

## FACTORS AFFECTING THE IMPLEMENTATION OF PUBLIC PROCUREMENT AND ACHIEVEMENT OF VALUE FOR MONEY (VFM) IN JUBA CITY LOCAL GOVERNMENT (JCLG) A CROSS-SECTIONAL STUDY.

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### ABSTRACT.

#### Background:

The study aims to examine the factors affecting the implementation of public procurement and achievement of value for money in Juba City local government.

#### Methodology:

A cross-sectional survey design was employed. The study used a sample of 60 respondents which was selected using the sample size formula. Data was analyzed using descriptive statistics, Pearson product-moment correlation, multiple regression analysis, and analysis of variance (ANOVA), where the statistic proved that a 0.080 significance level was found and the hypothesis testing proved that there is a strong positive relationship between public procurement and achievement of value for money in JCLG.

#### Results:

Based on the findings, 53.3% of the respondents were male and 46.7% were female. The study findings on factors affecting the implementation of public procurement and achievement of value for money (VFM) discovered that the size of contracts/procurement affects VFM. Achieving value for money also underpins responsible financial management.

#### Conclusion:

The research concludes that there is a positive and significant relationship between public procurement processes and value for money at the JCLG giving an impression that there can be increased value for money if public procurement processes of JCLG are at play.

#### Recommendation:

The study recommends that PPDA must be resourced to update its website and also encourage public entities and selected service providers to create their websites to enable them to assess tender adverts and tender documents as well as post contract awards notices as a measure to minimize the cost of procurement.

**Keywords:** Public Procurement, Value for Money, Juba City Local Government.

**Submitted: 2024-01-16 Accepted: 2024-01-19**

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### BACKGROUND TO THE STUDY.

Public procurement or government procurement refers to the acquisition of goods, equipment, supplies, and or services on behalf of a government entity, (Bailey, (2008). Procurement is the process of obtaining goods and services

from the preparation and processing of a requisition through to receipt and approval of the invoice for payment Mohammed, A. (2012). It commonly involves purchase planning, standards determination, specifications development, supplier research and selection, value analysis, financing, price negotiation, making the purchase, supply contract administration, inventory control, and

stores, and (Aartsengel & Kurtoglu, 2013) disposals and other related functions. Public procurement involves the government or on behalf of the government obtaining goods and services from the preparation and processing of a requisition through to receipt and approval of the (Mohammed, A. (2012) invoice for payment.

Value for money (VFM) is a term generally used to describe an explicit commitment to ensuring the best results possible obtained from the public money spent (*Value for Money - GSDRC*, 2016). While the term VFM has been increasingly emphasized in the UK context, the demand for development agencies to prove their effectiveness and efficiency is far from new. In the UK, past efforts to improve public sector management and recent budget cuts exempting UK development assistance have reinforced the demand for proving VFM.

In South Sudan, central and local government’s public procurement reforms were initiated and resulted in the

**METHODOLOGY.**

**Research Design.**

To achieve the study objective, an analytical cross-sectional survey design was used to capture the categorical description of attitudes of the study.

**Study setting.**

Juba City Local government is found in the eastern equatorial state of Juba South Sudan and borders with the states of Unity state in the north, a western equatorial state

enactment of the PPDA Act 2003. PPDA Act has established standards and good practice guidelines for public procurement. These standards are designed to promote effective procurement, value for money, fair competition, harmonization, and transparency. To achieve value for money, the government of South Sudan started procurement reforms, to improve the avenues of realizing value for money from every public coin spent. According to (Nsiyah-Asare & Prempeh, (2016) value for money in public procurement is achieved through pursuing the lowest “whole of life” cost, clearly defining relevant benefits, and delivering on time. Preventing waste and fostering competition, transparency, and accountability during the tendering process are key conditions for achieving value for money (Asare & Prempeh, 2016).

The study aimed to examine how the factors affecting the implementation of public procurement and achievement of value for money in Juba City local government.

in the south, the republic of Kenya in the west, and South Sudan in the east. The study was restricted to a period of 4 years starting from 2018 to 2022. This period is selected because it is within that period that Juba City Local government has a commercially viable and diverse mineral resource base that is substantial to economic development.

**Study population.**

The population of 71 consisted of a variety of staff members. These ranged from employees, the Chief Administrative Officer, members of the Procurement and Disposal Unit, members of the city Contracts Committee, end-user departments, and politicians.

**Table 1: Response Rate.**

Category	Population	Sample size	Sampling technique
Chief Administrative Officer	15	12	Purposive and snowball
Members of the Procurement and Disposal Unit	6	10	Stratified
Members of the City Contracts Committee	25	18	
End-user departments	25	20	
<b>Total</b>	<b>71</b>	<b>60</b>	

**Sample size.**

The sample size was 60. The researcher opted for this sample size which was equal to the population because it was possible to use Census. The sample size for the current

study is selected based on the criteria set according to Mpoga (2000)

$$n = \frac{N}{(1+N)(E)^2}$$

Where is the required sample size  
In the study population  
e= the level of significant co-efficient  
 $n = \frac{71}{1 + 71(0.05)^2}$

$$\frac{71}{1 + 71(0.0025)}$$

$$\frac{n=71}{1.1775}$$

**n= 60**

### Data collection methods.

This study used both Primary and secondary method data collection methods. The primary methods involved the use of open-ended (structured) and open-ended (unstructured) questionnaires to ascertain information from the respondents, the management of Juba City Local Government was also interviewed. Two main methods were employed in the collection of data namely; the survey method and a review of related literature. The survey method used a set of questionnaires and structured interview methods for collecting primary data while the review of related literature was used to collect secondary data.

### Questionnaire.

The questionnaires were used to collect information from Juba City Local Government relating to public procurement and achievement of value for money in local governments in South Sudan. The questionnaire was used because of its advantage over other tools of data collection.

### Documentary Review.

This includes reviewing existing literature, publications of other researchers, textbooks, journals, and other correspondences, Juba City Local Government reports and minutes, Human resource plans, and Papers presented in seminars and workshops that were reviewed to back up primary findings. These instruments were used to gather secondary data to obtain a review of related published literature, internal revenue records, and reports of Juba City Local Government for example the Procurement and Disposal Audit Report for Juba City Local Government for the FY 2015/16.

### Validity and reliability.

The validity and reliability of the research instruments are important considerations when conducting research.

To ensure validity and reliability, the questionnaires were piloted on a small group of clients from Juba City Local Government (n=10) before distribution to the main sample. The pilot study tested whether the questions were clear and could be understood by different respondents, and led to improvements in the precision of the questions and how they captured content. The pre-test reveals that the questionnaire should not take more than ten (10) minutes to complete. Confidentiality was guaranteed as questionnaires were returned anonymously.

### Data processing.

### Editing, Coding, Tabulation, and Entry.

Upon collecting data, several methods were used to process and analyze the data. All the data collected were checked on completion of the procedure, and the questionnaires were handed over to the researcher. The raw data was cleaned both in the field and after fieldwork. In the field, the aim was to ensure that all questions had been answered. Cleaning was done every day to ensure all gaps were closed when the researcher still had a fresh memory of the events during the day. The questionnaires were tabulated for easy arrangement and flow of the responses from the targeted persons. Each question was assigned a code that was entered into the SPSS (Statistical Package for Social Scientists) software at the analysis level.

### Data analysis.

Data was analyzed using both descriptive and inferential statistics. Percentage was obtained from the frequency tables and a correlation between record keeping and access to credit financing was established.

### Ethical consideration.

First and foremost, the researcher obtained the consent of potential respondents and explained to them the purpose and nature of the research, not only to ensure that participation in the research is voluntary, and also given to the full. The respondents were assured of confidentiality, and the assurance of their rights to withdraw from the research

especially if and when questions were asked, or if the process in general, tended to trigger emotional responses and affected self-understanding. In addition, the researcher endeavored to make the process useful to the respondents by, for example, providing information that addresses questions that arise, and giving them information about other support services. As it is increasingly advocated that “people who contribute to research as participants, informants or respondents should be offered or given information about research findings and outcomes, the researcher discussed draft bits of findings with key informants, and promised to provide them with copies of the final report of the research.

## RESULTS.

### Demographic Characteristics of Respondents.

The various biographical characteristics were explored in this study and included, age, sex, level of education, department of population, marital status, and so on as discussed.

**Table 2: Gender of respondents.**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Male	32	53.3	53.3	53.3
	Female	28	46.7	46.7	100.0
	Total	60	100.0	100.0	

Source: primary data

From Table 2, the study revealed the gender of the respondents, where 53.3% of them were male and 46.7% were female, which as evidenced by the researcher was

because more females were willing to take part in the study and also the most active members than the males in Juba City local government (HDLG).

**Table 3: How long have you served as an employee of JCLG?**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Less than 1 year	4	6.7	6.7	6.7
	2-3 years	19	31.7	31.7	38.3
	4-5 years	12	20.0	20.0	58.3
	5-10 years	19	31.7	31.7	90.0
	Above10 years	6	10.0	10.0	100.0
	Total	60	100.0	100.0	

Source: primary data

Table 3 represents the age groups of the respondents, where 31.7% had spent 2-3 years and 5-10 years in Juba City local government (JCLG) respectively, 20% had spent 4-5 years, 10% had spent above 10 years and 6.7% had spent less than

1 year. The study revealed that there were respondents from all age groups as JCLG doesn't have age discrimination when practicing public procurement.

**Table 4: Under which one of the following categories do you belong?**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Procurement	9	15.0	15.0	15.0
	Contracts committee members	22	36.7	36.7	51.7
	User department staff	29	48.3	48.3	100.0
	Total	60	100.0	100.0	

Source: primary data

According to Table 4, the study found that 48.3% of the total respondents were under user department staff, 36.7% worked under Contracts committee members and 15% worked under the procurement department. The study revealed that the majority of the respondents were under

user department staff, they were more conversant with the public procurement and achievement of value for money of the local government, hence providing relevant information that is adequate for the success of this study.

**Table 5: What is your highest level of education attained?**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Certificate	11	18.3	18.3	18.3
	Diploma	15	25.0	25.0	43.3
	Bachelors	26	43.3	43.3	86.7
	Masters	8	13.3	13.3	100.0
	Total	60	100.0	100.0	

Source: primary data

From Table 5, it was established that the education level of the respondents to be able to evaluate the possible degree of these different respondents in JCLG and their responses were; that 43.3% of the respondents had attained a Bachelor's degree as their highest level of education, 25% were diploma holders, 18.3% were certificate holders 13.3% were Master's holders.

interpret the questionnaires effectively, hence providing relevant information for the study.

**Size of staff of Procurement and Disposal Unit.**

The study asked respondents whether the size of the staff of the procurement and disposal unit is one of the factors affecting the achievement of VFM. The results are indicated in table 6.

**Table 6: Size of staff of Procurement and Disposal Unit.**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	14	23.3	23.3	23.3
	Disagree	18	30.0	30.0	53.3
	Agree	22	36.7	36.7	90.0
	Strongly Agree	6	10.0	10.0	100.0
	Total	60	100.0	100.0	

Source: primary data

According to Table 6, the majority of the respondents 53.3% generally disagreed that the size of the staff of the procurement and disposal unit affects VFM. This implies that JCLG does not spend a lot of money on its staff. When interviewing the respondents on the ways the Local Government spends money on its staff, it was discovered that JCLG spends big sums of money on training new

employees, purchasing new technology, and outsourcing its staff. However, 46.7% of the total respondents agreed. Therefore, JCLG should downsize its staff to minimize the maintenance expenses it incurs when hiring and motivating its employees.

**Contracts.**

**Table 7: Size of contracts/procurement.**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	15	25.0	25.0	25.0
	Disagree	20	33.3	33.3	58.3
	Agree	16	26.7	26.7	85.0
	Strongly Agree	9	15.0	15.0	100.0
	Total	60	100.0	100.0	

Source: primary data

According to Table 7, the majority of the respondents 58.3% generally disagreed that the size of contracts/procurement affects VFM. This implies that JCLG does not spend money on contracts. When the respondents were interviewed about whether JCDG outsources its contractors, it was discovered that the Local Government does not outsource service providers. However, 41.7% of the total respondents agreed. Therefore, JCLG should train its employees to equip them

with the necessary skills that will enable them to effectively carry on their activities.

**Training levels.**

The study asked respondents whether the level of training, skills, and experience of stakeholders in the procurement process affects VFM. The results are indicated in table 8.

**Table 8: The levels of training, skills, and experience of stakeholders.**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	4	6.7	6.7	6.7
	Disagree	30	50.0	50.0	56.7
	Agree	21	35.0	35.0	91.7
	Strongly Agree	5	8.3	8.3	100.0
	Total	60	100.0	100.0	

Source: Primary data

According to Table 8, the majority of the respondents 56.7% generally disagreed that the levels of training, skills, and experience of stakeholders in the procurement process affect the value for Money. When the respondents were interviewed about whether the JCLG trains its employees, it

was discovered that costs for training are shared by the LG and the trainee. However, 43.3% of the total respondents agreed. Therefore, JCLG should continuously train employees on new technologies to equip them with the necessary skills that will enable them to operate effectively.

**Corruption.**

**Table 9: The level of corruption in local governments.**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	8	13.3	13.3	13.3
	Disagree	28	46.7	46.7	60.0
	Not sure	3	5.0	5.0	65.0
	Agree	18	30.0	30.0	95.0
	Strongly Agree	3	5.0	5.0	100.0
	Total	60	100.0	100.0	

Source: primary data

According to Table 9, the majority of the respondents 60% generally disagreed that the level of corruption in local governments affects the value for money. This implies that the employees of HDLG are corrupt. When the respondents

were interviewed about whether employees of the local government embezzle funds, it was discovered that employees in JCLG take bribes and embezzle funds. However, 35% of the total respondents agreed and 5% were

not sure. Therefore, the government should pay civil servants well. It should be noted that, whether civil servants are appropriately compensated or grossly underpaid will affect motivation and incentives. If public sector wages are

too low, employees may find themselves under pressure to supplement their incomes in “unofficial” ways.

**Procurement ethical code of conduct.**

**Table 10: The procurement ethical code of conduct.**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	8	13.3	13.3	13.3
	Disagree	24	40.0	40.0	53.3
	Agree	20	33.3	33.3	86.7
	Strongly Agree	8	13.3	13.3	100.0
	Total	60	100.0	100.0	

Source: primary data

According to Table 10, the majority of the respondents 53.3% generally disagreed that the level of observance of the procurement ethical code of conduct affects value for money. This implies that the code of conduct is followed. When the respondents were interviewed about whether they

all understood the code of conduct, it was discovered that the Code of conduct of procurement in JCLG is not understandable. However, 46.6% of the total respondents agreed. Therefore, the procurement department of JCLG should adhere to the code of conduct of procurement.

**Economic conditions.**

The study asked respondents whether prevailing economic conditions like the current inflation affect VFM. The results are indicated in Table 11.

**Table 11: Prevailing economic conditions like the current inflation.**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	10	16.7	16.7	16.7
	Disagree	25	41.7	41.7	58.3
	Agree	19	31.7	31.7	90.0
	Strongly Agree	6	10.0	10.0	100.0
	Total	60	100.0	100.0	

Source: primary data

According to Table 11, the majority of the respondents 58.3% generally disagreed that prevailing economic conditions like the current inflation affect the Value of money. This implies that the Local government has good money management. When the respondents were interviewed about whether the Local government has qualified individuals who handle its finances, it was discovered that an increment in the US\$ affects them, as it increases taxes also increase. However, 41% of the total respondents agreed. It should be noted that since most marketers are engaged in activities designed to entice

customers to spend their money, it makes sense that an important external force is economic conditions. Economic analysis looks at how a defined group produces, distributes, and consumer goods and services.

**Competition.**

The study asked respondents whether the level of competition in public procurement affects value for Money. The results are indicated in Table 12.



**Table 12: The level of competition in public procurement.**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	8	13.3	13.3	13.3
	Disagree	27	45.0	45.0	58.3
	Agree	15	25.0	25.0	83.3
	Strongly Agree	10	16.7	16.7	100.0
	Total	60	100.0	100.0	

Source: primary data

According to Table 12, the majority of the respondents 58.3% generally disagreed that the level of competition in public procurement affects the Value for Money. This implies that the Local Government does not face completion. When the respondents whether the Local Government uses materials that are on the market, it was

discovered that the resources needed by JCLG are not rare. However, 41.7% of the total respondents agreed. JCLG should make good pricing. One of the processes that make the business keep going is pricing.

### Internal and external audit.

**Table 13: The effectiveness of internal and external audit controls.**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	9	15.0	15.0	15.0
	Disagree	24	40.0	40.0	55.0
	Not sure	9	15.0	15.0	70.0
	Agree	18	30.0	30.0	100.0
	Total	60	100.0	100.0	

Source: primary data

According to Table 13, the majority of the respondents 55% generally disagreed that the effectiveness of internal and external audit controls in place affects VFM in JCLG. This implies that JCLG employs the use of internal audits when auditing its financial performance. When interviewed the respondents whether the Local Government's auditors have the necessary skills required in auditing, which implies that qualified individuals are employed by the Local Government. However, 30% of the total respondents agreed and 15% were not sure.

### DISCUSSION.

According to the study findings, it was discovered that the size of contracts/procurement affects VFM. This implied that JCLG does not spend money on contracts. It should be noted that, when employees are skilled it enables the Local government to save money. Achieving value for money also underpins responsible financial management Linnane, J. (2016). From the study results above, it was discovered that the levels of training, skills, and experience of stakeholders in the procurement process affect the value for Money.

It should be noted that the need for audit arises because a business enterprise needs to ensure the correctness of all accounts about the business. It is also important to ascertain whether or not, the financial statements, profit and loss account, and balance sheet have been prepared in a way as to show the summary of the flow of transactions for the whole period and the true picture and position of a business enterprise. Besides, to ensure the accuracy or the efficiency of the records, detection, and prevention of errors is vitally important. Hence, audit, under its main objectives and subsidiary objectives fulfills the purpose (Hunja 2003).

According to the study findings, the study discovered that the level of corruption in local governments affects value for money. This implies that employees of JCLG are corrupt. It should be noted that, whether civil servants are appropriately compensated or grossly underpaid will affect motivation and incentives. If public sector wages are too low, employees may find themselves under pressure to supplement their incomes in "unofficial" ways (sahsahakyan, 2014). Van Rijckeghem et al., (2001) did some empirical work showing that in a sample of less developed countries, there is an inverse relationship



between the level of public sector wages and the incidence of corruption.

From the study above, it was discovered that the level of observance of the procurement ethical code of conduct affects value for money. This implied that the code of conduct was followed. The findings of the study proved that prevailing economic conditions like the current inflation affect the Value of money. This implied that the Local government has good money management. It should be noted that since most marketers are engaged in activities designed to entice customers to spend their money, it makes sense that an important external force is economic conditions. Economic analysis looks at how a defined group produces, distributes, and consumer goods and services. These groupings can range from those defined very broadly (e.g., country) to those defined narrowly (e.g., small town) (Arrowsmith et al., 2010).

The study discovered that the level of competition in public procurement affects the Value for Money. This implied that the Local Government does not face too much competition. According to the study results above, it was discovered that the level of observance of the PPDA laws and regulations affects VFM. This implies that the PPDA Act is followed. The study discovered that the level of influence peddling in public procurement is low. This implied that local government officials in Juba City when purchasing public assets.

From the study above, it was discovered that the effectiveness of internal and external audit controls in place affects VFM in JCLG. This implied that JCLG employs the use of internal audits when auditing its financial performance.

## **CONCLUSION.**

The study confirms that the Public Procurement Act, 2003 (Act 663) is observed to proffer solutions which in the view of this study attained a 54% compliance level. However, this achievement is not without challenges. It pencils out weaknesses and threats of the various sectors. In the pursuit of improved compliance with public entities, Juba City Local Government (JCLG) must establish the required structures and engage procurement professionals to manage them. Coverage of monitoring activities must be increased to cover more low-spend entities across all sectors in Juba City Local Government (JCLG). Short/long-term training must be continued and improved to improve the capacity of entities, service providers, and other key stakeholders to operate efficiently and effectively in the procurement system. PPDA, Cabinet, and Parliament must hasten to

amend the Act to ensure smooth implementation and compliance. To curb corruption and unethical behavior in public procurement PPDA should enforce blacklisting bidders who have contravened the provisions of the Act and hold public officials who engage in irregularities accountable.

Though the study admits that its findings cannot be generalized due to the limited nature of the sample size, it is believed that the recommendations can be benchmarked to improve the compliance level in the country as a whole.

The research concludes that there is a positive and significant relationship between factors affecting public procurement processes and value for money at the JCLG giving an impression that there can be increased value for money if public procurement processes of JCLG are at play.

## **RECOMMENDATIONS.**

Since competence is based on training, procurement practitioners in Juba City Local Government (JCLG) must be given continuous practical training, especially, in procurement planning, posting of procurement documents on the PPDA website, contract management, appeals and complaints process, procurement methods and procedures and tender evaluation procedures.

Procurement practitioners in Juba City Local Government (JCLG) must take cognizance of the amount of time and resources required so they can begin early enough and allow sufficient time to complete the procurement process.

PPDA must be resourced to update its website and also encourage public entities and selected service providers to create their websites to enable them to assess tender adverts and tender documents as well as post contract awards notices as a measure to reduce the cost of procurement.

Juba City Local Government (JCLG) must also reform the Information and Communication Technology in the country to support the procurement reform activities.

The Public Procurement Act must be amended to address the eminent difficulties facing smooth implementation. To improve on compliance of entities in the region PPA must, as a matter of urgency, expedite action on the review process of the Procurement Act, 2003 (Act 663).

The regular and continuous monitoring and assessment of procurement systems in public entities about their compliance with the procedures, rules, and regulations set up in the Public Procurement Act must be strictly enforced in Juba City Local Government (JCLG). For such performance/compliance assessment to be taken seriously it

must be tied to some reward package or non-performance to some penalty.

To prevent corruption in public procurement PPA should seriously enforce blacklisting bidders who have contravened the provisions of the Act and take disciplinary action against public officials who engage in irregularities.

## ACKNOWLEDGMENT.

I wish to thank the Almighty God who has been there for me since I came into existence up to this time and he has helped me make it to the last point of my education.

To my parents, who brought me into this life and looked after me with ceaseless efforts. There is no other way I can pay you back other than thanking you through this book.

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My sincere gratitude goes to my supervisor Mr. Muhanguzi Zakaria for his consistent academic and professional support.

All my friends, for the contribution towards the success of this report writing and to my colleagues in the struggle, you have been supportive throughout the course each of you has played a significant role in the success of this report.

The most gratitude goes to God Almighty, without whom I doubt that I would make it to this point in time.

## SOURCE OF FUNDS.

There was no source of funds

## CONFLICT OF INTEREST.

There was no conflict of interest

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