakeholders and this may be easier to bring about when these strands form part of dedicated institutions. However, the creation of such dedicated institutions must not become a barrier to effective coordination and service delivery.

CHAPTER THREE

METHODOLOGY

3.1 Introduction

This chapter highlights how the research was conducted, it presents the research design, area of study, target population, sample size and selection, sampling techniques and sampling selection, data collection methods, research instruments, validity and reliability of research instruments, data collection procedures, data analysis, limitations and areas for further studies.

3.2 Research Design

The researcher adopted a case study and a cross sectional research design in order to collect information for in-depth analysis and contextual understanding of the research problem (Saunders, et al, 2003). A case study is widely used because it provides insights that might not be achieved by other approaches (Rowley, 2002).

Cross sectional study design was chosen because particular data were collected within a specified period of time to answer research objectives and questions. The researcher also used a triangulation approach which involved the use of both quantitative and qualitative techniques in data collection and data analysis to provide thorough and broader findings (Kothari, 2004).

3.3 Area of study

The study was conducted in Nebbi District. The choice of the geographical area was because Nebbi District local government among other local governments in Uganda faces problems of public procurement management and service delivery.

3.4 Target Population

The research targeted the District procurement stakeholders, specifically the District Councilors, User Departments Heads, Procurement department, Contract Committee, Accounting Office staffs, Town Council Senior Managers and service providers. These people were targeted because they are the main stake holders in the management of public procurement and service delivery in Nebbi District. A population of 93 people was targeted for the study.

3.4.1 Sample size

The research covered a sample size of 84 people as indicated in the table below. The sample size is in line with Roscoe's rule of the thumb (Roscoe, 1975) which puts 30 to 500 respondents as appropriate for studies of this nature.

The sample size was obtained basing on Krejcie & Morgan (1970) sample size determination table as summarized below.

Table 2: Showing sample size for the survey

Population	Sample size	Target Group	Sampling Techniques
16	14	District Councilors	Purposive sampling
9	8	User Departments Head of departments	Stratified random sampling
4	4	Procurement Department staff	Purposive sampling
14	12	Contract Committees (District & Town Councils)	Purposive sampling
8	8	Accounting Office staff	Purposive sampling
12	10	Town Councils & Sub county senior managers	Purposive sampling
30	28	Service Providers	Simple random sampling
93	84	TOTAL	

Source: Primary Data sampled using the Krejcie and Morgan Sampling Technique, (1970)

3.5 Sampling Techniques

The sampling techniques used were stratified random sampling, simple random sampling and purposive sampling.

3.5.1 Stratified Random Sampling

Stratified sampling technique is a form of sampling in which the population is divided into a number of strata or sub-groups and a sample is drawn from each stratum to make up the final sample of the study, (Amin, 2005). With regard to this study, the technique was used to select the user departments heads. This helped to collect a wide range of data from a number of departments across the District.

3.5.2 Purposive Sampling

Purposive sampling technique was used to collect data from key respondents working in Procurement Unit, Town Council Senior Staff, Contract Committees, Councilors and Finance Office who were selected basing on their experience, knowledge and expertise in public procurement management and service delivery. This method was used because it gave the researcher room for interaction and detailed discussion about the subject of the study (Saunders, et al., 2003).

3.5.3 Simple Random Sampling

This method involved selecting the study subject by chance without bias from the target population (Oso & Onen, 2008). It was specifically applied on service providers since they were a large number and they appeared often abrupt.

3.6 Sources of Data

Primary and secondary sources were used in the study as follow;

3.6.1 Primary Data Sources

This involves collecting data from the field through observation or direct communication with the respondents, (Kothari, 1984). Primary sources particularly included data collected from District councilors, Procurement officers, User Departments Heads, Town Council Senior Staff, Contract Committee members and service providers. This helped the researcher to get first-hand information for data reliability and proper analysis of the problem (Saunders, et al., 2003).

3.6.2 Secondary Data Sources

Secondary data was collected through review of specific documents such as quarterly and annual reports, minutes, journals, magazines and text books for comparison purpose and in order to

understand the context of the problem. Secondary data helped to broaden the researcher's understanding of the concepts under study (Saunders, et al., 2003).

3.7 Data Collection Instruments

Data collection instruments used were questionnaires and interview guides.

3.7.1 Questionnaires

Kothari, (2004), defines a questionnaire as a set of questions on a particular theme of the study. The researcher used structured pre-coded questionnaires. The questionnaires were administered to the selected respondents in the District. The questionnaires were pretested prior to actual data collection to ensure internal consistency of responses. The questionnaires were divided into section A and B. Section A was designed to capture data on demographic characteristics while section B had questions on research variables. The 5 point Likert scale with continuum of strongly agree, agree, neutral, strongly disagree, and disagree with codes 5-1 was used to test discrete respondent's opinions of the variables. The questionnaire method was adopted because it was cheaper and it provided respondents with ample time to think through their responses.

3.7.2 Interview Guide

The researcher conducted face to face in-depth interviews with staff working in Procurement, District Council and finance departments who were purposively selected. Oral interviews each lasting about one hour was conducted using structured interview guide. (Arksey and Knight 1999) maintain that using an interview guide helps the researcher keeps the interview focused so as to avoid situations where informants divulge a lot of information that might be unrelated to the objectives of the study. The three departments were chosen for oral interviews because the officials have good understanding and knowledge of public procurement management and service delivery.

3.8 Validity and Reliability of research instrument

3.8.1 Validity

Refers to the degree to which an instrument collects the intended data (Amin, 2005). To ensure validity, eight experts in the field of study were consulted about the content of the questionnaire in order to remove ambiguous and irrelevant questions. There after the questions were subjected to content validity test which were computed using the following formula (Lawshe, 1975) in (Kristna, 2009).

$$CVR = \frac{(ne - N/2)}{(N/2)}$$

CVR= Content Validity Ratio

ne= Number of experts indicating “essential”

N=Total number of experts

N=8

ne=7

$$CVR = \frac{(7 - 8/2)}{(8/2)} \quad CVR = 0.75$$

CVR measures between -1.0 and 1.0. The closer to 1.0 the CVR is, the more essential the content of questionnaire is considered to be. Conversely, the closer to -1.0 the CVR is, the more non-essential it is. Therefore, the CVR of 0.75 in this study was sufficient to show good content validity.

3.8.2 Reliability

Reliability refers to consistency and degree to which research instruments provide the same results consistently after repeated measures (Bell, 2000). Questionnaires were pilot tested on respondents and results were subjected to Cronbach’s Alpha Reliability Test using Statistical Package for Social Scientists (SPSS) soft ware tool to measure consistency of responses. The results obtained were above 0.5 which is recommended by (Kent, 2001) as reliable for data collection. Cronbach’s Alpha coefficient was used to measure reliability of the instruments with the results (overall) indicating an alpha of 0.951. According to Amin, (2005) an alpha of 0.5 or higher is sufficient to show reliability. The closer the alpha is to one, the higher the consistency reliability (Sekaran, 2003).

Table 3: showing Reliability Analysis Scale

Variable	Alpha	No of items
Tactical procurement cycle(process)	0.848	6
Strategic intervention	0.832	6
Competence	0.888	11
Service Delivery	0.871	7
All (Overall)	0.951	30

Source: Primary data

3.9 Data collection procedure

After successful presentation of the proposal the researcher made required corrections and shared the final version with the supervisors for approval. The researcher thereafter got an introduction letter from, Kyambogo University to enable him easily access information from respondents. The questionnaires were pretested onto selected target population to ensure validity and reliability of the research instruments. After the pretest the researcher distributed the questionnaires and scheduled interviews with the key respondents working in procurement and finance departments. This took a period of two weeks. The respondents were affirmed that the study was purely academic and would have no negative effects on their response as well as their entities. They were informed that the information given were confidential. The interview guides were used to collect data from the selected respondents during face to face interactions between the researcher and the key selected respondents. The researcher made arrangement with the respondents on when to meet for face to face interviews, through personal visit to their offices and telephone contacts. After all interviews were completed and questionnaires filled, the researcher collected, analysed and interpreted the data. Finally the researcher's report on the findings were compiled and submitted to the graduate school Kyambogo University.

3.10 Data Analysis

Data analysis involves making meaning out of masses of data (Mugenda and Mugenda 2003). After the field research, data was collected, edited, coded, and later grouped into quantitative and qualitative data.

3.10.1 Quantitative Data Analysis

Raw data from the questionnaires was edited to eliminate all irregularities and all open ended responses were coded. Data was entered in the computer by Epi-info cleaned and exported to statistical package for social scientists (SPSS) program for analysis. Logical checks and frequency runs were made on all variables in order to further ensure accuracy and consistency of the data outputs. Regression analysis was used to establish the strength and direction of the association. On this note, the study purely measured the influence by establishing the cause effect of the independent variable onto the dependent variable (Gupta, 2002). Frequency tables and percentages were used to present respondent's views on the variables under study. Descriptive statistics in particular was used in form of means and standard deviation in order to

describe the characteristics of the study. Numerical values were devised to interpret data as indicated below:

Table 4 Showing mean range

Mean Range	Response Mode	Interpretation
4.30 – 5.00	Strongly Agree	Very High
3.50 – 4.20	Agree	High
2.70 – 3.40	Neutral	Undecided
1.90 – 2.60	Disagree	Low
1.10 - 1.80	Strongly Disagree	Very Low

Source:Mabonga (2012)

3.10.2 Qualitative Data Analysis

For qualitative data, hand written scripts from interview schedules and document reviews were assembled and typed into word processing program-Microsoft word. The notes were read thoroughly and coded manually. Coding closely followed the main themes per source. The codes were carefully developed to ensure that they were mutually exclusive, exhaustive and representative. The text segments with similar codes and meaning or referring to related issues were then grouped together and themes developed to build the report presentation.

3.11 Ethical Issues

The researcher maintained high level of confidentiality throughout the study. Key informants were given unique numerical identifiers which were used as a basis for analysis. Care was taken to ensure that all those who accepted to participate in the study did so voluntarily. All participants were informed about the objectives of the study.

3.12 Limitations of the study

The researcher met the following limitations;

Access to relevant information from some respondents was a problem, since some of the respondents feared to release information. However, to instill confidence, proper explanations were given to the respondents that the research was purely for academic purpose.

The research was costly because, the researcher subscribed in order to access literature sources from the internet, private libraries, procured computer and other required resources to help in the research besides transportation and accommodation cost during the field visit.

Some of the respondents were too busy as a result the researcher failed to obtain 100% response rate.

CHAPTER FOUR

PRESENTATION, ANALYSIS AND INTERPRETATION OF FINDINGS

4.1 Introduction

This chapter presents the research findings, interprets and analyses them in respect to the study areas. The findings of the study were presented considering the general purpose of the study, which was to examine the influence of the tactical procurement management on service delivery in the local governments of Uganda, a case of Nebbi District Local Government. Three specific objectives were focused on and these were; the influence of the tactical procurement process on service delivery, the competence of the tactical procurement management stakeholders in Nebbi District and the strategic interventions that can be undertaken to improve service delivery in Nebbi District. The findings were therefore presented in accordance with the study objectives using frequencies, percentages, mean and regression analysis to bring out both qualitative and quantitative aspects. The data were interpreted and analyzed accordingly.

4.2 Response rate

Table 5: Showing questionnaires and interview response rate

Instrument Used	Issued	Actual response	Percentage Response rate
Questionnaires	84	60	71%
Interview	12	12	100%

Source: Primary data

Of the 84 questionnaires distributed, 60 were completed and returned. This constituted a response rate of 71%. A response rate of 70% and above is generally considered very good according to Mugenda & Mugenda (2003). This response rate was very good considering the busy nature of the respondents. Twelve people were interviewed in order to obtain more information for in-depth analysis of the study.

4.3 Demographic characteristics of respondents

The demographic profiles comprised of respondents' gender, education levels, age brackets, work place and work period in Nebbi District Local Government.

4.3.1 Gender of the responder

Table 6: Showing gender of respondents

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Male	47	78.3	78.3	78.3
Female	13	21.7	21.7	100.0
Total	60	100.0	100.0	

Source: Primary data

Overall, 47 (78.3%) of the respondents were male while 13 (21.7%) were female. Sex was linked to gender balance, roles and responsibilities amongst the technocrats and service providers along the procurement chain. This study found out that there were many male than Female in Nebbi District local government.

4.3.2 Education level

Table 7: Showing education level attained

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Bachelor's degree	23	38.3	38.3	38.3
Diploma	20	33.3	33.3	71.7
Certificate	11	18.3	18.3	90.0
Post Graduate	6	10.0	10.0	100.0
Total	60	100.0	100.0	

Source: Primary data

The study examined the different levels of educational qualifications of the respondents. Overall 23 (38.3%) had attained Bachelors' Degree as their highest level of education followed by 20

(33.3%) who were Diploma holders. This implies that the workers and the service providers had acquired skills to work in Nebbi District Local Government. The level of education was very important as it has direct bearing on the awareness of government policies like PPDA Act, Local Government Act and Procurement Process. During the interaction with the community, it was found out that the service providers were mainly certificates and Diploma holders.

4.3.3 Age

Table 8: Showing the age brackets of the Respondents

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid 21-30 years	13	21.7	21.7	21.7
31-40 years	32	53.3	53.3	75.0
41-50 years	13	21.7	21.7	96.7
51 above	2	3.3	3.3	100.0
Total	60	100.0	100.0	

Source: Primary data

Age was another important background variable worth consideration in the study. Different age groups often have different perceptions on subjects like measurement of administrative efficiency and public procurement governance. The majority were (31-40years) (53.3%) followed by (21-30 years) (21.7%), (41-50years) (21.7%) and (51years above) (3.3%) respectively. These findings revealed that the majority of the respondents were middle age and able to perform in service delivery in the district.

4.3.4 Work place of respondents

Table 9: Showing the work place of respondents in Nebbi District

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid District Council	2	3.3	3.3	3.3
Town/Sub-county Council	11	18.3	18.3	21.7
Contract Committee	6	10.0	10.0	31.7
Finance Office	3	5.0	5.0	36.7
User Department	8	13.3	13.3	50.0
Service provider	29	48.3	48.3	98.3
Procurement Unit	1	1.7	1.7	100.0
Total	60	100.0	100.0	

Source: Primary data

The respondents were also asked to state their work status within Nebbi district local government. The findings revealed that overall 29 (48.3 %) of the respondents were service providers. Town council had 11(18.3%) while respondents from User departments were 8 (13.3%). The lowest participation was within the district council at 2(3.3%) and 1(1.7%) procurement unit respectively. This was because some of the officers participated in in-depth interview as key informants. The results imply that most of the views were from service providers who in the researcher's opinion were very important since they provide services in the district.

4.3.5 Period worked

Table 10: Showing the period worked in Nebbi District Local Government

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Less than 2 years	8	13.3	13.3	13.3
2-4 years	19	31.7	31.7	45.0
5-7 years	11	18.3	18.3	63.3
8-10 years	13	21.7	21.7	85.0
More than 10 years	9	15.0	15.0	100.0
Total	60	100.0	100.0	

Source: Primary data

Table 10 indicates the period of work (work experience of the respondents) in Nebbi District. The respondents in the study had varying levels of work experiences. Majority of the respondents with (31.7%) had worked for a period (2-4) years, followed by (21.7%) (8-10) years. The employees had served for longer period implying that Nebbi district has good working condition that enables retention of employees which results into acquisition of experience.

4.4 Tactical Procurement process

Tactical procurement process entails specifications, supplier selection, and contract award. These are very key elements in procurement process. The results revealed that all the measures were highly responded to as indicated from the mean scores which were all above 3.5 (based on a 5-likert scale) with average mean of 4.21. This was attributed to high response rates on issues of procurement process time being long affecting timely delivery of services and the focus on the cumbersome process (compliance) instead of the main goal of providing services to the public.

Table 11: Showing responses on tactical procurement process

	Percentage Responses (%)					Mean	SD
	SD	D	N	A	SA		
The tactical procurement process is very long hence affecting timely service delivery	(2) 3.3%	(0) 0%	(4) 6.7%	(19) 31.7%	(35) 58.3%	4.45	.769
The time taken in tactical procurement process be reduced for timely service delivery	(0) 0%	(0) 0%	(0) 0%	(24) 40.0%	(36) 60.0%	4.60	.494
There is need for more procurement planning for the public procurement process especially specification, supplier selection, and contract award because they are affecting time, cost and quality of services.	(0) 0%	(4) 6.7%	(7) 11.7%	(34) 56.7%	(15) 25.0%	4.00	.803
The tactical procurement process is more focused on compliance with the PPDA act than service delivery, this has affected timely services in the district	(0) 0%	(6) 10.0%	(13) 21.7%	(11) 18.3%	(30) 50.0%	4.08	1.062
There is need to design the process to focus more on service delivery	(4) 6.7%	(0) 0%	(2) 3.3%	(26) 43.3%	(28) 46.7%	4.23	1.031

The current procurement process is affecting service delivery provision	(2)	(2)	(6)	(39)	(11)		
	3.3%	3.3%	10.0%	65.0%	18.3%	3.92	.850
Average Mean						4.21	

Source: Primary data

When asked whether the time taken in the tactical procurement process be reduced, the highest mean of 4.6 (1) was registered. Overall 36 (60%) and 24 (40%) of the respondents strongly agreed and agreed respectively. This implies that the time taken in the procurement process was long. With a mean of 4.45 (2). Out of 60 respondents, 35 (58.3%) strongly agreed and 19 (31.7%) agreed that procurement process was indeed very long. In the interview with the senior procurement officer, he noted that internal and external factors were responsible for the delay

“The process delays because of both internal and external factors. The Internal factors include, unclear specifications sent to the procurement unit by the user department, late submission of work plans and failure of the contract committee to complete their work timely. On the other hand, the external factors include among others; failure of Government to release funds on time and delay of contract approval by the solicitor general”.[Senior Procurement Officer]

The respondents were also asked whether there was need to design the procurement process to focus more on service delivery, a mean of 4.23 (3) was registered. Out of 60 respondents, 28 (46.7%) strongly agreed, 26 (43.3%) agreed, 4 (6.7%) strongly disagreed and 2 (3.3%) were undecided. This was interpreted to mean that majority of the respondents in Nebbi district supported the idea that public procurement process be redesigned and should focus on service delivery. The service delivery includes services rendered by procurement unit to the user departments, and services offered by the various departments to the community in Nebbi District. Contrary to the majority views, some of the key informants had different opinions suggesting that the process is ok but the problem is interference from the stakeholders who do not know their roles.

The respondents in Nebbi District also suggested that the procurement process should be planned well in order to support service delivery in the District. This idea was supported with a mean of 4.0, Out of 60, 34(56.7%) and 15(25%) agreed and strongly agreed respectively, while only 4(6.7%) disagreed and 7(11.7%) were undecided. In the interview with the Senior Procurement Officer, he stated the following.

“Majority of the user department staff in Nebbi District do not know how to write specifications of items for procurement. Secondly, some suppliers are not conversant with the procurement process; as a result they lack most of the required documentation, which we base on to award contracts. This always leaves us in dilemma, either to award contract to competent suppliers without proper documentation or suppliers who are not competent, but with proper documents”[Senior Procurement Officer,]

4.5: Competence of stakeholders

In the public sector, it is always important to involve procurement stakeholders in order to have efficient and effective procurement system and service delivery. It is equally important that these stakeholders have the necessary skills and knowledge to execute their duties effectively.

The results of the findings revealed that on average all the measures were highly rated as indicated from the mean scores which were above 3.5 (based on a 5-likert scale) with average mean of 4.13. This was attributed to high response rates about the district councilors having low skills in monitoring service delivery and knowledge gaps in procurement regulations and ethics followed by high response rate about public officers not being inducted properly to acquire procurement skills in order to perform well in the district.

Table 12: Showing the responses on competences of stakeholders

	Percentage Responses (%)					Mean	SD
	SD	D	N	A	SA		
There is procurement knowledge gaps with most stakeholders in the District	(0) 0%	(2) 3.3%	(4) 6.7%	(37) 61.7%	(17) 28.3%	4.15	.685
There should be mandatory induction training on procurement for all public officers prior to joining the District service	(0) 0%	(0) 0%	(0) 0%	(39) 65.0%	(21) 35.0%	4.35	.481
Procurement officers should have certified professional training	(0) 0%	(2) 3.3	(8) 13.3	(24) 40.0%	(26) 43.3%	4.23	.810
District Councilors should have awareness workshops on strategic procurement, ethics, rules and regulations, and service delivery monitoring skills.	(0) 0%	(2) 3.3%	(2) 3.3%	(24) 40.0%	(32) 53.3%	4.43	.722
User Departments should have training on procurement process	(0) 0%	(0) 0%	(4) 6.7%	(39) 65.0%	(17) 28.3%	4.22	.555

Members of evaluation committee should have specialized training in the procurement evaluation process	(0) 0%	(0) 0%	(2) 3.3%	(37) 61.7%	(21) 35.0	4.32	.537
Members of contract committee should have specialized training in procurement process and risk analysis	(0) 0%	(0) 0%	(0) 0%	(43) 71.7%	(17) 28.3%	4.28	.454
PPDA conducts training regularly for all the public procurement stakeholders in the District	(2) 3.3 %	(11) 18.3 %	(11) 18.3 %	(32) 53.3%	(4) 6.7%	3.42	.979
All stakeholders in the District must have knowledge of the Procurement rules and regulations, ethics and risks to its integrity.	(0) 0%	(0) 0%	(6) 10.0 %	(39) 65.0%	(15) 25.0%	4.15	.577
All the stakeholders should have knowledge in contracts monitoring and reporting	(0) 0%	(4) 6.7%	(2) 3.3%	(45) 75.0%	(9) 15.0%	3.98	.676
All the stakeholders should have good experience in procurement before taking any role in procurement activities	(0) 0%	(4) 6.7%	(9) 15.0 %	(38) 63.3%	(9) 15.0%	3.87	.747
Average Mean						4.13	

According to the respondents in Nebbi district the District Councilors should have awareness workshops on strategic procurement, ethics, rules and regulations, and service delivery monitoring skills. This was ranked at 4.43 (1).

The findings also revealed that out of 60 respondents 32 (53.3%) strongly agreed, 24 (40%) of the respondents agreed, 2(3.3%) disagreed and 2(3.3%) were undecided with the statement that the district Councilors should have awareness workshops on strategic procurement, ethics, rules and regulations and monitoring skills. This was supported by one of the Finance Officers who stated that:

“Majority of procurement stakeholders do not have adequate knowledge and experience to manage public procurement and this knowledge gaps prevails with most of the service providers and the Councilors in Nebbi District. This affects procurement work, because in the case of councilors, they normally interfere with the procurement process because they don't know their roles while the service providers are not aware of the procurement rules and regulations.” [Finance Officer]

The respondents were also asked whether there should be mandatory induction training on procurement for all public officers prior to joining the District service. This was rated second with a mean of 4.35 (2). The findings revealed that 39 (65%) agreed with the statement and 21 (35%) strongly agreed. This implies that it is very important to conduct procurement training to all newly recruited officers in the district. In the interview with the Assistant Procurement Officer, he noted that:

“Most civil servants in Nebbi District have limited knowledge about the procurement process, because they believe that procurement related activities are for procurement unit alone. This as a result has affected their performance in procurement activities. For example they experience difficulties in writing specifications & developing procurement plans.” [Assistant Procurement Officer]

The findings revealed that PPDA conducts training regularly for all the public procurement stakeholders in the District. This was rated least with the mean of 3.42. Out of 60 respondents 4 (6.7%) strongly agreed, 32 (53.3%) agreed, 11 (18, 3%) were undecided, 11 (18.3%) disagreed and 2(3.3%) strongly disagreed. These results therefore imply that PPDA conducts training regularly in the district however, some of the key informant had different opinions about this

contrary to the findings. Much as training is being conducted, it is not adequate since their programs do not cover all the stakeholders especially the service providers.

4.6 Strategic interventions in tactical procurement

Strategic interventions in tactical procurement are very important in the improvement of procurement process in the public sector. The results revealed that most of the measures were highly rated as indicated from the mean scores which were most above 3.5 (based on a 5-likert scale) with average mean of 3.72. This was attributed to high response rates about interventions in areas of training, support to procurement unit, approval of procurement activities, and giving preference to local firms.

Table 13: Showing responses on strategic interventions

	Percentage Responses (%)					Mean	SD
	SD	D	N	A	SA		
There is need to use computerized procurement system to improve procurement process in the district	(4) 6.7%	(17) 28.3%	(11) 18.3%	(22) 36.7%	(6) 10.0%	3.15	1.147
PPDA should have office in the District to monitor performance of procurement	(4) 6.7%	(9) 15.0%	(4) 6.7%	(24) 40.0%	(19) 31.7%	3.75	1.244
Give more preference to local firms in tender	(9) 15.0%	(4) 6.7%	(17) 28.3%	(9) 15.0%	(21) 35.0%	3.48	1.420
Service providers should be trained in the procurement process and quality standard requirements.	(4) 6.7%	(7) 11.7%	(4) 6.7%	(30) 50.0%	(15) 25.0%	3.75	1.159

The procurement management should support procurement unit to monitor service delivery effectively	(0) 0%	(2) 3.3%	(0) 0%	(47) 78.3%	(11) 18.3%	4.12	.555
All approvals of procurement activities should be done in the District for timely service delivery	(4) 6.7%	(7) 11.7%	(0) 0%	(19) 31.7%	(30) 50.0%	4.07	1.260
Average Mean						3.72	

The least mean of 3.15 was registered when the respondents were asked whether the public procurement process be automated in order to improve the procurement process. Out of 60 respondents, 22 (36.7%) and 6 (10%) of the respondents agreed and strongly agreed respectively that automated procurement process can improve the procurement system in Nebbi district while 11(18.3%) of the respondents were neutral, and 4(6.7%) strongly disagreed. The finding revealed that although the respondents in Nebbi District supported the view that public procurement process be automated, some respondents disagreed with this development sighting that with automation in case of technological failure can cause more delays coupled with frequent network failure in the district. Similarly the majority of the respondents who agreed voiced the fact that automation can improve procurement process and minimize delays in the provision of services.

"We failed to send the PPDA report because of lack of internet connection in our office," [Senior Procurement Officer]

In order to develop the suppliers in Nebbi District, the respondents suggested that special treatment be given to local suppliers during tender. With a mean of 3.48, 50% of the respondents supported the idea, but 28.3% were neutral while 21.7% disagreed with the idea. In the interview with key respondents, those who disagreed argued that most of the local suppliers lacked financial resources to handle bigger projects, giving them special treatment during tender award would cause problem in contracts management.

In order to develop the suppliers in Nebbi District, the respondents suggested that special treatment be given to local suppliers during tender. With a mean of 3.48, 50% of the respondents supported the idea, but 28.3% were neutral while 21.7% disagreed with the idea. In the interview with key respondents, those who disagreed argued that most of the local suppliers lacked financial resources to handle bigger projects, giving them special treatment during tender award would cause problem in contracts management.

The respondents also suggested that all service providers in the District should be trained in procurement process and quality standard requirements. This registered a mean of 3.75, out of 60 respondents 30(50%) and 15(25%) agreed and strongly agreed, while 7(11.7%) and 4(6.7%) disagreed and strongly disagreed respectively. In the interview with the key stakeholders, it was noted that majority of the service providers in the District were not knowledgeable about the procurement rules and regulations as well as the interpretation of contract documents.

The findings revealed that majority of the respondents would prefer the procurement unit to be empowered, so that they are able to support service delivery effectively. This recorded the highest mean of 4.12 (ranked 1). Out of 60, 47(78.3%) and 11(18.3%) agreed and strongly agreed respectively, only 2(3.3%) disagreed. According to the senior procurement officer, the unit lacks adequate support.

“Our procurement budget is small, and we do not have a vehicle to facilitate our movements. In addition our procurement office lacks internet connection, which affects our internal and external communication.” He asserts that, *“When I joined in 2008, the unit was operating from water department office, the department was given offices recently and this is when we started operating effectively.”* [Senior Procurement Officer]

When asked whether all procurement approvals be done from the District, this was supported with the second highest mean of 4.07. Out of 60 respondents, 19 (31.7%) and 30 (50%) agreed and strongly agreed, while 7 (11.7) and 4(6.7%) disagreed and strongly disagreed respectively. The PPDA regulation 2003 mandates the solicitor General to approve all contracts above 50 million before award. The solicitor general has an office in Arua District, which serves also other neighboring Districts.

The respondents in Nebbi district indicated that PPDA should open an office in the District to effectively monitor and regulate procurement activities. This was supported by majority of the

respondents with mean of 3.75. out of the 60 respondents, 41(71.7%) of them agreed that they should open office in Nebbi District. During the interactions with key stakeholders, it was noted that PPDA was not doing enough to fulfill their mandate of monitoring, regulating procurement activities and capacity building. Although they had been conducting some training in the District, the impact was not much. There were still procurement knowledge gaps with most stake holders.

"Most of the staff do not know the stages in the procurement process and legal requirements, when they send in requisitions they expect the items purchased immediately. They lack knowledge in writing specifications, they always realize their mistakes when the items are delivered," [Procurement Officer]

Table 14: Summary of Tactical Procurement Management

Summary of Constructs	Mean	Interpretation
Tactical Procurement process	4.21	High
Competence	4.13	High
Strategic Interventions	3.72	High
Extent of Tactical Procurement Management	4.02	High

Source: Primary Data

4.7: Measure of service delivery

Compared to other variables, this had the lowest mean scores (based on a 5-likert scale) with the average mean of 2.92. The study revealed that the level of service delivery in Nebbi District was moderate. This was attributed to high response rate about procurement contribution in cost reduction however on the other hand, the areas of concern were unreliable procurement process, quality of services and unreliable time of services.

Table 15: Showing responses on service delivery

	Percentage Responses (%)					Mean	SD
	SD	D	N	A	SA		
The problem of service delivery in the District is related to less strategic intervention in procurement hence increasing cost.	(2) 3.3%	(17) 28.3%	(15) 25.0%	(19) 31.7%	(7) 11.7%	3.20	1.086
The problem of service delivery in the District is related to unreliable procurement processes hence affecting timely service provision	(2) 3.3%	(15) 25.0%	(9) 15.0%	(21) 35.0%	(13) 21.7%	3.47	1.186
The problem of service delivery in the District is related to the competence of public procurement stake holders hence affecting quality of services	(6) 10.0%	(13) 21.7%	(11) 18.3%	(24) 40.0%	(6) 10.0%	3.18	1.186
The problem of service delivery in the District is not related to procurement activities.	(13) 21.7%	(15) 25.0%	(13) 21.7%	13 21.7%	4 6.7%	2.70	1.253
Public procurement management has led to reduction in cost of service delivery in the district	(0) 0%	(11) 18.3%	(19) 31.7%	(20) 33.3%	(10) 16.7%	3.48	.983
Public procurement management has led to improvement of quality of service delivery in the district	(5) 8.3%	(36) 60%	(3) 5%	(10) 16.7%	(6) 10%	2.60	1.167

Public procurement management has led to timely service delivery in the district	(36) 60%	(14) 23.3%	(0) 0%	(6) 10%	(4) 6.7%	1.80	1.260
Average Mean						2.92	

The respondents were asked whether public procurement management has led to reduction in cost of service delivery in Nebbi district. This registered the highest mean of 3.48 (1st). Out of 60 respondents who participated in the study, 11(18.3%) disagreed, 19(31.7%) were undecided, 20(33.3%) agreed and 10(16.7%) strongly agreed. These results imply that majority of the respondents agreed that public procurement management has led to reduction in cost of service delivery in Nebbi district. In support of this, one of the District Councilor noted that:

“Since the establishment of the procurement department fraud in form of corruption has reduced. Corruption used to make the District loose a lot of money. For instance, suppliers were given contracts even when they were not genuinely qualified”. [District Councilors]

Another question was whether the problem of service delivery in the District is related to unreliable procurement process. This registered the second highest mean of 3.47 (2nd). Overall, 2 (3.3%) strongly disagreed, 15 (25.0%) disagreed, 9 (15.0%) were undecided, 21 (35.0%) agreed, and 13 (21.7%) strongly agreed. From the analysis, it was noted that the majority of the respondents agreed with the statement while a reasonable percentage of the respondents disagreed. An interaction with the key informants during the study, it was revealed that even the end users sometimes submit their annual procurement work plan late thus delaying the implementation of the procurement process.

“This is not the only problem, there are times when the government releases the money late and as a result the process is also delayed. Secondly procurement work plan are delayed by the user departments, something which negatively impacts on our speed of executing procurement functions”. [Procurement officer]

They were also asked whether the problem of service delivery in the District is related to less strategic intervention in procurement. This was rated with a mean score of 3.20 (3rd), Overall 2(3.3%) strongly disagreed, 17(28.3%) disagreed, 15(25.0%) were undecided, 19(31.7%)

2(3.3%) strongly disagreed, 17(28.3%) disagreed, 15(25.0%) were undecided, 19(31.7%) agreed and 7(11.7%) strongly agreed with the statement. From the analysis, it can be noted that the majority of the respondents agreed with the statement.

They were also asked whether the problem of service delivery in the District is related to the competency of the procurement stakeholders. This was rated with a mean score of 3.18, Out of 60 respondents, 24(40%) agreed, 6(10%) strongly agreed, 11(18.3%) were neutral, 13(21.7%) disagreed and 6(10%) strongly disagreed. This implies that majority of the respondents agreed that the problem of service delivery in the district is related to the competency of public procurement stakeholders.

The respondents were asked to give their opinion whether Public Procurement Management has led to improvement of quality of service delivery in the district. This was rated with a mean of 2.6, out of 60 respondents, 36(60%) disagreed, 5(8.3%) strongly disagreed, 10(16.7%) agreed, and 6(10%) strongly agreed. From the results, it can be noted that higher percentage of the respondents disagreed that public procurement management has improved the quality of service delivery in the district.

They were also asked whether Public Procurement Management has led to timely service delivery in the district. This scored a mean of 1.80. Out of 60 respondents, 36 (60.0%) strongly disagreed, 14(23.3%) disagreed, 6(10.0%) agreed and 4(6.7%) strongly agreed. The results imply that the majority of the respondents in Nebbi district disagreed that public procurement management has led to timely service delivery. The findings revealed that there were still some challenges in the procurement process that delay services in Nebbi District. The challenges according to key informants were unclear specifications, problem of selecting unreliable suppliers and delays in the release of activities funds by the Government.

4.8: Regression Analysis

The regression analysis was used to examine the influence of independent variables on the dependent variable. In this case, the influence of tactical procurement process, competence of stakeholders and strategic interventions to improves service delivery.

Table16: Showing Regression Model Summary

Model	R	R Square	Adjusted Square	R	Std. Error of the Estimate
1	.778a	.605	.584		.56287

a. Predictors: (Constant), Intervention, Process, Competence

Results in table above indicate that 60.5% (R Square=0.605) variance in service delivery is influenced by the independent variables under study i.e. the tactical procurement process, competence of stakeholders and strategic interventions. While the remaining 39.5% of the variation is influenced by other factors outside the scope of this study, such as delay in the release of funds by the central government, influence of RDC, IGG, PPDA, Government policies, etc

Table 17: Anova Model

ANOVA

Model		Sum of Squares	Df	Mean Square	F	Sig.
1	Regression	27.212	3	9.071	28.629	.000a
	Residual	17.742	56	.317		
	Total	44.954	59			

a. Predictors: (Constant), Intervention, Process, Competence

b. Dependent Variable: Service

The anova table results give the fitness of the model. In this case the model is statistically significant (p=0.000) hence should be adopted for use. Indeed in the previous results of the model summary, the R Square value of 60.5% is high enough to be considered adequate

Table 18: Showing Model Coefficient

Coefficients^a

Model	Unstandardized Coefficients		Standardized Coefficients	t	Sig.
	B	Std. Error	Beta		
(Constant)	-2.016	.836		-2.411	.019
Process	.250	.182	.185	1.377	.174
Competence	.675	.331	.358	2.042	.046
Intervention	.294	.180	.289	1.634	.108

a. Dependent Variable: Service

If the level of significance is $p=0.000(<0.05)$, the regression model is considered to be significant and therefore can be used or applied. Three independent variables namely tactical procurement process, competence of stakeholders and strategic interventions were considered in the determination of the variation in service delivery in Nebbi District. The results revealed that only competence was more statistically significant predictor of service delivery (Beta =0.358, Sig. = 0.046). The other two variables tactical procurement process (Beta =0.185, Sig 0.174) and strategic interventions (Beta= 0.289, Sig. = 0.108) were found to be statistically insignificant in explaining the variation in service delivery. These therefore imply that an improvement in competence by one unit will on average result into 0.358 unit improvement in service delivery. Similarly, a one unit improvement in tactical procurement process and strategic intervention will result into a 0.185 and 0.289 unit improvement in service delivery respectively, but the probability of these results happening is by chance.

In summary, competence of stakeholders in tactical procurement management has the highest influence on service delivery in Nebbi District followed by strategic intervention and lastly tactical procurement process.

CHAPTER FIVE

DISCUSSIONS, SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

5.1 Introduction

The purpose of the study was to examine the influence of tactical procurement management on service delivery in Nebbi District. The discussion, summary, conclusions, and recommendations of the study were presented as below.

5.2 Discussion

5.2.1 Main Objective: The influence of tactical procurement management on service delivery

All measures related to tactical procurement management were highly rated with an average mean of 4.2. The regression results also revealed a positive influence of tactical procurement on service delivery. It indicated that 60.5% variance on service delivery in Nebbi district was influenced by tactical procurement management and therefore, very significant (sig: 000) predictor of service delivery in the district. This was in agreement with (Basheka, et al., 2011) who said that if procurement functions fail to perform then Government performance suffers. This was confirmed by the Auditor General, (2011) report which asserted that over 60% of Local Government Budget was spent on goods and services through procurement process. Similar view was alluded to by the PPDA, (2012) report that indicated that 55% of Government budget in 2012 was spent on public procurement. Effective and efficient tactical procurement systems and practices by public bodies in Nebbi District can have a significant impact on service delivery. However in this study, it was noted that the challenge in tactical procurement performance was mainly because of stakeholders' competency gaps. Otherwise, the tactical procurement process and strategic interventions did not have much influence in the determination of service delivery in the District.

Although majority of the respondents believed that tactical procurement contributed in cost reduction on services in the district, the study revealed that overall, service delivery in Nebbi District was still moderate, with a mean average of 2.92, meaning that service delivery level was still not high. This is in agreement with (Mbabazi, et al., 2011) who reported that service delivery in the district was not adequate. It should be noted that the goal of tactical procurement is to provide quality goods, services and works to the public timely and cost effectively (Errigde and Mellroy, 2002) in (Oluka and Basheka, 2012). Despite a reasonable allocation of local

Government funds (60%) for procurement of goods, services and works (Auditor General, 2011), the quality and time of service delivery has remained an issue of concern in Nebbi District. Therefore Nebbi District should allocate more resources in capacity building, and stakeholders should be trained in procurement management. Tactical procurement management according to this study is central in the improvement of service delivery in the District. The district should also focus their attention in proper management of procurement process and strategic interventions like improvement of computerized procurement systems, developing capacity of local suppliers and training of key stakeholders. Proper management of tactical procurement process can result in the improvement of service delivery. Although statistically, it was found to be insignificant, effective management of tactical procurement cycle time can improve service delivery in the District.

5.2.1 Specific Objective One: The influence of tactical procurement process on service delivery in Nebbi District.

The findings revealed that tactical procurement process had a positive but statistically insignificant influence on service delivery. With sig 0.174 level of significance, tactical procurement process was less significant in the determination of service delivery in this study.

However, Booz & Company (2009), viewed that every purchasing organization that stands out from the pack maintains carefully defined and disciplined processes at every level, from strategic to transactional, across the entire procurement life cycle. Well structured, widely understood processes enhance transparency and ensure compliance with procurement guidelines, which enables organizations to capture more savings. Although tactical procurement process was found to be statistically insignificant, issues related to tactical procurement process were highly responded to with average mean of 4.2. The major areas of concern were the time taken in the tactical procurement process, and the focus of the process not targeting service delivery but compliance with the law which were affecting procurement performance in regards to service delivery in Nebbi District. In any public organization, consideration of the law is good but it should not cause a bottle neck in the performance and the much desired goal of providing services to the public. This is in agreement with (Sabiiti and Muhumuza, 2012), who asserted that the failure to absorb Government funds and provision of much needed social services were as a result of cumbersome procurement rules.

The findings indicated that the time taken in the tactical procurement process was long which might have had a negative influence on service delivery. In relation to this, the results from the interview guide revealed that both internal and external factors contributed to the procurement process delay, for example; submission of unclear specifications, delay in bids evaluation, contract award and late release of funds by Government. This phenomenon was also supported in Kakwezi & Nyeko (2010), who observed that the ability to realize procurement goals is influenced by internal and external forces. Nuwagaba (2013) also noted that the major bottlenecks encountered in the procurement process comprise delays which constrain almost each level of the procurement process. This was also supported by Auditor General Report (2011), which revealed that there was high level of inefficiency in the local Government procurement process, mainly from initiation to contract award, affecting the lead time and service delivery.

Estimating how long each step of the procurement process will take is the most difficult part of developing a procurement time line. A full procurement cycle under open tendering normally takes long. There is a tendency to focus on criticisms for slow procurement process on the procurement unit when in fact it is often a matter of unrealistic expectations. A honest appraisal of internal constraints as well as an accurate allowance for external conditions is critical to success in this regard (PATH, 2008).

The district should note that management of cycle time in procurement is very important because it directly impacts on the cost of delivering services.

The District should therefore take critical analysis of the entire procurement process and identify ways of improving the tactical procurement process. For instance, planning can be done as early as possible in order to mitigate against delay. secondly, evaluation should also be conducted as soon as bids are received. In this view, the advertising time period as stipulated in the PPDA is not necessary in a situation where service providers are pre-qualified since it prolongs the time frame for procurement.

5.2.2 Specific Objective Two: The influence of the competence of stakeholders in tactical procurement on service delivery in Nebbi District

The findings revealed that competence of stakeholders in tactical procurement had a positive and statistically significant influence on service delivery. This was reflected by a 0.046 level of significance as portrayed in the regression results. According to Bergenhenegouwen, et al,

(1996) as cited by Olumbe (2010), competence in a work context must be possessed by all key internal stakeholders who should have a range of personal skills along with task specific competencies to perform effectively. Indeed, this was observed in the district as reflected in the bio-data which indicated that majority of the key internal stakeholders had a university degree (38.3%). The descriptive findings on the other hand, revealed that there was a stakeholder knowledge gap in tactical procurement management in Nebbi District, represented by 90% of the respondents agreeing so. This indicates that the competence gap could have resulted in a reduction in service delivery in Nebbi District Local Government. This outcome was emphasized in Sabiiti & Muhumuza (2012), who explained that capacity gaps had led to delays in initiating procurements by Procuring and Disposing Entities, which affected absorption of funds.

In our in-depth interviews with some key stakeholders, it was revealed that most of the stakeholders lacked service delivery monitoring skills and in some cases were not adequately facilitated to monitor services in the district. According to National Development Plan (2007), projects in Uganda fail mainly because of poor monitoring. In this view therefore, Nebbi District should improve the monitoring skills of the stakeholders through training.

Interviews with key stakeholders also revealed that most of the stakeholders don't know their roles in the management of tactical procurement, which could have had a negative influence on service delivery in Nebbi District Local Government. Kakwezi and Nyeko (2010), in support of the above, also noted that regardless of the effort by the PPDA and the acknowledgement that the procurement department is capable of adding value to the organization, still a large number of the internal customers act on their own and more frequently bypass the procuring department. The main reason for this is ignorance of how public procurement operates. Procurement knowledge is very key in the management of public procurement in Nebbi District. The knowledge gap can make stakeholders to interfere with the procurement process, rules and regulation. This in return affects delivery of services. In this case, Nebbi District should create awareness on roles targeting all procurement stakeholders in the district. Specific training also be conducted to the stakeholders on procurement rules, regulation and ethics.

5.2.3 Objective Three: The Strategic interventions in tactical procurement that can be undertaken to improve Service delivery in Nebbi District.

The study revealed that strategic interventions in tactical procurement had a positive but statistically insignificant influence on service delivery in Nebbi District (sig value of 0.108). This is in agreement with (Sabiiti & Muhumuza, 2012) who observed that in most cases strategic interventions in procurement have not yielded much result especially in developing countries. This is attributed to corruption, poor management, lack of financial support and lack of willingness by key stakeholders. However, the researcher observed that, there is some strategic interventions instituted in the areas of contract management (Installation of Integrated financial system), PPDA training of key stakeholders, which had so far yielded some results in terms of service delivery. In fact, one of the Senior Finance Officers observed that, “training has enlightened some of us who did not know much about procurement. This has enabled us move at par with the procurement department.” (Turyahikayo, 2008) contends that strategic interventions in tactical procurement are aimed at enhancing the achievement of socio-economic development goals. More specifically in Obanda (2010), strategic interventions can help bridge the gaps in the procurement process and curb corruption in tactical procurement.

The findings revealed that tactical procurement process in Nebbi District Local Government be computerized. According to (Subramanian, et al., 2003), computerized procurements offer both operational and strategic benefits. The operational benefits are related to improving the efficiency of the procurement process and thereby reducing the total costs of procurement. Beyond the operational benefits, most procurement managers are interested in the effect of e-procurement on the bottom-line, procurement costs, product quality, supplier delivery performance, and user satisfaction which are strategic in nature. In the study, it was noted that Nebbi District Local Government was using integrated financial system for processing payments, preparing Local Purchase Orders (LPOs), and contract agreement. However, the system was not efficient because of frequent system failures, lack of compatibility with procurement process needs, for example the system doesn't allow online bidding and supplier evaluation.

The study also indicated an average mean of 3.72 responses suggesting that strategic focus be made on empowering procurement unit to support effective service delivery. For instance, the procurement unit does not have internet connectivity, vehicle, and budget allocation for monitoring projects, something which has crippled effective service delivery. This similar view was alluded to in the Report of the (Office of Auditor General, 2011) which stated that all the

PDUs in the seven sampled districts of Arua, Apac, Moroto, Bushenyi, Bundibugyo, Kamuli and Mukono did not monitor and report contract management by user department to accounting officer. This was attributed to the accounting officer's failure to recognize the need to facilitate the PDUs to perform their important roles. Basheka, et al., (2010), further asserts that with the absence of proper empowerment of the procurement unit efficiency is compromised.

Therefore, Nebbi District should allocate more resources for the improvement of computerized procurement system, training of key stakeholders and building capacity of the suppliers in the district. Up grading the system to allow online bidding, and supplier evaluation will improve the procurement cycle time. Reliable internet connectivity to support the procurement process will create a big impact on the improvement of service delivery in the district.

5.3 Summary of findings

The main objective of the study was to examine the influence of tactical procurement management on service delivery in Nebbi district local government. Specifically the study aimed at ascertaining the influence of tactical procurement process, competence of stakeholders in tactical procurement and strategic intervention to improve service delivery in Nebbi District local government. The findings revealed that tactical procurement management had a great influence on service delivery, with tactical procurement process, competence of stakeholders and strategic interventions contributing to about 60.5% of variation in service delivery. While other factors contributed to only 39.5%.

The findings revealed that competence of stakeholders in tactical procurement had greater influence on service delivery than tactical procurement process and strategic interventions in Nebbi district. The respondents suggested that generally the district should train the procurement stake holders in order to bridge the competency gaps, specifically main focus should be made on the district councilors and the evaluation committee while all public officers joining the district should have prior induction training on procurement. It was noted that the competency gaps created negative impact on service delivery in the District.

The findings further revealed that second to competence of stakeholders more focus be made on strategic intervention in tactical procurement. However, it was noted that it had insignificant influence on service delivery. They suggested that the district should empower procurement unit with resources so that they monitor service delivery and support other stakeholders effectively. They also suggested that all service providers in the district be trained in procurement process

and quality standard requirements in order to improve quality of service delivery. Further they suggested that to effectively monitor performance of procurement in the District, PPDA should open their office in the District.

The findings also revealed that tactical procurement process be improved because the current process takes long, not focused on service delivery. However, it was also noted that tactical procurement process had less influence on service delivery compared to competence of stakeholders.

In reference to service delivery, the findings revealed that tactical procurement management had led to reduction in cost of services in the District. However, they also noted that unreliable procurement process negatively impacted on time of service delivery in the District.

5.4 Conclusion

The general conclusion was reached after a systematic and critical analysis of the findings .It was noted that tactical procurement management has influence on service delivery. Effective tactical procurement management has potential to improve service delivery in Nebbi District. Specifically, it was found out that competence of stakeholders in tactical procurement has greater influence in the determination of level of service delivery in the District. It was noted that although statistically tactical procurement process and strategic interventions in tactical procurement have insignificant influence on service delivery in the study, Nebbi District shouldn't ignore their contribution in the improvement of service delivery. The District therefore should put more resources in the training of procurement stakeholders in order to improve their knowledge in procurement management. In summary, the main focus therefore should be on; improving the procurement process, training and monitoring of service delivery in the District and provision of support to procurement unit and other stakeholders through installation of reliable internet systems, and upgrading the procurement system to handle effectively the procurement process for timely service delivery.

5.5 Recommendations

From the findings the following recommendations are made in order to improve tactical procurement management in Nebbi district local government.

Tactical Procurement process

- We recommend Nebbi District to improve on the procurement cycle time by use of strategic approaches such as long-term agreements with strategic suppliers, and use of framework contracts for some of the supplies and services.
- The District should encourage timely submission of procurement work plans by different departments to Procurement Unit to avoid delays. The District CAO should support procurement unit to enforce compliance.
- Timely evaluation and award of contracts be encouraged
- Specification guide for commonly used items be developed and be made accessible to all user departments to avoid errors.
- Procurement process should be reviewed to support service delivery in the District. For example advertising periods should be removed completely to encourage flexibility in the procurement process.
- Government should make timely release of funds to Nebbi District Local Government in order to improve on the procurement cycle time. This is because the procurement process is determined by the availability of funds.

Competence of Stakeholders

- We recommend that there should be regular training of all procurement stakeholders in the District. Particularly training of stakeholders about their roles, and councilors about procurement ethics, rules and regulations.
- A methodology for conducting local government procurement specific trainings for those who are newly appointed in the district should be developed, and conducted regularly.

Strategic Interventions in tactical procurement

- The District should provide enough support to the procurement unit for example installation of reliable internet system, vehicle for monitoring field work, increase of procurement unit budget.
- All approvals of procurement activities should be done from the District. For example, approval of contracts by Solicitor General and online approvals be encouraged.
- The District should establish supplier development strategies which should include; training of key suppliers to improve on their capacities and knowledge in procurement process.

- The procurement process should be computerized, right from making request to contract award in order to improve on the procurement system in the District.

5.6 Areas for further study

The regression analysis shows that 30.5% of the variance in service delivery is attributed by other variables outside this study. It's therefore important that future researchers explore into other variables affecting perceived service delivery.

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KYAMBOGO UNIVERSITY

P. O. BOX 1 KYAMBOGO
Tel: 041 - 285001/2/285037 Fax: 256-41-220464
Website: www.kyu.ac.ug

Kyambogo University Graduate School

Your ref.....

Our ref: KYU/GSch/01/13

6th August, 2013

To Whom It May Concern

Dear Sir/Madam

RE: LETTER OF INTRODUCTION

This is to introduce to you **CANKWO PAUL** registration number **2011/HD/294/MSC/SCM** who is a student of Kyambogo University pursuing Master of Science in Supply Chain Management of Kyambogo University.

He is carrying out a research on *“Public Procurement Management and Service Delivery in Local Governments of Uganda”* A case study of Nebbi District Local Government in partial fulfillment of the requirement for the award of the Master of Science in Supply Chain Management of Kyambogo University.

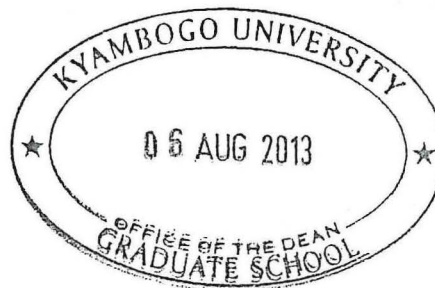
This is to kindly request you to grant him permission to carry out this study in your establishment.

Any assistance rendered to him will be highly appreciated.

Yours faithfully,

M.A. Kadoodooba

Dr. M.A. Byaruhanga Kadoodooba
Dean, Graduate School



Mr. Kasamba SPO
According to the necessary assistance
[Signature]
15/08/2013

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