THE IMPACT OF PUBLIC PROCUREMENT POLICY ON TEACHING AND LEARNING IN SELECTED PUBLIC SECONDARY SCHOOLS IN KAHURO DISTRICT, MURANG’A COUNTY, KENYA

Mary Wanjiru Mwangi

A RESEARCH PROJECT REPORT SUBMITTED TO THE SCHOOL OF EDUCATION IN PARTIAL FULFILLMENT OF THE REQUIREMENT FOR THE AWARD OF DEGREE OF MASTER OF EDUCATION IN EDUCATIONAL ADMINISTRATION OF KENYATTA UNIVERSITY

DECEMBER, 2014
DECLARATION

This research project report is my original work and has not been presented for the award of a Masters Degree in any other university or college.

Mary Wanjiru Mwangi  
E55/CE/26322/2011  
Date

This research project has been submitted with our approval as the university supervisors.

Dr. Samuel N. Waweru  
Senior Lecturer,  
Department of Educational Management,  
Policy and Curriculum Studies  
Kenyatta University  
Date

Dr. Joseph G. Mungai  
Lecturer,  
Department of Educational Management,  
Policy and Curriculum Studies  
Kenyatta University  
Date
DEDICATION

I dedicate the project to my husband James Muiruri and my children Tabby, Vicky and Gabriel who were very supportive in the course of undertaking the study.
ACKNOWLEDGEMENT

I acknowledge the support of my supervisors Dr. Waweru S. N. and Dr. Joseph Mungai. You have gone beyond the call of duty to guide and supervise me up to this level. I am greatly humbled by your dedication to duty.
# TABLE OF CONTENTS

DECLARATION .................................................................................................................. ii  
DEDICATION .................................................................................................................... iii  
ACKNOWLEDGEMENT ...................................................................................................... iv  
TABLE OF CONTENTS .................................................................................................... v  
LIST OF TABLES ............................................................................................................... viii  
FIGURE ............................................................................................................................. x  
ABBREVIATIONS AND ACRONYMS ............................................................................. xi  
ABSTRACT ......................................................................................................................... xii  

## CHAPTER ONE: INTRODUCTION ............................................................................... 1  
1.1 Background of the Study ......................................................................................... 1  
1.2 Statement of the Problem ....................................................................................... 6  
1.3 Purpose of the Study .............................................................................................. 7  
1.4 Research Objectives .............................................................................................. 7  
1.4.1 Specific Objectives of the Study ....................................................................... 7  
1.5 Research Questions ............................................................................................... 8  
1.6 Significance of the Study ....................................................................................... 8  
1.7 Delimitations of the Study ..................................................................................... 9  
1.8 Limitations of the Study ....................................................................................... 9  
1.9 Assumptions .......................................................................................................... 10  
1.9.1 Theoretical Framework of the Study ............................................................... 10  
1.10 Conceptual Framework of the Study .................................................................. 13  
1.11 Operational definitions of Terms ........................................................................ 15  

## CHAPTER TWO: LITERATURE REVIEW ................................................................. 16  
2.0 Introduction ............................................................................................................ 16  
2.1 Empirical review .................................................................................................. 16  
2.2 Cost of Goods Supplied on Teaching and Learning in Public Secondary Schools .................................................................................................................. 20  
2.3 Transparency in Supply of Goods and Services on Teaching and Learning in Public Secondary Schools ................................................................. 23
2.4 Stock Levels Management on Teaching and Learning in Public Secondary Schools .......................................................... 25
2.5 Quality of Goods Supplied on Teaching and Learning in Public Secondary Schools .......................................................... 27
2.6 Summary and Gaps to be filled .......................................................... 29

CHAPTER THREE: RESEARCH DESIGN AND METHODOLOGY ........ 31
3.0 Introduction .............................................................................. 31
3.1 Research Design .................................................................... 31
3.2 Variables of the Study .............................................................. 31
3.3 Location of the Study ............................................................... 32
3.4 Target Population .................................................................. 32
3.5 Sampling Techniques and Sample Size ..................................... 33
   3.5.1 Sampling Techniques ....................................................... 33
   3.5.2 Sample Size ................................................................ 33
3.6 Research Instruments .............................................................. 34
3.7 Pilot Study ................................................................................ 35
   3.7.1 Validity of Research Instruments ..................................... 35
   3.7.2 Reliability of Research Instruments .................................. 36
3.8 Data Collection Techniques ...................................................... 37
3.9 Data Analysis .......................................................................... 37
3.10 Logistical and Ethical Considerations ...................................... 38

CHAPTER FOUR: DATA ANALYSIS, INTERPRETATION AND DISCUSSION OF FINDINGS .................................................. 39
4.1 Introduction .............................................................................. 39
4.2 Principals’ demographic data .................................................. 40
4.3 Cost of goods .......................................................................... 50
4.4 Transparency .......................................................................... 64
4.5 Stock levels ............................................................................ 82
4.6 Quality of Goods ..................................................................... 98
CHAPTER FIVE: SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

5.1 Introduction ............................................................................................................. 105

5.2 Summary of the study ............................................................................................. 105
   5.2.1 Impact of cost of goods on teaching and learning ............................................ 105
   5.2.2 Impact of transparency on teaching and learning .............................................. 105
   5.2.3 Impact of stock levels management on teaching and learning ................. 106
   5.2.4 Impact of quality of goods and services on teaching and learning... 106

5.3 Conclusions of the Study ....................................................................................... 107

5.4 Recommendations of the Study ........................................................................... 108

5.5 Suggestion for Further Studies ............................................................................. 110

REFERENCE ............................................................................................................. 111

APPENDICES ........................................................................................................... 115

APPENDIX 1: Cover Letter ......................................................................................... 115
APPENDIX 2: Questionnaire for Principals ................................................................. 116
APPENDIX 3: Questionnaire for Teachers ................................................................. 125
APPENDIX 4: Questionnaire for Finance Officers ..................................................... 134
APPENDIX 5: Interview Schedule for the District Education Officer ..................... 143
APPENDIX 6: Focus Group Discussion Questions for Students .............................. 144
LIST OF TABLES

Table 3.1  Target Population ........................................................................................................ 32
Table 4.1: Principals’ response rate ............................................................................................ 40
Table 4.2: Principals’ gender ...................................................................................................... 40
Table 4.3: Principals’ length of service ....................................................................................... 41
Table 4.4: Principals’ academic qualifications ............................................................................. 41
Table 4.5: Teachers’ response rate .............................................................................................. 42
Table 4.6: Teachers’ gender ......................................................................................................... 42
Table 4.7: Teachers’ length of service ......................................................................................... 43
Table 4.8: Teachers’ academic qualifications ............................................................................. 44
Table 4.9: Awareness of the public procurement policy .............................................................. 44
Table 4.10: Efforts on teachers training and exposure to the requirements of public procurement policy .................................................................................................................. 45
Table 4.11: Efforts by school to enforce public procurement policy to the letter ...................... 47
Table 4.12: Public procurement policy on management of the procurement function in the institution ......................................................................................................................... 49
Table 4.13: Value for money in purchasing goods at competitive rates .................................... 50
Table 4.14: Mechanisms for market rates assessment and awareness of the public procurement programmes ............................................................................................................................. 52
Table 4.15: Price variation due to market rates fluctuation ......................................................... 53
Table 4.16: Driving factors in contract awards to winning bidders ........................................... 54
Table 4.17: Attributes as pertains the cost of goods sold to the institution .............................. 57
Table 4.18: Presence of an inclusive procurement committee .................................................. 65
Table 4.19: Capacity of the procurement committee to have a free hand .............................. 66
Table 4.20: Cross tabulation of supplier pre-qualification system and capacity of schools to enforce public procurement policy to the letter ..................................................... 68
Table 4.21: Advertisement of the supplier pre-qualification exercise ......................................... 69
Table 4.22: Media used for advertising the supply contracts .................................................... 71
Table 4.23: Attributes on transparency of the procurement process ........................................ 73
Table 4.24: Capacity of procurement committee to have a free hand ...................................... 81
Table 4.25: Capacity to engage in site visits ............................................................................. 83
Table 4.26: Presence of mechanisms to evaluate supplier financial position .......................... 84
Table 4.27: Mechanisms to evaluate supplier financial position ............................................. 85
Table 4.28: Instances of suppliers failing to deliver owing to lack of capacity ..... 86
Table 4.29: Autonomy conferment to departments on stock levels management and
schools capacity to enforce public procurement policy to the letter ... 87
Table 4.30: Instances of disruption of school programmes due to non-supply of
goods and services .................................................................................................... 88
Table 4.31: Frequency of disruption of school programmes due to non-supply of
goods and services .................................................................................................... 90
Table 4.32: Attributes as regards the stock levels as affected by the procurement
policy .......................................................................................................................... 92
Table 4.33: Presence of modalities to ensure school has access to quality goods and
services ........................................................................................................................ 99
Table 4.34: Public procurement and quality of goods ................................................. 102
FIGURE

Figure 1.1: Conceptual framework

13
### ABBREVIATIONS AND ACRONYMS

<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>KEPSA</td>
<td>Kenya Private Sector Alliance</td>
</tr>
<tr>
<td>MoE</td>
<td>Ministry of Education</td>
</tr>
<tr>
<td>MoF</td>
<td>Ministry of Finance</td>
</tr>
<tr>
<td>PPD</td>
<td>Public Procurement Directorate</td>
</tr>
<tr>
<td>PPDR</td>
<td>Public Procurement and Disposal Regulations</td>
</tr>
<tr>
<td>PPR</td>
<td>Public Procurement Regulations</td>
</tr>
<tr>
<td>SDSE</td>
<td>Subsidized Secondary School Education</td>
</tr>
<tr>
<td>UNEP</td>
<td>United Nations Environment Programme</td>
</tr>
</tbody>
</table>
ABSTRACT

The study sought to find out the impact of public procurement policy on teaching and learning in selected public secondary schools in Kahuro District, Murang’a County. The objectives that guided the study were: to establish the impact of costs of goods and services, transparency in the procurement process, stock levels and the quality of goods procured affects teaching and learning. The descriptive survey research design was employed to undertake the study. Secondary school principals, finance officers, teachers and students served as the target population. Stratified random sampling method was used to define the sample size. Data was collected by use of questionnaires which were administered to principals, finance officers and teachers. Focus group discussions were used to generate responses from the students and an interview schedule was administered to the District Education Officer. Data was analyzed by use of inferential and descriptive statistics and presented in frequency tables and percentages. Interrogation of secondary records was done to complement primary data. The study found out that principals considered schools to be getting adequate value from the cost of goods purchased. The inclusivity of the procurement committee was deemed as high by most of the principals, teachers and finance officers thus transparency in the procurement process. Most principals considered their schools to have employed mechanisms to evaluate the supplier’s financial positions to ensure adequate stock levels in the procurement of goods and services. Most principals confirmed that they had put in place modalities to ensure that the schools had access to quality goods and services while some were of a contrary opinion. The study made the following recommendations: Public secondary schools should put in place provisions which assure them of capacity to contain the cost of goods and services procured. The ministry of education should put in place mechanisms to enforce public secondary schools to raise transparency standards in all procurement procedures. The Ministry of Education should enforce provision for stock levels management in all public secondary schools. Public secondary schools should employ effective measures for quality assurance of goods and services procured.
CHAPTER ONE

INTRODUCTION

1.1 Background of the Study

The sustainable public procurement programmes are a challenge to many jurisdictions around the world. This is occasioned by the fact that the procurement programmes ought to be aligned and synchronized to the demands and dictates of the existing organizations (UNEP, 2012). Many countries have had the challenge of ensuring that their procurement standards and practices conform to the international best practices and standards expected of them. They always need to work hard and realize the fruition of the standards and ethos that define and determine fiduciary and the tenets agreeable to the international best practices.

Many countries in Africa have had their public procurement and disposal of functions facing the challenge of failing to meet the thresholds and standards requisite of them. They have always had to seek interventions as regards policy formulation to ensure achievement of the envisaged standards. The development of statutes notwithstanding shortcomings in the practices and business activities has always exposed the procurement systems to exploitation from government bureaucrats and unscrupulous business people (World Bank, 2012). This has proved a challenge to jurisdictions which are doing their best to ensure the compliance to procurement statutes being developed and in various stages of implementation in their countries.

Development partners and donor agencies have had the challenge of enforcing issues of probity and adherence to the law as regards the public procurement functions.
Many are the instances whereby we have had the exposure of the nascent procurement systems to abuse and exploitation especially so in many countries in Sub-Saharan Africa (Shaw, 2010). Situations abound of the players in the procurement chain trying to beat the system and instances of inflated bills of costs and abeyance to the standards are many. The donor agencies are fraught with the challenge of ensuring compliance to standards in situations whereby individuals in government are trying to beat the system.

Procurement is the acquisition of goods and services with regard to purchasing and hiring of consultants and contractors to undertake works. Procurement equally involves the function of disposing unnecessary acquisitions in accordance with the principles of their purchase and usage. Procurement thus always goes along with the function of disposal of goods that have no more value to the procuring entity. The disposal equally has to be done in a process that is above board either through competitive bidding, public destruction or by way of authorized donation (Lefty, 2009). It is a function, which allows the smooth running of business entities, government ministries and organizations by way of ensuring a regular supply of goods and the facilitation of awarding of contracts for work within the stipulated statutory frameworks.

Public procurement on the other hand is procurement on behalf of ministries, departments of central governments, organs of local government and State Corporations. Procurement in the public sector is done with an aim of achieving the best values for taxpayer’s money, transparency and in many cases bridging the social inequalities by way of aiding the growth of local businesses (Mutahi, 2010).
Public procurement may also be used as a tool for empowerment by way of job creation in the name of the involvement of marginalized groups like youth and women in the supply contracts to help them benefit from the state programmes. This aids growth for indigenous business, formalization of the informal sector and has the resultant effect of widening the tax bracket thus more revenues for the country.

Public procurement can also be a tool to foster regional integration and cohesion. This is by way of the involvement of cross-border trade. This enhances bilateral relations, forces integration and boosts relations between countries (Shaw, 2010). This is driven by the fact that the partner countries have a symbiotic relationship and they have no choice but to support each other in order to achieve the growth of both partner states. The resultant integration may have a profound effect on boosting economies of scale and opening up frontiers for greater cohesion and increased trade regionally.

The Republic of Kenya has put in place the public procurement policy for secondary schools in the year 2005. This was geared to ensure transparency, equity and efficiency in the procurement function in public secondary schools (GoK, 2009). The enactment of the regulations however, has been fraught with challenges of failure by some school administrators to adhere to the set standards and follow the law in the wake of carrying out procurement activities. At the same time some regulations are considered by the school managers as stringent and not in conformity to the underlying dynamics and challenges of the local business scene. The enactment of the statutes was meant to ensure sound programmes with regard to teaching and learning in schools.
The scope of public entities was also broadened to include schools, colleges, universities, cooperatives and local authorities under these Regulations. Between 2001 and 2004, the Public Procurement and Disposal Bill was drafted and modified several times. After being assented to by the president, it became the Public Procurement and Disposal Act 2006. This Act contains the Regulations that are meant to effectively ensure that the procurement process is fair and just. Fairness in the procurement process was meant to ensure non-disrupted programmes especially for public secondary schools owing to non-supply of provisions for teaching and learning programmes.

The Rules and Regulations, here in known as the Public Procurement Regulations of 2006, became operational on 1st January 2007. The introduction of the Regulations almost coincided with the introduction of Subsidized Day Secondary School Education (SDSE) in 2007. The PPDR included public secondary schools among the institutions whose procurement systems were to be implemented by the Regulations. The Public Procurement and Disposal Act granted teachers and subordinate staff the power to control the tendering and procurement process in public schools by setting of Tendering Committees to oversee the whole process of procurement. This was also aimed at decentralizing the procurement process which was a preserve of principals for a long time. This was with a purpose of seeing to it that the schools had effective academic programs in the name of teaching and learning activities.

The disbursement and utilization of funds meant for Subsidized Day Secondary School Education (SDSE) programmes is subject to the provisions of the Government Financial Management Act, 2004 which emphasizes on good financial
management in public institutions. The Public Procurement and Disposal Regulations were supposed to supplement towards this goal by making public procurement more transparent. Adherence to the provisions of the public procurement act by the secondary schools is a premise on which the undertaking of effective teaching and learning programmes is hinged on.

Public procurement goes through a process of competitive bidding. The process may entail local, international or restricted bidding depending on the scope of the contract (Adan, 2010). The same is subject to the regulation of the public procurement oversight authority which gives leeway to the bidders to have an avenue to voice their concerns, complaints and petitions in the case of discontent with the process. This always gives the authority the mandate to supervise, oversee and seek corrections in the event of shortcoming in the exercise. It cautions the procuring entities to strive to conduct business which is above board in terms of passing the test of integrity. Public secondary schools are equally subject to the jurisdiction of the board. They are supposed to abide and adhere to the stipulated provisions that guide the public procurement management.

Our country Kenya had suffered the lack of a clear-cut policy governing public procurement. A supplier manual written in 1978 and the issuance of periodic circulars by treasury guided the function of public procurement from time to time (GoK, 2010). A myriad of statutes regulated the function of procurement. They included the banking law, the sales of goods Act Cap 31, government contracts Act Cap 25, statutes governing state corporations, labour, tax and the statutes guiding the tax and banking sectors, there followed a reform initiative with an aim of developing
a consistent and comprehensive procurement system which led to the introduction of the public procurement regulations of year 2001. This exposed public institutions to the challenge of failure to have an effective framework guiding and governing them. Secondary schools bore the brunt of it all with the inept performance of school administrators negatively impacting on teaching and learning.

Kahuro District has thirty seven public secondary schools. The records from the District Education office show that most of the schools have outstanding debts to clear with the suppliers in the institutions (DEO Kahuro District, 2012). This is a pointer to the inept management of the supply and procurement function and it shows that the schools run on serious budgetary deficits. It is an indication of need for assessment to ascertain whether the public procurement policy has impacted on teaching and learning in the schools in comparison to the years before the advent of the policy.

The study was geared towards finding out how the implementation of the public procurement policy has impacted on the teaching and learning in public secondary schools in the country. Its area of focus was Kahuro District, which is in Murang’a County, Republic of Kenya.

1.2 Statement of the Problem

The enactment of the public procurement policy in public schools in 2005 has the aim of ensuring equity and fairness, and efficient use of public funds in the wake of providing goods and services to schools (GoK, 2005). The enactment of the
procurement policy stemmed from the previous incidences of mismanagement of public funds and the need to stem the tide.

School managers face the challenge of having to deal with soaring debts and commitments to suppliers (Tirop, 2009). Incidences of school managers facing legal action and litigations are prevalent even with the enactment of the public procurement policy for public schools. This can be attributed to factors beyond the school manager like delays in the disbursement of government funds. The researcher was alive to the situation on the ground and was keen to find out the impact of the public procurement policy on teaching and learning in selected public secondary schools in Kahuro District, Murang’a County.

1.3 Purpose of the Study

To find out the impact of the public procurement policy on teaching and learning in public secondary schools.

1.4 Research Objectives

1.4.1 Specific Objectives of the Study

The following objectives guided the study

i) To establish how the cost of goods and services procured in public secondary schools affects teaching and learning.

ii) To explore how transparency in the procurement processes in public secondary schools affects teaching and learning.

iii) To determine how lead-time of procured goods in public secondary schools affects teaching and learning.
iv) To find out how the quality of goods procured in public secondary schools affects teaching and learning

1.5 Research Questions
i) To what extent does the cost of goods and services procured in public secondary schools impact on teaching and learning?

ii) How does transparency in the procurement processes in public secondary schools impact on teaching and learning?

iii) How does stock levels of procured goods in public secondary schools impact on teaching and learning?

iv) How does the quality of procured goods in public secondary schools impact on teaching and learning?

1.6 Significance of the Study

The study will be of great importance as regards shedding light on how the public procurement policy has shaped the running and management of public secondary schools and its effect on the performance in the institutions. This is in comparison to the previous years before the advent of the dispensation of the public procurement policy.

The study will give a critical insight into the public procurement policy. It will delve into it to see its efficiency and shortcomings if any. This may help a future review of it and it may equally help the formulators know the grey areas in need of rationalization with regard to the policy. This is because in situations whereby there are misgivings the policy may be amended to suit the dictates of the present age.
It will contribute to the body of knowledge in the field of public procurement and its impact on spending programmes and national development. This is an exciting area drawing the attention of many researchers currently and may be in future. It may thus aid future researchers undertaking studies in the field.

1.7 Delimitations of the Study

The study was carried out in Kahuro District. It sought to find out the impact of the public procurement policy on teaching and learning in public secondary schools in the district. The population of interest to the study was the secondary school principals, the finance officers, teachers and the learners.

1.8 Limitations of the Study

The function of procurement is a very sensitive aspect in the running and management of institutions. In many instances, it is handled with utmost confidentiality by the respective schools. This brought forth the challenge of access to information especially so the secondary data in the name of procurement records. The researcher surmounted the challenge by way of assuring the schools that their identities would be treated with utmost confidentiality and the study was purely academic thus the rule of confidentiality would not be breached.

The individuals tasked with the function of managing the procurement activities in the institutions are very busy people. The finance officers and the store keepers are normally at many times out in the field or very busy in their offices. The researcher thus encountered the challenge of the unavailability of the target respondents. The
challenge was surmounted by way of seeking to have scheduled appointments in their respective schools to allocate ample time for the data collection exercise.

1.9 Assumptions

The study had the assumption that all the respondents would give honest and forthright responses for the success of the study.

The study equally had the assumption that the public procurement policy had been embraced by all the public secondary schools in the district and the individuals tasked with functions in the supply chain management were aware of the policy.

1.9.1 Theoretical Framework of the Study

The study was premised on the innovation theory as postulated by Rohftan in 2009. The theory has the initiative of public procurement being used by governments in jurisdictions within the European Union as a tool of spurring innovation in the spheres of business nationally. This was by way of bridging inequalities by way of empowering players in the informal sector to trade with public entities.

The opening up of the avenues for trade calls for innovation to enlist a bigger participation of the local communities. The theory identified well with the public procurement policy in public secondary schools. This is because it brings on board many more players from the informal sector into the schools supply business. This allowed them to innovate and have linkages with the institutions, engage in supply contracts and even get to raise school fees for their children thus allowing their retention in school. Creation of employment opportunities empowered the local communities.
Regulations require that the schools advertise for the procurement programmes and the local communities get to benefit from the awareness created. This was innovative in the sense that it provoked the local communities to rise up to the challenge of formalizing their businesses to the level requisite for the doing business with the schools. It aided grow the local economies and opened up avenues for empowerment. This had the benefit of enabling parents to provide for the education and schooling needs of their children enhancing better performance and facilitating teaching and learning.

The engagement of a greater participation of more players in the schools supply chain by way of the open tender system helps the government raise more revenue in form of taxes. This is occasioned by the formalization of business by the school suppliers forcing them to pay taxes to the government. These impacts positively on the capacity of the government meet its obligation of subsidizing the public secondary school education programmes. This ensures more efficient teaching and learning programmes in public secondary schools.

The aspect of advertising for the procurement contracts and supply tenders opens up the school supplies business to more participants. This helps the schools benefit from the competitive process and have goods supplied to them at a cheaper cost and provision of better quality goods and services. This is innovative in that it lowers the costs of goods and services. The reduction of the cost of goods and services enables the secondary schools to make savings which may impact on the lead-times in the institutions. The added benefits are transferred to meet the demands of more urgent
issues like the purchase of stationary and laboratory equipment. This may enhance opportunities for effective teaching and learning in the public secondary schools.

The innovation theory of public procurement is thus very much in tandem with the public procurement policy for Kenyan Secondary Schools. This is because it has encouraged transparency and competiveness through open tender system. This has helped reduce rampant corruption and inefficiency in the school supply business as witnessed before the enactment of the public procurement policy for secondary schools. This has led to reduced cost of goods and services as well as ensuring quality and provision for adequate stocks and regular supplies. This may lead to effective teaching and learning in public secondary schools.
1.10 Conceptual Framework of the Study

Conceptual framework showing the diagrammatic relationship between independent variables and the dependent variable in looking at the impact of the public procurement policy on teaching and learning in public secondary schools

Independent Variables

<table>
<thead>
<tr>
<th>Cost of Goods</th>
<th>Dependent Variable</th>
</tr>
</thead>
<tbody>
<tr>
<td>- High quality of goods</td>
<td>Efficiency in Teaching and Learning</td>
</tr>
</tbody>
</table>

Cost of Goods
- High quality of goods

Transparency
- Pre-qualification of suppliers
- Open tender system

Stock levels
- Timely delivery of goods
- Provision for adequate stocks

Quality of Goods
- Wellness of goods
- Right standards and measures

Cost of Goods
- High cost of goods
- Unserviceable debts

Transparency
- Insider trading
- Non-adherence to tender rules

Stock levels
- Late delivery of goods
- Lack of adequate stocks

Quality of Goods
- Substandard goods
- Wrong standards and measures

Figure 1.1: Conceptual framework

Source: Researcher (2014)
The cost of goods sold is a critical factor in the determination of the financial implications of running and managing an institution. The costs of goods determine the rationale of making savings and getting value for money in terms of the goods and services supplied. In the event of exorbitant costs of goods and services the schools may end up not making savings or even operating on budgetary deficits may negatively impact on teaching and learning.

Transparency in the wake of the procurement process ensures that the programme is above board and beyond reproach in terms of backlashes from any of the participating parties. This ensures that the process is satisfying all the participants and it gives room for continued cordial relations between the school and interested business parties. Transparency of the procurement procedures ensures that the schools have mutual relations with the communities at large and accords the schools the benefit of competitive procurement programmes. The competitiveness of goods and services supplied may ensure added saving thus sound teaching and learning programmes.

The sensitivity of the nature of managing teaching and learning activities calls for the presence of adequate provisions in terms of having goods to cater for the lean times. The procurement policy should thus guarantee the institution of adequate supplies to ensure smooth running all year round even in periods of financial crises. The assurance of adequate stock levels sees to it that the schools effectively manage their programmes leading to effective teaching and learning.
In the event of having substandard goods and services supplied, the institutions may not realize value for money in the procurement process. This may expose them to the risk of loss and disruption of teaching and learning and lead to poor academic performance.

In the event of non-adherence to the public procurement policy there is risk of disruption of schools teaching and learning programmes thus impacting negatively on the performance.

1.11 Operational definitions of Terms

**Procurement** - The act of acquiring goods and services from a vendor to accomplish a stipulated purpose

**Policy** - A defined framework anchored on statutes to guide specific functions in a particular realm

**Teaching** - A practice of conferring and imparting knowledge on a subject
CHAPTER TWO
LITERATURE REVIEW

2.0 Introduction

The following chapter carries out a review of previous works carried out by other researchers in the field of procurement in public secondary schools. It examines it based on its strengths and weaknesses in relation to the present study. It carries out a critical review of the same and gives a summary of the gaps to be filled.

2.1 Empirical review

The public procurement system in Kenya has evolved from a crude system with no regulations to an orderly legally regulated procurement system. The Government’s procurement system was originally contained in the Supplies Manual of 1978, which was supplemented by circulars that were issued from time to time by the Treasury. The Director of Government Supply Services under the Ministry of Finance was responsible for ensuring the proper observance of the provisions of the Manual. The Manual created various tender boards for adjudication of tenders and their awards and subsequent follow up.

However, these boards were not so effective (Aketch, 2005 as quoted by Kipchilat, 2006). According to Bukhala (2003), a review of the country’s public procurement systems was undertaken in 1999 and established that there was no uniform procurement system for the public sector as a whole. The system had more loopholes as it did not have sanctions or penalties against persons who breached the regulations in the Supplies Manual, other than internal disciplinary action. Consequently application of the rules was not strict and many of the norms were not
followed. Furthermore, the Supplies Manual did not cover procurement of works; the dispute settlement mechanisms relating to the award procedures as set out in the manual were weak and unreliable for ensuring fairness and transparency. In extreme cases, records of procurement transactions were found to be inaccurate or incomplete or absent.

In view of the above shortcomings it was found necessary to have a law to govern the procurement system in the public sector and to establish the necessary institutions to ensure that all procurement entities observed the provisions of the law for the purpose of attaining the objectives of an open tender system. Consequently there was establishment of the Exchequer and Audit (Public Procurement) Regulations of 2001 which created the Public Procurement Directorate (PPD) and the Public Procurement Regulations of 2001.

Kabetu, 2010 reported that the running and managing of public secondary schools and other institutions of higher learning is a challenging experience for the school managers and administrators. This is because the institutions rely on government subsidy programmes and school fees paid by the learners to fund their operations. The subsidies are slow in disbursements at times and the school fees due from the parents may not be very regular and consistent depending on the financial capacity of the parents to pay and fully meet their obligation. The managers thus have an onerous challenge of ensuring supplies of goods and services to facilitate learning and still get to play by the rules by way of adhering to the public procurement policy.
Sossion (2011) argued that the current high cost of living driven by the inflationary pressures and other underlying factors has made the management of public secondary schools a very hard call for the school managers. Caps of the amounts of fees allowable for every category of schools make arbitrary rises of the same untenable. Ensuring value for the taxpayer’s money allocated to the schools through the government subsidy programmes and the fees paid by the parents in the procurement process calls for a lot of dedication and strong will from the manager. The requirements that a committee as opposed to when the school managers micromanaged the institutions equally has forced fiduciary and transparency into the programmes that manage the procurement process. Commitment by way of contractual obligations ensures steady and regular supplies to the institutions all year round despite the occasional lean patches in the schools calendars.

The PPD Act 2005 states that as public entities, education institutions are required by the government 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. memberships 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 the parents play a greater role in the school management Committee.
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 (2006) and the secondary schools 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.

The public procurement policy for public institutions, which are the primary schools, secondary schools and colleges, was put into practice from the year 2008 (GoK, 2009). It was actualized with an aim of safeguarding the interests of parents, taxpayers and the public at large. This is by way of ensuring fiduciary, accountability and the best practices in the function of procurement in the institutions. It gives the procurement committees power to identify suppliers in competitive processes and have them supply goods and services to the institutions within stipulated to time frames bound by contractual arrangements. It has given a lease of life to the procurement programmes in public secondary schools owing to enhanced capacity to play by the rules and observe the tenets of the procurement policy.
2.2 Cost of Goods Supplied on Teaching and Learning in Public Secondary Schools

Ndii (2010) reported that the function of procurement in public secondary schools is fraught with challenges to the school managers. The procurement act stipulates that the schools have to engage suppliers in an open and competitive process in all aspects to give the best value for money to the institutions. The business people who form the bulk of the suppliers equally have obligations and contractual engagements with their financiers and it thus makes it a challenge to them because the schools mainly acquire goods and services on credit.

Mati (2010) argued that situations of having inflated costs of works and the challenge of trying to break-even for the enterprise doing business with public schools are many. The costs of time expanded before payments processing override the patriotism and common good for the schools and the community at large. This is attributed to the fact that the suppliers have credit facilities to manage to effectively meet their obligations to the schools. It thus inevitably drives up the costs of goods and services supplied to the schools.

A study by the Kenya Private Sector Alliance (2011) found out that many business entities shunned doing business with public schools and the institutions of higher learning under the management of the government. The study attributed the position to situations of flawed contractual engagements between the business and public institutions and instances of overly delayed payments. Many members of the association attested to the fact that the only recourse would be to inflate the cost of works to cover for the cost of credit and numerous delays in payments processing.
A study by Odhiambo, (2003) found out that many headteachers found themselves on the receiving end and with reduced clout when dealing with suppliers. He pointed out to the fact that the instances of needs for urgent supplies and situations of drained coffers always left the school headteachers on the mercies of the suppliers who inflated the costs exposing the institutions to wastage and the risk of loss. The position identifies with previous studies undertaken by the Efficiency Monitoring Unit (EMU, 2008) which pointed out to the instances of institutional financial handicaps as a chief factor of inflated costs of goods and services from rogue suppliers.

Omamba (2005) was of the opinion that price forecasting is a requisite for institutional supplies. This should always be done with an aim of ensuring efficient management of costs of goods and services. Supplies for provisions in the teaching and learning process should always be pre-determined by way of effective prior-forecasting. This saves the school managers of the challenge of dealing with high season bargains and the last minute rush especially as the examinations periods near and the schools have demands for supplies at around the same times.

The countries have therefore instituted reforms aimed at making the procurement system more transparent and efficient, and increasing the accountability of public officials. According to the Kenya Gazette Supplement No. 92, 2006, there are five types of public procurements; open tenders, where prospective suppliers are invited to compete for contract advertised in the press and the lowest tender in terms of price is generally accepted although the advertisers usually state that they are not bound to accept the lowest or any tender. Another type of tender is the restricted
open tender where prospective suppliers are invited to compete for a contract, the advertising of which is restricted to appropriate local newspapers. Selective tenders are those where tenders are invited from suppliers from an approved list that have been previously vetted regarding their competence and financial standing. In a negotiated tender, a tender is negotiated with only one supplier such that competition is eliminated. In so far as public procurement has important economic and political implications, ensuring that the process is economical and efficient is crucial (Odhiambo, 2003).

Kamau (2003) argued that this requires in part that the whole process is well understood by both the actors (the government, the procuring entities, the business community/suppliers) and other stakeholders, including the professional associations, academic entities and the general public. Unfortunately, for most developing countries, this is not the case. Although several developing countries have taken steps to reform their public procurement systems, the process is still shrouded by secrecy, inefficiency, corruption and undercutting. In all these cases, huge amounts of resources are wasted.

The previous works by (Ndii, 2010) and (Mati, 2009) and the survey by the (Kenya Private Alliance, 2010) established that the function of procurement in public secondary schools is ridden with many shortcomings. The aspect of schools always preferring to have the goods supplied on credit eventually made them more expensive to their respective schools in terms of cost. Collusion between the school administrators and suppliers contracted to the schools equally drove up the cost of goods. The study thus sought to find out what was the prevailing situation in Kahuro
District with a view to establishing how the public procurement policy had impacted on the cost of goods and services and its impact on teaching and learning in the public secondary schools.

2.3 Transparency in Supply of Goods and Services on Teaching and Learning in Public Secondary Schools

The public procurement for secondary schools envisages a situation whereby the process is transparent by way of infusing the participation of all stakeholders. The presence of a tender committee is a requisite and it should entail the teachers, members of the parent association, officers from the finance department and the schools procurement department (Secondary Schools Procurement Manual, 2006). The presence of a procurement committee infuses a sense of transparency in the procurement process and enlists a wider participation of the stakeholders.

The Public Procurement and Disposal Regulations (2006) dictate that the procurement function as guided by the public procurement act for secondary schools calls for the advertisement for all works and the opening up of the lid to have a process that is open for public participation. This allows for greater participation of all interested parties, awareness creation and the elimination of secrecy in the process. It invites the local community to participate and eliminate the potential for vested interests and underhand dealings between school managers and interested parties.

Ombati (2009) was of the opinion that the practice of calling for bids and allowing the bidders and their representatives an opportunity to participate in the opening of
the bids gives rise to fiduciary and integrity to the procurement process. Situations whereby the schools supply contracts were the preserve of some people for years are gradually fading away. This is attributed to the fact that the opening up of the procurement process has gradually lifted the veil and opened up the process to a greater array of potential suppliers. This has caused public schools to have better value for money in the competitive procurement process. It has positively impacted on the capacity of the schools to deliver on the mandate of teaching and learning by way of providing an enabling environment as regards the supply of goods and services.

Kisero (2011) suggested that the procuring entity and the supplying firm have to always have a symbiotic relationship for the mutual benefit of both organizations. This is brought about by the fact that the supplier has to find the market for his goods and services and equally the procuring firm has to meet the needs by way of purchasing the requisite goods and services. This thus calls for their mutual relation and association for the good of both entities and for the success of the ventures by way of meeting their obligations. This calls for putting in place safeguards which ensure that standards with regard to transparency in the procurement process are upheld.

The Secondary Schools Procurement Regulations Manual of the year 2006 and the Public Procurement Regulations of the year 2006 conform to the accepted international best practices. This is in line with the tenets of transparency in the management of the procurement function. The regulations make it a standard for the involvement of all the suppliers in a transparent bidding process. The study sought
to establish how the prevailing situation in Kahuro District was and the extent to which transparency in the procurement function impacted on teaching and learning in public secondary schools.

2.4 Stock Levels Management on Teaching and Learning in Public Secondary Schools

Akech (2007) argued that the head teachers have the enormous challenge of playing varying roles in the public schools running and management dispensation. They are the face of the schools and their word is always taken as law in the running and management of the institutions. The head teachers have the challenge of acting as the gatekeepers, school storekeepers, chief security wardens and all varied responsibilities especially in boarding schools. The greatest challenge is always getting to source for supplies to see to it that the schools run efficiently and many at times on shoe string budgets.

Aduda (2010) attested that management of the inventories of public schools is a tough call for the head teachers. The buck stops with them as regards decision making and at times instances of delegated authority exposes the institutions to risk. Management of the procurement and supplies in the institutions is a challenge that involves the head teachers. Critical decisions have to be made on the provisions to be acquired and the particular times to give the institutions a safety net in times of lack.

A study by Wango (2011) found out that many public secondary schools encounter the challenge of management of the stock levels for essential supplies owing to
budgetary deficits. The fluctuating consumer goods prices and the irregular fees payments by parents put the school managers to risk. This concurs with the position taken by (Tirop, 2009) when he attested to the fact that the school managers were left at the mercies of suppliers owing to failure to efficiently manage schools stock levels owing to constraints which were beyond the head teachers. The periods in terms of timeframes taken from the moment goods are supplied to the institutions and the payments are processed has been a challenge to many school managers owing to situations of budgetary deficits in the respective institutions.

Ngungi (2010) reported that the procurement function is critical to the running and management of public secondary schools. This is occasioned by the fact that situations of lack of provisions in the schools may invite unrests for the young and restless students whom may not understand the challenges and gravity of the underlying pressures. Instances of closures on the premise of unwholesome food and missing of preferred items in the menu are common place in many public schools. The study called for an effective management of stock levels and the adherence to good communication avenues by all stakeholders for ensuring good management and effective communication between the suppliers, administration and the learners for the schools good.

In a public secondary school this is achieved by looking at the following aspects as stipulated by the Ministry of Education. Preparation of the procurement plan, timely delivery of goods and services and timely payment for the goods and services delivered. The procurement plan is an instrument for implementation of the budget and should be prepared by the user departments in order to avoid or minimize urgent
procurements that delay or frustrate efforts put in place to realize set objectives on indicative or approved budgets appropriate, and as provided in Regulation 2092) of the PPDR 2006.

The budget as well as the procurement plan shall be based on realistic cost estimates derived from the market research database compiled. The procurement plan must be integrated into the budget processes. It should be based and updated regularly by the Procurement Unit as provided by the regulation of the PPDR 2006.

Previous studies by (Aduda, 2010, Wango, 2011 and Tirop, 2009) have all shown that the public secondary schools have the challenge of budgetary deficits which forced the school managers to innovate in order to meet the requirements of daily recurrent expenditures and still get to fulfill the obligations to the suppliers. This thus called for the need to establish how the prevailing situation in Kahuro District was with a view of finding out the extent to which the public procurement policy had impacted on stock levels and its impact on teaching and learning in the public secondary schools.

2.5 Quality of Goods Supplied on Teaching and Learning in Public Secondary Schools

Ombati (2010) was of the opinion that the open tender system gives the opportunity for the procuring entities to acquire quality goods and services. This is by virtue of the fact that the process of procurement is open to all participants in a particular field and it has been advertised for all and sundry to come and participate in. It allows the entities to get the best in terms of choosing from all the eligible participating entities
and equally having them submit samples of their products and profiles of the organization thus having the institution that is purchasing better placed with regard to making preferred choices as pertains the qualify of goods and services. This gives the secondary schools the best value for money and quality goods and services enabling smooth running of functions.

Pooler (2009) was of the opinion that contractual binding of the procuring entity calls for an allowance of the standards stipulated in the contractual engagement and always sticking to the same. This gives a leeway to the procuring entity to always have the capacity to refuse substandard goods and services or seek for concessions on the same from the supplier before making any payments for the supplied goods and services or seek for concessions on the same for the supplier before making any payments for the goods and services supplied and which may not be meeting the stipulated standards. This cushions the procuring entity from the risk of loss in terms of monetary value of substandard goods and services supplied and it forces the supplier to play by the rules and in the knowledge that the contract stipulates that goods and services supplied in qualities which are not meeting the thresholds of standards set will be disallowed.

Branson (2011) suggested that the open tender system allows for competition in the procurement process. The competition starts from having entities participating in the tending process evaluated against set standards and bench marks. This forces them to uphold the standards of goods and services supplied well in the knowledge that the procurement process is competitive and they may be locked out in the wake of inferior quality of goods and services. This forces them to play by the rules and
always seek to satisfy the clients who are the procuring entities by way of meeting the stipulated standards and always conforming to the laid down regulations. It upholds the integrity of the process and ensures the quality of goods and services is upheld.

Muithya (2010) was of the opinion that the open tender system gives a contractual agreement between the procuring entity and the supplier for given time frame. This may be a period of one financial year as stipulated in the public procurement and disposal act. It gives room for the procuring entity to evaluate and assess the track record of the supplier with regards to the quality of goods and services supplied and their eligibility for consideration for the forthcoming supply contracts in the wake of the same entity tendering and seeking consideration for the same. The supplier has to work hard and meet the stipulated guidelines in terms of the quality of goods and services supplied for them to be considered eligible for future contracts and equally have a consistent track record and standing as a supplier of repute. This gives the learning institutions reprieve and room to change suppliers in the event of wanting quality of goods and services

2.6 Summary and Gaps to be filled

The study sought to fill the gap of finding out how the public procurement act impacts on teaching and learning in public secondary schools. A previous study by Karanja (2009) showed that the public procurement policy in public secondary schools had demystified the procurement function and opened up the veil by way of enlisting greater public sector participation in the procurement function as opposed to the previous years.
This has confirmed previous works by (Ndii, 2010, Mati, 2009 and surveys carried out by KEPSA in 2011) which vouched for the need to have the element of cost of goods and services supplied to the institution managed from a proactive angle to ensure savings to the schools and non-disruption of services driven by lack of budgetary capacity. The Public Procurement Regulations of the year 2006 and Secondary Schools Procurement Manual of the year 2006 equally give impetus for the need to have transparency in the procurement process for purposes of ensuring that public schools get the best value for money in the function. The procurement function has equally been confirmed as critical with regard to determining the lead times and whether the schools have efficient supplies of goods and services. This was attested by (Aduda, 2010, Wango, 2011 and Tirop, 2009)
CHAPTER THREE
RESEARCH DESIGN AND METHODOLOGY

3.0 Introduction

This chapter describes the research design, study location, target population, data collection instruments and procedures, reliability and validity of instruments used as well as the data processing and presentation methods.

3.1 Research Design

The proposed study used a descriptive survey research design to find out the impact of public procurement on teaching and learning in public secondary schools. According to Khan (2006), a descriptive survey is a method of collecting information by way of interviewing or the administration of tools to a selected sample. It is mainly used to collect information, which pertains people’s opinions, attitudes, habits or any variety of social issues. This design was considered worthwhile for the study because the researcher collected, interrogated, analyzed and reported information, as it existed on the ground without any undue influence over the variables guiding the study.

3.2 Variables of the Study

The independent variables of the study were cost of goods and services sold to the public secondary schools, the transparency in the procurement process the stock levels of procured goods and services and the quality of goods procured. The dependent variable was efficient teaching and learning in the public secondary schools.
3.3 Location of the Study

The study was carried out in Kahuro District. The District is located in Murang’a County in the central province of the republic of Kenya. The District neighbors Murang’a East, Kigumo Kangema and Murang’a south Districts. It has a total of 37 public secondary schools.

3.4 Target Population

Borg and Gall, (1998) defined the target population as all the number of a real hypothetical set of people, events of objects to which a researcher generalizes the results of the research study. Similarly Best (2006) defines the target population as any group with one or more characteristics in common that are of interest to the researcher. The study had all the finance officers, principals of public secondary schools, teachers and students in Kahuro district as the target population for the study. They were all twelve thousand five hundred and twenty one. The study also had the DEO who was considered a key informant as another resource person and an interview schedule was administered on him.

Table 3.1 Target Population

<table>
<thead>
<tr>
<th>Division</th>
<th>No. of Sec. Sch.</th>
<th>No. of H/teachers</th>
<th>No. of Teachers</th>
<th>No. of Students</th>
<th>No. of Finance Officers</th>
</tr>
</thead>
<tbody>
<tr>
<td>Murarandia</td>
<td>9</td>
<td>93</td>
<td>2,550</td>
<td>9</td>
<td></td>
</tr>
<tr>
<td>Weithaga</td>
<td>18</td>
<td>195</td>
<td>5,681</td>
<td>18</td>
<td></td>
</tr>
<tr>
<td>Mugoiri</td>
<td>10</td>
<td>133</td>
<td>3,798</td>
<td>10</td>
<td></td>
</tr>
<tr>
<td>Totals</td>
<td>37</td>
<td>421</td>
<td>12,029</td>
<td>37</td>
<td></td>
</tr>
</tbody>
</table>

Source: D.E.O’s Office Kahuro District
The D.E.O also constituted part of the target population thus having a total of twelve thousand five hundred and twenty one respondents.

3.5 Sampling Techniques and Sample Size

3.5.1 Sampling Techniques

The stratified random sampling method was used for data collection purposes. The education zones served as the strata for the study with an emphasis of the cadres involved. They were the principals, teachers, finance officers and students. The sampling procedure was considered appropriate because the researcher had an emphasis of getting an even representation from across the District. (Kombo, 2006).

3.5.2 Sample Size

The researcher sought to get an equal representation of the school principals, finance officers and teachers from every education zone so as to avoid bias in terms of the sampled population. The study drew consideration of 20% of the target population which was considered adequate and representative enough for the study. The respondents were picked by way of simple random sampling.
Table 3.2 Sample Size

<table>
<thead>
<tr>
<th>Zone</th>
<th>No. of Sec. Sch.</th>
<th>20% of the Population H/teachers</th>
<th>No. of Teachers</th>
<th>20% of the Population Teachers</th>
<th>No. of Finance Officers</th>
<th>20% of the Population Finance Officers</th>
</tr>
</thead>
<tbody>
<tr>
<td>Murarandia</td>
<td>9</td>
<td>2</td>
<td>93</td>
<td>23</td>
<td>9</td>
<td>2</td>
</tr>
<tr>
<td>Weithaga Zone</td>
<td>18</td>
<td>3</td>
<td>195</td>
<td>39</td>
<td>18</td>
<td>3</td>
</tr>
<tr>
<td>Mugoiri Zone</td>
<td>10</td>
<td>2</td>
<td>133</td>
<td>28</td>
<td>10</td>
<td>2</td>
</tr>
<tr>
<td>Totals</td>
<td>37</td>
<td>7</td>
<td>421</td>
<td>90</td>
<td>37</td>
<td>7</td>
</tr>
</tbody>
</table>

Source: D.E.O’s Office Kahuro District

The research thus had a sample size of one hundred and five respondents inclusive of the District Education Officer who were subjected to a scheduled interview. The study equally considered students for the focus group discussions in the wake of data collection exercise.

3.6 Research Instruments

The study used three questionnaires, an interview schedule focus group discussions and secondary data for the purpose of gathering information for the study. The study had three questionnaires, which were used to collect data from secondary school head teachers, teachers and finance officers in the district. The questionnaires had closed and open ended questions. They were considered effective because they had the capacity to handle a large population of respondents. The questionnaires equally had the benefit of capacity to be self-administered. Questionnaires are anonymous.
thus confidentiality was upheld and the questions could be standardized for the purpose of easing the data analysis procedures (Orodho, 2005). The interview schedule had open ended questions which formed the basis of the conducted interview. It was administered on the District Education Officer who was considered a key informant. Focus group discussion questions were employed to gather information from the students who were an integral component of the study because they are the consumers of the goods and services procured. The questions were open-ended and guided the interaction between the researcher and the students.

3.7 Pilot Study

Prior to embarking on data collection, the researcher pre-tested the questionnaires using two secondary schools in Kangema District which had similar social socio-demographic patterns like Kahuro District. This was for the purpose of improving the reliability of the instrument. The researcher subjected the pilot study respondents to the instrument for two consecutive days to determine the suitability of the instrument in terms of its capacity to gather information from the field. Changes were made on the questions where appropriate after the pilot study.

3.7.1 Validity of Research Instruments

Validity is the degree to which a test measures what it implies to be measuring. Validity can also be said to be the degree to which results obtained from analysis of data actually represent the phenomenon under investigation (Orodho, 2005). The researcher tested the face and content validity of the questionnaire.
Face validity is in relation to the misunderstanding or misinterpretation of the question. This was checked by way of employing the pre-testing method.

Content validity on the other hand refers to the capacity of the instrument to provide adequate coverage of a topic. Adequate preparation of the instruments under the guidance of the supervisors, expert opinion and pre-testing of the open-ended questions helped establish the content validity.

## 3.7.2 Reliability of Research Instruments

Reliability is a measure of the extent to which an instrument will consistently yield the same result after being administered several times to the same respondents (Orodho, 2005). To establish the reliability of the research instruments, the test retest method whereby the pilot study respondents were issued with questionnaires for them to fill and the same questionnaires were subjected to a retest to see how the response was. The reliability coefficient was computed using Pearson’s Product Correlation Co-efficient

\[
r = \frac{\sum xy - \sum x \sum y}{\sqrt{\left(\sum x^2 - (\sum x)^2\right) \left(\sum y^2 - (\sum y)^2\right)}}
\]

\[
\frac{N}{N \quad N}
\]

Where \( r \) = Pearson co-relation co-efficient

\( x \) = results from the first test

\( y \) = results from the second test

\( N \) = Number of observations
3.8 Data Collection Techniques

The permission to conduct the research was sought from the National Council of Science and Technology. The researcher thereafter sought clearance from the Kahuro District D.E.O’s office and requested for an introductory letter to the target respondents. The researcher hand delivered the questionnaires to the target respondents and collected them one week later which was adequate enough for the respondents to fill in. The questionnaires generated quantitative data which was derived from the closed questions while the open-ended questions provided qualitative data. The researcher sought out the DEO to administer the scheduled interview for the purpose of getting information from the officer who was considered a key informant. The researcher equally visited the schools and engaged with learners in focus group discussions with a view of gathering information from them. The interview with the DEO and the engagement of learners in focus group discussions provided the requisite qualitative data for the study.

3.9 Data Analysis

Data analysis entailed an in-depth examination of the data collected from the field. This was with a view of eliminating any incomplete data and having a careful arrangement of the cleaned data for the purpose of putting it into a report which could be comprehended, (Borg and Gal, 1998). Data analysis entailed both quantitative and qualitative procedures. Quantitative data generated by use of questionnaires required the use of computer spreadsheets and the Statistical Package for Social Sciences (SPSS) for analysis. The analysis entailed mean, mode, median and measures of standard deviation. Martin and Acuna, (2002) attested that the SPSS package is able to handle enormous volumes of data and given its wide array
of statistical procedures which are purposefully designed for social sciences; it was considered appropriate for the task.

Qualitative data generated by the open-ended questions, focus group discussions and the scheduled interview was analyzed with a specific focus of understanding the meaning of the information divulged by the respondents. This was with a view of aligning it to the documented data from previous research on the impact of the public procurement policy on teaching and learning in public secondary schools.

3.10 Logistical and Ethical Considerations
The researcher sought to strike a rapport with the administrators in the respective schools whereby the survey was carried out. She explained the essence of the study and presented the introductory letter from the institution. She thereafter engaged the respondents in a mutual manner whereby participation in the study was based on the personal will of the respondents. The researcher assured the respondents of confidentiality in terms of not breaching their identities and have the results from the field used for academic purposes only.
CHAPTER FOUR
DATA ANALYSIS, INTERPRETATION AND DISCUSSION OF FINDINGS

4.1 Introduction

The research was undertaken in selected public secondary schools in Kahuro sub-county, Murang’a County. The study undertook to find out the impact of the public procurement policy on teaching and learning in the public secondary schools. Inferential and descriptive statistics were employed for analysis purposes. Content analysis for qualitative questions was done and the responses aligned to previous documented data in the field of the impact of public procurement on teaching and learning. Quantitative data analysis entailed computation of the frequencies into percentage form and the employment of diverse statistical tests to carry out the analysis. The findings from the accrued data was used to answer the research questions put across when the study sought to establish the impact of the public procurement policy on teaching and learning in selected secondary schools in Kahuro sub-county.

The study may be of immense value with regard to understanding the impact of the public procurement policy on teaching and learning in the public secondary schools. The objectives that aided the research were the cost of goods and services, transparency in the procurement process, stock levels management and the quality of goods procured. The respondents reached by the study were the principals, teachers, finance officers, students and the District Education Officer.
4.2 Principals’ demographic data

The principals’ socio-demographic data as pertains their genders, academic qualifications and work experience was as captured in tables 4.2, 4.3 and 4.4.

Table 4.1: Principals’ response rate

<table>
<thead>
<tr>
<th>Response</th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of questionnaires returned by head teachers</td>
<td>6</td>
<td>86</td>
</tr>
<tr>
<td>Number of questionnaires not returned</td>
<td>1</td>
<td>14</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>7</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>

The response by the principals was reflective of a very willing participation. This was occasioned by most of the sampled principals (86%) filling and returning the questionnaires. It thus denotes their ability to fully identify with the importance of the study.

Table 4.2: Principals’ gender

<table>
<thead>
<tr>
<th>Gender</th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Male</td>
<td>4</td>
<td>67</td>
</tr>
<tr>
<td>Female</td>
<td>2</td>
<td>33</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>6</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>

The response as shown in table 4.2 reflects a higher male gender (67%) from the respondents. The responses depict a greater population of the male gender conferred with the responsibility of leadership than that of the female gender from the select schools.
Table 4.3: Principals’ length of service

<table>
<thead>
<tr>
<th>Length of time</th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Less than 1 year</td>
<td>1</td>
<td>17</td>
</tr>
<tr>
<td>1-5 years</td>
<td>2</td>
<td>33</td>
</tr>
<tr>
<td>6-10 years</td>
<td>1</td>
<td>17</td>
</tr>
<tr>
<td>11-15 years</td>
<td>2</td>
<td>33</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>6</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>

The response as shown in table 4.3 shows that most of the principals who participated in the study had served in the schools for periods of 11-15 years (33%) and 1-5 years (33%). The rest had served for periods of less than one year and 6-10 years. The responses were a reflection of different periods of service in the same schools. It was an indication of varied experiences in terms of exposure by the respondents. This denotes their capacity to have good leverage and understanding of the dynamics of the public procurement policy in relation to the former procurement systems employed before the advent of the policy. It was thus a pointer to informed persons with a great disposition to the thrust of the study.

Table 4.4: Principals’ academic qualifications

<table>
<thead>
<tr>
<th>Academic qualifications</th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bed</td>
<td>3</td>
<td>50</td>
</tr>
<tr>
<td>MEd</td>
<td>3</td>
<td>50</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>6</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>
Table 4.4 indicates that the sampled principals had graduate and post graduate qualifications on an equal measure. The responses depicted individuals who had strived to undertake personal development in terms of academic attainment. This is because of the evident post graduate qualifications. It was thus a pointer to a situation whereby the principals had invested in education as a medium of ensuring that they were up to the challenge of running and managing the schools.

Table 4.5: Teachers' response rate

<table>
<thead>
<tr>
<th>Response</th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of questionnaires returned by teachers</td>
<td>90</td>
<td>100</td>
</tr>
<tr>
<td>Number of questionnaires not returned</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>90</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>

The response was a reflection of an active participation from the sampled teachers with 100% of them filling and returning back the questionnaires. The responses depicted the ability of the teachers to identify with the subject being researched on and the importance of the subject with regard to its impact on teaching and learning in the select secondary schools.

Table 4.6: Teachers’ gender

<table>
<thead>
<tr>
<th>Gender</th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Male</td>
<td>55</td>
<td>62</td>
</tr>
<tr>
<td>Female</td>
<td>24</td>
<td>38</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>90</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>
Table 4.6 indicates that most (62%) of the teachers who took part in the study were of the male gender. The responses denote a higher male population in the teaching fraternity in the select secondary schools. This can be interpreted to show the possibility of more male teachers than those of the female gender in the select schools.

Table 4.7: Teachers’ length of service

<table>
<thead>
<tr>
<th>Length of time</th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Less than 1 year</td>
<td>5</td>
<td>5</td>
</tr>
<tr>
<td>1-5 years</td>
<td>29</td>
<td>32</td>
</tr>
<tr>
<td>6-10 years</td>
<td>15</td>
<td>17</td>
</tr>
<tr>
<td>11-15 years</td>
<td>18</td>
<td>20</td>
</tr>
<tr>
<td>16-20 years</td>
<td>15</td>
<td>18</td>
</tr>
<tr>
<td>More than 20 years</td>
<td>7</td>
<td>8</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>90</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>

Table 4.7 indicates that length of service by the teachers in the select schools was diverse. Most of the teachers who took part in the study from the select schools had served in them for a period of 1-5 years (32%). The responses denoted longevity with regard to the length of service and it was reflective of instances of teachers who had overstayed in their work stations. There was evidence of a significant number who had worked for a period of more than twenty years. This was a pointer to the risk that the schools were exposed to with regard to the affected teachers forging networks with the local communities and exploiting the administrative systems in them. It may expose them to compromised procurement functions and allied programmes.
Table 4.8: Teachers’ academic qualifications

<table>
<thead>
<tr>
<th>Length of time</th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Diploma</td>
<td>21</td>
<td>23</td>
</tr>
<tr>
<td>Bed</td>
<td>43</td>
<td>48</td>
</tr>
<tr>
<td>MEd</td>
<td>26</td>
<td>29</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>90</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>

Table 4.8 indicates that most (48%) of the respondents had graduate qualifications. A significant number (23%) of the teachers had diploma qualifications while some (29%) had post graduate academic attainment. The responses were reflective of individuals who had not sat on their laurels with regard to academic advancement. This can be interpreted to mean that the teachers in the select schools had worked hard to attain higher academic qualifications to be better suited for their positions.

Table 4.9: Awareness of the public procurement policy

<table>
<thead>
<tr>
<th>Awareness of public procurement policy</th>
<th>Principals</th>
<th>Teachers</th>
<th>Finance Officers</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>F</td>
<td>%</td>
<td>F</td>
</tr>
<tr>
<td>Yes</td>
<td>6</td>
<td>100</td>
<td>76</td>
</tr>
<tr>
<td>No</td>
<td>0</td>
<td>0</td>
<td>14</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>6</strong></td>
<td><strong>100</strong></td>
<td><strong>90</strong></td>
</tr>
</tbody>
</table>

Table 4.9 indicates that all the principal and finance officers were aware of the public procurement policy. A significant number of teachers (16%) were not aware of the public procurement policy. The responses can be interpreted to mean that the awareness of the public procurement policy was influenced by the orientation and disposition of the respondents. The principals and finance officers had a greater
interaction with the policy owing to their continuous engagement with the procurement function in comparison to the teachers who were more detached from it. The District Education Officer confirmed that efforts had been made to disseminate information on the public procurement policy to all the education stakeholders in the public schools with a view of ensuring that the envisaged standards were realized.

Table 4.10: Efforts on teachers training and exposure to the requirements of public procurement policy

<table>
<thead>
<tr>
<th>Efforts on teachers training and exposure</th>
<th>Principals</th>
<th>Teachers</th>
<th>Finance Officers</th>
</tr>
</thead>
<tbody>
<tr>
<td>To a great extent</td>
<td>0</td>
<td>5</td>
<td>4</td>
</tr>
<tr>
<td>To a very fair extent</td>
<td>3</td>
<td>50</td>
<td>58</td>
</tr>
<tr>
<td>To a fair extent</td>
<td>3</td>
<td>50</td>
<td>27</td>
</tr>
<tr>
<td>Total</td>
<td>6</td>
<td>100</td>
<td>90</td>
</tr>
</tbody>
</table>

Table 4.10 shows that principals confirmed the presence of efforts by the parent ministry to train all the relevant school personnel on the public procurement and disposal policy. The responses depicted a situation whereby the principals were not entirely content with the prevailing circumstances with regard to the provisions for personnel training. This was linked to the situation of 50% of them confirming that the training took place fairly while 50% were of the position that it took place very fairly. This can be interpreted to show a measure of disapproval of the state of affairs with regard to personnel training facilitation by the parent ministry on the public procurement policy by the principals.
The principal’s position identifies with that taken by most (64%) of the teachers. Their responses denote failure to appreciate the efforts expended on training them by the parent ministry. This was aptly linked to the event of most of them attesting to very fair efforts and a very significant percentage (36%) confirming that the efforts were fair. This can be interpreted to mean that they did not deem the efforts by the parent ministry as adequate in the realization of knowledge on the public procurement policy.

The finance officers had a divergent opinion in comparison to the principals and teachers. Most of them (67%) appreciated the efforts made in training them on the public procurement policy by the parent ministry. This can be alluded to the event of having the finance officers at the heart of the procurement function in the schools. It may explain the investment made by the parent ministry in facilitating their skills acquisition. It can thus be interpreted to mean that the parent ministry had placed a heavy premium in the facilitation of the finance officers to understanding the public procurement policy in comparison to the other personnel in the public secondary schools. The District Education Officer confirmed that varying initiatives had been put in place to ensure that the school administrators, teachers and finance officers were sensitized on the requisites of the public procurement policy.

**Responses on the impact of training and exposure on the running and management of secondary schools**

A common position was taken by the principals, teachers and finance officers on the impact of training and exposure occasioned to the participants in programmes by the parent ministry on the requirements of the public procurement policy. They all
agreed that the training had heavily impacted on the ability of the schools to realize efficiency in the procurement function. This was by way of ensuring greater austerity measures and the realization of the requisite timelines with regard to the procurement regulations. The respondents were also of the position that the training had invoked a collective approach with regard to the realization of skills requisite for the undertaking of the procurement function by the affected schools. It had facilitated the constitution of functional procurement committees and allowed the schools to play by the envisaged standards. The responses majorly depicted a situation of the acquired training facilitating a turnaround of the institutions fortunes. Some of the respondents however decried non-implementation of the envisaged ideals accruing from the training. They were of the position that the institutions had in some occasions failed to put in place the requisite provisions expected of the public procurement policy despite the training facilitated by the parent ministry. The responses thus cast aspersions on the value accrued from the training programmes. The District Education Officer was of the view that the school administrators had in many instances failed to accord the training provisions the seriousness that it deserved and in many cases had failed to attend the programmes.

Table 4.11: Efforts by school to enforce public procurement policy to the letter

<table>
<thead>
<tr>
<th>Efforts to enforce public procurement</th>
<th>Principals</th>
<th>Teachers</th>
<th>Finance Officers</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>4</td>
<td>38</td>
<td>4</td>
</tr>
<tr>
<td>No</td>
<td>2</td>
<td>52</td>
<td>2</td>
</tr>
<tr>
<td>Total</td>
<td>6</td>
<td>90</td>
<td>6</td>
</tr>
</tbody>
</table>
Table 4.11 shows that the principals and finance officers shared a common position with regard to the ability of their schools to enforce and adhere to the provisions of the public procurement policy. This was by way of most (67%) of them attesting to the capacity of their individual schools to conform to the dictates of the policy. The position was a contrast of that taken by most (52%) of the teachers. The finance officers and principals’ position may have been influenced by the event of having the buck stopping with them as regards the execution of the procurement policy.

The responses thus showed some level of disenchantment by the teachers with the capacity of the schools to play by the stipulated rules as opposed to the finance officers and principals. This can be interpreted to mean that most of the teachers deemed the schools capacity to adhere to the laid down provisions of the public procurement policy as wanting. This may be attributed to the situation of the teachers bearing the brunt with regard to instances of failure to effectively discharge their mandates of actualizing teaching and learning programmes in the schools. This may have been occasioned by flaws in the procurement programmes in their schools.

The District Education Officer was of the view that most of the schools did not uphold and adhere to the provisions of the public procurement policy to the letter. This brought to the fore the situation of many of the schools failing to observe and practice the requisite standards with regard to the public procurement policy. This was a reflection of failure on the part of the schools as pertains their capacity to play by the rules. The responses identified with work carried out by Aketch (2005) and Kipchilat, (2006) who confirmed that school boards have been charged with the mandate of ensuring that public procurement is carried out within the confines of the law.
Table 4.12: Public procurement policy on management of the procurement function in the institution

<table>
<thead>
<tr>
<th>Rating of public procurement policy</th>
<th>Principals</th>
<th>Teachers</th>
<th>Finance Officers</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>F</td>
<td>%</td>
<td>F</td>
</tr>
<tr>
<td>Very adequate</td>
<td>1</td>
<td>17</td>
<td>4</td>
</tr>
<tr>
<td>Adequate</td>
<td>5</td>
<td>83</td>
<td>58</td>
</tr>
<tr>
<td>Inadequate</td>
<td>0</td>
<td>0</td>
<td>22</td>
</tr>
<tr>
<td>Very inadequate</td>
<td>0</td>
<td>0</td>
<td>6</td>
</tr>
<tr>
<td>Total</td>
<td>6</td>
<td>100</td>
<td>90</td>
</tr>
</tbody>
</table>

Table 4.12 indicates that the principals and finance officers gave a high approval rating (83%) of the public procurement policy with regard to its capacity to the schools adequate management of the procurement function. They deemed the policy as adequate in terms of aiding the institutions effectively manage their procurement functions. Most of the teachers (64%) equally found the public procurement policy as adequate but a very significant percentage was of the opinion that the policy was inadequate (22%) while others considered it as very inadequate (6%). The responses were an indication of failure by a significant percentage of the teachers to appreciate the role played by the public procurement policy in managing the procurement function in their institutions. This can be interpreted to mean that some teachers had not identified with the ability of the public procurement policy to realize the envisaged standards of procurement management in their individual schools. It thus shows that some of the schools may have had a lackluster approach with regard to the adherence to the provisions of the public procurement policy.
The District Education Officer was of the view that the policy as presently structured was good but the undoing was the failure by the schools to strictly adhere and conform to its provisions. This rendered their capacities to realize benefits from the laid down provisions as inadequate. He was thus of the opinion that in the event of having the schools conform and practice the envisaged standards the schools would get the expected benefits. The findings confirmed the position of the public procurement regulations (PPD, 2001) which stipulates that the management of the procurement function should conform to the requisite statutory provisions.

4.3 Cost of goods

Ndii (2010) reported that the function of procurement in public secondary schools is fraught with challenges to the school managers. The procurement act stipulates that the schools have to engage suppliers in an open and competitive process in all aspects to give the best value for money to the institutions. The business people who form the bulk of the suppliers equally have obligations and contractual engagements with their financiers and it thus makes it a challenge to them because the schools mainly acquire goods and services on credit. The study sought to find out how the cost of goods procured by the public secondary schools affects teaching and learning.

Table 4.13: Value for money in purchasing goods at competitive rates

<table>
<thead>
<tr>
<th>Value for money</th>
<th>Principals</th>
<th>Teachers</th>
<th>Finance Officers</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>F</td>
<td>%</td>
<td>F</td>
</tr>
<tr>
<td>Very much</td>
<td>1</td>
<td>17</td>
<td>12</td>
</tr>
<tr>
<td>Very fairly</td>
<td>5</td>
<td>83</td>
<td>71</td>
</tr>
<tr>
<td>Fairly</td>
<td>0</td>
<td>0</td>
<td>7</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>6</td>
<td>100</td>
<td>90</td>
</tr>
</tbody>
</table>
Table 4.13 shows that most (83%) of the principals believed that their schools realized value for money very fairly in the wake of carrying out the procurement function. The responses depicted a situation whereby the principals acknowledged that value for money was evident after purchasing goods and services at competitive rates but they still had misgivings about the actual benefits accrued to the schools. The responses can be interpreted to mean that they were not entirely content by the value accrued to the schools occasioned by making purchases at competitive rates.

Similar sentiments were shared by the teachers and finance officers who though had stronger feelings of the schools not realizing the requisite value from purchasing goods and services at competitive rates. The responses were thus indicative of a situation whereby some of the finance officers (8%) and teachers (17%) considered the schools as not getting value in terms of the costs expended in purchasing goods and services. The responses can be interpreted to mean that the teachers and finance officers had occasion of evidentiary cases whereby the schools had acquired goods and services above the market rates. The responses were thus a confirmation that due diligence was not exercised in some schools in the wake of seeking to reign the costs of goods and services procured.

A study by the Kenya Private Sector Alliance confirmed the existing situation in Kahuro District (2011). The study found out that many business entities shunned doing business with public schools and the institutions of higher learning under the management of the government. The study attributed the position to situations of flawed contractual engagements between the business and public institutions and instances of overly delayed payments. Many members of the association attested to the fact that the only recourse would be to inflate the cost of works to cover for the cost of credit and numerous delays in payments processing.
Table 4.14: Mechanisms for market rates assessment and awareness of the public procurement programmes

<table>
<thead>
<tr>
<th></th>
<th>Value</th>
<th>df</th>
<th>Asymp. Sig. (2-sided)</th>
<th>Exact Sig. (2-sided)</th>
<th>Exact Sig. (1-sided)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pearson Chi-Square</td>
<td>6.000a</td>
<td>1</td>
<td>.014</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Continuity Correctionb</td>
<td>2.344</td>
<td>1</td>
<td>.126</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Likelihood Ratio</td>
<td>7.638</td>
<td>1</td>
<td>.006</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Fisher's Exact Test</td>
<td></td>
<td></td>
<td>.067</td>
<td>.067</td>
<td></td>
</tr>
<tr>
<td>Linear-by-Linear Association</td>
<td>5.000</td>
<td>1</td>
<td>.025</td>
<td></td>
<td></td>
</tr>
<tr>
<td>N of Valid Cases</td>
<td>6</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

a. 4 cells (100.0%) have expected count less than 5. The minimum expected count is .67.

b. Computed only for a 2x2 table

Table 4.15.1 shows a Chi-square value of $\chi^2 = 6.000$ at a significance level of 0.014. The calculated statistic $\chi^2 = 6.000$ was found to be greater than the tabled critical value of $\chi^2 = 2.344$. It can be interpreted that, statistically, there was a relationship between putting in place mechanisms for market rates assessment before advertisement for bids in the procurement process and the awareness of the public procurement policy at $\alpha = 0.67$. This can thus be interpreted to mean that in the event of an institution carrying out a market rates assessment and using it as a benchmark for bids advertisement, the membership of the institution have a clear and concise understanding of the procurement policy. This is attributed to the fact that the policy stipulates that the procuring entity should always seek to understand the dynamics of the market and assess the prices of goods and services before calling for bids from potential suppliers.
Table 4.15: Price variation due to market rates fluctuation

<table>
<thead>
<tr>
<th>Price variation</th>
<th>Principals</th>
<th>Teachers</th>
<th>Finance Officers</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>F</td>
<td>%</td>
<td>F</td>
</tr>
<tr>
<td>Often</td>
<td>3</td>
<td>50</td>
<td>39</td>
</tr>
<tr>
<td>Rarely</td>
<td>2</td>
<td>33</td>
<td>50</td>
</tr>
<tr>
<td>Never</td>
<td>1</td>
<td>17</td>
<td>1</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>6</strong></td>
<td><strong>100</strong></td>
<td><strong>90</strong></td>
</tr>
</tbody>
</table>

Table 4.15 shows that the principals and finance officers shared a similar position with regard the occurrence of price variation attributed to fluctuation of the market rates of goods and services. Most of them (50%) were of the opinion that instances of variation were often. This denotes the fact that despite having contractual obligations to the schools, the suppliers still varied the market rates of the goods and services supplied owing to the prevailing market dynamics. This can be interpreted to mean that the schools had provisions for price variation in the contracts that they made with the suppliers.

The teachers equally confirmed incidences of price variation though they had a more subtle position (43%) than the principals and teachers. The sentiments were a confirmation of varied prices even after contract awards to the suppliers made by the schools. It was reflective of a situation whereby the schools had room for withstanding market dynamics in their dealings with suppliers. This was a confirmation of the fact that the contracts awarded were not very rigid but the schools had room for amends. This was a pointer to the risk of price manipulation by unscrupulous suppliers and school administrators in the quest to circumvent the system.
The descriptive statistics for the finance officers and principals depict a variance of 0.816, a mean of 1.67, a median of 1.50 and a mode of 1. Those for the teachers reflected a variance of 0.519, mean of 1.58, median of 2.00 and mode of 2. The lower variance in the teacher’s responses can be interpreted to be a reflection of a diminished position in comparison to the finance officers and principals with regard to instances of variation of prices by the contracted suppliers.

The findings were a replica of the position taken by Mati (2010) who argued that situations of having inflated costs of works and the challenge of trying to break-even for the enterprises doing business with public schools are many. The costs of time expanded before payments processing override the patriotism and common good for the schools and the community at large. This is attributed to the fact that the suppliers have credit facilities to manage to effectively meet their obligations to the schools. It thus inevitably drives up the costs of goods and services supplied to the schools.

Table 4.16: Driving factors in contract awards to winning bidders

<table>
<thead>
<tr>
<th>Driving factors</th>
<th>Principals</th>
<th>Teachers</th>
<th>Finance Officers</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>F</td>
<td>%</td>
<td>F</td>
</tr>
<tr>
<td>To the lowest bidder</td>
<td>4</td>
<td>67</td>
<td>29</td>
</tr>
<tr>
<td>To the highest bidder</td>
<td>0</td>
<td>0</td>
<td>4</td>
</tr>
<tr>
<td>An evaluation of bidder’s capacity</td>
<td>0</td>
<td>0</td>
<td>14</td>
</tr>
<tr>
<td>The use of own discretion</td>
<td>2</td>
<td>33</td>
<td>3</td>
</tr>
<tr>
<td>Total</td>
<td>6</td>
<td>100</td>
<td>90</td>
</tr>
</tbody>
</table>
Table 4.16 shows that most of the principals (67%) deemed their schools to have the consideration of the lowest bidder as the driving factor behind the awarding of contracts to successful suppliers. This was thus a confirmation that the schools considered the costs of goods and services as the critical factor behind the awarding of contracts to the eligible suppliers. The use of own discretion was equally confirmed (33%). This denoted the fact that at times the principals overlooked the costs of goods and services and used their own discretion to award contracts to the suppliers. This brought to the fore the pertinent risk of the principal employing their own discretion to the detriment of the schools.

Most of the teachers (32%) were of the opinion that the awarding of contracts was done to the lowest bidders. Their responses affirmed the position taken by the principals and this was a confirmation that the costs of goods and services played a key role in supplier determination. Evaluation of the bidder’s capacity (16%) was also an avenue of confirming the ability of the suppliers to meet the institutions demands. This was a pointer to the event of the schools exercising caution to avoid the risk of awarding contracts to suppliers who failed to deliver on their obligations. Instances of awarding contracts to the highest bidders (4%) were also confirmed. It denotes the situation of the schools failing to actively carry out cost- benefit-analysis before awarding the supply contracts. Use of own discretion was confirmed by the teachers (48%) as a medium of supplier identification. The teacher’s responses can be interpreted to show that the schools had put in place different mechanisms to determine the award of contracts to suppliers. Instances of flouting the procurement policy were also confirmed attributed to the failure to adhere to the laid down regulations stipulated in it with regard to contract awards.
The finance officers were of the opinion that the greatest driving factor in the award of supply contracts was the consideration of the lowest bidder (32%). This was an attestation of the element of costs playing a major role in the determination of the suppliers to be awarded contracts. Bidder’s capacity evaluation (33%) and the use of own discretion was also confirmed as a measure of awarding supply contracts. The use of own discretion was also confirmed in some instances. The responses denoted varied ways of contract award determination to the winning bidders. The most predominant was identification and awarding the lowest bidder. This was a good confirmation that most of the schools were heavily influenced by the costs of goods and services purchased before awarding the contracts to the suppliers.

The findings were in tandem with the position taken by Ndii,( 2010) who argued that the cost motivation was the key driving factor in awarding supply contracts in public secondary schools. The essence of having cost as the key motivation was driven by the need to have the schools derive value for money in the procurement function.
Table 4.17: Attributes as pertains the cost of goods sold to the institution

<table>
<thead>
<tr>
<th>Institution gets value for money in cost of goods supplied</th>
<th>Mechanisms for market rates assessment before bids advertisement</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Principals</strong></td>
<td><strong>Teachers</strong></td>
</tr>
<tr>
<td>Yes</td>
<td>No</td>
</tr>
<tr>
<td>---------------------</td>
<td>-----------------</td>
</tr>
<tr>
<td>Strongly disagree</td>
<td>0</td>
</tr>
<tr>
<td>Disagree</td>
<td>0</td>
</tr>
<tr>
<td>Undecided</td>
<td>2</td>
</tr>
<tr>
<td>Agree</td>
<td>2</td>
</tr>
<tr>
<td>Strongly agree</td>
<td>2</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>4</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Suppliers give school warranties for supplied implements</th>
<th>Mechanisms for non variation of prices for goods supplied</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Principals</strong></td>
<td><strong>Teachers</strong></td>
</tr>
<tr>
<td>Yes</td>
<td>No</td>
</tr>
<tr>
<td>---------------------</td>
<td>-----------------</td>
</tr>
<tr>
<td>Strongly disagree</td>
<td>0</td>
</tr>
<tr>
<td>Disagree</td>
<td>0</td>
</tr>
<tr>
<td>Undecided</td>
<td>2</td>
</tr>
<tr>
<td>Agree</td>
<td>2</td>
</tr>
<tr>
<td>Strongly agree</td>
<td>2</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>4</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Mechanisms for non variation of prices for goods supplied</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Principals</strong></td>
</tr>
<tr>
<td>Yes</td>
</tr>
<tr>
<td>---------------------</td>
</tr>
<tr>
<td>Strongly disagree</td>
</tr>
<tr>
<td>Disagree</td>
</tr>
<tr>
<td>Undecided</td>
</tr>
<tr>
<td>Agree</td>
</tr>
<tr>
<td>Strongly agree</td>
</tr>
<tr>
<td><strong>Total</strong></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Supplier engagement assures school of savings in procurement function</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Principals</strong></td>
</tr>
<tr>
<td>Yes</td>
</tr>
<tr>
<td>---------------------</td>
</tr>
<tr>
<td>Strongly disagree</td>
</tr>
<tr>
<td>Disagree</td>
</tr>
<tr>
<td>Undecided</td>
</tr>
<tr>
<td>Agree</td>
</tr>
<tr>
<td>Strongly agree</td>
</tr>
<tr>
<td><strong>Total</strong></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Presence of fair costs leads to massive savings in the procurement function</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Principals</strong></td>
</tr>
<tr>
<td>Yes</td>
</tr>
<tr>
<td>---------------------</td>
</tr>
<tr>
<td>Strongly disagree</td>
</tr>
<tr>
<td>Disagree</td>
</tr>
<tr>
<td>Undecided</td>
</tr>
<tr>
<td>Agree</td>
</tr>
<tr>
<td>Strongly agree</td>
</tr>
<tr>
<td><strong>Total</strong></td>
</tr>
</tbody>
</table>

57
Table 4.17 shows that most of the principals (83%) were of the position that their schools realized value for money in terms of the costs of goods supplied. This was an affirmation and an apt vindication of the procurement policy in terms of assuring the schools value for money in the acquisition of goods and services by the schools. This denotes that the schools always evaluated the purchases made with regard to the value accruing from the goods and services. Most of the teachers (70%) and finance officers (83%) shared a similar opinion. Some of the principals, teachers and finance officers however dissented to the position. They were of the view that the institutions did not get value from the goods and services supplied.

The responses were reflective of an element of dissatisfaction with the value accrued from the goods and services supplied to the schools. It was a pointer to feelings of undue exposure to the institutions owing to acquiring highly priced goods and services. Most of the respondents felt that the schools had put in place mechanisms for market rates assessment before the advertisement for bids. This was a confirmation that they exercised the requisite due diligence before seeking to call for bids from potential suppliers by way of confirming with the prevailing market rates. Situations of failure to undertake assessment of the market rates were confirmed owing to the assertions by some respondents that there were no mechanisms to carry out an evaluation of market rates in their schools.

The findings contrasted with the position taken by Ndii, (2010) who was of the opinion that the cost of goods and services should be the motivating factor in the awarding of supply contracts to entities doing business with the institutions. This was with a view of realizing the best value of money for the schools.
Most of the principals (83%) and finance officers (83%) confirmed that the suppliers in their schools gave them warranties for the implements supplied. The responses denote situations of suppliers giving the schools stipulated timeframes within which they would take charge of the supplied implements in good and serviceable conditions.

The responses can thus be interpreted to mean that the schools had an effective cushion against break downs and allied challenges attributed to supplier defects. The responses show that the quality and standards of the supplied goods was assured from the point of sale thus minimal risks of failure after purchase. Some principals (17%) and finance officers (17%) however had a different opinion. They deemed the schools as not having the requisite assurance of supplier warranties after purchasing goods from vendors. This was a confirmation of the risks that the schools were exposed to due to failure to get warranties on implements purchase. It was a reflection of the potential for losses occurring to the schools in the event of implements breakdown and failure.

The teachers (41%) equally confirmed the provision for warranties for supplied implements though a very significant percentage dissented. The responses were an indicator of the teachers recognizing specific measures put in place by their individual schools to reduce the risks of escalated costs attributed to defective supplies. This can be interpreted to mean that the schools had placed a high premium on the cost reduction for the implements supplied thus they sought out warranties for them. The provision for warranties was confirmed by most of the respondents as measure employed to assure the schools of costs optimization owing the reduced
incidences of systems breakdown and failure which occasioned losses to the institutions.

This was a contrast to the position taken by Sossion (2011) who was of the position that the inflationary pressures put the school managers at a disadvantaged point. It occasioned the schools the loss of having no choice with regard to warranties and assurance of the quality of goods supplied to them.

The principals (67%) had a strong feeling that the schools had provisions for the non variation of prices by the suppliers for the rates quoted in the bidding process. The responses were a reflection of the schools ability to effectively employ safeguards which checked variation of prices by the suppliers. The responses were proof of measures that the schools had effectively employed to guard against costs escalation. The responses reflect assertive programmes put in place to safeguard the schools financial positions owing to the non variation of costs quoted in the bidding for supply contracts. It can thus be interpreted to mean that the schools had effective internal controls employed to guard against manipulation of the procurement systems by suppliers by way of price variation for their individual benefit. The finance officers shared a similar position as taken by the principals. This was a confirmation of robust regulation employed by most of the sampled schools to ensure non variation of prices as a cost control measure.

Most of the teachers (43%) equally confirmed that measures to guard against price variation had been put in place by the schools. The number of teachers who dissented to the position were however very significant (27%). The responses can
thus be interpreted to mean that however much the teachers identified with the position, they did not find it in tandem with the envisaged standards and practices. This shows that they might have evidence of instances of price variation by suppliers not in line with the quoted bids in their schools. Most of the principals, teachers and finance officers confirmed that the conduct of market rates assessment prior to the bids advertisement and the award of contracts assured the schools provisions for the non variation of supplier rates on the award of supply contracts.

The principals had a tie as regards the aspect of supplier engagement assuring the institutions savings in the procurement function. The responses show that 50% of the principals affirmed while a similar percentage had a contrary opinion. The responses thus depicted a situation whereby the engagement of suppliers as a medium of savings assurance in the procurement function was not very assured in all the schools. This brought forth the situation of some schools not deriving the much needed savings from supplier engagement but having an escalation of costs. It can thus be interpreted to mean that some suppliers inflated the costs of goods and services beyond the market rates thus making the institutions expend higher costs.

The principal’s views identified with those brought forth by most of the teachers (60%). This is because the numbers of teachers who disagreed (26%) to the position that engagement of suppliers gave the schools an effective cushion against escalated costs was high. This shows that despite the schools engaging regular suppliers for specific goods and services, they still ran the risk of high costs of goods and services in the wake of undertaking the procurement activities.
The finance officers (67%) however felt that the schools derived the much needed savings from the engagement of regular suppliers. This shows that they had experienced significant costs reduction after the schools dealt with specific regular suppliers. This was a confirmation that supplier engagement may translate into cost reduction for the affected schools. All the principals, teachers and finance officers were of the view that prior market rates assessment before supplier engagement assured the engagement of suppliers who would give the institutions fairly priced goods and services thus cost reduction in the procurement function.

Most of the principals (67%) confirmed that the presence of very fair costs led to massive savings by the institutions in the procurement function. This was a pointer to them identifying the essence of cost reduction and control as a measure of savings to the institutions. It can thus be interpreted to mean that the principals (67%) acknowledged cost reduction as an avenue of assuring the schools savings in the procurement function. Some of the principals (33%) however had a contrary opinion. This was a reflection of the schools not making saving despite reining in the procurement costs. This may be attributed to the situation of operating on budgetary deficits thus failing to save despite procuring at manageable costs.

The teachers had an almost similar position, despite most of them (62%) affirming that procurement at low costs assured the schools of savings, a very significant percentage dissented. The sentiments could be attributed to the situation of constraints in the schools and low budgetary provisions regardless of the expected savings accrued from the low costs expended in procuring goods and services by the institutions. It thus negated the import of procuring goods and services at lower costs and still not deriving the much needed benefits from it.
Most of the finance officers (67%) took a position that their schools had the benefit of the much needed savings owing to the fair costs expended by the institutions in the procurement function. This denotes that the finance officers had experience of the schools positively engaging with the suppliers that it had contracted to source goods and services from without them taking advantage of the prevailing systems and making excessive profits from the schools. This can be interpreted to mean that it conferred the schools the benefits of savings accruing from the procurement function. This denotes the fact that the schools had the benefit of making savings from the engagement with suppliers from whom it procured goods and services at fair costs leading to cost reduction. Some of the finance officers (33%) however had a contrary opinion. This denotes the fact that not all the schools had the benefit of accessing goods and services at fair costs. There was thus evidence of some schools having had occasion of failure to benefit from savings accruing from the procurement function. It was thus a pointer to the situation of failure on the part of the schools to conduct and exercise due diligence in the wake of cutting down on the procurement costs. Most of the principals, teachers and finance officers confirmed that their schools had put in place effective mechanisms to carry out assessment of the prevailing market rates for goods and services before advertising for bids. This was a sure way to assure the schools fair costs in their quests to benefit from the savings accruing from procuring goods and services fairly.

The District Education Officer was of the view that his office had established cases of purchases made way above the market rates. He was of the opinion that the situation of having the schools procuring on credit may have influenced the prevailing circumstances. The rates offered by the suppliers on credit may have
greatly motivated the increased costs owing to the financing challenges that the suppliers faced.

The findings confirmed the position taken in a study carried out by Odhiambo, (2003) which found out that many headteachers found themselves on the receiving end and with reduced clout when dealing with suppliers. He pointed out to the fact that the instances of needs for urgent supplies and situations of drained coffers always left the school headteachers on the mercies of the suppliers who inflated the costs exposing the institutions to wastage and the risk of loss. The position identifies with previous studies undertaken by the Efficiency Monitoring Unit (EMU, 2008) which pointed out to the instances of institutional financial handicaps as a chief factor of inflated costs of goods and services from rogue suppliers.

4.4 Transparency

The public procurement for secondary schools envisages a situation whereby the process is transparent by way of infusing the participation of all stakeholders. The presence of a tender committee is a requisite and it should entail the teachers, members of the parent association, officers from the finance department and the schools procurement department (Secondary Schools Procurement Manual, 2006). The presence of a procurement committee infuses a sense of transparency in the procurement process and enlists a wider participation of the stakeholders. The study sought to establish the transparency levels of the procurement function in the select public primary schools in Kahuro Sub-county in Murang’a County and its impact on teaching and learning.
Table 4.18: Presence of an inclusive procurement committee

<table>
<thead>
<tr>
<th>Presence of an inclusive procurement committee</th>
<th>Principals</th>
<th>Teachers</th>
<th>Finance Officers</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>F</td>
<td>%</td>
<td>F</td>
</tr>
<tr>
<td>To a great extent</td>
<td>1</td>
<td>17</td>
<td>20</td>
</tr>
<tr>
<td>To a very fair extent</td>
<td>5</td>
<td>83</td>
<td>54</td>
</tr>
<tr>
<td>To a fair extent</td>
<td>0</td>
<td>0</td>
<td>16</td>
</tr>
<tr>
<td>Total</td>
<td>6</td>
<td>100</td>
<td>90</td>
</tr>
</tbody>
</table>

Table 4.18 shows that most (83%) of the principals deemed the institutions to have procurement committees which were inclusive of all the stakeholders fairly. This denotes the fact that they did not wholly appreciate the inclusivity levels of the procurement committees in their institutions. It can thus be interpreted to mean that they did not consider the procurement committees in their institutions as inclusive enough to the requisite standards. This shows that most of the principals had misgivings about the capacity of the procurement committees in their institutions to fully take charge with regard to stakeholder participation. It was thus a pointer to skewed committees which did not project the face of all stakeholders pertinent to the running and management of the institutions.

Most of the teachers (60%) and finance officers (66%) shared similar sentiments. Some actually were of the opinion that the procurement committees were not inclusive at all of all the schools’ stakeholders. This was a pointer to the high risks that the schools ran with regard to failure to adhere to the standards and basic tenets of transparency in carrying out the procurement function. It can thus be interpreted to mean that some schools did not play by the rules stipulated in the procurement
policy with regard to putting in place procurement committees which were inclusive of all the stakeholders in the school community. This was thus an indication of the need for the office charged with enforcement of the policy to carry out adequate and regular supervision to ensure that the requisite provisions were adhered to.

This was in line with the stipulated provisions in the Secondary Schools Procurement Manual (2006) which calls for transparency in the public procurement systems. This is with a view of seeing to it that schools realize the essence of openness and competitiveness in the procurement of goods and services.

Table 4.19: Capacity of the procurement committee to have a free hand

<table>
<thead>
<tr>
<th>Capacity of the procurement committee to have a free hand</th>
<th>Principals</th>
<th>Teachers</th>
<th>Finance Officers</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>F</td>
<td>%</td>
<td>F</td>
</tr>
<tr>
<td>Very much</td>
<td>2</td>
<td>33</td>
<td>17</td>
</tr>
<tr>
<td>Very Fairly</td>
<td>4</td>
<td>67</td>
<td>52</td>
</tr>
<tr>
<td>Fairly</td>
<td>0</td>
<td>0</td>
<td>21</td>
</tr>
<tr>
<td>Total</td>
<td>6</td>
<td>100</td>
<td>90</td>
</tr>
</tbody>
</table>

Table 4.19 shows that most of the principals (67%) considered their schools to have fairly given a freehand to the procurement committees to carry out their activities with regard to the process of managing the procurement function. The responses denote a situation whereby the principals still had some ground with regard to the overseeing of the procurement function despite having procurement committees in place. This can be interpreted to mean that the procurement committees exercised delegated functions under the close supervision of the school principals. It denotes
the fact that they may not have a free hand to totally exercise their mandates effectively. It thus reflected situations whereby the committees were not fully in-charge of the procurement function and independent from the school administration. This may be a pointer to the risk of manipulation and stifled space in the wake of carrying out the functions by the procurement committees in place.

The responses by the principals mirrored the position taken by most of the teachers (58%) and finance officers (50%). This was an indication of the fact that they too had reservations about the capacity of the procurement committees in place having a freehand in the exercise of their functions. It can thus be interpreted to mean that there was evidence of the procurement committees not being allowed to work independently and exercising their due functions fully. This was not in tandem with the Public Procurement and Disposal Regulations (2006) which affirms that the procurement in public secondary schools should be undertaken in a transparent and explicit manner for the benefit of the schools. This can only materialize at the advent of independence of the procurement committees.
Table 4.20: Cross tabulation of supplier pre-qualification system and capacity of schools to enforce public procurement policy to the letter

<table>
<thead>
<tr>
<th></th>
<th>Value</th>
<th>df</th>
<th>Asymp. Sig. (2-sided)</th>
<th>Exact Sig. (2-sided)</th>
<th>Exact Sig. (1-sided)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pearson Chi-Square</td>
<td>2.400&lt;sup&gt;a&lt;/sup&gt;</td>
<td>1</td>
<td>.121</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Continuity Correction&lt;sup&gt;b&lt;/sup&gt;</td>
<td>.150</td>
<td>1</td>
<td>.699</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Likelihood Ratio</td>
<td>2.634</td>
<td>1</td>
<td>.105</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Fisher's Exact Test</td>
<td></td>
<td></td>
<td></td>
<td>.333</td>
<td>.333</td>
</tr>
<tr>
<td>Linear-by-Linear Association</td>
<td>2.000</td>
<td>1</td>
<td>.157</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

N of Valid Cases: 6

a. 4 cells (100.0%) have expected count less than 5. The minimum expected count is .33.

b. Computed only for a 2x2 table

Table 4.20 shows a Chi-square value of $\chi^2 = 2.400$ at a significance level of 0.121. The calculated statistic $\chi^2 = 2.400$ was found to be greater than the tabled critical value of $\chi^2 = 0.150$. It can be interpreted that, statistically, there was a relationship between ensuring supplier prequalification and the ability to have the schools enforcing the public procurement policy to the letter at $\alpha = 0.33$. This can thus be interpreted to mean the institutions with capacity to prequalify suppliers and see to it that they only deal with them in the procurement function devoid of engaging non prequalified entities have a greater possibility of adhering to the requisite provisions in the public procurement policy. This denotes the fact that in the event of having institutions going through the motions of pre-qualifying suppliers and seeking out services only from the officially engaged entities the schools may stand a chance of upholding the provisions of the public procurement policy.
Table 4.21: Advertisement of the supplier pre-qualification exercise

<table>
<thead>
<tr>
<th>Advertisement of the supplier pre-qualification exercise</th>
<th>Principals</th>
<th>Teachers</th>
<th>Finance Officers</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>F</td>
<td>%</td>
<td>F</td>
</tr>
<tr>
<td>Very much</td>
<td>3</td>
<td>50</td>
<td>18</td>
</tr>
<tr>
<td>Very Fairly</td>
<td>1</td>
<td>17</td>
<td>55</td>
</tr>
<tr>
<td>Fairly</td>
<td>2</td>
<td>33</td>
<td>17</td>
</tr>
<tr>
<td>Total</td>
<td>6</td>
<td>100</td>
<td>90</td>
</tr>
</tbody>
</table>

Table 4.21 shows that most of the principals (50%) and finance officers (50%) considered their institutions as having a high capacity to advertise the supplier pre-qualification exercises. The responses were a pointer to enhanced capacities by the schools to ensure that the pre-qualification of eligible suppliers was open to all and sundry. This was with a view of ensuring that everybody had an equal chance of getting pre-qualified to do business with the schools. This can be interpreted to mean that the schools strived to exercise the requisite standards as regards transparency in their dealings with potential suppliers and the pre-qualification exercise was carried out without any undue preferences. This can be attributed to the transparency levels exhibited.

Some of the principals (22%) however had misgivings about the capacity of their schools to advertise for the supplier pre-qualification to the optimum standards. They viewed their schools capacities as diminished. This showed that the ability to adhere to the envisaged standards and tenets was not realized in some instances. This denotes the fact that some schools failed to play by the rules going by the reservations expressed by some principals.
Most of the teachers (61%) deemed the supplier prequalification exercise as not meeting the requisite standards with regard to the provisions for inclusivity by way of advertisement. The responses were a pointer to the situation of entrenched misgivings about the provisions of advertisement for the prequalification exercise. It was a pointer to the situation of the prevailing provisions for advertisement not satisfying most of the teachers. This can be interpreted to mean that they considered the capacities of the institutions to advertise for the supplier prequalification with a view of infusing transparency as not meeting the required standards. This denotes the fact that the supplier prequalification exercise may not be as inclusive as possible leading many eligible suppliers losing out owing to failure to realize awareness.

The study findings were in conformity to the Public Procurement and Disposal Regulations (2006) which dictate that the procurement function as guided by the public procurement act for secondary schools calls for the advertisement for all works and the opening up of the lid to have a process that is open for public participation. This allows for greater participation of all interested parties, awareness creation and the elimination of secrecy in the process. It invites the local community to participate and eliminate the potential for vested interests and underhand dealings between school managers and interested parties
Table 4.22: Mediums used for advertising the supply contracts

<table>
<thead>
<tr>
<th>Mediums used for advertising the supply contracts</th>
<th>Principals</th>
<th>Teachers</th>
<th>Finance Officers</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>F</td>
<td>%</td>
<td>F</td>
</tr>
<tr>
<td>Print media</td>
<td>2</td>
<td>33</td>
<td>30</td>
</tr>
<tr>
<td>Electronic media</td>
<td>1</td>
<td>17</td>
<td>2</td>
</tr>
<tr>
<td>Posters</td>
<td>3</td>
<td>50</td>
<td>48</td>
</tr>
<tr>
<td>Word of mouth</td>
<td>0</td>
<td>0</td>
<td>10</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>6</td>
<td>100</td>
<td>90</td>
</tr>
</tbody>
</table>

Table 4.22 shows that most of the teachers (54%) considered posters as the most employed medium for advertisement for supply contracts. The use of posters denotes that the institutions had the catchment areas as those adjoining the schools. This can be interpreted to mean that the schools had the local communities as the target audience for the advertisement for the prequalification exercises. It shows the lengths it is that the schools went to ensure that the local communities were aware of the procurement programmes. The element of cost would also have been a motivating factor to the prevailing situation. This can be attributed to the situation of posters being relatively cheap in comparison to the other advertising mediums. It thus denotes the fact that the schools may have embraced posters as a cost cutting mechanism.

The print media (33%) was also confirmed to have been a mode of advertisement for the prequalification programmes. The use of the print media could have been attributed to the need to have wider coverage in terms of the target audience and give the schools the benefit of tapping from a larger pool of potential suppliers. This primed and positioned the schools at a more vantage point with regard to attracting
more efficient suppliers to do business with. The teachers equally confirmed instances of advertisement (11%) by word of mouth in some schools. This brought to the fore the latent risk with regard to the event of exposing the schools to incidences of insider trading and influence peddling in the wake of carrying out the procurement function in the institutions. It denotes a high probability of flouting the prevailing regulations as stipulated in the procurement policy.

The electronic media was seldom used by the schools (2%) for advertisement purposes. This can be attributed to the high cost of the service and the limited interaction that it had with the target audience with regard to the time span of the communication period. It thus showed that most of the schools either shunned the electronic advertisement medium or it was beyond their reach in the quest to seek out eligible suppliers.

Most of the principals (50%) and finance officers (50%) equally affirmed that the use of posters was the most predominant mode of advertisement employed in their institutions. This was a confirmation that the sentiments expressed by the teachers were equally shared by them. It thus denotes posters were the most preferred mediums for advertisement by the schools sampled. Print media (33%) and electronic avenues (17%) were also confirmed as modes used for advertisement. This was reflective of initiatives geared towards widening the bracket as regards the catchment area for potential school suppliers.

The students confirmed in the conduct of focus group discussions that they had evidence of the schools advertising for the procurement provisions in the print media
and equally using poster which were displayed in the areas adjoining the schools. This was an explicit pointer to the situation of the schools having provisions for advertisement of the supply tenders to the public. It was an indication of the transparency and accountability levels going by their capacity to enlist wider public participation.

Table 4.23: Attributes on transparency of the procurement process

<table>
<thead>
<tr>
<th>Presence of a supplier pre-qualification system</th>
<th>Princpals</th>
<th>Teachers</th>
<th>Finance Officers</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly disagree</td>
<td>Yes</td>
<td>No</td>
<td>Total</td>
</tr>
<tr>
<td>School has an efficient procurement committee</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Disagree</td>
<td>0</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Undecided</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Agree</td>
<td>3</td>
<td>0</td>
<td>3</td>
</tr>
<tr>
<td>Strongly agree</td>
<td>2</td>
<td>0</td>
<td>2</td>
</tr>
<tr>
<td>Total</td>
<td>5</td>
<td>1</td>
<td>6</td>
</tr>
<tr>
<td>Potential suppliers have an equal chance of doing business</td>
<td>Strongly disagree</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Disagree</td>
<td>1</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>Undecided</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Agree</td>
<td>2</td>
<td>0</td>
<td>2</td>
</tr>
<tr>
<td>Strongly agree</td>
<td>2</td>
<td>0</td>
<td>2</td>
</tr>
<tr>
<td>Total</td>
<td>5</td>
<td>1</td>
<td>6</td>
</tr>
<tr>
<td>Bids from suppliers opened in the presence of their representatives</td>
<td>Strongly disagree</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Disagree</td>
<td>1</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>Undecided</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Agree</td>
<td>2</td>
<td>0</td>
<td>2</td>
</tr>
<tr>
<td>Strongly agree</td>
<td>2</td>
<td>0</td>
<td>2</td>
</tr>
<tr>
<td>Total</td>
<td>5</td>
<td>1</td>
<td>6</td>
</tr>
<tr>
<td>Presence of complaints from aggrieved suppliers</td>
<td>Strongly disagree</td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td>Disagree</td>
<td>2</td>
<td>0</td>
<td>2</td>
</tr>
<tr>
<td>Undecided</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Agree</td>
<td>1</td>
<td>0</td>
<td>1</td>
</tr>
<tr>
<td>Strongly agree</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Total</td>
<td>5</td>
<td>1</td>
<td>6</td>
</tr>
<tr>
<td>The measure of transparency hurts members of the institution who want to do business with the school</td>
<td>Strongly disagree</td>
<td>0</td>
<td>1</td>
</tr>
<tr>
<td>Disagree</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Undecided</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Agree</td>
<td>4</td>
<td>0</td>
<td>4</td>
</tr>
<tr>
<td>Strongly agree</td>
<td>1</td>
<td>0</td>
<td>1</td>
</tr>
<tr>
<td>Total</td>
<td>5</td>
<td>1</td>
<td>6</td>
</tr>
</tbody>
</table>
The response as shown in table 4.23 shows that the principals and finance officers (83%) had an almost similar position as regards the presence of an efficient procurement committee with the capacity to carry out its mandate effectively. This denotes the fact that all the visited schools had managed to put in place procurement committees. This was a step in the very right direction with regard to seeking to conform to the procurement policy. The responses can be interpreted to mean that most of the principals and finance officers appreciated the efficiency conferred by the procurement committees in place. This shows that they regarded the committees highly with regard to infusing efficiency in the procurement functions in the schools. Only one principal and finance officer had a contrary view. This was a confirmation that they highly regarded the committees in place and thus was a vindication of their efficiency.

Most of the teachers (61%) equally regarded the procurement committees in place highly. They were of the opinion that they were able to dutifully carry out their mandates effectively. This was an expression of confidence in the procurement committees in place. The teachers however had a higher population of those who had a dissenting position (28%). Their responses were reflective of ingrained misgivings about the efficiency of some of the procurement committees in place. This can be interpreted to mean that some of the teachers considered the procurement committees as ineffective and not performing to the requisite standards. This can mainly be attributed to the fact that the members of the teaching fraternity sit on the procurement committees. They may thus have had the experience of having their views and considerations overlooked in some instances or evidence of glaring inefficiency on the part of the committees. Most of the principals, finance
officers and teachers confirmed that measures employed to ensure the prequalification of suppliers had enhanced the efficiency of the procurement committees.

The responses were in line with the position taken by Ombati, (2009) who argued that pre qualification of suppliers was a key imperative in assuring openness of the procurement programmes and systems. It guaranteed the schools capacity to have all bids advertised and scrutinized for the effectiveness of the procurement programmes.

The potential for the suppliers having an equal opportunity to do business with the institutions was confirmed by most of the finance officers and principals (83%). This was an explicit pointer of the equal opportunities presented to the suppliers intending to do business with the schools. It was thus a confirmation that the schools had no preferred suppliers in the event of awarding contracts. This affirmed that most of the sampled schools strived to play by the rules and provided a level playing ground with regard to opportunities for business presentation. The responses were a confirmation that the schools had upheld the tenets of the public procurement policy which conferred transparency non preferential treatment to all the suppliers.

Most of the teachers (63%) equally shared the same sentiments with principals and finance officers. They were of the view that their schools presented equal opportunities for all the suppliers seeking to do business with the schools. This was a confirmation that the schools provided potential suppliers with equal opportunities.

It thus brought forth the aspect of the known parameters of quality, price and
supplier capacity being the benchmarks for evaluation and contract award. It gave an opportunity for competition based on supplier strength as the optimum point for the suppliers to compete from.

Some of the teachers (24%) however felt that potential suppliers were not given an equal opportunity to do business with the schools. This was a pointer to the event of known instances of favouritism and the presence of preferred suppliers doing business with the schools. This was a reflection of some schools failing to obey and uphold the standards of the public procurement policy. The principals, teachers and finance officers had a predominant position that the prequalification of suppliers had ensured that the potential suppliers were given an equal opportunity to access supply contracts from the schools.

Most of the teachers (42%) confirmed that the bids from suppliers were opened in the presence of their representatives. The responses were a reflection of the high standards of transparency employed in the tendering procedure and the bid opening stage of the procurement process. It was thus a confirmation that the schools had ensured that the requisite standards of transparency and the integrity of the bid opening process were upheld by the institutions by way of ensuring that the bidders representatives were present during the exercise. Some teachers however had a contrary opinion and they deemed the bid opening exercise as not representative enough. This was an indication of known instances of the bids being opened in the absence of the suppliers or their representatives. It was reflective of situations of lack of transparency to the envisaged standards in the bid opening exercises in some schools.
The principals and finance officers (83%) had a stronger position as regards the transparency standards employed by the schools. They affirmed that the bid opening exercises always involved the bidders or their representatives. This was an indication of their approval of the bid opening exercise and their vindication of its ability to confer transparency and integrity to the procurement process. This can be interpreted to mean that the principals and finance officers appreciated the transparency levels of the bid opening exercise employed in the institutions. The teachers, finance officers and principals had a position that the presence of a supplier prequalification system had invoked the provisions for bids opening by the schools in the presence of the supplier’s representatives. This was a measure employed to ensure the realization of the requisite transparency levels.

The researcher confirmed that transparency of the procurement programmes was wanting in many schools. This was attributed to the fact that some of them had the same suppliers for many years on end providing them with particular commodities. This was an indication of failure by the procurement committees to conform to the rules of transparency requisite for sound procurement programmes.

Most of the principals (83%) and finance officers (83%) confirmed that their schools did not have incidences of complaints from aggrieved suppliers owing to lack of transparency in the procurement process. The responses vindicated the procurement processes in the institutions with regard to assuring the schools procurement programmes which were beyond reproach. This was mainly attributed to lack of complaints made to the schools by dis-satisfied suppliers owing to misgivings in the procurement programmes. It thus denotes that the suppliers had always felt satisfied
with the programmes in place in many instances in the wake of carrying out business with the schools. This was a pointer to the enhanced levels of satisfaction with the prevailing programmes undertaken by the schools in actualizing the procurement activities.

Responses by the teachers were a stark contrast of the position taken by the principals and finance officers. Most of them (46%) confirmed that complaints from aggrieved suppliers were not highly pronounced in their schools. This was a confirmation of their ability to approve and identify with the programmes in place. However the event of having many undecided (24%) teachers as regards the situation of complaints emanating from the suppliers casts doubts on the ability of the institutions to effectively serve all the eligible suppliers. This was a pointer to some of them considering the transparency levels as having capacity to occasion complaints from the suppliers.

A significant number of teachers (29%) were of the opinion that complaints from eligible suppliers were evident in the schools. This was a confirmation that the schools had the occasion of facing complaints from suppliers aggrieved in the procurement process. It was thus an indication of the fact that some suppliers had felt dissatisfied in their interaction with the schools when they sought to engage in procurement programmes. The responses denote the element of failure to realize the requisite standards of stakeholder satisfaction by the affected schools. It was thus a pointer to misgivings with the schools capacities to effectively conduct their procurement activities to the satisfaction of the suppliers. Most of the principals, finance officers and teachers confirmed that the schools had put in place a supplier prequalification programme which ensured reduced complaints from aggrieved
suppliers in the wake of engaging in the procurement activities. This was a confirmation that the transparency measures employed aided facilitate reduced complaints from aggrieved suppliers.

The principals and finance officers (83%) agreed that the measure of transparency employed by the institutions hurts members of staff who would want to do business with the school. The responses were an indication of high standards of transparency which deterred insider trading activities. This was proof of the capacity of the institutions to engage in transparent procurement activities to the satisfaction of the membership to the extent of discouraging the staff from doing business with the schools. The transparency had the net effect of inconveniencing the unscrupulous staff who always sought to do business with the schools owing to the transparency exhibited. The responses were thus a confirmation that the schools had put in place effective mechanisms to ensure reduced insider trading with an aim of safeguarding their positions.

Most of the teachers (45%) disagreed that the measure of transparency employed by the schools in the wake of undertaking the procurement function hurt members of the institution who would want to do business with school. This was a contrary opinion to the one fronted by the principals and finance officers. It thus denoted the fact that some teachers may have had evidence of the members of staff especially so in the administrative cadres doing business with the school. It can thus be interpreted to mean that despite the schools striving to uphold transparency, some members of the institution still circumvented the systems in the quest to get personal gain from the same. It thus cast aspersions on the capacity of the schools to fully discharge
their mandates as regards ensuring high standards of probity and the exercise of due diligence in the quest of ensuring the wellness of the procurement function.

Some of the teachers (21%) were undecided with regard to the capacity of the transparency levels hurting members of staff who would want to do business with the institutions. This was reflective of situations of indecision which could be attributed to inclination towards seeing members of staff benefitting from the procurement systems. It was thus an indication of the failure on the part of the schools to ensure that the transparency levels safeguarded them from infiltration by insider traders. Some few teachers (5%) confirmed that the measure of transparency hurt members who sought to do business with the schools. It was thus an indicator of the capacity of the schools to dutifully enforce the requisite provisions discouraging the members from engaging in trading activities with the institutions. A big percentage of the teachers, principals and finance officers confirmed that the function of prequalifying suppliers enabled the schools to put in place provisions which discouraged the members of staff from doing business with the schools. It was thus a confirmation that the transparency infused by way of prequalifying the suppliers deterred the members of staff from carrying out business with the institutions.

The District Education Officer was of the view that his office had faced a litany of complaints from prospective suppliers. The suppliers were not happy with the prevailing standards of transparency in the procurement programmes. This was an indication of failure to achieve the expected standards by the procuring entities which were the schools. The aspect of the same suppliers doing business with the
schools was also brought to the fore. This cast doubts on the authenticity of the tendering and procurement programmes.

The study findings identified with the position taken by Ombati (2009) who was of the opinion that the practice of calling for bids and allowing the bidders and their representatives an opportunity to participate in the opening of the bids gives rise to fiduciary and integrity to the procurement process. Situations whereby the schools supply contracts were the preserve of some people for years were gradually fading away. This was attributed to the fact that the opening up of the procurement process has gradually lifted the veil and opened up the process to a greater array of potential suppliers. This had caused public schools to have better value for money in the competitive procurement process.

Table 4.24: Capacity of procurement committee to have a free hand

<table>
<thead>
<tr>
<th>Consideration of the transparency on the procurement process</th>
<th>Principals</th>
<th>Teachers</th>
<th>Finance Officers</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>F</td>
<td>%</td>
<td>F</td>
</tr>
<tr>
<td>Very much</td>
<td>2</td>
<td>33</td>
<td>17</td>
</tr>
<tr>
<td>Very Fairly</td>
<td>4</td>
<td>67</td>
<td>52</td>
</tr>
<tr>
<td>Fairly</td>
<td>0</td>
<td>0</td>
<td>21</td>
</tr>
<tr>
<td>Total</td>
<td>6</td>
<td>100</td>
<td>90</td>
</tr>
</tbody>
</table>

Table 4.24 shows that most of the principals (67%) considered the level of transparency employed by the institutions as having a fair impact on the procurement process. This was an indication that they appreciated the capacity of the transparency exhibited by the institutions to influence the direction in which the procurement activities took. It was thus a confirmation that the transparency employed had an impact on the procurement activities carried out in the schools. It
can thus be interrupted to show that the levels of transparency had affected the procurement activities in the schools. This was by virtue of lifting the veil off the procurement programmes by way of incorporating activities which ensured transparency was upheld.

Similar sentiments were shared by the teachers (58%) and finance officers (50%). It was reflective of their capacity to appreciate the fact that the transparency levels had impacted on the procurement programmes. However, the situation of most of them considering that transparency had fairly impacted on the programmes was a pointer to an element of dissatisfaction with its impact on the programmes. It can thus be interpreted to mean that they did not wholly approve the existing transparency measures employed by the institutions and they deemed there to be some room for improvement as regards the impact expected on the procurement process.

4.5 Stock levels

Akech (2007) argued that the head teachers have the enormous challenge of playing varying roles in the public schools running and management dispensation. They are the face of the schools and their word is always taken as law in the running and management of the institutions. The head teachers have the challenge of acting as the gatekeepers, school storekeepers, chief security wardens and all varied responsibilities especially in boarding schools. The greatest challenge is always getting to source for supplies to see to it that the schools run efficiently and many at times on shoe string budgets. The study sought to establish how the stock levels of the procured goods and services affects teaching and learning in the public secondary schools in Kahuro sub-county.
Table 4.25: Capacity to engage in site visits

<table>
<thead>
<tr>
<th>Capacity to engage in site visits</th>
<th>Principals</th>
<th>Teachers</th>
<th>Finance Officers</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>F</td>
<td>%</td>
<td>F</td>
</tr>
<tr>
<td>Yes</td>
<td>2</td>
<td>33</td>
<td>37</td>
</tr>
<tr>
<td>No</td>
<td>4</td>
<td>67</td>
<td>53</td>
</tr>
<tr>
<td>Total</td>
<td>6</td>
<td>100</td>
<td>90</td>
</tr>
</tbody>
</table>

Table 4.25 shows that most of the principals (67%) deemed their institutions as not having the capacity to engage in sites visits in the quest of carrying out background checks on the individual suppliers. This denoted the fact that many schools dealt with the suppliers on the basis of trust without carrying out due diligence with regard to visiting their production sites and confirming their capacities. This can be interpreted to mean that the schools were constrained in terms of capacity to exercise effective background checks of the individual suppliers doing business with the institutions. This exposed them to the risk of dealing with briefcase entities which would expose them to the ultimate risk of failure to meet their obligations.

Most of the teachers (59%) and finance officers (67%) shared similar sentiments with the principals. It was thus a confirmation that most of the schools seldom visited the production sites of the suppliers or their offices to verify their individual capacities. This denotes the lackluster approach that the schools employed in the quest of identifying suppliers and engaging them to provide goods and services to the institutions.
Table 4.26: Presence of mechanisms to evaluate supplier financial position

<table>
<thead>
<tr>
<th>Presence of mechanisms to evaluate supplier financial position</th>
<th>Principals</th>
<th>Teachers</th>
<th>Finance Officers</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>F F 4</td>
<td>F 43</td>
<td>F 4</td>
</tr>
<tr>
<td></td>
<td>% 67</td>
<td>% 48</td>
<td>% 67</td>
</tr>
<tr>
<td>No</td>
<td>F 2</td>
<td>F 47</td>
<td>F 2</td>
</tr>
<tr>
<td></td>
<td>% 33</td>
<td>% 52</td>
<td>% 33</td>
</tr>
<tr>
<td>Total</td>
<td>6 100</td>
<td>90 100</td>
<td>6 100</td>
</tr>
</tbody>
</table>

Table 4.26 shows that most of the principals (67%) and finance officers (67%) were of the opinion that their schools had put in place effective mechanisms to evaluate the financial position of the suppliers and rate their abilities to satisfy the school requirements. This was thus an indication that the schools went out of their way to ensure that the suppliers contracted had the financial capacity to fully meet their obligations to the schools. This can be interpreted to mean that the schools ensured the realization of the capacity of suppliers as a measure to safeguard them from the risk of failure. This gave the schools an effective cushion from the failure to access supplies in a sustainable manner by the contracted suppliers.

Most of the teachers (52%) however had a contrary opinion. They were of the view that the schools had not put in place mechanisms to carry out an evaluation of the financial position of the suppliers with a view of rating their abilities. The teachers’ position may be attributed to known incidences of failure by the suppliers to meet their obligations to the schools owing to cash flow problems. The situation of having the teachers sit in tender committees which awarded the supply contracts may be in some instances without carrying out financial evaluation of the suppliers may also
have been a motivating factor to the predominant position. It can thus be interpreted to mean that most of the teachers deemed the institutions as ineffective with regard to carrying out evaluations of the suppliers financial positions.

Table 4.27: Mechanisms to evaluate supplier financial position

<table>
<thead>
<tr>
<th>Mechanisms to evaluate supplier financial position</th>
<th>Principals</th>
<th>Teachers</th>
<th>Finance Officers</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>F</td>
<td>%</td>
<td>F</td>
</tr>
<tr>
<td>Company profile assessment</td>
<td>1</td>
<td>17</td>
<td>26</td>
</tr>
<tr>
<td>Assessment of company directors</td>
<td>0</td>
<td>0</td>
<td>12</td>
</tr>
<tr>
<td>Bank guarantees confirmation</td>
<td>0</td>
<td>0</td>
<td>8</td>
</tr>
<tr>
<td>Cross-checking other clients served by suppliers</td>
<td>5</td>
<td>83</td>
<td>44</td>
</tr>
</tbody>
</table>

Table 4.27 shows that most of the principals (83%) and finance officers (83%) considered the supplier evaluation mode most commonly employed by their schools being cross-checking with other clients served by suppliers. This shows that they highly regarded a supplier’s track record as a benchmark for evaluation on their ability to effectively meet obligations to the schools. It can thus be interpreted to mean that in most schools, the basis of evaluation was the capacity to effectively service the existing supply obligations to other clients. It thus denotes that the schools were apprehensive about giving business to new entrants in the supply chain market. This may be a factor impacting negatively on the capacity of new business ventures gaining a foothold in the school supplies business. The evaluation of the company profiles was equally a consideration that the schools exercised before

85
awarding supply contracts. The previous performance and the history of the organization were all requisites. The responses denoted the fact that all the schools had varying modes of evaluating suppliers who they did business with the track record playing a predominant role.

Table 4.28: Instances of suppliers failing to deliver owing to lack of capacity

<table>
<thead>
<tr>
<th>Instances of suppliers failing to deliver owing to lack of capacity</th>
<th>Principals</th>
<th>Teachers</th>
<th>Finance Officers</th>
</tr>
</thead>
<tbody>
<tr>
<td>Often</td>
<td>F: 0</td>
<td>%: 0</td>
<td>F: 10</td>
</tr>
<tr>
<td>Rarely</td>
<td>F: 5</td>
<td>%: 83</td>
<td>F: 72</td>
</tr>
<tr>
<td>Never</td>
<td>F: 1</td>
<td>%: 17</td>
<td>F: 8</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Table 4.28 shows that most of the principals (83%) deemed the instances of failure to deliver by suppliers contracted by the schools due to lack of capacity as rare. It thus denotes the fact that the schools had seldom failed to access supplies owing to failure by the suppliers to meet their obligations. This can thus be interpreted to mean that the schools always received supplies on a regular basis from the contracted suppliers without the occasion of failure. It thus brought to the fore the aspect of suppliers regularly meeting their obligations to the schools without failure as vouched by the principals.

The teachers (11%) and finance officers (50%) had a contrary opinion. They deemed the suppliers to have had incidences of failing to fully discharge their obligations to the schools. Some had evidence of often (33%) instances of failure by the suppliers
to make timely deliveries to the schools. This was an indicator of diminished capacities on the part of the suppliers to effectively discharge their mandates in terms of meeting client obligations. It can thus be interpreted to mean that the schools had occasion of undue exposure to the risk of failure occasioned by eroded supplier capacity. This caused them to run the risk of failing to effectively carry out the teaching and learning programmes attributed to lack of materials occasioned by supplier failure.

The study confirmed the position taken by Aduda (2010) who attested that management of the inventories of public schools is a tough call for the head teachers. The buck stops with them as regards decision making and at times instances of delegated authority exposes the institutions to risk. Management of the procurement and supplies in the institutions is a challenge that involves the head teachers. Critical decisions have to be made on the provisions to be acquired and the particular times to give the institutions a safety net in times of lack.

**Table 4.29: Autonomy conferment to departments on stock levels management and schools capacity to enforce public procurement policy to the letter**

<table>
<thead>
<tr>
<th>Chi-Square Tests</th>
<th>Value</th>
<th>df</th>
<th>Asymp. Sig. (2-sided)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pearson Chi-Square</td>
<td>45.914 (^a)</td>
<td>1</td>
<td>.000</td>
</tr>
<tr>
<td>Likelihood Ratio</td>
<td>59.427</td>
<td>1</td>
<td>.000</td>
</tr>
<tr>
<td>Linear-by-Linear Association</td>
<td>45.404</td>
<td>1</td>
<td>.000</td>
</tr>
<tr>
<td>N of Valid Cases</td>
<td></td>
<td></td>
<td>90</td>
</tr>
</tbody>
</table>

\(^a\) 0 cells (0%) have expected count less than 5. The minimum expected count is 15.62
Table 4.29 shows a Chi-square value of $\chi^2 = 45.914$ at a significance level of 0.000. The calculated statistic $\chi^2 = 45.914$ was found to be less than the tabled critical value of $\chi^2 = 59.427$. It can be interpreted that, statistically, there was no relationship between the schools ability to confer autonomy to the departments to check their stock levels and make requisitions for their supplies with the schools capacity to enforce and adhere to the provisions of the public procurement policy to the letter $\alpha = 15.62$. The results can thus be interpreted to mean that even in the event of allowing individual departments to manage their lead times, there was no assurance that they would effectively adhere to the provisions of the public procurement policy.

Table 4.30: Instances of disruption of school programmes due to non-supply of goods and services

<table>
<thead>
<tr>
<th>Instances of disruption of school programmes due to non-supply of goods and services</th>
<th>Principals</th>
<th>Teachers</th>
<th>Finance Officers</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>F</td>
<td>%</td>
<td>F</td>
</tr>
<tr>
<td>Yes</td>
<td>1</td>
<td>17</td>
<td>43</td>
</tr>
<tr>
<td>No</td>
<td>5</td>
<td>83</td>
<td>47</td>
</tr>
<tr>
<td>Total</td>
<td>6</td>
<td>100</td>
<td>90</td>
</tr>
</tbody>
</table>

Table 4.30 shows most of the teachers (48%) considered the instances of schools having the programmes disrupted owing to the non delivery of materials by contracted suppliers to be high. This was an indication to the fact that the teachers had occasion of the school programmes being disrupted in the wake of carrying out the professional mandates in their respective schools. The responses can thus be
interpreted to mean that the teachers had in some instances failed to realize the objectives of the programmes at hand owing to lack of supplies to facilitate the undertaking of tasks in the realms of teaching and learning. It thus was an indicator failure to effectively manage the lead times had occasioned disruption of school activities in some cases.

The principals (83%) and finance officers (83%) had a contrary opinion. They were of the view that the instances of school activity disruption were very negligible. This was a pointer to reinforced positions as regards the schools always realizing the fruition of programmes devoid of disruptions attributed to supplier failure. The differences in shades of opinion can be aptly linked to the situation of the teaching and learning programmes being carried out by the teachers. The principals and finance officers were actively engaged in administration and management programmes. This may explain the failure to appreciate disruption of teaching and learning activities occasioned by non-supply of goods and services to the schools.

The District Education Officer was of the view that incidences of programme disruption occasioned by the non-supply of goods and services were rare in the area. This was a confirmation of the fact that the schools had strived to ensure enhance capacities in terms of stocks management.

The students however had a contrary opinion. Most of them had the experience of programme disruption attributed to lack of the requisite provisions. Students taking the technical subjects confirmed that they were incapacitated due to lack of supplies of the requisite the provisions. Failure of the schools to put in place infrastructural capacity for examinable subjects like music, home science, and delayed distribution
of provisions like exercise books were cited by the students as pertinent issues which affected the teaching and learning programmes in the schools.

Table 4.31: Frequency of disruption of school programmes due to non-supply of goods and services

<table>
<thead>
<tr>
<th>Frequency of disruption of school programmes due to non-supply of goods and services</th>
<th>Principals</th>
<th>Teachers</th>
<th>Finance Officers</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>F</td>
<td>%</td>
<td>F</td>
</tr>
<tr>
<td>Often</td>
<td>0</td>
<td>0</td>
<td>10</td>
</tr>
<tr>
<td>Rarely</td>
<td>2</td>
<td>33</td>
<td>72</td>
</tr>
<tr>
<td>Never</td>
<td>4</td>
<td>67</td>
<td>8</td>
</tr>
<tr>
<td>Total</td>
<td>6</td>
<td>100</td>
<td>90</td>
</tr>
</tbody>
</table>

Table 4.31 shows that most of the principals (67%) considered their schools not to have had disruption of programmes occasioned by the non supply of goods and services. This was an indication of enhanced capacity for stock levels management occasioning the schools regular and effective programmes devoid of any disruptions attributed to lack of supplies. Some of the principals (33%) however confirmed cases of rare instances of programmes disruption owing to failure to access supplies. The responses can thus be interpreted to mean that though the schools may have had instances of programme disruption; the incidences were very negligible thus a confirmation of effective lead time’s management as attributed to the principals.

The finance officers (64%) had an almost similar position as that taken by the principals. Most of them were of the view that the schools did not fail to carry out their programmes due to lack of supplies. This denotes the fact that they appreciated
the lead times management programmes employed in the schools. Some were of the
view that the schools had the instances of rare occasions of failing to access supplies
and get programmes disrupted. This brought to the fore the aspect of varying stock
levels management dynamics in the different schools causing failure to assure them
regular school supplies.

Most of teachers (80%) deemed the instances of disruption of schools programmes
attributed to non-supply of goods and services to be rare. This was a confirmation
that there had been occasion of programmes disruption occasioned by supply chain
hitches and non-delivery of goods and services. Some teachers confirmed often
cases of disrupted programmes attributed to lack of goods and services ought to have
been delivered by contracted suppliers. This can be interpreted to mean that the
schools had occasion of failure to realize envisaged targets in the quest of teaching
ad learning owing to lack of supplies.
Table 4.32: Attributes as regards the stock levels as affected by the procurement policy

<table>
<thead>
<tr>
<th>Departments conferred with autonomy on stock levels monitoring</th>
<th>Principals</th>
<th>Teachers</th>
<th>Finance Officers</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Yes</td>
<td>No</td>
<td>Total</td>
</tr>
<tr>
<td>Public procurement policy has ensured regular and timely</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>supplies of the school provisions</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Strongly disagree</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Disagree</td>
<td>0</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Undecided</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Agree</td>
<td>5</td>
<td>0</td>
<td>5</td>
</tr>
<tr>
<td>Strongly agree</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Total</td>
<td>5</td>
<td>1</td>
<td>6</td>
</tr>
<tr>
<td>The engagement of suppliers has ensured adequate supplies</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>even without funds</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Strongly disagree</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Disagree</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Undecided</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Agree</td>
<td>4</td>
<td>1</td>
<td>5</td>
</tr>
<tr>
<td>Strongly agree</td>
<td>1</td>
<td>0</td>
<td>1</td>
</tr>
<tr>
<td>Total</td>
<td>5</td>
<td>1</td>
<td>6</td>
</tr>
<tr>
<td>School programmes and learning activities have been smooth</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>owing to public procurement policy regardless of schools</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>financial position</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Strongly disagree</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Disagree</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Undecided</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Agree</td>
<td>4</td>
<td>1</td>
<td>5</td>
</tr>
<tr>
<td>Strongly agree</td>
<td>1</td>
<td>0</td>
<td>1</td>
</tr>
<tr>
<td>Total</td>
<td>5</td>
<td>1</td>
<td>6</td>
</tr>
<tr>
<td>Public procurement policy gives departments autonomy as</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>regards handling their supply needs</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Strongly disagree</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Disagree</td>
<td>0</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Undecided</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Agree</td>
<td>5</td>
<td>0</td>
<td>5</td>
</tr>
<tr>
<td>Strongly agree</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Total</td>
<td>5</td>
<td>1</td>
<td>6</td>
</tr>
<tr>
<td>Public procurement policy has safeguarded the school from</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>litigation risks in contractual obligations to suppliers</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Strongly disagree</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Disagree</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Undecided</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Agree</td>
<td>3</td>
<td>1</td>
<td>4</td>
</tr>
<tr>
<td>Strongly agree</td>
<td>2</td>
<td>0</td>
<td>2</td>
</tr>
<tr>
<td>Total</td>
<td>5</td>
<td>1</td>
<td>6</td>
</tr>
</tbody>
</table>
Table 4.32 shows that most of the principals (83%) were of the opinion that the public procurement policy had always ensured regular and timely supplies of school provisions. This was an indication that they appreciated the role played by the public procurement policy with regard to assuring the schools optimum stock levels occasioned by timely supplies. It can thus be interpreted to mean that they had evidence of the public procurement policy impacting positively on the capacity of the institutions to access provisions in a timely manner in comparison to the previous periods. The finance officers (67%) equally shared similar sentiments with the principals. This can be linked to the situation of the principals and finance officers being directly involved in making requisitions for school supplies from the suppliers contracted by them.

The teachers (72%) equally believed that the public procurement policy had impacted positively on the schools capacities to ensure regular and timely provisions. However, a significant percentage of the teachers (19%) had a contrary opinion. This was an indicator of the teachers experiencing periods of irregular and untimely supplies made to their schools. It can be interpreted to mean that they had occasion of disrupted programmes and failure to undertake some activities occasioned by lack of provisions.

Most of the principals, teacher and finance officers affirmed that the conferring of autonomy to the individual departments to monitor stock levels ensured regular and timely supplies of the school provisions.
Most of the principals (83%) and finance officers (83%) shared a common position that the engagement of suppliers had always enabled the schools to have adequate supplies even without funds. This can be interpreted to mean that the schools accessed goods and services from the contracted suppliers on credit. It thus denotes the fact that the provision of credit to the schools had facilitated them in terms of getting adequate supplies even without funds. It was thus a pointer to the situation of schools benefitting from their engagement of suppliers even in the event of failure to access funds for immediate payment. It thus showed that the schools benefitted from assured supplies from the contractual engagement with the suppliers.

The teachers (83%) had a similar position that with a significant number (7%) of them dissenting to the position. It was thus an indication that they appreciated and acknowledged the fact that engaging specific suppliers assured the schools provisions on credit. The contrarian position taken by a significant percentage of the teachers was reflective of instances of the schools failure to access supplies despite the engagement of regular suppliers. It can thus be interpreted to mean that even in the event of specific suppliers, the schools had occasion of supply disruption impairing the teaching and learning programmes.

Most of the principals (67%) and finance officers (67%) considered the schools to have had smooth programmes owing to the procurement policy despite the schools financial positions. The responses were a pointer to the schools having provisions for mutual engagement with the contracted suppliers to provide them with goods and services on credit. This was a confirmation that the public procurement policy had impacted positively on the schools supplies regardless of the prevailing financial positions thus an assurance of smooth teaching and learning programmes.
The teachers (65%) shared similar sentiments with the principals and finance officers. It was a confirmation that the schools more or less had an assurance of provisions despite the prevailing circumstances with regard to their financial positions. It was thus testimony enough that the schools had benefitted from contracting suppliers who assured them of provisions even in the lean financial periods. This assured them of smooth programmes in the wake of carrying out teaching and learning activities. Some teachers (21%) however had the view that the contracting of suppliers did not wholly assure the schools of supplies even in periods of financial hardships. This was an indication of the fact that some suppliers failed to provide the schools with timely provisions when they did not have money. It thus negated the essence of having contracted suppliers with the mandate of supplying the schools within specific time spans. The principals, teacher and finance officers confirmed that the autonomy provided to the individual departments with regard to making provisions for supplies had greatly aided the schools to ensure improved lead time.

Most of the principals (83%) and finance officers (67%) confirmed that the procurement policy gave autonomy to the individual departments on the aspect of handling their supply needs. It was thus a confirmation that the individual departments had been conferred with independence to make their own provisions for supplies owing to the facilitation by the public procurement policy. It can thus be interpreted to mean that the policy in place gave a greater assurance to the individual departments in terms of provisions for supplies thus sustainable teaching and learning programmes.
The teachers (47%) took the position the procurement policy gave their department’s greater say with regard to handling their supply needs. It was thus an indication that the individual departments were given a leeway to make provisions for their specific needs. This can be interpreted to mean that the schools valued the input of the departments using supplies made to the schools thus their involvement in the process of making requisitions for the same. Some teachers (37%) however deemed the schools as not having given the requisite autonomy to the specific departments. This was a pointer to instances of non-involvement of the specific departments in the wake of making requisitions for material and service provisions. It may have been an issue impairing the effective delivery of teaching and learning in the affected schools.

Most of the teachers (68%) confirmed that the procurement policy had safeguarded the schools from the risk of litigations attributed to contractual obligations to suppliers. This was an indicator to the event of reduced cases of litigation owing to failure by the schools to meet their obligations to the contracted suppliers. It can thus be interpreted to mean that the schools had the occasion of making internal arrangements suitable to the suppliers even in the event of failing to have capacity to meet their obligations to the suppliers. It thus denoted the fact that the suppliers had occasion of lending a listening ear to the school administrators in the event of financial hardships occasioned to the institutions. Some teachers (13%) however, dissented to the position. This may have been a reflection of known cases of litigation between the schools and suppliers owing to failure by the institutions to meet their obligations to the suppliers.
The principals (83%) and finance officer (67%) shared a similar position as that taken by the teachers. It was an indication that they appreciated the role played by the procurement policy with regard to cushioning the schools from the risk of litigation owing to contractual obligations to suppliers. It can thus be interpreted to show that they were well aware that despite shortcomings on the part of the institutions in the event of not fully meeting obligations to suppliers, instances of litigation were minimal. This was testimony enough that the public procurement policy had given the institutions adequate cushion and insurance from the risk of escalated costs in the event of litigation from contracted suppliers. The teachers, finance officers and principals took a majority position that the procurement policy had safeguarded the schools from the risk of litigations occasioned by contractual obligations to suppliers. They equally took the position that the autonomy provided to the individual departments in the wake of making supplies provisions had assured them enhanced lead times.

The District Education Officer was of the view that the schools had put in place good systems which ensured continuous liaison with the suppliers with a view of getting efficient supplies. He confirmed that his office had not encountered the challenge of having stock levels management as a handicap to the institutions owing to the effective mechanisms put in place.

The students were of the view that the supply of the requisite provisions was at times delayed or not done. They were of the view that this heavily derailed the teaching and learning programmes negatively impacting on the capacity to realize the fruition of academic standards to the optimum levels. This was an indication of the impaired
capacities of the schools with regard to achieving the envisaged standards requisite in providing learners with an amiable environment to realize sound academic programmes.

The findings identified with a study carried out by Wango (2011) who found out that many public secondary schools encounter the challenge of management of the stock levels for essential supplies owing to budgetary deficits. The fluctuating consumer goods prices and the irregular fees payments by parents put the school managers to risk. This concurred with the position taken by (Tirop, 2009) when he attested to the fact that the school managers were left at the mercies of suppliers owing to failure to efficiently manage schools stock levels owing to constraints which were beyond the head teachers. The periods in terms of timeframes taken from the moment goods are supplied to the institutions and the payments are processed has been a challenge to many school managers owing to situations of budgetary deficits in the respective institutions.

4.6 Quality of Goods

Ombati (2010) was of the opinion that the open tender system gives the opportunity for the procuring entities to acquire quality goods and services. This is by virtue of the fact that the process of procurement is open to all participants in a particular field and it has been advertised for all and sundry to come and participate in. It allows the entities to get the best in terms of choosing from all the eligible participating entities and equally having them submit samples of their products and profiles of the organization thus having the institution that is purchasing better placed with regard to making preferred choices as pertains the qualify of goods and services. This gives
the secondary schools the best value for money and quality goods and services enabling smooth running of functions. The study sought to find out how the quality of goods and services supplied to the institutions affected the teaching and learning programmes.

**Table 4.33: Presence of modalities to ensure school has access to quality goods and services**

<table>
<thead>
<tr>
<th>Presence of modalities to ensure school has access to quality goods and services</th>
<th>Principals</th>
<th>Teachers</th>
<th>Finance Officers</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>F</td>
<td>%</td>
<td>F</td>
</tr>
<tr>
<td>Yes</td>
<td>5</td>
<td>83</td>
<td>71</td>
</tr>
<tr>
<td>No</td>
<td>1</td>
<td>17</td>
<td>19</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>6</td>
<td>100</td>
<td>90</td>
</tr>
</tbody>
</table>

Table 4.33 shows that all the finance officers (100%) confirmed that their schools had put in place modalities to ensure that they had access to quality goods and services. This was a confirmation that the schools placed a high premium on the access to quality goods and services. It can thus be interpreted to mean that the issue of quality was handled with utmost care in the individual schools in the wake of undertaking the procurement function. Most of the principals (83%) equally confirmed that their schools attached high value to the quality of goods and services that they procured. This was by way of having in place systems and programmes to confirm and assure the quality before the purchases were made. It thus denotes the fact that the quality of goods and services in the individual schools was handled with utmost care to ensure that they derived value for money from the purchases made.
The teachers (79%) were also of the opinion that their schools had put in place effective mechanisms to assure them of the optimum quality for the goods and services procured. Some of the teachers (21%) had a divergent opinion as regards provisions for modalities to ensure sustained quality of goods and services to the schools. It can thus be interpreted to mean that there had been evidence of shortcomings with regard to the procured goods and services not meeting the expectations of the end users. In many instances the materials for teaching and learning are used by the teachers, they may thus had occasion of accessing inferior goods and services procured by their institutions.

**Offices responsible for inspection of the quality of goods and services procured**

Most of the principals took the position that the responsibility of confirming the quality of goods and services procured lay with the store keepers and heads of supply chains departments in the individual schools. It was thus a pointer to them having had delegated the function of wellness assurance to the storekeepers who received the goods procured from the suppliers. The finance officers shared a similar opinion and they went further to say that some of the teachers in charge of the line departments which consumed the procured goods and services were equally involved in the quality assurance programmes. This brought to the fore the aspect of end users involvement in the quality assurance provisions.

The teachers confirmed that they had been in some instances involved in assuring the quality of goods and services supplied to their departments. The researcher confirmed that the schools procured teaching and learning materials and equally made provisions for subsistence produce like food and sanitary requirements for the
students. This was an indication of the fact that they were directly involved and participated in the confirming of the suitability of the materials and services that they eventually used in their departments. Provisions for the storekeepers and supply chain heads getting to confirm the quality of goods and services were also brought forth by the teachers. It thus was an indication that the activity of assuring the quality of goods and services procured by the individual schools was robust and all encompassing with regard to drawing the input of end users.

This was similar to the position taken by Pooler (2009) who was of the opinion that contractual binding of the procuring entity calls for an allowance of the standards stipulated in the contractual engagement and always sticking to the same. This gives a leeway to the procuring entity to always have the capacity to refuse substandard goods and services or seek for concessions on the same from the supplier before making any payments for the supplied goods and services or seek for concessions on the same for the supplier before making any payments for the goods and services supplied and which may not be meeting the stipulated standards. This cushions the procuring entity from the risk of loss in terms of monetary value of substandard goods and services supplied and it forces the supplier to play by the rules and in the knowledge that the contract stipulates that goods and services supplied in qualities which are not meeting the thresholds of standards set will be disallowed.
Table 4.3: Public procurement and quality of goods

<table>
<thead>
<tr>
<th>Public procurement policy has ensured that quality of goods supplied is good</th>
<th>Principals</th>
<th>Teachers</th>
<th>Finance Officers</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>F</td>
<td>%</td>
<td>F</td>
</tr>
<tr>
<td>Yes</td>
<td>5</td>
<td>83</td>
<td>74</td>
</tr>
<tr>
<td>No</td>
<td>1</td>
<td>17</td>
<td>16</td>
</tr>
<tr>
<td>Total</td>
<td>6</td>
<td>100</td>
<td>90</td>
</tr>
</tbody>
</table>

Table 4.34 shows that most of the teachers (82%) were of the view that the public procurement policy had ensured that the quality of goods supplied to the schools was good. This was a confirmation that they appreciated the capacity of the provisions for the public procurement policy to assure the schools of quality goods and services. It can thus be interpreted to mean that the teachers acknowledged the capacity of the public procurement policy to stem the tide of inferior supplies to the schools. It denotes the fact that the teachers had an attestment of the ability of the contractual engagements made to suppliers by the schools forcing them to uphold high standards in terms of the goods and services supplied to the schools.

The principals (83%) and finance officers (67%) confirmed that they had evidence of the public procurement policy assuring the schools of enhanced capacities in terms of the quality of goods and services supplied. It thus denotes the fact that they all appreciated the provisions in the public procurement policy in terms of wellness assurance of the goods and services procured. It was thus a confirmation that the public procurement policy had played an effective role of assuring the schools of
quality goods and services and minimized the risk of loss and excessive expenditures from inferior goods.

The study findings confirmed the position taken by Branson (2011) who suggested that the open tender system allows for competition in the procurement process. The competition starts from having entities participating in the tendering process evaluated against set standards and benchmarks. This forces them to uphold the standards of goods and services supplied well in the knowledge that the procurement process is competitive and they may be locked out in the wake of inferior quality of goods and services. This forces them to play by the rules and always seek to satisfy the clients who are the procuring entities by way of meeting the stipulated standards and always conforming to the laid down regulations. It upholds the integrity of the process and ensures the quality of goods and services is upheld.

**Effects of the public procurement policy on teaching and learning**

Most of the teachers were of the view that the public procurement policy had facilitated the schools to get reliable supplies in the wake of engaging in the procurement function. They were also of the view that the policy had helped streamline the procurement function with regard to infusing transparency and assuring the schools of an open process that involved stakeholder participation. This had facilitated savings to the individual schools which had enabled the non-disruption of programmes and effective dissemination of the teaching and learning activities. The creation of confidence in the stakeholders, more so the suppliers attributed to the prequalification exercise and the contractual obligations had also facilitated the schools to access goods and services even in the event of not having
money. This had positively impacted on the teaching and learning activities in the schools. The procurement of goods and services had assured the schools enhanced capacities in delivering on their mandates. Evidence of stationery and allied supplies procured by the schools was confirmed by the researcher in the wake of the data collection exercise.

The principals and finance officers who were mainly engaged in the administration and management activities confirmed that they had better operations in their schools occasioned by the access to supplies all year round regardless of the schools’ financial positions. They confirmed that the fears of programmes disruption owing to lack of provisions for teaching and learning materials like textbooks and laboratory equipment had been greatly taken care of since the advent of the public procurement policy. This is because the suppliers were bound by the contractual obligations that they made to the schools. This was a confirmation of previous work carried out by (Muithya, 2010) who argued that contractual obligations between the schools and suppliers assured them of sound management of the quality of goods supplied within specified timeframes.
CHAPTER FIVE
SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

5.1 Introduction
This chapter gives a summary of the findings, conclusions and recommendations drawn from the findings. The study sought to find out the impact of the public procurement policy on teaching and learning in selected secondary schools in Kahuro Sub-county in Murang’a County. The study sought to establish the extent to which the cost of goods, transparency, stock levels and the quality of goods and services procured affects teaching and learning programmes.

5.2 Summary of the study
5.2.1 Impact of cost of goods on teaching and learning
The study found out that the principals considered the schools to be deriving value for money from the purchases made highly at 17% and fairly at 83%. The teachers rated the value accrued from the cost of goods purchased highly at 13%, fairly at 79% and very fairly at 8%. Varying dynamics were brought forth by the principals as the benchmarks for contract awards. They were of the view that consideration of the lowest bidder was the predominant factor at 67% while 33% used their own discretion. This greatly impacted on teaching and learning owing to the savings made by the schools and the monies committed to other pressing areas.

5.2.2 Impact of transparency on teaching and learning
The inclusivity of the procurement committee was deemed as high by the principals at 17% and fair at 83%. The independence of the procurement committee was considered high by teachers as high at 19%, fair at 58% and low at 23%. The
mediums for supply contract advertisement were confirmed by the principals to be the print media at 33%, the electronic at 17% and posters at 50%. Transparency in the procurement procedure assured the schools of enhanced capacity with regard to ability to source the teaching and learning materials competitively.

5.2.3 Impact of stock levels management on teaching and learning

The principals considered their schools to have employed mechanisms to evaluate the suppliers financial positions with 67% confirming presence of the same. The occurrence of failure to receive supplies from contracted suppliers owing to their diminished capacities was confirmed by the principals as rare at 83%, while 17% of them had not had incidences of lack of supplies in their schools. The teachers were of the position that incidences of non-supplies of goods and services were often at 11%, rare at 80% while 9% had not encountered the challenge. Stock levels management assured non-disruption of teaching and learning programmes thus continuity and adherence to the timetable.

5.2.4 Impact of quality of goods and services on teaching and learning

The principals confirmed that they had put in place modalities to ensure that the schools had access to quality goods and services at 83% while 17% of them were of a contrary opinion. The teachers considered their schools to have put in place modalities to assess the quality of goods highly at 79% while 21% deemed it as poor. All the finance officers were of the opinion that assessment of the quality of goods was adequate in their schools.
5.3 Conclusions of the Study

The study drew the following conclusions:

The cost of goods and services greatly affected the capacity of the schools to dutifully undertake teaching and learning programmes. This was by virtue of the fact that in the event of overpriced goods and services the schools were incapacitated with regard to availing the requisite resources for procuring academic accessories and infrastructural capacity provision. The schools in the study area had strived to uphold standards with regard to cost reduction. Reduction of the costs of goods and services supplied to the institutions impacted positively on the capacity of the schools to realize effective teaching and learning programmes.

Transparency of the procurement programmes in place aids lift the veil of secrecy in the systems involved. It facilitates the infusion of merit and allowable standards with regard to current best practices and requisite ethos. The study found out that the schools in the area had strived to ensure high standards with regards to transparency and wider public participation in the realization of the procurement activities in many instances. Transparency in the procurement provisions assured the schools competitiveness in the procurement functions and facilitates sound supplies and procurement programmes which assured the schools continuity of the teaching and learning programmes.

The study confirmed that most of the schools in the area had good stock levels of the requisite supplies which assured them of sound programmes and enhanced capacities with regard to provisions for teaching and learning requirements. This was an indication of the fact that the schools had put in place systems and structures
which saw to it that they had the requisite provisions in place at all times. Assurance with regard to stock levels requirements gave the schools stability in terms of programme management and capacity to effectively undertake the teaching and learning activities.

The quality of goods and services supplied to the schools was also confirmed to have been good and the wellness assured. The schools confirmed that they had put in place modalities to ensure that they had adequate provisions in terms of access to quality goods. This was an indicator of sound and adequate quality assurance provisions. Assurance of the quality of goods supplied gave the schools adequate capacity to effectively take charge of their programmes in the realms of teaching and learning owing to longer duration of equipments use devoid of breakages and allied provisions.

5.4 **Recommendations of the Study**

The study made the following recommendations:-

i) Public secondary schools should put in place provisions which assure them of capacity to contain the cost of goods and services procured. This can be by way of conducting effective background checks and market rates assessments before signing the contractual obligations with suppliers. This will assure the institutions of capacity to have savings accruing from the procurement function. It may free the institutions from the risk of budgetary deficits and the imminent failure from the realization of the teaching and learning programs.

ii) The ministry of education should put in place mechanisms to enforce the public secondary schools to uphold transparency in all the procurement procedures that
they under take. This may have the net effect of opening up the procurement process to bigger scrutiny. It may force the schools to carry out the procurement activities from a better defined spectrum than at present. It may be a critical factor facilitating savings accruing from the competition and value to the schools in the expenditure expended in the wake of making purchases.

iii) The Ministry of Education should enforce provision for stock levels management in all public secondary schools. This by way of ensuring that the school managers make proper forecasting and plan for all the appropriations in terms of supplies and infrastructural capacities. This will ensure that the students are not exposed to the risk failure to access the requisite resources for the fruition of the teaching and learning programmes. This may positively impact on the academic performance of the affected students.

iv) The public secondary schools should employ effective measures for quality assurance of the goods and services procured. They should have specific persons charged with the mandate of wellness confirmation of the goods and services supplied. Involvement of the technical persons should be the focal point of quality assurance. This is by way of having knowledgeable persons mandated with the tasks of ensuring that the standards requisite are realized and conformed to. This may heavily influence the non disruption of teaching and learning programmes.
5.5 **Suggestion for Further Studies**

The study suggested that research should be carried on the role of the public procurement policy on teaching and learning on a wider scope like a countywide survey to confirm whether the prevailing situation in Kahuro identifies with the other districts.

The study also suggests that a study should be carried out on the effectiveness of the procurement committees managing the procurement function in public secondary schools.
REFERENCE


Dear Respondents

Kindly I am a student at Kenyatta University, School of Education. I am conducting a study on “The impact of public procurement policy on teaching and learning in public secondary schools in Kahuro District, Murang’a County ”. Am requesting your assistance in the filling in of questionnaires. Please do it to the best of your ability. I will kindly appreciate your cooperation and your identity will be treated in strict confidence.

Thanks in advance

Yours faithfully,

Mary Wanjiru Mwangi
APPENDIX 2: QUESTIONNAIRE FOR PRINCIPALS

THE IMPACT OF THE PUBLIC PROCUREMENT POLICY ON TEACHING AND LEARNING

1. Kindly indicate your gender
   - Male □
   - Female □

2. How long have you served as a principal of the school?
   - Less than 1 year □
   - 1 – 5 yrs □
   - 6 – 10 yrs □
   - 11 – 15 yrs □
   - 16 – 20 yrs □
   - More than 20 years □

3. What are your highest academic qualifications?
   - Diploma education □
   - Bed □
   - Med □
   - Msc □
   - Any other ……………………………………………………………………………………………………………………………

4. Are you aware of the public procurement policy?
   - Yes □
   - No □
5. Have there been efforts by the parent ministry to have school managers trained and exposed to the requirements of the public procurement policy?

To a great extent ☐
To a fair extent ☐
To a very fair extent ☐

6. Has the training and exposure impacted on the running and management of secondary schools? Kindly explain.................................................................

.................................................................

7. Does your school enforce the public procurement policy to the letter?

Yes ☐
No ☐

8. How would you rate the public procurement policy with regard to the management of the procurement function in your institution?

Very adequate ☐
Adequate ☐
Inadequate ☐
Very Inadequate ☐

Cost of Goods

9. To what extent does your institution get value for money in the way of purchasing goods at competitive rates?

Very much ☐
Fairly ☐
Very fairly ☐
10. Does the institution have mechanisms in place to carry out an assessment of the prevailing market rates before advertising for bids?

Yes ☐
No ☐

11. How often have there been instances of variations of the prices by suppliers owing to the fluctuating market rates in their course of doing business with the school?

Often ☐
Rarely ☐
Never ☐

12. What is the driving factor as regards awarding of supply contracts to the winning bidders?

To the lowest bidder ☐
To the highest bidder ☐
An evaluation of bidder’s capacity ☐
The use of own discretion ☐
Any other ..............................................................................................................................................
..........................................................................................................................................................
13. Kindly confirm the following attributes as pertains the cost of goods sold to the institution

<table>
<thead>
<tr>
<th>Attribute</th>
<th>SA</th>
<th>A</th>
<th>U</th>
<th>DA</th>
<th>SDA</th>
</tr>
</thead>
<tbody>
<tr>
<td>My institution gets value for money in the cost of goods supplied</td>
<td>5</td>
<td>4</td>
<td>3</td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td>The suppliers give the school warranties for the implements supplied</td>
<td>5</td>
<td>4</td>
<td>3</td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td>There are mechanisms for non variation of prices with the suppliers for agreed periods of time</td>
<td>5</td>
<td>4</td>
<td>3</td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td>Engagement of suppliers assures the institution of savings in the procurement function</td>
<td>5</td>
<td>4</td>
<td>3</td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td>Presence of very fair costs leads to massive savings to the institution in the procurement function</td>
<td>5</td>
<td>4</td>
<td>3</td>
<td>2</td>
<td>1</td>
</tr>
</tbody>
</table>

**Transparency**

14. To what extent does your institution have a procurement committee that is inclusive of all the stakeholders?

- To a great extent [ ]
- To a fair extent [ ]
- To a very fair extent [ ]
15. Is the procurement committee given a free hand to carry out its activities as regards the process of managing the function?

- Very much  
- Fairly  
- Very fairly  

16. Is there a system of pre-qualification of suppliers in your institution?

- Yes  
- No  

17. Is the pre-qualification procedure open to all members of the public by way of advertisement?

- Very much  
- Fairly  
- Very fairly  

18. What medium does your school use to advertise for the supply contracts?

- Print media  
- Electronic media  
- Posters  
- Word of mouth  
- Any other ........................................................................................................................................

..................................................................................................................................................
19. Kindly confirm the following attributes as regards the transparency of the procurement process

<table>
<thead>
<tr>
<th>Attribute</th>
<th>SA – Strongly Agree</th>
<th>A – Agree</th>
<th>U – Undecided</th>
<th>DA – Disagree</th>
<th>SDA – Strongly Disagree</th>
</tr>
</thead>
<tbody>
<tr>
<td>My school has an efficient procurement committee which carries out its mandate effectively</td>
<td>5</td>
<td>4</td>
<td>3</td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td>All the potential suppliers have an equal chance of doing business with the institution</td>
<td>5</td>
<td>4</td>
<td>3</td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td>The bids from the suppliers are opened in the presence of their representatives</td>
<td>5</td>
<td>4</td>
<td>3</td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td>We have had complaints from aggrieved suppliers in our institution owing to lack of transparency in the procurement process</td>
<td>5</td>
<td>4</td>
<td>3</td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td>The measure of transparency hurts members of the institution who would want to do business with the school</td>
<td>5</td>
<td>4</td>
<td>3</td>
<td>2</td>
<td>1</td>
</tr>
</tbody>
</table>

20. In your own opinion, would you consider the level of transparency as having an impact on the procurement process?

To a great extent ☐
To a fair extent ☐
To a very fair extent ☐
Lead Time

21. Does the institution have the capacity to engage in site visits to carry out a background check of the individual suppliers?
   Yes   □
   No    □

22. Does the institution have mechanisms to evaluate the financial position of the supplier and rate his ability to satisfy the schools requirements? Kindly tick against the systems employed by your school
   Looking at the company profile □
   An assessment of the company’s directors □
   Seeking out bank guarantees □
   Crosschecking with other clients served by the supplier □
   Any other ........................................................................................................................................

23. Have you had instances of situations of suppliers failing to deliver when they are required to owing to lack of capacity?
   Yes   □
   No    □

24. Are the departments in your institution given autonomy as regards stock levels monitoring and making requisitions for supply?
   Yes   □
   No    □

25. i) Have there been instances of disruption of school programmes due to non-supply of goods and services?
   Yes   □      No □
ii) How often have there been instances of disruption of school programmes due to non-supply of goods and services?

Often  [ ]
Rarely  [ ]
Never  [ ]

26. Kindly confirm the following attributes as regards the stock levels as affected by the public procurement policy

<table>
<thead>
<tr>
<th></th>
<th>SA – Strongly Agree</th>
<th>A – Agree</th>
<th>U – Undecided</th>
<th>DA – Disagree</th>
<th>SDA – Strongly Disagree</th>
</tr>
</thead>
<tbody>
<tr>
<td>The public procurement policy has always ensured regular and timely supplies of the schools provisions</td>
<td>5</td>
<td>4</td>
<td>3</td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td>The engagement of suppliers has always enabled the schools to have adequate supplies even without funds</td>
<td>5</td>
<td>4</td>
<td>3</td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td>All the schools programmes and the learning activities have been smooth owing to the procurement policy regardless of the schools financial position</td>
<td>5</td>
<td>4</td>
<td>3</td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td>The procurement policy gives the departments autonomy as regards handling their supply needs</td>
<td>5</td>
<td>4</td>
<td>3</td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td>The procurement policy has safeguarded the school from the risk of litigations owing to the contractual obligations to suppliers</td>
<td>5</td>
<td>4</td>
<td>3</td>
<td>2</td>
<td>1</td>
</tr>
</tbody>
</table>
27. To what extent has the procurement policy affected the institutions capacity to manage its lead time?
   
   To a great extent   
   To a fair extent   
   To a very fair extent

**Quality of goods**

28. Are there modalities to ensure that your school gets quality goods and services from the suppliers?

   Yes   
   No

29. Who inspects the supplied goods to ensure conformity to the required standards with regard to quality?

   ........................................................................................................................................

30. Has the public procurement policy ensured that the quality of goods supplied is good?

   Yes   
   No

31. In your own opinion, how has the public procurement policy affected the teaching and learning in the public secondary schools? Kindly explain

   ........................................................................................................................................

   ........................................................................................................................................
APPENDIX 3: QUESTIONNAIRE FOR TEACHERS

THE IMPACT OF THE PUBLIC PROCUREMENT POLICY ON TEACHING AND LEARNING

1. Kindly indicate your gender
   - Male
   - Female

2. How long have you served as a teacher in the school?
   - Less than 1 year
   - 1 – 5 yrs
   - 6 – 10 yrs
   - 11 – 15 yrs
   - 16 – 20 yrs
   - More than 20 years

3. What are your highest academic qualifications?
   - Diploma education
   - Bed
   - Med
   - Msc
   - Any other

4. Are you aware of the public procurement policy?
   - Yes
   - No
5. Have there been efforts by the parent ministry to have teachers trained and exposed to the requirements of the public procurement policy?

To a great extent ☐
To a fair extent ☐
To a very fair extent ☐

6. Has the training and exposure impacted on the running and management of secondary schools? Kindly explain .................................................................
.................................................................................................

7. Does your school enforce the public procurement policy to the letter?

Yes ☐
No ☐

8. How would you rate the public procurement policy with regard to the management of the procurement function in your institution?

Very adequate ☐
Adequate ☐
Inadequate ☐
Very Inadequate ☐

Cost of Goods

9. To what extent does your institution get value for money in the way of purchasing goods at competitive rates?

Very much ☐
Fairly ☐
Very fairly ☐
10. Does the institution have mechanisms in place to carry out an assessment of the prevailing market rates before advertising for bids?

Yes ☐
No ☐

11. How often have there been instances of variations of the prices by suppliers owing to the fluctuating market rates in their course of doing business with the school?

Often ☐
Rarely ☐
Never ☐

12. What is the driving factor as regards awarding of supply contracts to the winning bidders?

To the lowest bidder ☐
To the highest bidder ☐
An evaluation of bidder’s capacity ☐
The use of own discretion ☐
Any other .................................................................
..................................................................................................................
13. Kindly confirm the following attributes as pertaining to the cost of goods sold to the institution

<table>
<thead>
<tr>
<th>Attribute</th>
<th>SA – Strongly Agree</th>
<th>A – Agree</th>
<th>U – Undecided</th>
<th>DA – Disagree</th>
<th>SDA – Strongly Disagree</th>
</tr>
</thead>
<tbody>
<tr>
<td>My institution gets value for money in the cost of goods supplied</td>
<td>5</td>
<td>4</td>
<td>3</td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td>The suppliers give the school warranties for the implements supplied</td>
<td>5</td>
<td>4</td>
<td>3</td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td>There are mechanisms for non variation of prices with the suppliers for agreed periods of time</td>
<td>5</td>
<td>4</td>
<td>3</td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td>Engagement of suppliers assures the institution of savings in the procurement function</td>
<td>5</td>
<td>4</td>
<td>3</td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td>Presence of very fair costs leads to massive savings to the institution in the procurement function</td>
<td>5</td>
<td>4</td>
<td>3</td>
<td>2</td>
<td>1</td>
</tr>
</tbody>
</table>

**Transparency**

14. To what extent does your institution have a procurement committee that is inclusive of all the stakeholders?

- To a great extent
- To a fair extent
- To a very fair extent

128
15. Is the procurement committee given a free hand to carry out its activities as regards the process of managing the function?
   Very much □
   Fairly □
   Very fairly □

16. Is there a system of pre-qualification of suppliers in your institution?
   Yes □
   No □

17. Is the pre-qualification procedure open to all members of the public by way of advertisement?
   Very much □
   Fairly □
   Very fairly □

18. What medium does your school use to advertise for the supply contracts?
   Print media □
   Electronic media □
   Posters □
   Word of mouth □
   Any other ........................................................................................................................................
19. Kindly confirm the following attributes as regards the transparency of the procurement process

<table>
<thead>
<tr>
<th></th>
<th>SA – Strongly Agree</th>
<th>A – Agree</th>
<th>U – Undecided</th>
</tr>
</thead>
<tbody>
<tr>
<td>DA – Disagree</td>
<td></td>
<td>SDA – Strongly Disagree</td>
<td></td>
</tr>
</tbody>
</table>

My school has an efficient procurement committee which carries out its mandate effectively

All the potential suppliers have an equal chance of doing business with the institution

The bids from the suppliers are opened in the presence of their representatives

We have had complaints from aggrieved suppliers in our institution owing to lack of transparency in the procurement process

The measure of transparency hurts members of the institution who would want to do business with the school

20. In your own opinion, would you consider the level of transparency as having an impact on the procurement process?

To a great extent

To a fair extent

To a very fair extent
**Lead Time**

21. Does the institution have the capacity to engage in site visits to carry out a background check of the individual suppliers?

   Yes [ ]

   No [ ]

22. Does the institution have mechanisms to evaluate the financial position of the supplier and rate his ability to satisfy the schools requirements? Kindly tick against the systems employed by your school

   Looking at the company profile [ ]

   An assessment of the company’s directors [ ]

   Seeking out bank guarantees [ ]

   Crosschecking with other clients served by the supplier [ ]

   Any other

23. Have you had instances of situations of suppliers failing to deliver when they are required to owing to lack of capacity?

   Yes [ ]

   No [ ]

24. Are the departments in your institution given autonomy as regards stock levels monitoring and making requisitions for supply?

   Yes [ ]

   No [ ]
25. i) Have there been instances of disruption of school programmes due to non-supply of goods and services?
Yes ☐ No ☐

ii) How often have there been instances of disruption of school programmes due to non-supply of goods and services?
Often ☐ Rarely ☐ Never ☐

26. Kindly confirm the following attributes as regards the stock levels as affected by the public procurement policy

<table>
<thead>
<tr>
<th>SA – Strongly Agree</th>
<th>A – Agree</th>
<th>U – Undecided</th>
<th>DA – Disagree</th>
<th>SDA – Strongly Disagree</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>SA A U DA SDA</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>The public procurement policy has always ensured 5 4 3 2 1 regular and timely supplies of the schools provisions</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>The engagement of suppliers has always 5 4 3 2 1 enabled the schools to have adequate supplies even without funds</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>All the schools programmes and the 5 4 3 2 1 learning activities have been smooth owing to the procurement policy regardless of the schools financial position</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>The procurement policy gives the 5 4 3 2 1 departments autonomy as regards handling their supply needs</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>The procurement policy has safeguarded 5 4 3 2 1 the school from the risk of litigations owing to the contractual obligations to suppliers</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
27. To what extent has the procurement policy affected the institutions capacity to manage its lead time?

- To a great extent ☐
- To a fair extent ☐
- To a very fair extent ☐

Quality of goods

28. Are there modalities to ensure that your school gets quality goods and services from the suppliers?

- Yes ☐
- No ☐

29. Who inspects the supplied goods to ensure conformity to the required standards with regard to quality?

- ………………………………………………………………………………………………………

30. Has the public procurement policy ensured that the quality of goods supplied is good?

- Yes ☐
- No ☐

31. In your own opinion, how has the public procurement policy affected the teaching and learning in the public secondary schools? Kindly explain
APPENDIX 4: QUESTIONNAIRE FOR FINANCE OFFICERS

THE IMPACT OF THE PUBLIC PROCUREMENT POLICY ON TEACHING AND LEARNING

1. Kindly indicate your gender

Male □
Female □

2. How long have you served as the finance officer of the school?

Less than 1 year □
1 – 5 yrs □
6 – 10 yrs □
11 – 15 yrs □
16 – 20 yrs □
More than 20 years □

3. What are your highest academic qualifications?

CPA K □
BCOM □
KATC □
Any other ........................................................................................................................................

4. Are you aware of the public procurement policy?

Yes □
No □
5. Have there been efforts by the parent ministry to have finance officers trained and exposed to the requirement of the public procurement policy?

To a great extent ☐

To a fair extent ☐

To a very fair extent ☐

6. Has the training and exposure impacted on the running and management of secondary schools? Kindly explain.

7. Does your school enforce the public procurement policy to the letter?

Yes ☐

No ☐

8. How would you rate the public procurement policy with regard to the management of the procurement function in your institution?

Very adequate ☐

Adequate ☐

Inadequate ☐

Very Inadequate ☐

**Cost of Goods**

9. To what extent does your institution get value for money in the way of purchasing goods at competitive rates?

Very much ☐

Fairly ☐

Very fairly ☐
10. Does the institution have mechanisms in place to carry out an assessment of the prevailing market rates before advertising for bids?

Yes □

No □

11. How often have there been instances of variations of the prices by suppliers owing to the fluctuating market rates in their course of doing business with the school?

Often □

Rarely □

Never □

12. What is the driving factor as regards awarding of supply contracts to the winning bidders?

To the lowest bidder □

To the highest bidder □

An evaluation of bidder’s capacity □

The use of own discretion □

Any other ................................................................................................................................

..............................................................................................................................................
13. Kindly confirm the following attributes as pertains the cost of goods sold to the institution

<table>
<thead>
<tr>
<th>Attribute</th>
<th>SA – Strongly Agree</th>
<th>A – Agree</th>
<th>U – Undecided</th>
<th>DA – Disagree</th>
<th>SDA – Strongly Disagree</th>
</tr>
</thead>
<tbody>
<tr>
<td>My institution gets value for money in the cost of goods supplied</td>
<td>5 4 3 2 1</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>The suppliers give the school warranties for the implements supplied</td>
<td>5 4 3 2 1</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>There are mechanisms for non variation of prices with the suppliers for agreed periods of time</td>
<td>5 4 3 2 1</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Engagement of suppliers assures the institution of savings in the procurement function</td>
<td>5 4 3 2 1</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Presence of very fair costs leads to massive savings to the institution in the procurement function</td>
<td>5 4 3 2 1</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Transparency**

14. To what extent does your institution have a procurement committee that is inclusive of all the stakeholders?

- To a great extent
- To a fair extent
- To a very fair extent
15. Is the procurement committee given a free hand to carry out its activities as regards the process of managing the function?
   Very much □
   Fairly □
   Very fairly □

16. Is there a system of pre-qualification of suppliers in your institution?
   Yes □
   No □

17. Is the pre-qualification procedure open to all members of the public by way of advertisement?
   Very much □
   Fairly □
   Very fairly □

18. What medium does your school use to advertise for the supply contracts?
   Print media □
   Electronic media □
   Posters □
   Word of mouth □
   Any other: ...........................................................................................................................................................................
   ................................................................................................................................................................................................
19. Kindly confirm the following attributes as regards the transparency of the procurement process

<table>
<thead>
<tr>
<th>Attribute</th>
<th>SA – Strongly Agree</th>
<th>A – Agree</th>
<th>U – Undecided</th>
<th>DA – Disagree</th>
<th>SDA – Strongly Disagree</th>
</tr>
</thead>
<tbody>
<tr>
<td>My school has an efficient procurement committee which carries out its mandate effectively</td>
<td>5</td>
<td>4</td>
<td>3</td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td>All the potential suppliers have an equal chance of doing business with the institution</td>
<td>5</td>
<td>4</td>
<td>3</td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td>The bids from the suppliers are opened in the presence of their representatives</td>
<td>5</td>
<td>4</td>
<td>3</td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td>We have had complaints from aggrieved suppliers in our institution owing to lack of transparency in the procurement process</td>
<td>5</td>
<td>4</td>
<td>3</td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td>The measure of transparency hurts members of the institution who would want to do business with the school</td>
<td>5</td>
<td>4</td>
<td>3</td>
<td>2</td>
<td>1</td>
</tr>
</tbody>
</table>

20. In your own opinion, would you consider the level of transparency as having an impact on the procurement process?

To a great extent ☐

To a fair extent ☐

To a very fair extent ☐
Stock Levels

21. Does the institution have the capacity to engage in site visits to carry out a background check of the individual suppliers?

Yes □
No □

22. Does the institution have mechanisms to evaluate the financial position of the supplier and rate his ability to satisfy the schools requirements? Kindly tick against the systems employed by your school

Looking at the company profile □
An assessment of the company’s directors □
Seeking out bank guarantees □
Crosschecking with other clients served by the supplier □
Any other .................................................................

23. Have you had instances of situations of suppliers failing to deliver when they are required to owing to lack of capacity?

Yes □
No □

24. Are the departments in your institution given autonomy as regards stock levels monitoring and making requisitions for supply?

Yes □
No □
25. i) Have there been instances of disruption of school programmes due to non-supply of goods and services?

Yes [ ] No [ ]

ii) How often have there been instances of disruption of school programmes due to non-supply of goods and services?

Often [ ] Rarely [ ] Never [ ]

26. Kindly confirm the following attributes as regards the stock levels as affected by the public procurement policy

<table>
<thead>
<tr>
<th>SA – Strongly Agree</th>
<th>A – Agree</th>
<th>U – Undecided</th>
</tr>
</thead>
<tbody>
<tr>
<td>DA – Disagree</td>
<td>SDA – Strongly Disagree</td>
<td></td>
</tr>
<tr>
<td>SA</td>
<td>A</td>
<td>U</td>
</tr>
<tr>
<td>The public procurement policy has always ensured regular and timely supplies of the schools provisions</td>
<td>5</td>
<td>4</td>
</tr>
<tr>
<td>The engagement of suppliers has always enabled the schools to have adequate supplies even without funds</td>
<td>5</td>
<td>4</td>
</tr>
<tr>
<td>All the schools programmes and the learning activities have been smooth owing to the procurement policy regardless of the schools financial position</td>
<td>5</td>
<td>4</td>
</tr>
<tr>
<td>The procurement policy gives the departments autonomy as regards handling their supply needs</td>
<td>5</td>
<td>4</td>
</tr>
<tr>
<td>The procurement policy has safeguarded the school from the risk of litigations owing to the contractual obligations to suppliers</td>
<td>5</td>
<td>4</td>
</tr>
</tbody>
</table>
27. To what extent has the procurement policy affected the institution's capacity to manage its lead time?

- To a great extent  
- To a fair extent  
- To a very fair extent  

**Quality of goods**

28. Are there modalities to ensure that your school gets quality goods and services from the suppliers?

- Yes  
- No  

29. Who inspects the supplied goods to ensure conformity to the required standards with regard to quality?

- ...............................................................

30. Has the public procurement policy ensured that the quality of goods supplied is good?

- Yes  
- No  

31. In your own opinion, how has the public procurement policy affected the teaching and learning in the public secondary schools? Kindly explain............

- ...............................................................

- ..............................................................
APPENDIX 5: INTERVIEW SCHEDULE FOR THE DISTRICT EDUCATION OFFICER

1. How long have you served in the district as the education officer?
2. Do you have a good rapport with the head teachers in the district?
3. Does your office carry out its mandate of supervision and oversight effectively on all schools in the district?
4. Are you aware of the public procurement policy which governs the function in public secondary schools?
5. Do the schools in the district adhere to the public procurement policy according to its spirit and letter?
6. Does your office have the capacity to enforce the adherence to the public procurement policy?
7. Has the adherence to the public procurement policy impacted on the function of running and management of public secondary schools?
8. Has the public procurement policy infused transparency into the procurement function?
9. Have all the schools constituted procurement committees to manage their procurement function effectively?
10. Are the procurement committees effective in terms of management of the procurement function?
11. Do all the schools have procedures and mediums to advertise for their procurement functions?
12. Does your office have mechanisms to ensure that the schools get value for money for the goods supplied?
13. Have there been any instances of complaints from school managers and procurement committees to your office as regards issues of inflated bills?
14. Have the costs of good and services supplied ever impacted on the teaching and learning processes in the institutions?
15. Does your office have mechanisms to ensure that schools have adequate supplies in terms of provisions to ensure their smooth running?
16. Have you had situations of disruption of the learning programmes owing to lack of supplies and provisions for the schools?
17. How has the procurement policy impacted on teaching and learning in the district?
APPENDIX 6: FOCUS GROUP DISCUSSION QUESTIONS FOR STUDENTS

1. How long have you been students in this school?

2. Has your stay in the school been comfortable?

3. Are all the requirements requisite for your continued stay in the school supplied on a regular basis?

4. Have you had occasion of evidence of the school advertising for the supplies of goods and services?

5. In what form was the advertisement made?

6. Do you know any organization or individual who supplies goods and services to the school?

7. Are there any special arrangements that may have come to your knowledge about procurement contracts between the school and the teachers or any individuals working within the school?

8. Have there been arrangements between the institution and parents to supply goods and services to the institution in lieu of fees payments?

9. Have there been any instances of disruption of teaching and learning programmes due to lack of materials for the programmes?