

## CHALLENGES IN SERVICE DELIVERY WITHIN THE PROCUREMENT FUNCTION OF COUNTY GOVERNMENTS IN KENYA, A CASE OF NAKURU SUB-COUNTY, KENYA

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### ABSTRACT

The study aimed at analyzing the challenges of procurement function on service delivery at county government in Kenya: a case study of Nakuru sub-county. The study was guided by three specific objectives including; evaluating the influence of political patronage on service delivery, to determine the effect of community participation on service delivery and to find out the relationship between composition of procurement committees and service delivery. To achieve the study objectives accordingly, the research used descriptive survey design and targeted the procurement staff at the various sub county offices within Nakuru County whose number stood at 42. A census study was therefore conducted among all the procurement staff where questionnaire was used to obtain information from the respondents. Data analysis was conducted using Statistical Package for Social Sciences version 21. The finding indicated that political patronage, lack of community involvement and inadequate composition of procurement committees were major challenges facing procurement processes in Nakuru County. The findings led to recommendations that laws should be enacted to provide amicable remedies for misuse of political positions to influence County procurement processes. Further, there should be community involvement in the procurement of major projects within the county. Additionally, there is need for adequate representation to the procurement committees which should be based on academic qualifications and experience to enhance service delivery.

**KEYWORDS:** Service Delivery, Challenges

### INTRODUCTION

According to White (2005), emergence of global economy, increased decentralization of government function, greater discretions power officials and weakness of the current procurement system have led to need of regulating procurement in new ways, hence need for reforms to solve these emerging challenges in the public procurement. Success of public procurement system reforms depends on a clear articulation and understanding of what the legal and regulatory framework seeks to achieve. According to Rondinelli (1999) decentralization entails 'the transfer of authority and responsibility for public functions from the central government to subordinate or quasi-independent government organizations or the private sector'. The transfer can be through de-concentration, delegation, devolution or privatization/deregulation and involves (a combination of) dimensions of fiscal, administrative, political and economic powers and functions (Phillip, 2009). Services whose delivery and financing is often decentralized include but are not limited to education, health, water, sanitation, public transport and infrastructure, roads maintenance, fire, housing and social welfare (Robinson, 2007). These are services which according to Azfar *et al.*, (1999) should have 'little inter-

jurisdictional spillover effect. Conyers (2007) best summarizes this complexity of decentralization design when she notes: 'The term is used to refer to anything from the de-concentration of administrative responsibilities within a single government agency to the devolution of power over all basic local services to semi-autonomous local authorities. It is also used to describe the transfer of power to a wide range of geographical levels, from the regional or state level to that of local governments or communities'.

Public procurement is an important function of government for several reasons. First, the sheer magnitude of procurement outlays has a great impact on the economy and needs to be well managed. Indeed, in all countries in the world, estimates of the financial activities of government procurement managers are believed to be in the order of 10%–30 % of GNP (Callender & Mathews, 2000). Efficiently handling this size of procurement outlays has been a policy and management concern as well as a challenge for public procurement practitioners. Thai (2001) developed a model depicting the scope of public procurement that consists of five elements: policy- making and management; authorizations and appropriations; procurement regulations; procurement function in operations (processes, methods, organizational structure, and procurement workforce; and feedback) Public procurement practitioners have always walked on a tight rope. Their ability to accomplish procurement objectives and policies is influenced very much by internal forces including Interactions between various elements of the public procurement systems, various officials and organizations in the three branches of government, and various actors and sub-agencies within a department or executive agency and actors and organizations external to sub-agencies (Elliott, 2004).

In a democracy many individuals, groups, and organizations in the private sector including trade associations, professional associations, and business firms or companies (commonly known as interest groups) are actively involved in all aspects of the public procurement system. Having various interests, objectives and beliefs, interest groups are involved in the public procurement system in several ways such as lobbying legislative bodies to pass or alter procurement statutes, influencing implementation of these statutes, and influencing budget authorization and appropriations processes. Normally, a government program that is eventually adopted is a compromise among different views of interest groups, policy makers and management. In this democratic environment, there are cases of a strong coalition of policy makers, bureaucrats and interest groups in their effort to get their programs adopted. This coalition has led to the concept of the 'iron triangle,' which is very popular in the area of defense procurement (Thai, 2001). It has been proven that indirect procurement of goods not directly involved in the core business be it product or service delivery usually constitute 30-60 percent of a firm's total expenditure. Non- value adding activities such as data entry, correcting of errors in paperwork, expediting or solving quality problems and suppliers chasing the procurement function for payment were also seen to be core contributor to procurement being a bottleneck in an organization. These loopholes allowed for unethical procurement activity such as bribery and corruption similarly contractors who have no capacity and expertise end up getting contracts which they will not perform leading to loss of public funds (Aberdeen Group, 2010). There is need for this department to perform and this can only be seen when the individual performance are raise, this will translate to better service delivery in public sector and profitability in the private sector (Faems & Sels, 2005).

PPOA which is mandated with the responsibility of: Ensuring that procurement procedures established under the Act are complied with monitoring the procurement system and reporting on its overall functioning. Initiating public procurement policy, assisting in the implementation and operation of the public procurement system by: preparing and

distributing manuals and standard tender documents, providing advice and assistance to procuring entities, and develop, promote and support training and professional development of staff involved in procurement. Devolved government clearly represents a major component of Australian public sector administration. A trend to increased delivery of government services through the nongovernment sector has also been evident in other countries. In the UK it has increased significantly, with the greater participation of various community and not-for-profit bodies in service provision. In Uganda, with substantial resources now being allocated through local governments, the central government has had to establish elaborate systems of reporting on the use of resources and monitoring of performance indicators. This information feeds through into future budget allocations for local councils (Onyach-Olaa, 2003). The function of procurement has grown tremendously in Kenya over the last ten years. The increased interest in procurement has however led to questions whether procurement function is achieving service delivery to the Kenyan public while ensuring value for money. Consumers of procurement services look for assurances that procurement activities are indeed being handled professionally (Wamae, 2014). The promulgation of the Constitution of Kenya on 27 August 2010 paved way for realization of the devolved system of governance. Chapter Eleven (Cap 11) of the Constitution Devolved Government specifically provides for the setting up of County Governments. The County governments absorbed staff, records and ongoing contracts on projects that existed in the Local authority government as well Provincial and District commissioners' offices and transferred to the county service delivery coordinating unit (RoK, 2013). Section 121 of the Public Finance Management Act, 2012 provides that County Government or a County Government Entity shall procure goods and services and disposal of assets in accordance with Article 227 of the Constitution and the Public Procurement and Disposal Act.

According to Lewa (2007), while Uganda and Tanzania have openly embraced and implemented economic-wide reforms including procurement, Kenya's commitment has been found to be patchy and intermittent and as a result, reform is yet to take its intended effect in Kenya's procurement system. According to Lewa, in spite of many reform initiatives undertaken in the management of public sector in the last one decade, the bulk of corrupt practices in Kenya like Anglo Leasing Security Contracts of 2003-2005, Maize Scandal of 2009/10, sale of Grand Regency Hotel in 2009, Triton Oil Scandal of 2009/10 among others, all occurred in public procurement. This is corroborated by KACC report (2010). This could be an indication that the legal and institutional reforms undertaken so far to streamline the management of public procurement sector in the country appears to have largely failed to deliver as anticipated. Lewa (2007) indicates that external pressures from donors and multilateral organizations such as the World Bank, ITC, UNCTAD, and the WTO also played an important role in the reform process in Kenya. He observes that these organizations made public procurement reforms a condition for lending to many developing countries, including Kenya. In this regard, Odhiambo & Kamau (2003) reports that the demand by these organizations was mainly to harmonize the national procurement systems with international procurement guidelines provided by WTO, in order to make the processes more transparent and accountable. Considering the large sums of money spent in public procurement each year, this was seen as one way of delivering transparency and accountability to the citizenry, who for years, have suffered from poor service delivery as a result of corruption in public sector.

According to Odhiambo & Kamau (2003) the common corrupt practices in public procurement involve public officers, often under the influence of powerful politicians and businessmen, only inviting preferred firms, favoring certain firms at the short-listing stage, designing tender documents to favor particular firms and releasing confidential information.

According to Migai-Akech (2005), this state of affairs is exacerbated by the fact that the procurement system is manned by junior officers, who are powerless to correct any anomalies and may easily be manipulated by their seniors and powerful politicians. The law should therefore address on how to deal with these seniors and powerful politicians in order to tame their negative influence in this sector. He further observes that corruption in public procurement is also facilitated by lack of transparency and elitist process of public procurement whose demands are invariably beyond the accessibility of ordinary tenderers. According to Othieno (2011), the devolved government, proposed during the making of the new constitution, is primarily geared towards achieving two main objectives. It involve the people in governance, Allow better supervision and implementation of policies at the grass root level, The county Government, which has since replaced the provincial administration, constitutes of a county assembly and county executive. The responsibilities of the county assembly include: Exercising the powers of enacting laws at the county level, acting as an oversight instrument on the county executive Approval of plans and policies for smooth operation and management of resources and county institutions. When public institutions fail to meet the expectations of consumers in service delivery, the ripple effects result in grave consequences on political, social and economic growth of a state. According to Private Enterprise Foundation (PEF) (2008), the quality of utility service delivered to the private sector is generally poor and this results increasingly in businesses incurring huge unplanned costs. Public services as referred to by PEF are water, electricity, waste management, health, housing, business registration and road networks. Further to this, making sure they reach the people and places they are intended to for social and economic growth. However, issues that resurrect public displeasure are the manner in which these services are delivered by public institutions concerned. Complaints from clients/consumers are that public officials are not responsive and mishandle businesses and people who approach them for services. It is against this background that this study that the study sought to analyze the challenges of procurement function on service delivery at County Governments especially in Nakuru County.

## **PROBLEM STATEMENT**

The devolution of power, authority and resources to sub-national entities is intended to make governance more responsive to the needs of the people. It is also intended to make governments more accountable to the local people, (Kokor, 2001; Yilmaz, *et al.*, 2008; Ahwoi, 2010). It has been proven that indirect procurement of goods not directly involved in the core business be it product or service delivery usually constitute 30-60 percent of a firm's total expenditure. Non- value adding activities such as data entry, correcting of errors in paperwork, expediting or solving quality problems and suppliers chasing the procurement function for payment were also seen to be core contributor to procurement being a bottleneck in an organization. These loopholes allowed for unethical procurement activity such as bribery and corruption similarly contractors who have no capacity and expertise end up getting contracts which they will not perform leading to loss of public funds (Aberdeen Group, 2010). There is need for this department to perform and this can only be seen when the individual performance are raise, this will translate to better service delivery in public sector and profitability in the private sector (Faems & Sels, 2005). However, issues that resurrect public displeasure are the manner in which these services are delivered by public institutions concerned. Further, the function of procurement has grown tremendously in Kenya over the last ten years. The increased interest in procurement has however led to questions whether procurement function is achieving service delivery to the Kenyan public while ensuring value for money. Consumers of procurement services look for assurances that procurement activities are indeed being handled professionally (Wamae, 2014). Therefore, this study focused on areas such as political patronage, community participation, composition of procurement committees

and bureaucracy in public procurement at the County level of government.

## OBJECTIVES OF THE STUDY

The general objective of the study was to analyze the challenges of procurement function on service delivery at county government in Kenya, a case study of Nakuru Sub County. The study was guided by the following specific objectives:

- To evaluate the influence of political patronage on service delivery
- To determine the effect of community participation on service delivery
- To find out the relationship between composition of procurement committees and service delivery

## LITERATURE REVIEW

There is growing evidence that for the counties to safeguard public finance in the wake of transparency, accountability and value for money there is importance of proper management of procurement function as this function accounts for substantial portion of firm's resources and time (Gershon, 2004). Though the public sectors is not competitive, there is need to maintain efficiency in procurement systems to cut administration cost and to keep abreast of market condition to procure material and services. There is also need for procurement to move from paper based system in procuring materials and services. This traditional function involves generation, copying and transfer of many paper documents in the form of requisition raised by the user department, quotation, purchase order and delivery notes, this paper based procurement leads to inefficiencies due to the direct and indirect costs involved in the procurement process (Ballard, 2003). This section presents literature based on the variables of the study.

### Influence of Political Patronage on Service Delivery

The political patronage manifests itself in public appointments; judicial, legal and policy frameworks; politics of ethnicity and tribal balancing; corruption and impunity in public service; and economic influences of corruption. The dependent variable in the current study is operationalization of Public Procurement Law in Kenya. This study opines that the operations of Public Procurement and Disposal Act, 2005 and the backup laws meant to streamline the management of public procurement in the country have been undermined by the political culture in the country rendering them largely ineffective. DfID & World Bank (2010) notes that the public procurement sector reform in developing countries has historically gone through three main phases: increased emphasis on the importance of capacity building, fiscal stability, and focus on the actual quality of public services delivered. However, this in effect alienates the more complex and usually undercover influence of politics on the key sectors of public service such as public procurement, and hence the need to unravel the influence of political patronage on the operationalization of Public Procurement Law in Kenya. Migai-Akech (2005) observes that political patronage works in governments which tend to be unpopular with the citizenry to ensure that only their narrowly-drawn and often ethnic constituencies have access to public resources, such as lucrative public procurement contracts. According to him, public resources are therefore a means through which such governments "purchase" legitimacy to remain in power. A Standard Newspaper commentary (Monday 21st June, 2010) observes that tribe has become a factor in influencing decision- making, appointments, deployment of resources and promotion in many

public sector institutions in Kenya. The commentary observes that tribalism is now a major concern in many institutions with a clear lack of consideration of regional balance in appointments or promotions leading to a growing disproportionate distribution of personnel in the country. Odhiambo & Kamau (2003) indicate that common corrupt practices in public procurement involve public officers, often under the influence of powerful politicians and businessmen, only inviting preferred firms, favoring certain firms at the short-listing stage, designing tender documents to favor particular firms and releasing confidential information. According to Migai-Akech (2005), this state of affairs is exacerbated by the fact that the procurement system is manned by junior officers, who are powerless to correct any anomalies and may easily be manipulated by their seniors and powerful politicians.

### **The Effect of Community Participation on Service Delivery**

Community participation implies consultation and working with and not for people. People will participate and contribute meaningfully to something they feel part of, identify with, and associate with their efforts. Batten (1994) feels strongly about this point and emphasizes that for community participation to be meaningful the final decision must be made by people. However, our communities sometimes do not utilize this opportunity efficiently at all points. The planned social change can only be realized through the participation of the community in all the stages of the development process. Citizen participation in governance and public service delivery is increasingly pursued in a bid to improve the performance of governments. Indeed, improving delivery of public services continues to be a key objective that has occupied the agenda of public administrators and researchers. Faced with constraints and failures of centralized service delivery especially at the local level, governments have turned to decentralized mechanisms of service delivery (Robinson, 2007). According to Azfar *et al.*, (1999) decentralization has involved ‘the transfer of administrative, fiscal and political powers and functions of the central government to lower-level governments. The number of countries adopting it, and the magnitude of implementation has made decentralization a key global trend in public administration and management in the last three decades (Steiner, 2005). In a World Bank policy research paper on decentralization and service delivery, Ahmad *et al.*, (2005) observe that in the period 1980-2005 ‘over 75 countries had attempted to transfer responsibilities of the state to lower tiers of government’. This has been in the context of increasing focus on democratic governance, whose core principles include participation, transparency, accountability, subsidiarity and separation of powers (Cheema, 2007). In this context, decentralization is seen as a conducive means of achieving the principles, by what Cheema calls, providing an institutional framework at the sub-national level through which groups and citizens can organize themselves and participate in political and economic decisions affecting them’. Robinson (2007) advances that such an arrangement is based on the assumption that the local government units will ‘be more responsive to the needs of the citizens and take their preferences into account in determining the type of services to be provided, the level of resources required, and the optimal means of ensuring effective delivery’. This requires local government units that have the political space and capacity to make and effect decisions. It is for this reason that decentralization has been favored and promoted internationally (Blunt & Turner, 2007). The first and most obvious issue is that community participation includes the involvement of a substantial number of people into community activities. The direct involvement of ordinary people in design, implementation and evaluation of planning, governance and overall development programmes at grassroots level, has become an integral part of democratic practice in recent years. Democratic policies state that activities of the community are not considered to be the special vicinity of a knowledgeable few, perhaps the same elite leadership who have always run community affairs, but are the business of everyone in the community (Reid, 2000).



## The Relationship between Composition of Procurement Committees and Service Delivery

According to the county government Act (2012) a county assembly may make standing orders consistent with the Constitution and this Act regulating the procedure of the county assembly including, in particular, orders for the proper conduct of proceedings; and subject to standing orders made under paragraph (a), may establish committees in such manner and for such general or special purposes as it considers fit, and regulate the procedure of any committee so established. The county assembly shall in establishing committees under this section ensure that each member of the county assembly is appointed to at least one committee. A county assembly may jointly with another county assembly, establish committees consisting of members of both county assemblies. Robert S. et al (2003) argue that a company's board of directors should determine whether or not a person qualifies as an audit committee financial expert. The board should consider all of the facts and circumstances surrounding the person's qualifications, including the person's personal and professional integrity and the breadth and level of the person's education, service in relevant positions and duties in such positions, experience and familiarity with financial statements, past experience on audit committees and other relevant experiences. The proposed rules contained a list of qualitative factors (that are not included in the final rules) to be considered in evaluating whether or not a person qualifies as a committee financial expert. Although such factors were not intended as an exhaustive list of factors and are not included in the final rules, they provide good guidance for the types of factors that should be taken into account in determining whether or not a person qualifies as an audit committee financial expert. According to Kalbers and Fogarty (1993), a Finance Committee may be especially valuable and necessary on a board where a majority of members are uncomfortable with fiscal matters and/or numbers. This is often the case on the boards of human service and community-based organizations, where many members may be either recipients of services or people who are heavily focused on the interpersonal and emotional, rather than the more mathematical and logical aspects of their intelligence; To act as an advisory panel to the financial operation. Especially if it's made up of people with expertise, the committee can provide advice on fiscal issues in general, correcting inefficiencies and misguided accounting practices, dealing with anticipated shortfalls or surpluses, investing; To evaluate both the financial operation and the people in charge of it from a position of knowledge. A committee that works closely with the financial operation is in a much better position to monitor and evaluate performance than is a board that doesn't have that connection. It makes the financial operation accountable, and can - and should - let the board know when someone's doing a particularly good job, as well as when someone isn't working up to standard; To help in the hiring of fiscal staff or a new director. Having intimate knowledge of the financial operation gives committee members a much better perspective on the skills and temperament needed to do the jobs well; To make the audit easier, both by assisting the fiscal operation in gathering material and cleaning up records, and by working with the auditors beforehand to make sure that they have everything they need to complete the audit efficiently and effectively; To interpret the audit for the rest of the board. (Kalbers and Fogarty, 1993)

### Service Delivery

According to Oboth (2001), in as far as the Local Government Act, the constitution and any other statutes that are studied, there is no definition of the phrase (service delivery) either deliberately or ignorantly. However he said, Service is a system or arrangement that supplies public needs whereas delivery is periodical performance of a service. Therefore service delivery is a system or arrangement of periodical performance of supplying public needs. Helmsing (1995) in his study defines service delivery as a deliberate obligatory decision by the elected or appointed officials to serve or deliver

goods and services to the recipients. Heskett (1987) defines service delivery as an attitudinal or dispositional sense, referring to the internationalization of even service values and norms. Lawal (2000) further asserts that corruption has been rampant among the senior civil bureaucrats to whom the public funds meant for developmental purposes are entrusted. Generally, wide-scale embezzlement by officials of the grassroots has made the needed development of the grassroots a tall dream and has rendered them financially incapable to discharge their constitutionally assigned responsibilities hence compromising service delivery. Parasuraman et al (1996) points that skills deficit within local governments remains a major challenge. A significant number of local governments do not have the managerial, administrative, financial and institutional capacity to meet the rising needs of local people. This situation is exacerbated by the decline of municipal professional and poor linkages between local government and tertiary education sector. As a result these local governments cannot meet their required performance standards hence impacting adversely on the delivery of services.

## RESEARCH METHODOLOGY

The study adopted a descriptive survey research design which entails collecting information by interviewing or administering a questionnaire to a sample of individuals (Orodho, 2003). This study targeted several procurement departments within Nakuru County. The targeted population for this study was procurement staff in all sub-Counties within Nakuru County. Procurement staff was targeted because they were the people responsible for implementing the Procurement policy and procure for the government in the county and their perceived knowledge about government procurement and problems affecting the process. Nakuru County has 10 Sub-Counties with each having procurement staff at the headquarters. The total Number of procurement staff stood at 43 (Nakuru County Human Resources, 2014). A census study was therefore conducted on all the Nakuru County procurement staff. The study used questionnaire as the instruments for data collection. Quantitative data was analyzed using descriptive statistics with the help of Statistical Package for Social Sciences (SPSS). In order to test the relationship between the various independent variables and the dependent variable, inferential statistics were applied. In this case, correlation analysis was conducted to examine the relationship between the variables under study. Further, regression analysis was performed to assess the effect of all independent variables on the dependent variable. The output was then presented in tables and interpretations were done based on study objectives and research questions. The target population was 43 out of which 5 were used to conduct the reliability test. Consequently, 32 questionnaires were correctly filled and returned on time which represented 84% response rate.

## RESEARCH FINDINGS AND ANALYSIS

From the findings, majority were between ages 31-40 years as indicated by 53%. In addition, the employees majorly comprised of male at 66% while their female counterparts totaled to 34%. Majority of the employees were holders of a Bachelors' degree as their count stood at 56%. A section of the respondents at 25% had master's degree while another 13% were tertiary college certificate holders. These results showed that Nakuru County government has set the bachelor's degree as the basic qualification required to serve within the supply chain department. Further, in line with the new constitution, there is a considerable number of women employed. Further, the age bracket indicated that most employees within the county were comprised of the youth.



### Influence of Political Patronage on Service Delivery

According to table 1, it was established that political patronage is founded on ethnicity, corruption and impunity in public service. This result was evidenced by majority of the respondents who agreed (mean=3.84) on the matter. Further, the opinion of the respondents seemed to be more convergent on the matter as indicated by ( $\delta=.987$ ) as compared to other variables under political patronage. The findings also revealed as agreed by majority of the respondents (mean=3.69) that public procurement focuses on the actual quality of public services delivered. Further, respondents were not sure (mean=3.59) whether political patronage works in governments which tend to be unfamiliar with the citizens. The table also showed that political patronage encourages use of resources to purchase legitimacy to remain in power instead of service delivery as evidenced by a mean of 3.75. With a mean of 3.84, it was agreed upon by the respondents that common corrupt practices in public procurement involve officers under the influence of powerful politicians. The research also reported that the presence of junior officers manning procurement system in public sector is powerless to correct anomalies by their senior and powerful politicians. This was evidenced by a mean of 3.78 and a standard deviation of 1.289 which showed how respondents' opinions were largely varied than any other variable in the table.

**Table 1: Political Patronage and Service Delivery**

	N	Min	Max	Mean	Std. Dev.
Political patronage is founded on ethnicity, corruption and impunity	32	1	5	3.84	.987
Public procurement focuses on quality of services delivered	32	1	5	3.69	1.148
Political patronage works in unfamiliar governments	32	1	5	3.59	1.241
Political patronage encourages misuse of resources	32	1	5	3.75	1.218
Corrupt practices in public procurement involves powerful politicians	32	1	5	3.84	1.194
Junior officers in procurement system cannot correct anomalies by their senior politicians	32	1	5	3.78	1.289

### The Effect of Community Participation on Service Delivery

Table 2 ascertained that respondents agreed (mean=4.25) that community participation implies working with people and not for people. It was also revealed that community participation promotes meaningful contribution by community members as shown by a mean of 4.25. In addition, it was agreed upon that participation promotes realization of planned social change in all stages of the development process as evidenced by a mean of 4.06. Consequently, It was agreed (mean=4.38) upon by majority of the respondents that citizen participation in public procurement is aimed at improving performance. When respondents were asked whether decentralized procurement activities enhances participation, majority agreed (mean=4.25) and that this would improve service delivery. The table also showed that participation in public procurement activities ensures the government is responsive to the needs of the citizens in terms of service delivery as it was agreed (mean=4.25) by majority of the respondents. Further, the standard deviation of 0.672 showed that respondents seemed to agree more that public participation in procurement activities enhances the responsiveness of the government towards citizens' needs. However, respondents the opinions of the respondents were greatly varied on whether decentralized procurement enhances public participation as indicated by a standard deviation of 1.047 which was higher than any value in the table.

**Table 2: Community Participation and Service Delivery**

	N	Min	Max	Mean	Std. Dev.
Community participation entails working with the people	32	2	5	4.25	.916
Community participation promotes contribution by the community	32	1	5	4.25	.803
Participation promotes realization of planned social change	32	2	5	4.06	.759
Community participation promotes performance	32	1	5	4.38	.833
Decentralized procurement enhances participation	32	1	5	4.25	1.047
Participation ensures the government is responsive to citizen needs	32	2	5	4.25	.672

### Composition of Procurement Committees and Service Delivery

According to Table 3, it was agreed (mean=3.81) that establishment of procurement committees is envisaged in the constitution. However, respondents were not sure (mean=3.19) whether composition of procurement committees is based on academic or professional qualification as far as their opinions were greatly dispersed ( $\delta=1.491$ ). The findings showed that respondents agreed (mean=4.38) that political affiliation affected the nominees to the procurement committees. Further, respondents could not tell whether committee members were selected based on experience on past position held as indicated by a mean of 3.28. It was overwhelmingly disagreed upon by majority of the respondents that members of the procurement committees adhere to public procurement and disposal Act. It was disagreed upon that public procurement committees are independently constituted and function independently. In addition, respondents had converging opinions that public procurement Act was adhered to as indicated ( $\delta=.692$ )

**Table 3: Composition of Procurement Committees and Service Delivery**

	N	Min	Max	Mean	Std. Dev.
Establishment of procurement committees is guided by constitution	32	1	5	3.81	1.148
Procurement committees are composed based on education	32	1	5	3.19	1.491
Political affiliation affects procurement committee nomination	32	1	5	4.38	.912
Selection of committee members is based on experience	32	2	5	3.28	1.114
Public procurement and disposal Act is adhered to	32	1	5	2.41	.692
Public procurement committees function independently	32	1	5	2.38	.762

### Inferential Analysis

From subsequent correlation analysis, there was a significant positive relationship ( $r = 0.376$ ) between political patronage and service delivery at 95% level of significance in Nakuru County Government. This findings were consistent with findings by Odhiambo & Kamau (2003) who found that the common corrupt practices in public procurement involve public officers, often under the influence of powerful politicians and businessmen, only inviting preferred firms, favoring certain firms at the short-listing stage, designing tender documents to favor particular firms and releasing confidential information thereby undermine service delivery. Further, there was a positive moderate relationship ( $r = 0.231$ ) at 95% level of significance between community participation and service delivery in Nakuru County Government. These findings were consistent with the findings of (Robinson, 2007) who advanced that public and citizen participation in political and economic decisions makes the government to be more responsive to the needs of the people and take their preferences into account in determining the type of services to be provided. Finally, there is moderate positive relationship ( $r=.261$ ) at 95% level of significance between the composition of procurement committees and service delivery as manifested in procurement function at Nakuru County government. These findings were also documented by (Kalbers and Fogarty, 1993)

who reported that committee members who are uncomfortable with fiscal or procurement procedures may negatively influence service delivery. The study further carried out a multivariate regression analysis was used to determine the significance of the relationship between the challenges of procurement function and service delivery pooled together. Table 4 gives the model summary of the regression.

**Table 4: Multiple Linear Regression Analysis Model Summaries**

Model	R	R Square	Adjusted R Square	Std. Error of the Estimate
1	.693 <sup>a</sup>	.551	.4802	.95742
a. Predictors: (Constant), Political Patronage, Community participation, Composition of procurement Committees.				

The results in Table 4 showed that the value obtained for R, which is the model correlation coefficient was R = 0.693 which was higher than any zero order value in the table. This indicated that the model improved when more variables were incorporated when trying to analyze the challenges of procurement function on service delivery in the County government of Nakuru. The adjusted r-square value of, r = 0.4802, also indicated that the multiple linear regression model could explain for approximately 48% of the variations in the challenges of procurement function on service Delivery.

**Table 5: Regression Model**

Model	Unstandardized Coefficients		Standardized Coefficients	T	Sig.
	B	Std. Error	Beta		
(Constant)	7.185	2.263		2.408	.016
Political Patronage	.489	.262	.345	1.863	.072
Community Participation	.095	.160	.125	.595	.556
Composition of procurement Committees	.057	.144	.065	.395	.695
a. Dependent Variable: Service delivery					

From the full regression model in Table 5, the regression equation was obtained. Using the unstandardized beta coefficients, the following regression equation was developed.

$$Y = 7.185 + 0.489X_1 + 0.095X_2 + 0.057X_3$$

From the full regression model, the beta values were obtained which explained the regression equation. The standardized beta coefficients give a measure of the influence of each variable to the model. Regarding the inference of challenges of procurement function on service delivery, the study revealed that political patronage posed the greatest challenge to service delivery (Beta = 0.489), followed by inadequate community participation (Beta = 0.095) and finally management the composition of procurement committees which had (Beta=0.057)

## CONCLUSIONS

It was concluded that political patronage is founded on ethnicity, corruption and impunity in public service while public procurement focused on the actual quality of public services delivered. Further, it was concluded that political patronage encourages use of resources to purchase legitimacy to remain in power instead of service delivery. It was also

concluded that community participation promotes meaningful contribution by community members in undertaking procurement practices. Service delivery would greatly improve if procurement activities are decentralized as a result of enhanced participation. Public participation in public procurement activities also ensures that the government is responsive to the needs of the citizens in terms of service delivery. The findings led to the conclusion that there was significant awareness on the fact that establishment of procurement committees is envisaged in the constitution. The researcher otherwise concluded that the composition of procurement committees were never based on professional qualification and relevant to procurement for this matter. Further, it was concluded that members of the procurement committees did not adhere to public procurement and disposal Act and that public procurement committees are not independently constituted besides not functioning independently. The findings led to the conclusion that service delivery in the context of public procurement of which corruption has been a major impediment with respect to procurement function.

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