

EFFECT OF CAPACITY BUILDING IN PROCUREMENT AND REGULATORY COMPLIANCE IN RWANDA: A CASE OF GOVERNMENT PROCUREMENT ENTITIES IN RWANDA (2017-2019)

¹UMUHOZA YVETTE, ²DR. MBONIMANA GAMARIEL

¹STUDENT AT UNIVERSITY OF KIGALI

²SENIOR LECTURER AT UNIVERSITY OF KIGALI

Abstract: The study examined the relationship between capacity building in procurement and regulatory compliance in government Procurement entities of Rwanda. The objective of the study was to assess the effects of training, coaching and leadership development in public procurement to influencing regulatory compliance of government Procurement entities. A descriptive survey research design was adopted using quantitative methods and used closed ended questionnaire as a data collection instrument. The study targeted 86 respondents from government Procurement entities namely Rwanda Social Security entities, Rwanda Development entities and Rwanda Governance entities. Purposive and stratified sampling techniques were used to select respondents. Data was then analyzed on quantitative basis using Pearson's correlation, multiple linear regression analysis and descriptive statistics. The regression model used was $\text{Log}Y = \beta_0 + \beta_1\text{Log}X_{it1} + \beta_2\text{Log}X_{it2} + \beta_3\text{Log}X_{it3} + \varepsilon_t$ and multiple R (correlation) value obtained was 0.843 (84.3%). The model summary depicted from the regression analysis with multiple R (correlation) value of 0.843 (84.3%) indicated a highly positive relationship between the dependent and independent variables and, the overall contribution of the independent variables: Training (TR), Coaching (CO), and Leadership Development (LD) to the effective regulatory compliance in public procurement (RCPP) which accounted for 70% ($R^2 = 0.700$) of the variation in the RCPP. Therefore the researcher concluded that training, coaching and leadership development in public procurement had the significance influence on regulatory compliance which led to confirm the relationship between capacity building in procurement and regulatory compliance of government Procurement entities in Rwanda. The study recommended that government Procurement entities should continue to focus more on capacity building framework of the staff involved in public procurement to ensure their sustainability and compliance in the future. And finally, the study proposed different major areas of regulatory compliance in public procurement and different scenarios that indicated the necessity of further research in this area.

Keywords: Capacity building, training, coaching, leadership development in public procurement and regulatory compliance.

1. GENERAL INTRODUCTION

Capacity building refers to effort to generate knowledge, skills and expertise in order to enhance analytical capacity that may assist in increasing productivity and sustenance (Neill and Napier, 2006). It also refers to investment in people, institutions and practices that will together enable countries in the region to achieve their development objectives (World Bank, 1997). The UNISDR defines capacities building as the process by which people, organizations and society systematically stimulate and develop their capability over time to achieve social and economic goals, including improvement of knowledge, skills, systems, and institutions within a wider social and cultural enabling environment.

Capacity building is a dynamic social process because it continuously seeks to develop the organization and its stakeholders to higher levels of capacity. Capacity building is the driving force of any organization and its people who are the builders of capacity.

With the establishment of law on procurement, all public procuring entities including government Procurement entities were requested to recruit the procurement officers. As a result, skilled and experienced personnel have been left RPPA for organizations that offer attractive salary packages, creating a big gap in some procurement specialized areas and lengthy recruitment procedures that must follow. Again, low quality of output due to lack of experience from fresh recruited staff was faced by all procuring entities including government Procurement entities in the country. The procurement processes and practices were also not matching the ultimate principles of achieving value for money.

Capacity building in procurement being one of the core function and mandate of Rwanda Public Procurement Authority (RPPA), the capacity development unit was created in 2010 so as to increase knowledge of staff who is engaged in public procurement through training (short and long term courses), coaching, seminars and/or workshops.

Though some improvement has been recorded, most of procuring entities including government Procurement entities still lack sufficient knowledge in procurement, a general lack of compliance with procurement procedures is also observed among most of procuring entities and government Procurement entities due to the lack of skills by the staff (RPPA Strategic Plan 2009-2012).

The pillar that remains a challenge is institutional framework and management capacity whereby most of the procurement practitioners, members of public tender committees and chief budget managers of various public institutions including government Procurement entities whose decisions affect the procurement process are graduates or postgraduates of management, business and economics related disciplines without a general or specific background in procurement.

Besides, these procurement practitioners, members of public tender committees and chief budget managers with the help of RPPA and their respective employer institutions resorted therefore to short-term training courses of not more than two weeks to at least have a grasp on the procurement legal framework and procedures in Rwanda and some general areas in procurement which does not make them procurement specialists that Rwanda needs currently since there are few local higher learning institution offering procurement courses at undergraduate and post graduate level. (Workshop between RPPA and HLIs on Human Resource Capacity Building in Public Procurement report, 11th February 2020).

To enhance such skills in Rwanda, there is a need of building a dynamic and capable workforce in public procurement, meeting the rising demand for high-skilled Staff in public procurement and establishing academic procurements journals and specialized magazines where professionals can regularly report in order to raise awareness at all levels of the significance of public procurement and for continuous on the job improvement by practitioners.

1.1 Statement of the Problem

Compliance in Public procurement involves making sure that public procurement regulations are followed to the letter, (Mwangi, 2017). Past studies reveals that even after enactment of regulations in procurement there are inefficiencies observed in public funds usage in procurement due to inadequate compliance, (Onchweri & Muturi, 2015).

Data from the office of the Auditor-general for the period ended 30 June 2018, reported various issues and challenges of capacity building in procurement that leads to non-compliance ranging from non-conformity to procurement regulations. The Auditors generals 'report revealed some procurements in PEs that were conducted outside the procurement plan, wrong procurement methods used, failure to prepare solicitation documents and use preference schemes, low bidder participation, failure to adhere to the evaluation methodology and criteria stated in the solicitation document, failure to conduct evaluation, missing contracts, failure to appoint contract managers/supervisors, delayed execution of works/ poor workmanship and abandoned sites by contractors before contract completion, and financial loss.

Capacity building in public procurement is always recommended as a measure to improve compliance but however noncompliance continues to be exhibited hence the need for this study to assess the effects of capacity building in procurement on regulatory compliance of government Procurement entities in Rwanda otherwise noncompliance will continue and the recommendations for capacity building may not be the solution to alleviate the problem.

1.2. Specific Objectives of the Study

The study has the following specific objectives:

1. To assess the effects of training in procurement on regulatory compliance in government procurement entities of Rwanda;
2. To determine the effects of coaching in procurement on regulatory compliance in government procurement entities in Rwanda;
3. To analyze the effects of leadership development on regulatory compliance in government procurement entities in Rwanda;

2. LITERATURE REVIEW

Theoretical Foundation

This section discusses the theoretical foundations that the study is based on. These include the capacity building theory, human capital theory, institutional theory and theory of regulatory compliance. These theories seek to predict appropriate strategies in varying decision situations. Having a good working knowledge of some of the more prominent strategic theories provides tools to managers to process information better and in applying new perspectives in their functions.

Capacity Building Theory

Many authors have described the emergence of the field of capacity building in development from the early 1960s to the 1990s. There have been four periods of capacity building. Initially, in the 1950s and 60s, capacity building was focused on institution building. Secondly, in the 1970s it changed to a focus on development management. Thirdly, in the 1980s there was more emphasis on private sector development and by the early 1990s, capacity building became embedded within development organizations (Wubneh, 2004). Today, capacity building is recognized as a must for grass-roots organizations globally, in order to achieve sustainable development (Sessions, 1993). Capacity building is becoming an increasingly popular activity in many sectors including procurement management. Human resources capacity building has been defined and interpreted in many different ways (Williamson, et al., 2003; Abbay, 2008). It is generally accepted that human resources capacity building as a concept is closely related to education, training and human resource development.

Groot and Molen (2000) defined human resources capacity building as the development of knowledge, skills and attitudes in individuals and groups of people relevant in design, development, management and maintenance of institutional and operational infrastructures and processes that are locally meaningful. Based on this definition, capacity building for employees in a broad sense may refer to improvements in the ability of all employees to perform appropriate tasks within the broader set of performance standards of the organization.

However, Brews (1994) expanded the meaning of human resources capacity building to include empowerment. This is a broader approach while still focusing mainly on education, training and human resource development. He posited that capacity building gives substance to empowerment. If empowerment is the value, then capacity building is the content. Capacity building activities equip empowered employees to achieve organizational goals (Brews, 1994).

The concept of empowerment refers to the ability to do things; it means to be able to do. (Gibson 1991). Employees who feel strong empowerment have qualities, which make possible a strong sense of self-esteem, successful professional performance and progress in their work (Suminen, et al., 2005). Basically employees' empowerment is mainly concerned with trust, motivation, decision making and breaking the inner boundaries between management and employees (Ongori and Shunda, 2008). Empowerment enables employees to participate in decision making, helping them to break out of stagnant mind-sets to take a risk and try something new.

The definition of capacity building is still in a stage of formation. Some development agencies use a narrow definition focused on strengthening organizations and skills, while others use a much broader definition that encompasses the level of capacity of individuals to the extent of the whole of society. According to UNDP, capacity development is the process by which individuals, organizations, institutions and societies develop abilities (individually and collectively) to perform functions, solve problems and set and achieve objectives.

Within the public procurement sector, Capacity Building is defined as the process to provide individuals, organizations, and the other relevant institutions with the capacities that allow them to perform in such a way that the sector as an

aggregate can perform optimally, now as well as in the future. In that sense, a nation's capacity can be defined as the combination of three distinct levels: an appropriate policy and legal framework (the enabling environment), an effective, flexible and adaptive organizations (institutional capacity), and an individual capacities (human resources).

Capacity building methods used in Public Procurement

Capacity building methods may include conferences, workshops, consultations, study tours, participatory research and extension, on-the job training, demonstration, coaching and mentoring (Stephen et al., 2006). Providing formal and informal training, on-the-job training, workshop/meeting, seminars and conferences, cross visits/study tours are the main methods to build the capacity in public procurement to guarantee a good mix of theory and practice. The following definitions are provided:

- **Workshops**

Workshops are a series of educational and work sessions. Small groups of people meet together over a short period of time to concentrate on a defined area of concern. The purposes for workshops may vary. For example: Informing, problem solving and training (SIL International, 1998).

- **On- the -job learning**

On-the-job learning is a learning process in the field with procurement practitioners applying theory to known ground practice. It is also known as learning-by-doing.

- **On-the-job or on-site-training**

On -the- job training is training undertaken in the workplace as part of the productive work of the learner.

- **Study tour**

A study tour is a travel experience with specific learning goals. Study tours emphasize experiential learning and offer both group and self-directed activities that enable learners to explore new territories, cultures, and people.

- **Mentoring**

Daniel (2006, p. 5) describes a mentor as “an individual with expertise who can help develop the career of a mentee.” According to University of Cambridge (2008) “mentoring is about motivating and empowering the other person to identify their own issues and goals, and helping them to find ways of resolving or reaching them....by understanding and respecting different ways of working”. The following table summarizes the capacity building methods and tools used in procurement

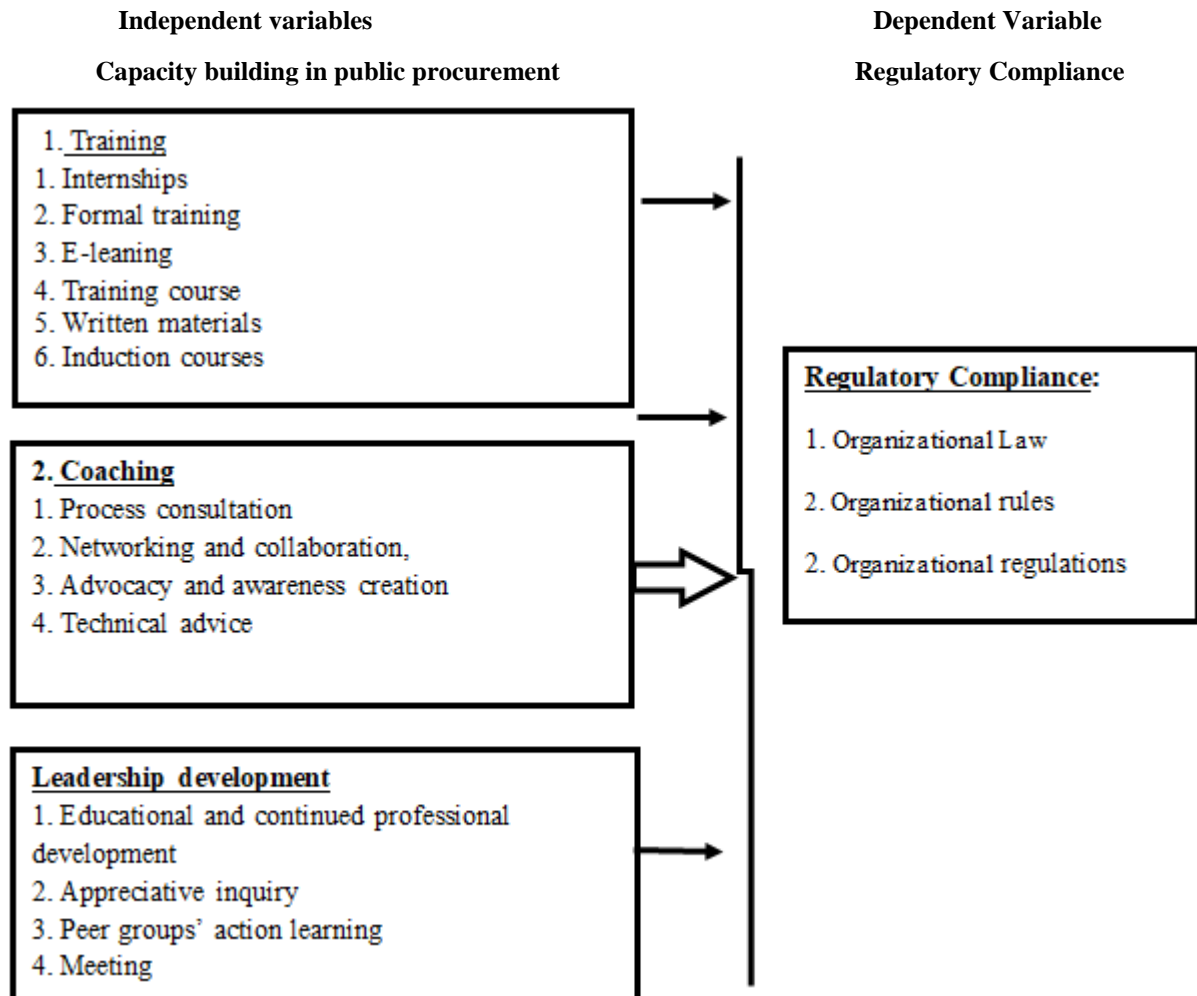
Empirical Review

The capacity building movement theory was originally initiated by McClelland (1973) as an alternative to the trait and intelligence approaches in measuring and predicting human performance. In his research Spencer and Spencer (1994) explained the competences of the employees in the work are acquire through capacity building. He defined competency as internal characteristics of an individual that produced effective and superior performance. Sparrow (1996) divided into three categories as organizational competency, managerial competency and individual competency. He defined individual competency as a list of behavioral characteristics related to job tasks. Schippment, Ash, Carr & Hesketh (2000) defined competency as adequate knowledge to successfully complete job tasks.

Arthey & Orth (1999) defines it as asset of observable performance dimensions, including individual knowledge, skills, attitudes, and behaviors, as well as collective team, process, and organizational capabilities, which are linked to high performance, and provide the organization with sustainable competitive advantage.

Competence refers to a person's underlying characteristics that are causally related to job performance (Boyatzis, 1982). Landy (1985), on the other hand defined in the context of particular Knowledge, traits, skills, and abilities. Knowledge involves understanding facts and procedures. Traits are personality characteristics (e.g., self-control, self-confidence) that predispose a person to behave or respond in a certain way. Skill is the capacity to perform specifications: a person's skill is a function of both knowledge and the particular strategies used to apply knowledge. Abilities are the attributes that a person has inherited or acquired through previous experience and brings to a new task. They are more fundamental and stable than knowledge and skills (Fleishman & Bartlett, 1969).

Competence acquisition by recruitment and through external contacts with customers brings new competencies into the organization. Competencies are also developed within the organization through formal educational courses and training programs but also in the daily work. (Kim, 1993). Acquisition and development of competencies supply the organization with new competencies. However, when employees leave the company to find a new position or to retire it is essential to



Source: Conceptualization, February 2021.

Figure 1: Conceptual framework

Research Gaps

In research on technical change, industrial evolutionary changes, Dosi and Nelson (2010) argue that companies do not agree on one single dimension to pursue. The previous experience of capacity building is a key determinant of the recent and current capacity building approaches. Organizations can positively influence their innovation and business performance through well driven, planned and carefully selected choices regarding their capacity building and performance approach.

Christoplos et al (2013) examined the measurement of impact of capacity development efforts. An organizational performance index (OPI) was developed by the study. Performance was ranked as either of high or low performance. High performance was characterized by reliability, efficiency, effectiveness, sustainability and relevancy. The study examined reliability of the OPI with programs in countries like South Sudan, Nigeria, Ethiopia and Zimbabwe. A total of forty implementing partners were studied. The OPI reliability had an average of 85 scores for majority of the countries, except Ethiopia and Nigeria that were under 70 in score. The OPI was helpful in measuring the organizational performance changes prior to and after capacity building of project implementing partners capability. The role of stakeholders was essential in ensuring ownership of the entire process. The study was not limited to the development organizational systems and skills but also incorporated the value addition from capacity development strategies.

3. RESEARCH METHODOLOGY

Research design

A descriptive survey research design was adopted using quantitative methods. Leedy (1997:195) defines research design as a plan for a study, providing the overall framework for collecting data. MacMillan and Schumacher (2001:166) define it as a plan for selecting subjects, research sites, and data collection procedures to answer the research question(s). They further indicate that the goal of a sound research design is to provide results that are judged to be credible. For Durkheim (2004:29), research design is a strategic framework for action that serves as a bridge between research questions and the execution, or implementation of the research strategy.

Target Population

Bailey, (2014) says that the population is universal objects over which research carried out. The ideal practice in research would be to gather information from the entire population; this ensured maximum coverage of the population concerned in the research. Duttoloh, (2011) argued that if the sample is selected properly, the information collected about the sample was used to make statements about the whole population. The entire population of the study who are supposed to provide the information data related to the objectives of the research study based on employees of three chosen government Procurement entities located in city of Kigali. The 632 workers in different departments; composed of 450 employees of Rwanda Social Security Board (RSSB), 62 employees of Rwanda Governance Board (RGB) and 120 employees of Rwanda Development entities (RDB).

Sample size

Before identifying the respondents to this research, it is necessary to indicate how the sample size was determined. The sample size of the study was calculated using the below formula invented by YAMEN formula.

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

Where n is the sample size, N is the population size, and e is the marginal of error (0.1). When this formula is applied to the above sample, researcher gets the sample size of 85 respondents.

$$n = \frac{632}{1 + 632(0.1)^2} = \frac{632}{1 + 632(0.01)} = \frac{632}{1 + 6.32} = \frac{632}{7.32} = 86.338 \cong 86$$

Specifically, the target sample size of this study comprised of 86 employees who especially perform in procurement divisions and nearly related departments in selected government Procurement entities in Rwanda.

Table 1: Distribution of respondents by departments

Government procurement entities	Divisions (Departments) of Participants	Total population	Sample size
RSSB	Procurement and logistics Department	56	12
	Human Resource Department	17	5
	Finance Department	12	4
	Others	365	11
	Sub-Total	450	32
RDB	Procurement and logistics Department	22	10
	Human Resource Department	17	3
	Finance Department	10	4
	Others	71	13
	Sub-Total	120	30
RGB	Procurement and logistics Department	19	9
	Human Resource Department	4	2
	Finance Department	6	3
	Others	33	10
	Sub-Total	62	24
	Total of population	632	86

Source: Researcher; Documentation, December 2020

Sampling technique

Therefore, for the case of this study, the total sample size was 86 respondents who were taken randomly, and included government procurement practitioners and other staff working in government Procurement entities of Rwanda.

4. SUMMARY OF MAJOR FINDINGS

This section of the study describes the summary of the findings after analysis of data and information collected from the respondents on the field to assess the effects of capacity building in procurement on regulatory compliance of government Procurement entities in Rwanda. In this study, multiple regression analysis was carried out to get the predictive value of the constructs considered. Since the model has been developed in such a way that each construct is affected by other constructs, it has been necessary to carry out a separate regression analysis against each variable which are considered to be affected by other variables.

The Effects of trainings in public procurement on regulatory compliance of government Procurement entities.

The analysis of training in public procurement has been analyzed through the sub-variables (internships, formal training, E-learning, training courses, written materials and induction courses) to assess and determine its effects on regulatory compliance of government procurement entities in Rwanda. And the results have proven that all respondents in RDB, RGB and RSSB have been strongly agree with its effects in enhancing, enforcing and streamlining regulatory compliance in public procurement. All responses provided highlighted a positive trend to the first statistical range (strong agree) of 1.36 as a mean with a minimum standard deviation estimated at 0.69 in in general. And also, since its beta sign result obtained from multiple linear regression analysis is positive and statically significant ($\beta = 0.396$, $t = 5.378$, $P < 0.05$), this allowed us to confirm that there is a strong correlated relationship between training (TR) in procurement and regulatory compliance of government procurement entities in Rwanda.

The Effects of coaching in public procurement on regulatory compliance of government Procurement entities.

In the study, coaching in public procurement has been analyzed through different components and segments (process consultation, networking and collaboration, advocacy and awareness creation and technical advice) to identify its correlated relationship with regulatory compliance of government Procurement entities in Rwanda. And the results found that all responses provided, highlighted a positive trend to the first statistical range (strong agree) of 1.27 as a mean with a minimum standard deviation estimated at 0.789 in general. The multiple linear regression analysis has proven that coaching in procurement is strongly correlated with regulatory compliance with independence variable coefficient of ($\beta = 0.218$, $t = 5.457$) and its statistical result ($P < 0.05$).

The Effects of Leadership Development in public procurement on regulatory compliance of government Procurement entities.

The research study analyzed leadership development based on different capacity building programs and interventions in public procurement (educational and continued professional development, appreciative inquiry, peer groups' action learning and meeting) of Rwanda Public Procurement Authority to streamline regulatory compliance of procuring entities in Rwanda. And through multiple liner regression analysis, the results found that leadership development in public procurement is strongly correlated with regulatory compliance of government Procurement entities at significance level of 1.53 as the mean with the minimum standard deviation estimated at 1.070 in general. Moreover, after the regression analysis of coefficients output in SPSS, its beta sign result obtained was positive and statically significant ($\beta = 0.396$, $t = 5.378$, $P < 0.05$) and this confirm its strong relationship with regulatory compliance of government Procurement entities in Rwanda.

5. CONCLUSION

The purpose of this study was to examine the effects of capacity building in procurement on regulatory compliance of government Procurement entities in Rwanda using statistical analysis; both descriptive and inferential statistics. The study investigated the Rwanda Development entities, Rwanda Social Security entities and Rwanda Government entities to identify the effects of capacity building in procurement to streamline and enhance regulatory compliance in those public institutions.

Based on the regression model consisted of three core interrelated factors: training, coaching and leadership development in public procurement, the study analyzed their correlation or relationship with regulatory compliance using a model developed for the analysis. This was basically made to determine the linear combination of the constructs.

The regression result explores the main determinant factors of the regulatory compliance in public procurement by using the variables identified in the model.

The study examined the factors of independent variables which influence regulatory compliance of government Procurement entities in Rwanda. And that is, the value of R square used to identify how much of the variance in the dependent variable (RCPP) identify by the model. And the model summary depicted that the multiple R (correlation) value of 0.843 (84.3%) indicated a highly positive relationship between the dependent and independent variables and, the overall contribution of the independent variables: Training (TR), Coaching (CO), Leadership Development (LD) to the effective regulatory compliance in public procurement (RCPP) which accounted for 70% ($R^2 = 0.700$) of the variation in the RCPP.

The result indicated a highly positive relationship between the dependent and independent variables, the value of R^2 is 0.700, revealing 70% variability in the effective regulatory compliance in public procurement, as a result of the independent variables. The value of adjusted $R^2 = 0.700$ means that 70% of the changes in Y is explained by the independent variables.

The final portion of this research aims to conclude the finding of the study focusing on the core determinants that have significant impacts to the effective regulatory compliance of government Procurement entities in Rwanda. These conclusions and recommendations are drawn from the findings obtained from ANOVA Analysis to determine the general significance of the model. The results obtained have proven that the model is strongly significant since the value of p is less than 0.05 and values of (F-statistics ($p = 0.000$) and ($F=67.069$)).

Finally, the test of hypothesis has concluded that training in public procurement is strongly correlated with regulatory compliance since the regression result indicated significant relationship at ($P < 0.05$) and ($\beta = 0.396$, $t = 5.378$). The same for coaching in public procurement where it is strongly correlated with regulatory compliance at a significance relationship of ($\beta = 0.218$, $t = 5.457$) and its statistical result ($P < 0.05$). The study also concluded that there is a strong relationship between leadership development in public procurement and regulatory compliance of government Procurement entities in Rwanda based on statistical facts where ($\beta = 0.396$, $t = 5.378$, $P < 0.05$).

6. RECOMMENDATIONS

In order to make effective regulatory compliance in public procurement, government entities should consider the following points:

1. Government Procurement entities should consider, facilitate and involve all procurement Staff in capacity building and development through short courses and trainings offered by Rwanda Public Procurement Authority;
2. Government Procurement entities should mainly focused on development of professional career of staff involved in public procurement and continue to raise and increase their level of compliance in public procurement;
3. Rwanda Public Procurement Authority should continue elaborating and developing training and teaching materials in public procurement and making them accessible to all government Procurement entities and other procuring entities to ensure their regulatory compliance in public procurement;
4. E-learning and online training platforms in public procurement procedures based on Rwanda law and regulations should be enhanced and developed, to involve more Staff of government Procurement entities and other procuring entities to attend more courses in public procurement;
5. The organizational system for the provision of training certification in public procurement should be enhanced and streamlined to encourage more staff of government Procurement entities and other procuring entities to attend the training;
6. Government Procurement entities should focus more on coaching and leadership development to continue developing skills and knowledge of their procurement staff in the future and update them due to many changes occurred in organization and development of public procurement in Rwanda.

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