

INFLUENCE OF PROCUREMENT PLANNING ON THE PROCUREMENT PERFORMANCE OF SELECTED COUNTY GOVERNMENTS IN KENYA

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ABSTRACT

Procurement planning contributes greatly towards facilitating an effective and efficient performance of public sector organizations and is generally undisputed in both developed and developing countries. This contribution can be at both central and local government levels of public sector management. This study looked at the implications of procurement planning in County Governments in Kenya. The purpose of the study was to understand the implications of procurement planning in the public sector more importantly in County Government in Kenya. The objectives of the study were to investigate the need for budgeting, implications of procurement portfolio on performance of procurement functions in County governments. The researcher used the descriptive research design as the sample size used was assumed to have similar characteristics. The target population was composed of 405 employees from selected 24 Counties. A sample of 213 employees was selected for the study. Questionnaires and interview were the major instruments of data collection. They were self-administered and will be first pilot tested for validity and reliability. Statistical Package for Social Sciences (SPSS) Version 20.1 was used for data analysis. The data was analyzed by use of descriptive statistics. The study found that procurement portfolio positively and significantly influences performance of county governments; budgeting positively and significantly influences performance of county governments; needs assessment positively and significantly influences performance of county governments; and risk management positively and significantly influences performance of procurement functions in county governments. The study thus recommends the county government to ensure that they effectively implement the procurement portfolio strategies, which include supplier monopoly and market complexity. In addition, planning scope is important in drawing the budget scope because it assists in planning for activities, ascertain how the subsequent year might change, and steps to be taken to respond to the changes.

Keywords: *Procurement portfolio, Budgeting, Procurement Performance*

INTRODUCTION

Procurement is the act of acquiring, buying goods, services or works from an external source (Ghadge, Kidd, Bhattacharjee & Tiwari, 2019). Procurement plan is the procuring entity's indicative plan of what, how and when to procure goods, works and services for a particular financial year. Ombuki, Arasa, Ngugi and Muhwezi (2016) define procurement planning as the process of determining the procurement needs and the timing of their acquisition and funding such that the entire operations are met as required in an efficient way. According to Tadesse, (2017), procurement planning is the process used by companies or public institutions to plan purchasing activity for a specific period of time. Economic Commission of African (2013) defines procurement planning as the purchasing function through which an organization obtains products and services from external suppliers. It is a tool that facilitates early and smooth procurement process and draws businesses' early attention to procuring entity's planned procurement of the forthcoming financial year. Its objective is to avoid haphazard procurement and make the government marketplace more attractive and transparent to suppliers and service providers (Mrope, 2017).

Challenges in procurement planning and services delivery in public sector are currently an issue not only in Kenya but also in other part of the world. According to Ombui, (2018) the contribution of procurement planning in facilitating an efficient and effective service delivery in public sector organizations is generally undisputed in both developed and developing countries. Its contribution can be at both central and local government levels of public sector management. His findings revealed a significant positive relationship between procurement planning and service delivery in local government procurement system. Several nations both the developed and under-developed have accordingly put in place procurement changes involving laws and regulations. Regulatory compliance, however, persists as the major hindrance to it. Kanyaru & Makori, (2017) contend that non-compliance predicament afflicts countries in the European Union as it does to third world countries.

One of the main factors limiting Africa's economic development is poor procurement planning. It has been clear that many African countries have already given insufficient concentration to the appropriate administration of resources (Senait, 2016). A competent government procurement structure is fundamental to the development of African economies and is a true reflection of their will to utilize public funds. The adoption of a new procurement structure will enhance precision and responsibility in measuring and lastly it boosts public trust in their procurement service. Many African nations have adopted procedures over the years to collectively decentralize government functions in progress development and management, and this approach in 1980s was accepted (Benjamin, 2017). In the 1990s, public procurement systems, had become conventional with public procurement standards and profitability, and were the norm among governments and benefactor shareholders (Nyanjala, 2016).

In Kenya today, Procurement planning interest is growing among researchers, academics and policy makers (Chepng'etich, 2018). Currently, planning and management are the only law regulating procurements control in the public segment. It triumphs over all government procurement policies and procedure at all stages. It established an innovative procurement framework for the provision of achieving different goals and encourages prudence and competence in the supply and clearance in the public sector. It is also a guarantor that procurement conducts are fair, transparent and non-discriminatory and promotes fair and equal procedures.

In Kenya, County governments are geographical units that the 2010 Constitution of Kenya envisaged as the units of devolved national government. Articles 191 and 192, the fourth schedule of the constitution of Kenya, as well as the County Government Act of 2012 addresses these provisions. Each County also forms a one-member constituency for electing a representative to the Kenyan senate and a special women's representative to the National Assembly of Kenya. By the 2013 general elections in Kenya, there were 47 counties that obtained size and boundaries from the previous Kenyan constitution acknowledge 47 districts. After the country's national administration was restructured, counties were incorporated into the new national administration, where the national government appointed commissioners to represent it at county levels. It is government policy to permit unrestricted competition for procurement opportunities without favoritism in a clear, fair and accountable fashion to ascertain the attainment of value for money in all public procurement.

Statement of the Problem

After the promulgation of the new constitution in Kenya in 2010 and the formation of County governments, most people were hopeful that this would improve the development of the counties as the government functions were devolved. Seven years down the line, some counties are still lagging behind in terms of development. Poor procurement management practices are one of the factors responsible for this slow growth. This perennial problem has precipitated a decline of procurement/supply performance of enormous organizations (Kakwezi & Nyeko, 2019). According to World Bank (2015), only about a third of managers participate in advocating for structured procurement practices including procurement planning, which is what you would expect someone managing the supply chain to do. Just 20% claim to be communicating use of business insights in enhancing procurement planning practices (Nzimande & Padayachee, 2017). The effect of this is that very few County Governments have been able to add value, efficiency and effectiveness through proper procurement planning as different models have shown how procurement process has a link to improved organizational performance (Rotich & Okello, 2016).

With the present estimated spending of about 70% in purchasing and the importance of functions of procurement in contribution of profitability and service delivery of an organization by over 25%, it will be essential for institutions to come up with a decision on how practices of procurement could assist in meeting organizations goals (Jibrin, et al, 2016). Mutoro, Makokha & Namisonge (2018) also said that poor procurement planning has been one of the major obstacles to the economic development of Africa and it has been clear that a number of African countries have not paid adequate attention to the proper management of resources. Therefore, this study shall be to identify the effect procurement planning practices on the organizational performance of the County Governments in Kenya to come up with viable solutions to the same. This will be a further inquiry to Anane, Adoma & Awuah (2019) assertions that procurement functions of most entities do not fully comply to set procurement planning practices and performance procedures, leading to irregular and subjective decisions that have had costly consequences especially poor service delivery in many Counties, and the country at large hence the need for the study.

Objectives of the Study

- To determine the influence of Procurement portfolio on the procurement performance in County Governments in Kenya.
- To assess the influence of Budgeting on the procurement performance in county government in Kenya.

LITERATURE REVIEW

Theoretical Review

Institutional Theory

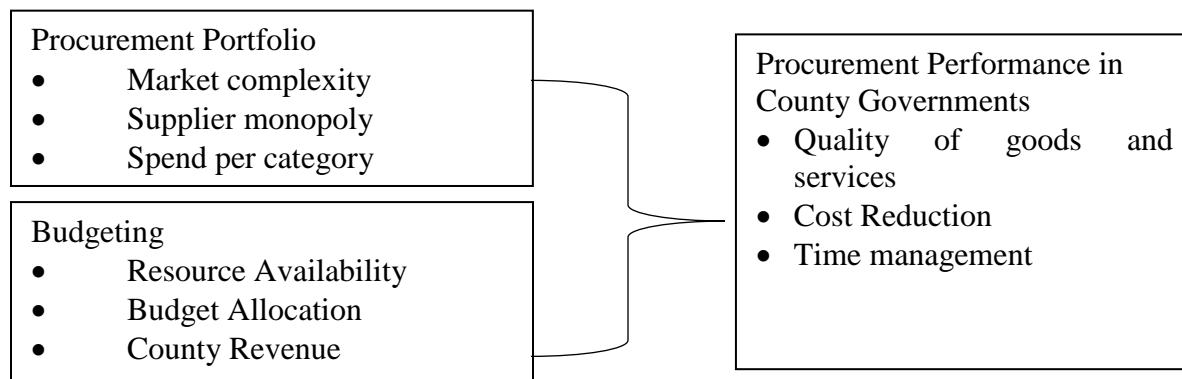
The institutional theory is the traditional approach used to examine elements of public procurement (Okinyi & Muturi, 2016). There is no universally agreed definition of “institution” or “institutional theory”. According to Lammers (2017), institutions are composed of cultural-cognitive and regulative elements that with associated activities and resources give meaning to life. The author explains the three pillars of institutions as regulatory, cultural cognitive and normative. The regulatory pillar emphasizes the use of rules, laws and sanctions as their enforcement mechanism, with expedience as basis for compliance.

The normative pillar refers to norms (how things ought to be done) and values (the preferred or desirable), social obligation being the basis of compliance. The cultural-cognitive pillar rests on shared understanding (common beliefs, symbols, shared understanding). Firms are social and cultural institutional systems that have direct connections and links to their wider environments (Altayar, 2018). Due to their social and cultural nature, firms have a desire and need to conform to rules and practices created by their external environments (Shibin et al. 2020). A social reality, borne from the rules and generally accepted norms and values governing the environment in which the firm operates, will affect how a firm’s top management acts.

Purchasing Portfolio Theory

This theory was introduced by Kraljic (1983) for the use in purchasing and supply management. He urges that purchasing must become supply management. In this context, he developed a convenient portfolio approach for the determination of a comprehensive strategy for supply. Kraljic approach includes the construction of a portfolio matrix that classifies purchased products and services on the basis of two dimensions: profit impact and supply risk (Montgomery, Ogden & Boehmke, 2018). Each of the two categories requires a distinctive approach towards supplier management. Leverage items allow the buying company to exploit its full purchasing power, for instance through tendering, target pricing and product substitution (Mello, 2017). Routine items are of low value, are ordered frequently and therefore cause high transaction costs.

Conceptual Framework



Empirical Review of Related Literature

Onyango (2014) conducted a study on effects of procurement planning on institutional performance: A Case study of Mombasa Law Court in Kenya. The main objective of the study was to find out the effects of procurement planning on institutional performance. The purpose of his study was to examine the effects of procurement planning on public institutions performance with focus on specific objectives, cost estimation, need assessment and quality specifications. The study showed that very limited scientific research has been done to examine the extent to which efforts in procurement planning can contribute to effective public institutions performance. Moreover, the study identified that there was a significant statistical relationship between procurement planning and performance. Recommendations in the study were suggested including there is need for all users of organization department to develop the resource requirements needs for their department to allow procurement department proper budgetary allocation vote to the needs of the department to avoid wastages of resources and where over spending without planning a risk factor for procurement professionals.

Poku (2012) conducted a study on the effect of strategic planning on the performance and operations of the agricultural development bank in Ghana. The purpose of this study was to assess the effect of strategic planning on the performance of banks in Ghana with reference to the operations of the Agricultural Development Bank (ADB). Secondary and Primary data was utilized in this study. The results of the administered questionnaires showed a fairly high level of agreement for the features of the various dimensions of an effectively managed bank. The study also showed that employees were either ignorant about program evaluation or there was a clear disregard for program evaluation at ADB. The researcher recommends that all factors of the various dimensions should be put into the right perspective so as to help the general workforce of the bank to understand the main objectives and strategic plans in place to achieve the objectives.

RESEARCH METHODOLOGY

The study employed a descriptive research design. For this study, the target population consisted of 405 procurement employees across 24 Counties in Kenya. The sample size was 213 respondents. The study being, descriptive and was geographically spread within Kenya, the researcher sought to develop and use questionnaires as a key data collection instrument. This study collected primary data for purposes of making inferences, conclusions and recommendations. Descriptive statistics was computed whereby frequencies, percentages, means and standard deviation was clearly shown in the form of both tables and figures.

FINDINGS

Response Rate

The sample size of this study was 213 procurement staff working in the procurement departments in 24 County Governments. Out of the 213 questionnaires, which were administered among the participants, 150 participants filled and returned their questionnaires to the researcher. This gave a response rate of 70.4%. However, some questionnaires were incomplete thus a response rate of 100% was not achieved during the study. This implied that the response was good enough and representative of the population and conforms with Mugenda, (2019) for generalization purposes, a response rate of 50% is adequate, while that of 60% is good but a

response rate of 70% as excellent. The response rate of 70.4% for this study therefore, yielded measurements that are more accurate.

Descriptive Analysis

Procurement Portfolio

Procurement Portfolio refers to developing a full and comprehensive picture of the procurement needs of the organization and analyzing the difficulty and risk associate with securing these goods, services and works. The study sought to determine the extent in which the procurement portfolio management practices are implemented in the County Government.

From the findings, it is seen that market complexity management practice had been implemented in the county government to an average extent as shown by mean of 3.982 and standard deviation of 1.370. It is also seen that the management practice of spend per category had been implemented to an average extent as supported by a mean of 3.889 and standard deviation of 1.381. Finally, procurement portfolio management practices of supplier monopoly had been implemented to an average extent as shown by mean of 3.777 and standard deviation of 1.275. The findings suggest that procurement portfolio have been implemented to an average extent. This is in line with Mello, Eckhart, & Leiras (2017) that a new dimension to the portfolio approach is combining the original criteria of supply complexity and purchasing importance with power and importance.

The study sought to determine the extent to which the respondents agreed on the given statements that relate to the influence of Procurement Portfolio on the performance of selected County Governments in Kenya and the results presented in Table 1.

Table 1: Descriptive Statistics on Influence of Procurement Portfolio

Statement	1	2	3	4	5	Mean	Sd. Dev.
To what extent does your organization have a clear picture of the organizations	4	4	9	112	21	3.948	1.263
To what extent does academic and professional qualifications of the employees affect effective procurement portfolio analysis	4	4	13	117	12	3.863	1.326
To what extent do you do comparison of historic spend on each item	9	4	13	116	8	3.738	1.32
To what extent do you analyze how critical the goods, works and services are critical to the organization	3	8	22	116	1	3.698	1.331

Based on the finding presented in Table 1, the respondents indicated that their organization has to an average extent a clear picture of the organizations portfolio as indicated by a mean of 3.948 and standard deviation of 1.263. They also agreed that to an average extent academic and professional qualifications of the employees affect effective procurement portfolio analysis as shown by a mean of 3.863 and standard deviation of 1.326. In addition, they agreed that they do comparison of historic spend on each item to an average extent as indicated by a mean value of 3.738 and standard deviation of 1.32. Finally, they indicated that they do analyze to an average extent how critical the goods, works and services are critical to the organization as shown by a

mean of 3.698 and standard deviation of 1.331. Based on the findings, it is evident that procurement portfolio influences performance of County governments in Kenya. These findings agree with Torabi et al. (2018) who found a strong relationship between procurement planning and procurement performance. In addition, the presence of a procurement portfolio, efficient logistics management and adherence to procurement plans positively affects procurement performance in institutions.

Budgeting

Budgeting refers to preparation of a document by the County government or other political entity presenting its anticipated revenues and proposed spending for the coming financial year. The study provided a list of budgeting function indicators. Respondents were asked to indicate the extent to which the budgeting function practices are implemented in the County Government.

Based on the findings presented in Table 2, the respondents indicated that the county government had implemented budgeting function practices to an average extent. Specifically, they had implemented County Revenue as shown by a mean of 3.961 and standard deviation of 1.476. In addition, resource availability had been implemented to an average extent as shown by a mean of 3.915 and standard deviation of 1.220. Finally, they had implemented budget allocation as shown by a mean of 3.836 and standard deviation of 1.343. These findings suggest that budget allocation, county revenue and resource availability have been implemented averagely by county governments. This is in line with the findings of Lysons and Farrington (2016) that planning scope is crucial in how the budget is drawn that is if they are budgeting for long term project or short term. It assists in planning for activities and ascertain how the subsequent year might change and steps to be taken to respond to the changes.

Respondents were also asked to indicate their level of agreement with the statements that relate to the effect of budgeting function on the procurement performance of the County Government. The findings obtained were as presented in Table 4.6.

Table 2: Descriptive Statistics on Effect of Budgeting Function

Descriptions	1	2	3	4	5	Mean	Std. Dev.
Budgeting procedures have caused delays in Quality service delivery.	2	3	3	128	14	3.994	1.476
Lack of market price survey and price fluctuations affect procurement planning.	3	3	6	118	20	3.994	1.343
Cost estimations affect procurement planning.	3	2	3	133	9	3.955	1.546
Budgeting procedures have caused delays in decision making.	4	7	2	131	6	3.856	1.525
Clear budgeting procedures affect procurement planning.	5	5	8	124	8	3.836	1.426
Budget approval affects procurement planning.	6	3	9	125	7	3.83	1.441

As shown in Table 2, the respondents indicated that budgeting procedures have caused delays in Quality service delivery to an average extent as shown by a mean of 3.994 and standard deviation of 1.476; they also indicated that lack of market price survey and price fluctuations affect procurement planning to an average extent as shown by a mean of 3.994 and a standard

deviation of 1.343; also on an average extent, cost estimations affect procurement planning as shown by a mean of 3.955 and standard deviation of 1.546. The findings also showed that budgeting procedures have caused delays in decision making to an average extent as shown by a mean of 3.856 and standard deviation of 1.525; that clear budgeting procedures affect procurement planning to an average extent as shown by a mean of 3.836 and standard deviation of 1.426; and that budget approval affects procurement planning as indicated by a mean of 3.83, and standard deviation of 1.441. These findings show that the respondents agreed on various statements about budgeting function, an indication that budgeting function affects performance of county governments in Kenya. This agrees with Kolari (2019) that there is need to develop the resource requirements needs for their department to allow procurement department proper budgetary allocation vote to the needs of the department to avoid wastages of resources and where over spending without planning a risk factor for procurement professionals.

Correlation Analysis

Linear relationship between two variables is referred to as correlation coefficient. The study conducted Pearson moment correlation analysis. Using the correlation coefficient, the study tested whether interdependency existed between the independent variables and also whether there was any relationship between the dependent variable and independent variables.

The value of the correlation coefficient lies between -1 and 1 where values of 1 indicate a perfect positive/negative relationship between the variables. If the correlation coefficient value is 0 it implies that there is no relationship existing between variables under consideration. A correlation coefficient of between 0.0 and 0.39 is considered to be “weak”, between 0.40 and 0.59 is considered to be “moderate”, 0.6 and above is considered to be “strong”.

Table 3: Correlation

		Performance of County Government	Procurement portfolio	Budgeting
Performance	Pearson Correlation	1		
	Sig. (2-tailed)			
	N	150		
Procurement portfolio	Pearson Correlation	.788**	1	
	Sig. (2-tailed)	.001		
	N	150	150	
Budgeting	Pearson Correlation	.813**	.359	1
	Sig. (2-tailed)	.000	.062	
	N	150	150	150

From the findings in Table 4.13, procurement portfolio had a strong positive relationship with performance of county government ($r=0.788$). Since the p-value (.0001) was less than the selected level of significance (0.05), the relationship between the two variables was considered to be significant. The findings also showed that the variable budgeting had a strong relationship with performance of county government ($r=0.813$). The p-value (0.000) was less than the selected level of significance (0.05), and indication that the two variables had significant relationship. Need assessment is also seen to have a strong relationship with performance of county government ($r=0.775$). The p-value obtained (0.001) was less than the selected level of significance (0.05) an indication that the relationship was significant. Finally, risk management

has a positive significant relationship with performance of county government ($r=0.807$). The p-value (0.000) is less than significance (0.05) thus suggesting the relationships significantly positive. Based on these findings, procurement portfolio, budgeting, need assessment, and risk management has significant relationship with performance of County Governments in Kenya. This implies that any change in practices related with procurement portfolio, budgeting, need assessment, and risk management will affect performance of county governments.

Model Summary

Table 4: Model Summary

Model	R	R Square	Adjusted R Square	Std. Error of the Estimate
1	.751 ^a	.564	.543	.35487

a. Predictors: (Constant), procurement portfolio and budgeting

From the findings presented in Table 4, the value of adjusted R^2 was found to be 0.543, which implies that 54.3% variation in performance of County Governments in Kenya can be attributed to changes in procurement portfolio, budgeting, need assessment, and risk management. The remaining 45.7% suggests that there are other factors that affect performance of County Governments in Kenya that were not included in the model. The relationship between the variables under investigation is shown by correlation coefficient, which is denoted by R.

Analysis of Variance

The study conducted analysis of variance with the aim of establishing whether that data used in the study was significant. The selected level of significance was 0.05 and the data was concluded to be suitable for analysis if the p-value was less than the selected significance level. The results were as presented in Table 5.

Table 5: ANOVA

Model		Sum of Squares	df	Mean Square	F	Sig.
1	Regression	35.524	4	8.881	50.591	.000 ^b
	Residual	25.52	145	0.176		
	Total	61.044	149			

a. Dependent Variable: Performance

b. Predictors: (Constant), procurement portfolio and budgeting

The study found a significance value of 0.000, which was less than 0.05 at 95% confidence interval; which is an indication that the data is ideal for making conclusion. The F-critical value, obtained from the F-distribution tables, was less than F-calculated ($2.434 < 50.591$). This shows that procurement portfolio, budgeting, need assessment and risk management significantly influence performance of County Governments in Kenya.

Coefficients

Table 6: Model Coefficients

Model	Unstandardized Coefficients		Standardized Coefficients	t	Sig.
	B	Std. Error			
(Constant)	0.547	0.079		6.924	0.001
Procurement portfolio	0.298	0.071	0.282	4.197	0.029
Budgeting	0.358	0.073	0.149	3.507	0.003

The findings also show that procurement portfolio has a positive influence on performance of county governments ($\beta=0.298$). The p-value (0.029) was less than the selected level of significance (0.05). Therefore, an increase in procurement portfolio results to an increase in performance of county government by 0.298 units. This implies that procurement portfolio positively and significantly influences procurement performance of county government.

Budgeting is seen to have a positive influence on procurement performance of county governments ($\beta=0.358$). The p-value (0.003) was less than the selected level of significance (0.05). Therefore, an increase in budgeting results to an increase in performance of performance of county government by 0.358 units. This implies that budgeting positively and significantly influences performance of county government.

Conclusions

The study found that procurement portfolio has a positive influence on performance of county governments. The p-value was less than the selected level of significance suggesting that the influence was significant. Based on the findings, the study concludes that when county government increases their procurement portfolio, it will result to an increase in their performance.

The study found that Budgeting has a positive influence on performance of county governments. The p-value was less than the selected level of significance suggesting that the influence was significant. Therefore, the study concludes that an improvement in budgeting in county government will result in their improved performance.

Recommendations

Procurement portfolio was found to have a positive influence on performance of county government. The study thus recommends the county government to ensure that they effectively implement the procurement portfolio strategies which include supplier monopoly and market complexity. The county government should also consider outsourcing and system coordination in order to improve their financial performance. Sometimes, they should leave some contract parameter undefined and agree to negotiate afterwards.

Budgeting was found to positively influence performance of county government. The study recommends county government to adhere to purchasing budgeting procedures before the final budget is arrived at; this will enhance effectiveness of procurement planning in County Government. Planning scope is also important in drawing the budget scope because it assists in planning for activities and ascertain how the subsequent year might change and steps to be taken to respond to the changes.

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