INFLUENCE OF PROCUREMENT RECORDS MANAGEMENT ON PERFORMANCE OF PROCUREMENT FUNCTION IN SERVICE STATE CORPORATIONS IN KENYA

Collins Ochieng Obura[1], Shale Ismail Noor[2] and Clive Mukanzi[3]

1. PhD Student: School of Business and Entrepreneurship – JKUAT
   Corresponding Authors Email: collinsobura80@gmail.com
2. Senior Lecturer: School of Business and Entrepreneurship - JKUAT
3. Senior Lecturer: School of Business and Entrepreneurship - JKUAT

ABSTRACT: *Procurement records being the documents that are created or received in course of administrative and executive transactions provide memory of the government and audit trail in respect of its financial transactions and evidence of its policies and activities for those to whom it is accountable. Poor procurement record management has been identified as one of the key impediments to the effective performance of procurement function. Often procurement files are incomplete, lost or destroyed so that crucial procurement information that can be used as evidence is not found. The situation is compounded by the failure to integrate procurement record keeping with the broader records management function. Without proper records management, neither the government nor its citizens can function effectively. This paper investigates the Influence of Procurement Records management on Performance of procurement function in Service State Corporations in Kenya. The process of Data encryption, Audit trails and ISO 15489 Compliance are critical variables discussed to bring out key areas of this study. The research design adopted was a survey design which enabled understanding of the totality of an individual's experience. A stratified random sampling technique was used to come up with the sample size. Data was analyzed using Analysis of Variance and statistical package of Social Science and Analysis of Variance where the significant level was at 95%. The study concludes that, to enable for the physical and logical control of records and to prevent unauthorized access, tampering, loss, misplacement or destruction of documents, service state corporations must ensure there is proper management of procurement records system*

KEYWORDS: Procurement records management, Data Encryption, Audit trails, ISO 15489 Compliance and Performance of Procurement Function.

INTRODUCTION

ISO 15489 defines records as information created, received and maintained as evidence and information by an organization or person, in pursuance of legal obligations or in the transaction

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of business. Procurement Records management provides a rational basis for making decisions about recorded information, including what should be saved or discarded (Jefferson, 2002). These decisions are necessary to support the legal, fiscal, administrative, and research needs of an organization. Procurement records management is enshrined in the public procurement Act 2015. Most economies have records laws that establish the need for effective records management, provide for the authority to dispose of records, and establish a structure for records management in the state (NECCC, 2004). While these state laws are not entirely consistent, they generally encompass all information materials, regardless of format, created or received in the course of business In Kenya, Records control is among the six mandatory procedures for ISO certification. Section 4.2.4 of ISO 9001:2008 requires an entity to ensure that records are available to provide documentary evidence of conformity to the requirements of an effective quality management system (PPRMPM, 2010). All the procedures must be documented and a records control system should be in place for identification, storage, protection, retention and disposition of records. The records should remain legible, readily available and retrievable when needed.

As compared to other information assets, procurement records differ because of the inherent transactional characteristics that make them reliable and authentic (Reed, 2005). Records are the evidence of actions and decisions, and therefore trustworthy records are the pillars of accountability and transparency. The introduction of use of computers in managing records can achieve efficiency savings and add value to the conduct of government or business (Roper, 1999). This places new demands on records professionals to change the way they carry out records management responsibilities. According to Morgan, (2009), managing records electronically helps to protect critical information from loss due to flood, fire or from other natural or man-made disasters, and that, electronic records should be stored in stored in remote archives at locations generally geographically separate from where the master records are stored. In Kenya, the public procurement records management procedures manual, (2009) states that careful consideration needs to be made when choosing an electronic management solution to make sure that it meets procuring entities' legal and technological requirements.

Procurement records as the basis for internal and external audits and are needed to determine compliance with the procurement law (World Bank, 2010). Monitoring performance of procurement function against Records management programs and compliance with the Records Act is a significant responsibility of the internal and external auditors. This could assist state agencies in complying with the Records Act and their own Records management programs (Manasseh, 2007). Such activities could also provide valuable quantitative and qualitative data to inform views regarding the Territory's recordkeeping framework, as will be necessary when the operation of the Records Act is reviewed. For these reasons, Audit considers that Agencies

should ensure it implements a sound program for examining and monitoring compliance with the Records Act.

Statement of the problem

Poor records management threatens all government programs and processes, including e-government and other service delivery activities, economic development initiatives, health care programmes, land reform initiatives, environmental projects, and initiatives designed to enhance citizen rights (Lemieux, 2015). An in-depth study of the management of procurement records in a number of Government of Kenya procuring entities revealed major weaknesses where procurement records are often viewed as lying outside the jurisdiction of records management officers (Procurement records management procedures manual, 2009). Despite provision of guidelines by the Public Procurement and Disposals Act, 2015 on how procurement records should be kept, there is poor management of records, leading to gross inefficiency and ineffectiveness on the side of public organizations (Namukasa, 2017). In an unmanaged records environment, on average, up to 10% of staff time is spent looking for information. In terms of wasted time that works out at just under 45 minutes a day. In terms of what this actually costs the office: with an average salary of £18,500, and with a working population of 160 people, that means that a total of £292,448 per year is spent on looking for information (Keeper, 2003). Lastly, many researches have been carried out on areas of records management in general but few in line of procurement. This research therefore in intended to fill the gap in the existing body of knowledge.

Purpose of the study

The purpose of the study is to assess how Procurement Records Management influences Performance of Procurement Function.

Research Hypothesis

There is no significant influence between Procurement Records Management and Performance of Procurement function

Justification of the study

The government

The government can use the study to enhance transparency and accountability in the practice of procurement and establish procedures for evaluation, implementation and review of manual and automated records systems

Other Researchers
The study adds to the existing body of knowledge and will increase awareness on the large number of procurement records management variables that play a role in performance of procurement function.

LITERATURE REVIEW

Records continuum model
The Records Continuum Model (RCM) has been used as the overall analytical framework for this research paper. Developed by Upward in 2005, the aim of the model is to support archivists in their concern with the relationship between recordkeeping and accountability. According to (Syard, 2014) Record Continuum Model is most preferred as an instrument of analysis since it promotes the integration of records in a manner that fits the modern organization and also facilitates re-use of information in different contexts and by different stakeholders which the e-government is all about. The model is four-dimensional and each stage the stages that the records undergo a recurring and reverberating activities that fall both within archives and records management (Upward, 2005). The stages include; create, capture, organize, and pluralize. The effective management of records throughout the dimensions is a key issue in State Corporations. Unorganized or otherwise poorly managed records mean that state corporations will not have access to ready authoritative sources of administrative, financial and legal information to support sound decision making or the delivery of programmes and services to the public. Nor will it have the means of holding itself accountable for what it has done or of upholding the rights of its citizens. The model is also oriented in a cultural manner which makes it suitable for interpretations to suit the cultural context in which the procurement records are generated and used (Chachage & Ngulube, 2006). The final argument for the Record Continuum Model's advantage is that it argues for a pro-active approach, which makes it more suitable to combine with system development methods (Reed, 2005).

Conceptual framework.

The figure1 below show a conceptual framework of procurement records management and performance of procurement as independent and dependent variables respectively.
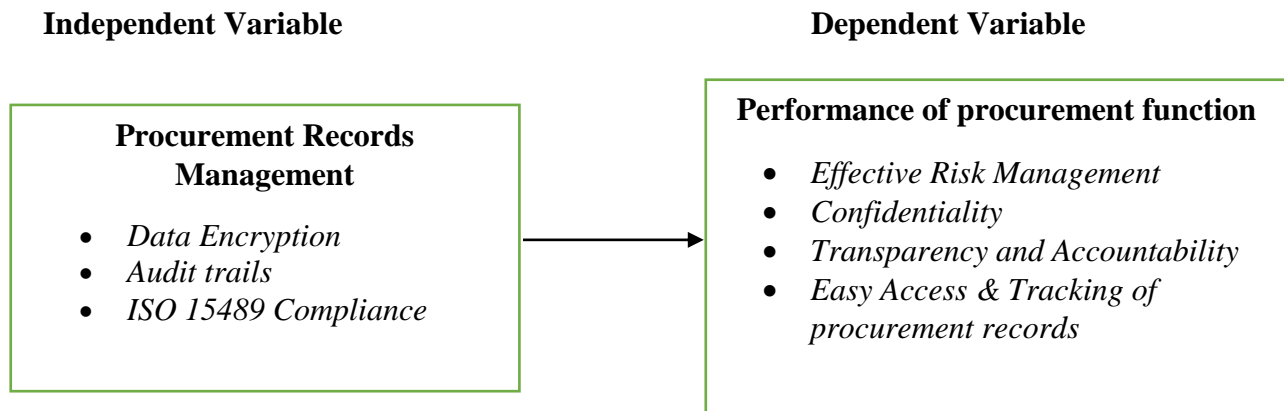
Independent Variable   **Dependent Variable**

Procurement Records Management	Performance of procurement function
• *Data Encryption* • *Audit trails* • *ISO 15489 Compliance*	• *Effective Risk Management* • *Confidentiality* • *Transparency and Accountability* • *Easy Access & Tracking of procurement records*

Figure1: Conceptual Framework

Since Government records contain information which are very confidential and need not to be disclosed to anybody unless authorized as required by the Law, they should be routed to the secret registry for opening and transmission to the relevant action officers (Keeper, 2003). Data encryption is a process that 'scrambles' data files and thus making them unreadable to unauthorized people when they are stored or transmitted. (PRMPM, 2009). The use of the encryption can be a complex process and should be used only for data that are highly confidential and require utmost security. Morgan, (2009), observes that while electronic records can also be compromised, there are many methods available to protect and encrypt sensitive data which includes a virtual private network (VPN) to help protect data during file transmission with full encryption throughout the process, and also through User access restriction with password control. According to World Bank, (2000), manipulation of electronic records can easily be done due the storage of media and computer environment which do not appear to have changed. It is therefore a good business practice to observe a consistent process for maintaining and preserving certain records, particularly those that concern scientific research and development, such as experimental data and analysis, and sensitive administrative records, including suppliers` records, contracts, and personal information

Audit Trail

The public procurement records management procedures manual, (2009) states that careful consideration needs to be made when choosing an electronic management solution to make sure that it meets procuring entities' legal and technological requirements. Transactions in procurement process must be capable of being traced from initiation of stage, through all the intermediate processing steps, to the resulting payment stage. Similarly, information in the

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Integrated Financial Management Information System (IFMIS) must be traceable to its origin. Such capability is referred to as audit trail which is a chronological record and/or set of records that provide documentary evidence of the sequence of activities at any time a specific operation, procedure, or event takes place (Holderman, 2011). Adequacy of audit trails, including changes to vendor records, is critical in helping to confirm the authenticity and integrity of transactions (Pressman, 2000).

ISO 15489 Compliance.
The first step of the records creation is the file plan itself. The functions based file plan provides for the systematic framework within which the records themselves will be effectively managed (Keeper, 2003). All records are created as the by-products of the activities undertaken in pursuit of the fulfilment of institutions functions, hence providing evidence of the activity which generated it. Records creation includes the early capture of records in order to provide adequate and proper documentation of government activities (Pham, 2013). This is achieved by complying with record keeping requirements established by Department policy and the relevant procurement record management Laws. Where integrated records management is involved, E-mails and their attachments should be captured into the approved file classification scheme contained in the electronic records management system. Once an electronic record has been created, it is important to have version control to avoid accidental use of the wrong version. Records systems therefore provide controls on access to records; track the movement of records through the organization; and provide reliable and authentic audit trails which demonstrate an unambiguous link between an authorization, an individual's actions, and a date.

Performance of Procurement Function
Procurement function is a division within a procuring entity staffed with Procurement professionals who are officially concerned with managing the procurement and asset disposal process and reports directly to the head of procuring entity functionally and administratively (). Performance of a procurement function is the level of achievement targeted by an organization in accordance to the objectives set in regard not only to the present but also to the future (Bowen, 2004). Theoretical and empirical evidence suggests that accomplishment of performance of Procurement is reflected in quality, transparency, Fraud minimization and value assurance that is gained through customer satisfaction. According to Richard 2009, institutions which do not have performance means in their processes, procedures and plans, experiences lower performance and higher customer dissatisfaction.

Empirical Review
A study by Matto (2018) to investigate non-compliance with Procurement documentation and records keeping in Tanzania Public procurement found that, non-compliance with procurement

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records and documentation is caused by three major factors. First is the absence of procurement procedure manual to guide procuring entities on record keeping. Second is lack of training to staff in charge of procurement records and lastly, lack of management support.

Shonhe & Grand (2020) examined the Implementation of electronic records management systems: Lessons learned from Tlokweng land Board-Botswana. The study documents that Technology has influenced the implementation of electronic records management systems in most government agencies. However, lack of training among records officers making implementation to become a challenge

Lung`aho, L.A & Rotich R. (2014) carried out a research on challenges affecting public procurement records management in the public entities in Kenya. The study Findings revealed that lack of effective record management training program and failure to enforce proper maintenance of procurement records greatly affects achievement of proper records management in public entities.

Netshakhuma (2018) studied the role of archives and records management legislation after colonialism in Africa. The study revealed that there was proven poor archives management for both government and citizens. This affected the government ability to manage resources effectively and to comply with international conventions

RESEARCH METHODOLOGY

This study adopted a survey research design. According to (Mathiyazhagan, 2010), survey designs are used in social science methodology since it has the advantage of having a great deal of information from a larger population. The research design constitutes the blue print for the collection, measurement and analysis of data, (Kothari, 2005). The research design was strictly quantitative with the aim of determining the relationship between the independent and dependent variables. The target population for this study included procurement mangers, auditor managers and ICT managers. Ngechu (2004) defines a population as a well-defined or set of people, services, elements, and events, group of things or households that are being investigated. This study used a stratified random sampling method to select a sample from the population. Questionnaires were used to collect primary data for the purpose of analyzing the Influence of Procurement Records Management on Performance of Procurement Function. Descriptive analysis such as mean, frequencies and percentages was used to analyze the data. The study used the following regression model.

The regression equation $(Y = \beta_0 + \beta_1 X_1 + \varepsilon)$:

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Whereby;

Y = Performance

β_0 = Constant, explaining the level of performance given

β_1 = Slope or change in Y, given one unit change in X1

$X1$ = Procurement Record Management

ε = represents the error term explaining the variability of the quality of performance as a result of other factors not counted for. Regression analysis also yields a statistic called coefficient of determination or R square.

FINDINGS

DESCRIPTIVE ANALYSIS

Driven by a need to comply with set standards on records management and desire to show greater levels of efficiency, transparency and accountability, public sector institutions are required to maintain records that document how a procurement action is undertaken, and protects essential audit trails. Table 1 shows the statistical results for procurement records management based on the four opinion statements. A Linkert scale of 1-5 was used to rate the item responses where: 1=Strongly Disagree (SD), 2= Disagree (D), 3=Neither agree nor Disagree, 4=Agree (A) and 5=Strongly Agree (SA), as indicated in table 1 below.

Table 1: Descriptive Result for Procurement Records Management

Statement	SD		D		N		A		SA		Mean	Std. Dev.
	F	%	F	%	F	%	F	%	F	%		
Data encryption done for file safety	4	2	15	9	32	20	80	51	27	17	3.69	0.961
Staff in charge of records trained	2	1	13	8	70	44	58	37	15	9	3.45	0.822
Proper record keeping used in Audit Trail	0	0	0	0	27	17	92	58	40	25	4.06	0.654
Records managed in accordance with ISO 15489	2	1	5	3	38	25	83	54	30	20	3.94	0.694

From the table1 above majority of the respondents agreed that data encryption is done for file safety by the state agencies. This is represented by a mean of 51%. The study findings are in agreement with a research carried out by Nigem *et al*, (2010), which documents that one of the requirements for database security is database encryption with which data is encrypted as it moves across networks and as it sits at rest in storage and database systems which can prevent attacks from both outside intruders and inside malicious users. On training of staff in charge of procurement records, majority of the respondents Neither agreed nor disagreed with the statement. This is an indication that service state corporations do not absolutely train their staff on procurement records management. According to a study by Yunus, (2004) `Training for records managers is not only essential, but such development requires on-going in service training to cope with the development in the media and the profession. On the statement of Audit Trail, Majority of the respondents (58%) acknowledged that proper record keeping helps in Audit trails. This finding is in line with a study by The above findings concur with the study by Randle et al, (2017) which states that adequacy of audit trails, including changes to vendor records, is critical in helping to confirm the authenticity and integrity of transactions. In addition, Slovak Aid, (2015) in a research on effective Project Management in the Water Sector in Georgia Prefaced that the purpose of the establishment of Audit Trails was to provide assurance on the effectiveness of governance, risk management and controls supporting the Internal Audit procurement and contracting activities. Lastly, the study investigated whether records are managed in accordance with ISO 15489. Majority of the respondents agreed that Records are indeed managed as per the ISO 15489 which is the first international standard devoted to records management. This study finding supports the findings of Crockett & Foster, (2004) which documents that the application of ISO 15489 by organizations provides a framework for planning and implementing records management program which includes Setting up policies and standards leading to access of information needed to support policy formulation, implementation and delivery of programs and services.

INFERENTIAL STATISTICS

Correlation analysis for Procurement Records Management

A Pearson Correlation Coefficient was computed, with scores on procurement records management as independent variable and performance of Procurement Function as dependent variable. The scores for both variables, which were collected in form of frequencies, were converted into ratio scaled data by computing mean responses of each respondent. The correlation analysis result was shown in SPSS output, as indicated in Table 2 below.

Table 2: Correlation analysis result

		Performance of Procurement Function
Procurement Records Management	Pearson Correlation	.544**
	Sig. (2-tailed)	.000
	N	158

**. Correlation is significant at the 0.01 level (2-tailed).

The finding revealed that there was a moderate positive (r=.544, n=158, p=0.000) and significant relationship between the two variables. The result shows that an improvement of record management in the organization will lead to an improvement in the performance of procurement function. This finding resonates with the assertion by Ahimbisibwe, (2016) on Procurement records compliance, effective risk management and records management performance documents which states that, Proper compliance with records regulations and enforcements enables public institutions to improve the management of their records thus leading to effective and efficient creation, preservation, access and better disposal of organization records.

Regression Analysis for Procurement Record Management
The study hypothesized that procurement record management did not have influence on the performance of procurement function. A simple linear regression, model 3, was adopted to test this relationship. The results from the test are presented in the following tables. The results are presented in following tables.

Table 3: Regression Model Summary Results

Model	R	R Square	Adjusted R Square	Std. Error of the Estimate
1	.544[a]	.296	.292	.54818

a. Predictors: (Constant), Procurement Record Management

From table, the results show the coefficient for determination for relationship, R^2 = .296 The model summary results reveal that procurement record management accounts for 29.6% of total variance in the performance of procurement function while the rest, 70.4% is contributed by other related variables. However, to determine whether Procurement record management is a significant predictor of performance of procurement function, Analysis of Variance (ANOVA) was computed as shown in Table 4.23 below.

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Table 4: Regression ANOVA Results

Model		Sum of Squares	df	Mean Square	F	Sig.
	Regression	19.748	1	19.748	65.718	.000[b]
1	Residual	46.878	156	.300		
	Total	66.626	157			
a. Dependent Variable: Performance of Procurement Function						
b. Predictors: (Constant), Procurement Record Management						

The ANOVA results reveal $F(1, 156) = 65.718$, $P<0.05$ (sig. =0.000). According to the results, the computed F value, 65.718 is far high than the critical F-value and is greater than 1 meaning that the total variance in performance of procurement function explained by procurement records management is large than the variance not explained since the P= 0.000. This is a clear indication that Procurement record management is a significant Predictor of performance of procurement function.

To show the strengths of relationship between procurement record management and performance of Procurement Function, a partial regression analysis was done. Analysis of the regression model coefficients is as shown in Table 5 below.

Table 5: Regression Coefficients Results

Model		Unstandardized Coefficients		Standardized Coefficients	t	Sig.
		B	Std. Error	Beta		
	(Constant)	1.931	.273		7.079	.000
1	Procurement Record Management	.575	.071	.544	8.107	.000
a. Dependent Variable: Performance of Procurement Function						

From the above table, there was a positive beta co-efficient of 0.575 as indicated by the coefficient matrix with a p-value = .000 < .05 and a constant of 1.931 with a p-value =.000<.05. Therefore, both the constant and Procurement record management contribute significantly to performance of Procurement Function. Consequently, the positive beta coefficient implies that a unit change in record management results in a rise in performance of procurement function by 0.575 units. As such the null hypothesis was rejected. These results therefore show the variables are related under the following model: $\mathbf{Y = \beta 0 + \beta 3X3 + e}$

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Where;
Y_{PPF} = Performance of Procurement Function
$\beta 0$ = constant (coefficient of intercept)
$X1$ = Procurement Record Management
e = error
Hence
$$\mathbf{Y_{PPF} = 1.931 + 0.575X_3 + e}$$
(Performance of Procurement Function = 1.931 + 0.575 Procurement Record Management).

The findings are in line with a study by Freda, (2014) on Assessment of records management practices among the administrative staff of university-, which revealed that Sound records management is at the Centre of increased accountability and good governance and it is the best weapon in fighting against fraud and corruption in procurement. This line of thought is also supported by Duranti (2010) that there cannot be any significant procurement systems without addressing proper record-management practices.

DISCUSSION

The main objective of this study was to assess the influence of procurement records management on performance of procurement function in service State Corporation in Kenya. Descriptive statistics showed that procurement records management had a considerable influence on performance of procurement function resulting into efficiency and transparency in the public procurement process. The study revealed that proper records management make it easy for audit trails to be undertaken including changes to vendor records which is critical in helping to confirm the authenticity and integrity of procurement transactions.

According to Pearson correlation analysis, the findings indicate that relationship exists between procurement records management and performance of procurement function. The regression coefficients analysis shows the relationship performance of procurement function with procurement records, B_1=.575 is significant with t=8.107, P=.000. The significance of the observed t-value, which is greater than the critical value, provides further evidence that the two variables are significantly related.

From these results, the null hypothesis that there is no significant relationship between procurement record management and performance of procurement function in service state Corporation Kenya was rejected. This therefore implies that proper maintenance of procurement records in accordance with the requirements of ISO 15489 which is the international standard for information and documentation records management enables an institution to maintain collective procurement memory for efficient and effective decision making based on evidence. This result

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resonates with the findings by World Bank (2020), which indicated that proper records management is a fundamental function of public administration and that without records there can be no rule of law and accountability. This implies that procurement records management play a significant role in the purchasing process. The line of thought is also shared by Namukasa (2017) that procurement records management is an important function in the procurement performance, as it provides a basis for internal and external audits that are needed to determine compliance with the procurement legal and institutional framework.

CONCLUSION

The study concludes that, to enable for the physical and logical control of records and to prevent unauthorized access, tampering, loss, misplacement or destruction of documents, service state corporations must ensure there is proper management of procurement records system. Furthermore, auditors can contribute to better records management by noting and drawing the attention of procurement officers to cases of weak and inadequate record keeping practices and indicate where there is non-compliance with the requirements for good records management. Penalties should be placed upon unauthorized removal, loss or destruction of public records and for illegal export of historical documents.

RECOMMENDATION.

For proper decision making and to aid in meeting the demands of corporate accountability and compliance with procurement law, regulations and policies, Government need to clearly capture all important records, carry out documentation controls and contract management processes as required by the Procurement Law and, employ professional records management officers to undertake proper records management and facilitate their continuous training to ensure they are well equipped with necessary technical skills. Procurement records should also be reliable which means that the contents of the record can be trusted and be depended upon as a full and accurate representation of the government functions, policies, procedures, decisions and transactions that it documents.

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