

# **Effects of Procurement Procedures on Adoption of Procurement Manual for Schools and Colleges (2009) in Kenyan Secondary Schools: A Case Study of Gatanga Sub-County, Murang'a County, Kenya**

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## **Abstract**

There has been quest for organized and standardized procurement procedures in our Kenyan schools. PPOA to this effect introduced procurement manual for schools and colleges (2009) as a customized version of procurement act (2005) specifically for schools and colleges in Kenya. However there was a problem on the adoption of this manual to secondary schools in Kenya. The researcher felt interested in finding out the degree of adoption of this manual in Kenyan schools, sampling Gatanga sub county, Murang'a County. The researcher sampled Gatanga Sub County among many others since it has a track record of ranking among the best in Constituency Development funds management. In this study, the researcher was also interested in finding out the effects of competence of various procurement committee members, procurement methods used and political interference on adopting procurement manual for schools and colleges (2009). Gatanga subcounty has a total of 34 secondary schools from which the researcher carried out his study in 11 schools sampled according to their category .There are three categories of schools in Gatanga .These are Boarding schools offering full boarding facilities for boys and girls or separate, the next is day schools which are the majority and the last is mixed day and boarding schools which give students choice of either boarding or being day scholars. The researcher handled 76 participants in the procurement process. They include the school bursars, Deputy Principals who chairs procurement committee meetings, various heads of departments, and a user department member preferably catering department. The researcher used stratified sampling technique for his data collection. He also used questionnaires and interviews tools of data collection. Data was collected by dropping the questionnaires in targeted schools and arrangements made on how they will be collected later for data collection, processing and analyzing.

**Key Findings:** The study revealed that adoption level is still low as reflected by the following adoption levels: Boys boarding schools at 25%, boys' day and boarding schools at 22%, girls boarding schools at 40%, mixed day schools at 10%, mixed boarding schools at 28% and Mixed

Day and boarding schools at 15%. The study established that competence level of the staff members in procurement committees is too low as expected by PPOA. Both internal and external interferences on procurement procedures were adversely noted. The researcher also noted that there is minimal link between PPOA and the schools. PPOA should therefore create a forum in which schools can give their reactions on the usage of the manual. The schools administration should come up with strategies of overcoming interferences challenges in order to comply with PPOA guidelines. Political, staff members, parents and suppliers interference on procurement procedure was evident in a number of schools visited.

The researcher recommended that: In future PPOA should roll out school based training for all members of staff dealing with any procurement matters. On procurement procedures, many schools were duplicating the same staff members in all the committees which PPOA does not advocate. The schools' principals should come in.

**Keywords:** Procurement procedures, Competence, Procurement manual for schools, Procurement methods, Political interferences

### **Introduction**

Procurement is defined as the acquisition by purchase, rental, lease, hire purchase, license, tenancy, franchise, or by any other contractual means of any type of works, assets, services or goods including livestock or any combination; PPOA (2005). It also includes the acquisition of goods, services and works following laid down procedure or act. It is favorable that the goods/services are appropriate and that they are procured at the best possible cost to meet the needs of the purchaser in terms of quality, quantity, time, and location. Corporations and public bodies often define processes intended to promote fair and open competition for their business while minimizing exposure to fraud and collusion.

Government departments as well as state corporations spend colossal sums of money in secondary schools education in Kenya. The Ministry of Education is responsible for providing education to its citizens (Ministry of Education, 2008). The ministry's tasks include employment of teachers for government schools, distribution of learning resources, and implementation of education policies. The education sector takes up about 30% of the government's annual expenditure accounting for the largest share of the annual budget. The expenditure is distributed as follows: Pre-Primary Education 0%, Primary Education 55%, Secondary Education 27%, and Tertiary Education 16%, Other 2% (UNESCO 2008b).

Due to the large increase in primary school enrolment the number of students seeking secondary school education has grown significantly. In 1963 there were a total of 151 secondary schools and the total number of students enrolled was 30 120. In 2008 there were about 3000 secondary schools and the enrolment was about 620 000 students. Of these, about 40% are female students (UNESCO, 2008). In 2008, the government introduced a free secondary schooling education program that targeted raising student enrolment to 1.4 million by the end of the year. The scheme proposed to pay tuition fees for students while parents would still be required to meet boarding school costs and school uniforms.

The mission of the Ministry of Education (MOE) is to provide, promote and co-ordinate life-long Education, training and research for sustainable development. Since 2003 the government has initiated many reforms in the education sector including the introduction of Free Primary Education (FPE).

In 2008, the MOE increased its support to public secondary schools by providing some level of funding to support schools' operational and development expenditure. Some of these resources are used for procurement of books, other educational learning materials and facilities for the learning institutions. Definitely a school cannot survive without procurement practices which range from buying a single pin to financing large projects like purchasing a modern school bus, ultra modern dining hall, library, dormitories and also land. There must be sourcing of these finished products or raw materials to satisfy a school need. On daily basis a secondary school bursar must order items for the school to run. In some secondary schools, when forms one are admitted they pay full fees that includes all items including blankets, mattresses, beddings, buckets and many others which are sourced by the schools on behalf of parents. A need therefore exist to check on procurement procedures that are currently in our secondary schools in Kenya.

In the past decades, the public procurement system in Kenya has undergone significant developments. From being a system with no regulations in the 1960s, and a system regulated by Treasury Circulars in the 1970s, 1980s and 1990s. The introduction of the Public Procurement and Disposal Act (PPDA) of 2005 and the Procurement Regulations of 2006 has introduced new standards for public procurement in Kenya. PPOA has gone an extra mile to prepare a customized version of public procurement manual for schools and colleges 2009 and PPOA market Price Index, Fourth Edition (September 2011) for giving guidelines on PPOA sought lists of the commonly procured items, specifications, unit of purchase, and respective brand names from various procuring entities for the different categories as well as the outlets where these items are procured.

The Public Procurement and Disposal Act, 2005 and Public Procurement Regulations, 2006 became operational on 1 January 2007. The Act established the Public Procurement Oversight Authority (PPOA), which, inter alia, is mandated to monitor the public Procurement system, report on its overall functioning, and recommend areas of improvement. To this end, the Authority has been carrying out Procurement and Disposal Reviews of the Kenya's public procurement system in order to establish its state of Compliance with the procurement law, circulars and directives issued by the Authority.

The principal goal of this exercise is to help entities develop capacity building programs to enable them better apply the provisions of the Act and the Regulations. This exercise is one of the ongoing activities at PPOA with the long term goal of reviewing all public entities. PPOA is mandated with the responsibility of the following among others:-

Ensuring that procurement procedures established under the Act and Regulations are complied with; monitoring the procurement systems and reporting on its overall functioning; assisting in

the implementation and operations of the public procurement system and initiating public procurement policy.

According to PPOA Act 2005, “procuring entity” means: the Government or any department of the Government, the courts, the commissions established under the Constitution, Cap. 265, a local authority under the Local Government Act, Cap. 446, a state corporation within the meaning of the State Corporations Act, Cap. 491., the Central Bank of Kenya established under the Central Bank of Kenya Act, No. 12 of 1997, a co-operative society established under the Co-operative Societies Act, Cap. 211, a public school within the meaning of the Education Act, Cap. 210B, a public university within the meaning of the Universities Act and a college or other educational institution maintained or assisted out of public funds. Public secondary schools therefore fall under this definition.

However, despite the existence of the above stated act and its regulation, many public secondary schools in Kenya have not adopted it. They use traditional methods of procurement which are prone to many short comings among which are corruption, Fraudulent practice, confidentiality, procurement documents, collusion, conflicts of interest among others, Over time, various publications and guidelines have been produced by the Ministry of Education to ensure that the procedures in the procurement of goods, services and works for schools are transparent and that they guide the school management committees at all stages of procurement. These publications include: The Primary School Instructional Materials Management Handbook (July 2004); The School Improvement Grants Management Handbook (August 2005); The Handbook of Financial Management Instructions for Primary Schools (2005); The Handbook of Financial Management (2006); and The Secondary Schools and Colleges Procurement Manual (2007). The latter provides procurement guidelines on KESSP related expenditure. The manuals made reference to other Ministry of Education publications that set out in a more comprehensive manner the processes to be observed in the procurement of particular items such as instructional materials and school infrastructure.

As public procuring entities, educational institutions are required by the PPD Act 2005 to establish tender committees to be responsible for procurement at various levels. The composition of such committees has also been determined in law. Although some schools have set up tender committees, a number of schools have yet to do so and the responsibility of this committee has been exercised by the School Management Committees. Additionally, other committees are formed to procure specific items in learning institutions.

Membership of the School Tender Committees and other school committees is largely similar with the difference being that teachers play a greater role in the School Tender Committee and other school committees while parents play a greater role in the School Management Committee

Some schools and colleges have invited PPOA to audit its procurement exercise as a test for conformance .They commission agencies to carry out the review and publish a final Procurement Report.

## Literature Review

### Procurement Procedures

Public Procurement and Disposal Act (PPDA) 2005 is an Act of parliament to establish procedures for efficient public procurement and for the disposal of unserviceable, obsolete or surplus stores, assets and equipment by public entities and to provide for other related matters Open Tender Method (PPOA). The purpose of this Act is to establish procedures for procurement and the disposal of unserviceable, obsolete or surplus stores and equipment by public entities to achieve its objectives. There are several objectives of PPDA some of which are: to maximize economy and efficiency; to promote competition and ensure that competitors are treated fairly; to promote the integrity and fairness of those procedures; to increase transparency and accountability in those procedures; and to increase public confidence in those procedures and to facilitate the promotion of local industry and economic development (PPOA). PPOA is an oversight body that ensures all public entities adopt procurement Act. According to PPOA Act 2005, "procuring entity" means: the Government or any department of the Government, the courts, the commissions established under the Constitution, Cap. 265, a local authority under the Local Government Act, Cap. 446, a state corporation within the meaning of the State Corporations Act, Cap. 491., the Central Bank of Kenya established under the Central Bank of Kenya Act, No. 12 of 1997, a co-operative society established under the Co-operative Societies Act, Cap. 211, a public school within the meaning of the Education Act, Cap. 210B, a public university within the meaning of the Universities Act and a college or other educational institution maintained or assisted out of public funds.

Public schools therefore are public entities that need to adhere to the Act. To achieve the earlier mentioned objectives PPOA has come up with a Procurement manual for schools and college as a guide or customized version of the Act. It addresses all what schools and colleges need to be compliant to the Act.

Procurement procedures must be followed by the procuring entity. The first step is always generating of requisition from the user department to imply that a need exist. "The process usually starts with a 'Demand' or requirement" (Kenneth Lyons 2009). It might be a need for inventory or a service awaiting approval by the head of procurement entity in our case the school principal. The school bursar also approves on his part.

Tender committee is constituted. In Kenyan schools tender committee is composed of the deputy principal who chairs all the tender meetings, school bursar who is the accounting officer in charge of authorizing requisition from user departments and also making final payment to the supplier. Other members are lab technician who is a representative from user department, the receiving officer of supplied goods and also the custodian of all procured laboratory items. Store keeper who is in charge of controlling the flow of procured items to the user departments, maintain inventory levels, checking reorder levels and advising on buffer stock regulation. Also we have the schools cateress who is in charge of all the foods products procured in a school system. His/role in the procurement committee is to generate requisition as far as food is concerned, custodian of all food products, regulator of food consumption in

schools, advisor on schools consumption and buffer stock, setting reorder levels and continuously inspecting food products in school stores.

Tender documents are prepared and advertisement done. Request for Quotation (RFQ) is then raised. Suppliers send their quotations in response to the RFQ, and a review is undertaken. "In case CDF provides funds for use by a school or a college, the procurement procedures should be as set out in the Act, Regulations and this Manual" (PPOA).

Evaluation committee is convened. After advertisement for tenders is done and potential suppliers submitting their bids, tender evaluation committee comes in. In most schools where evaluation committee exist its composed of a chairman and at least two other members appointed by the Principal or Head Teacher upon recommendation by the Procurement Unit.

For procurement of items with technical specifications, schools and colleges shall establish an evaluation committee for the purposes of carrying out the technical and financial evaluation of the tenders or proposals. Evaluation committee sets a tender opening date on which date all potential suppliers who bought and submitted tender documents at a fee come to witness tender opening exercise. A member of tender committee should not be appointed to an evaluation committee of the same school or college.

During tender Evaluation the committee awards tenders to potential suppliers considering the following guidelines: Suppliers' economic standing which reflects the suppliers ability to finance the local purchase order in full without delays, partial deliveries or sub contracting other suppliers. Many schools have suffered from economically unstable suppliers who fail to meet their obligation. However if evaluation committees in our Kenyan schools exist and are active such suppliers cannot be offered tenders.

Secondly, Suppliers' legal standing – Some suppliers are not authorized to operate as a supplier/vendor if they do not comply with the law. For instance some suppliers are not registered or they do not have a registered company registered with the registrar of companies. Also some were just registered but are dormant and do not remit tax to the government. In other case we have brief case suppliers who do not have any physical address.

Thirdly, Proposed goods or services as per statutory requirements; some suppliers may opt to supply substandard alternative goods due to some selfish reasons. Conformance to specifications in LPO is always advocated. For instance if a school orders omega brand of dustless chalks the supplier opts to supply student brand that is cheaper

Also, Suppliers' relevant experience; Some school administrators may feel tempted to award tenders to their friends, relatives or business colleges which is a very big challenge to evaluation committee members. A profile of where else supplier has successfully delivered is always crucial.

Similarly, Suppliers' technical capacity to perform the proposed contract; some suppliers supply entirely every item to schools without technical knowhow. Scientific apparatus like capacitors, resistors, chemicals, and teaching models require technical experience for conformance purposes.

Another consideration is Suppliers' responsiveness to the tender technical requirements; Schools supplies are very sensitive requiring a very sensitive supplier with the shortest reaction time upon consultation from user departments. Consider Kenya National Examination Council examination materials that have been orders and within no time the supplier is consulted over some faulty apparatus and he fails to turn up. It becomes chaotic.

Lastly, Suppliers' price for delivering the goods or performing the services; Price is a very key consideration in awarding tenders but not the only overriding factor. Every school needs to spend less on supplies. The quoted prices should be realistic to facilitate order fulfillment. To this effect PPOA has come up with PPOA market price index (July 2010) which gives a guideline to the correct price that public entities should pay particularly for commonly used items.

Section 30(3) of the Public Procurement and Disposal Act, 2005 provides that procurement of standard goods, services and works with known market prices shall be procured at the prevailing market price. To strengthen that requirement, Section 30(4) of the aforesaid Act, outlaws all transactions by public officials in which standard goods, works and services are procured at unreasonably inflated prices. Public officials who contravene the aforementioned provisions are required under the Act to inter alia pay for the loss resulting from their actions PPOA Market price Index (2010).

There exist three levels of supplier evaluation according to PPOA . First is the Preliminary stage which is the initial exercise of evaluation committee and it is open to all the tenders to determine if all the tenders on the tender opening day have been submitted in the required format are Signed by the person lawfully authorized to do so, are in the required number of copies, are valid for the required period, all the required documents and information have been submitted and any required samples have been submitted. All members of the evaluation committee are required to have the capacity to make these scrutinizes.

Secondly, there is Technical Evaluation. Conformance to specifications given in the tender documents is crucial .Upon completion of preliminary evaluation of tenders under Regulation 47 of PPDR. The evaluation committee shall then conduct a technical evaluation by comparing each tender with the technical requirements of the description of goods, works or services in the tender document. Responsive bids are those for which the products meet the mandatory technical requirements as set out in the tender documents. However, minor deviations that do not materially differ from the requirements set out in the tender documents, errors or oversights that can be corrected without affecting the substance of the tender do not render the tender unresponsive (PPDR)

Lastly there is Financial Evaluation. It is the obligation of evaluation committee to graduate to the next level which deals with financial comparisons and evaluation. Cost factor is critical at this level. The motive is to determine the lowest evaluated price from among the technically qualified bidders. To avoid delayed payments successful tenders must give the most competitive prices in the market and the lowest bidder has an advantage over the rest.

Finally evaluation report is compiled based on the analysis of the tenders received and final ratings assigned to each tender and submit the report to tender committee. All schools and

colleges must adhere to these steps. The evaluation committee does not include in their report a record of the evaluation of Individual members of the committee; hence not in accordance with Regulation 16 (10) (c). Egerton University Procurement Review (July 2011). Inspection committee takes over .Schools and colleges' inspection and acceptance committees are composed of a Chairman and at least two other members appointed by the Head Teacher/ Principal on the recommendation of the Procurement Unit.

Evaluation committee's report is handed over to the procuring entity who then notifies the person submitting the successful tender that his tender has been accepted. At the same time, all other persons who have submitted tenders are notified that their tenders were not successful. An unsuccessful tenderer may seek an administrative review of the procurement proceedings in accordance with Part VII of the PPD Act. In this event, the secretary to the Review Board shall notify the procuring entity of the pending review and the suspension of the procurement.

Successful binders are supplied with LPO which is the offer to supply document. Many supplies hurry to supply the required items. Upon delivery, the works of inspection committee starts. Goods received will be verified against the Delivery Note (DN) and LPO in terms of quality, technical specifications and quantity. For items of a technical nature, an expert from the user department or elsewhere will certify the specifications that include quality and acceptable conditions. A Goods Receipt Voucher will be completed to acknowledge receipt.

For services, verification is made with the user department to confirm that services have been provided as per contract. Where practical, the user department will confirm in writing, and where necessary, provide agreed written deliverables as per contract. The review team noted that the procurement unit has not been established as stipulated in the PPDA Section 26 (4). The functions of procurement are handled by staff from different departments. All the key personnel responsible for handling functions related to procurement are not in place. None of the staff carrying out procurement related functions have undergone any training.

The storekeeper is the designated officer responsible for about 80% of the day to day management of procurement activities and is also the Secretary to the TC. Lack of the procurement unit impacts the entire procurement procedures in KTTC. There is also no training policy or work plan in place to ensure continued development of skills and professionalism in supply chain management for the procurement personnel.

Recommendations: The procuring entity should establish a procurement unit staffed with trained and qualified personnel pursuant to PPDA Section 26 (4) and (7), and Regulation 8 of the PPDR 2006. Kilimambogo teachers training review report (March 2010) where the best offer (typically based on price, availability and quality) is given.

The preferred procurement method is open tendering as provided in Section 29 of the PPDA 2005. Issue interim or completion certificates or goods received notes as appropriate and in accordance with the contract. As a way of recognizing conformance to the LPO and associated consumer satisfaction, the procuring entity processes a completion certificate. It also acts as the end of procurement process awaiting payment



Table 2.1 Summary of procurement procedure in schools.

| <b>No.</b> | <b>Step Description</b>   | <b>Responsibility</b>                                       |
|------------|---|---|
| 1          | Requisition for goods, services and works   | User departments  |
| 2          | Requisition forwarded to accounting office for approval   | Bursar/Accounts clerk                                       |
| 3          | Approval for procurement processes to start   | School principal  |
| 4          | Preparation of tender documents , advertisement and receipt of offers/Bids  | Tender Committee  |
| 5          | Tender evaluation and awarding  | Evaluation committee  |
| 6          | Raise an LPO/LSO in 4 copies Procurement  | Procurement Unit  |
| 7          | Unit Review LPO/LSO and if satisfied, approve it.   | Principal/Head Teacher                                      |
| 8          | Issue original and duplicate LPO/LSO to supplier, third copy to accounts file and retain book copy. Ensure supplier signs duplicate to accept order, and returns it to school.  | Procurement unit  |
| 9          | Receive goods, verify against DN and LPO in terms of quantity, technical specifications and quality. For items of a technical nature, get an expert to certify specifications, quality and condition.<br><br>For service, verify with user that service has been provided per contract. Sign DN/report and complete a GRV | In-charge stores/<br>Inspection and<br>Acceptance Committee |
| 10         | Confirm correctness of goods/service receipt against LPO/LSO. Raise PV and reference supplier invoice. Attach the invoice, LPO/LSO, Receipt Voucher and other relevant supporting document.   | Inspection and<br>Acceptance Committee                      |
| 11         | Review PV and supporting documents and if satisfied, approve payment.   | Principal/ Head Teacher                                     |

## Research Design

Descriptive research was used to carry out the study, since it is used to obtain information concerning the current status of a phenomenon with respect to variables or conditions in a situation. Descriptive methods range from surveys which describe the status quo, documentary

analysis for empirical data, correlation studies investigating the relationships between variables, interviews to get first hand information, to case studies. The respondents described the extent of adoption of procurement manual for schools and colleges as required by PPOA. This method was adopted in this study because it allowed in-depth examination albeit gathering information from a limited sample of subjects and can lead to new information in the area under study.

### **Target Populations**

Population has been defined by Mugenda and Mugenda (1999), as an entire group of individuals, events or objects having observable characteristics. In this study, the population size was thirty four (34) Gatanga sub county secondary schools.

The target group composed of school bursars, deputy principals (chairman of procurement committees in schools) and members of user department drawn from various departments in the school. Total Population was 265 members of staff.

#### 3.1 Target Population

| <b>Gatanga Sub county Secondary School as per students' gender.</b> | <b>Number of schools</b> |
|---|--------------------------|
| Boys Boarding schools   | 1                        |
| Boys Day and boarding schools                                       | 3                        |
| Girls Boarding schools  | 4                        |
| Mixed Day schools   | 22                       |
| Mixed Boarding schools  | 2                        |
| Mixed Day and boarding schools                                      | 2                        |
| <b>Total Schools</b>  | <b>34</b>                |

The table 2 above provides the population that will be targeted by the study.

### **Sampling Design**

The researcher opted to use stratified sampling technique because Stratification always achieves greater precision provided that the strata have been chosen so that members of the same stratum are as similar as possible in respect of the characteristic of interest Neville Hunt and Sidney Tyrrell Coventry University (2004). The bigger the difference between the strata is, the greater the gain in precision will be. It is often administratively convenient to stratify a sample. It ensures better coverage of the population than simple random sampling.

In Gatanga the researcher categorized schools according to their operational nature i.e. day schools, boarding schools, both day and boarding. Similarly the researcher had an option of classifying these schools into their geographical locations. This study took three weeks.

Selection of the sample was done from the identified population using stratified sampling since the survey comprised different groups with different opinions.

### **Sampling Procedure**

Out of 34 schools the researcher narrowed down to eleven (11) since Mugenda & Mugenda (1999) recommend the use of 20% - 30% sample size of the population. A sampling frame of all sampled schools was done. From these schools the researcher targeted bursar, deputy principals and one sampled user departments' members preferably catering. The sample size was 76 procurement officers out of 265 members of staff drawn from 11 sampled schools out of 34.

**Table 3.2 Sample size**

| <b>Gatanga Sub county<br/>Schools categories as per<br/>Students' gender.</b> | <b>Secondary<br/>Population size<br/>(staff members)<br/>(11 Schools)</b> | <b>Sample size<br/>(staff Procurement)</b> |
|---|---|--|
| Boys Boarding schools   | 28  | 7  |
| Boys Day and boarding schools   | 35  | 10   |
| Girls Boarding schools  | 47  | 14   |
| Mixed Day schools   | 90  | 27   |
| Mixed Boarding schools  | 32  | 9  |
| Mixed Day and boarding schools  | 33  | 9  |
| <b>Total</b>  | <b>265</b>  | <b>76</b>                                  |

### **Data Collection Methods**

Data collection consisted of two types: secondary and primary:-

#### **Secondary Data**

Secondary data was obtained to supplement primary data. This was conducted by referring to existing official reports and documents from Public procurement oversight authority or its agents, government ministries, journals, other empirical researches in the area and any other relevant document from the libraries and internet. For example Minutes from schools B.O.G and tender committees' minutes were very relevant in this study.

## Primary Data

The researcher collected primary data from the respondents using a questionnaire because of the following merits according to Kothari (2006): It has a low cost even when the sample size is large, respondents have ample time to give well thought answers, respondents who are out of reach can be reached later by dropping a questionnaire and questionnaires can reach out large samples thus giving a more dependable and reliable report.

The questionnaires consisted of both closed and open ended questions to address the specific objective of the study. The open ended questions gave the respondents freedom to express their opinions.

## Instruments

The researcher used the following instruments to capture his data in the field: Questionnaires for user departments, teachers and bursars, and Interviews for principals and deputy principals. At least six to ten questions per section were strategically formulated to measure conformance to the research topic.

## Findings

### Effect of Procurement Procedures on Adoption of the Manual

The study analyze the effect of procurement procedures on adoption of procurement manual for schools using competence of committee members , political interferences and procurement methods in Kenyan public schools.

Table 4.1 Respondents' Ratings on procurement procedures schools.

| Procedure   | Strongly agree | Agree | Not sure | Disagree | Strongly disagree |
|---|----------------|-------|----------|----------|-------------------|
| Request for quotation process is compliant to the manual.                   | 16%            | 20%   | 19%      | 32%      | 13%               |
| Open tendering is done transparently.                                       | 9%             | 25%   | 10%      | 26%      | 30%               |
| Bids evaluation is handled by competent members.                            | 5%             | 13%   | 25%      | 35%      | 22%               |
| Annual procurement plan is not prepared in good time                        | 15%            | 35%   | 13%      | 19%      | 18%               |
| Urgent procurement is not common in our school.                             | 20%            | 33%   | 18%      | 21%      | 8%                |
| Deliveries' inspection process is not handled well by inspection committee. | 33%            | 34%   | 9%       | 19%      | 5%                |

### Effect of Procurement Interferences on Adoption of the Manual

The researcher observed the following

Table 4.2: interferences affect adoption

| No | Factor  | Percentage of respondents' with similar opinions |
|----|---|--|
| 1  | Opinion leaders, local community, councilors, staff members interferences | 60%  |
| 2  | Donors ,sponsors, CDF and LATIF at times dictate supplies in schools      | 52%  |

### Analysis and Discussions

Major procurement procedures like request for quotation, open tendering, bids evaluation and inspection of deliveries are not conforming to PPOA requirements. This implies that adoption level is very low. 60% of visited schools especially day schools are worst hit by procurement procedures as reflected by table 4.1 above.

45% of the respondents agreed that request for quotation process was compliant to the manual. Out of this 75% came from day schools while 15% form boys schools and 10% from girls schools.66% also agreed that open tendering is not done transparently. 61% agreed that Supplier Selection is affected by politicians and other external players, local community, staff members and PTA members. Adoption lever must be guided by the aforementioned procurement procedures.

### Summary of Findings

Adoption of procurement manual for schools and colleges is a function of factors like competence of procuring entity's staff, procurement methods used and political interference.

In procurement procedures, the study revealed that, both internal and external Interferences from politicians, PTA, Principals, schools' sponsors, local community, donors, friends to committee members and other staff members was evident in many schools.

In procurement method used majority of the respondents confirmed that open national tendering method was unpopular to many schools. They preferred other methods like restricted tendering, direct purchasing, request for proposal and low value procurement.

### Conclusions

The following conclusions were drawn based on the objectives of the study:

#### **What are the effects of competence on adoption of procurement manual for schools and colleges (2009) in Kenyan schools?**

The study established that competence level of the staff members in procurement committees is too low as expected by PPOA. The worst is in day schools where three quarters of them do not have a functional tender committee. PPOA has not yet initiated any training on procurement matters neither does it publish journals, bulletins or any other value addition materials to all public schools.

Many of the committee members did not differentiate among tender committee, evaluation committee, inspection committee, acceptance committee and Tender opening committee.

Competence level has therefore negatively affected adoption of the manual. The researcher noted that there is no link between PPOA and the schools. PPOA should create a forum in which schools can give their reactions on the usage of the manual.

**What are the effects of procurement procedures on adoption of procurement manual for schools and colleges (2009) in Kenyan schools?**

The main purpose of the manual is to establish procurement procedures and disposal of unserviceable, obsolete and surplus stores by a public entity to achieve its objectives. Many schools from the findings of this study are not adopting the required procedures as recommended by PPOA. Annual procurement plan which is the basis of procurement in a procurement entity is lowly rated with half of the respondents admitting that it is not prepared in good time. Other procedures like request for proposals, urgent procurement, deliveries inspection and inventory management are still wanting. Adoption level on procurement procedures basis is still low.

**What are the effects of interferences on adoption of procurement manual for schools and colleges?**

The study established that Opinion leaders, local communities and staff members interfere with procurement processes. Similary, Donors , sponsors, CDF and LATIF at times dictate supplies in schools.

The above observations concurred with public procurement oversight authority's findings on sampled schools and colleges like: Mangu High school, Lenana School, Kilimabogo teachers college, Egerton University among others.

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