

Influence of Open Tendering on the Performance of County Government of Garissa, Kenya

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Abstract

In Garissa County, a total of 593 projects were implemented across the county. Out of this, 261 projects were implemented within CIDP while 332 projects were implemented outside the current CIDP 2013-2017. The purpose of the study was to establish the influence of procurement practices on performance of Garissa County government. The objectives of the study were to; to establish the influence of open tendering on the performance of county government of Garissa, to determine the influence of restricted tendering on the performance of county government of Garissa, to find out the influence of single sourcing on the performance of county government of Garissa and to determine the influence of request for quotations on the performance of county government of Garissa. The study was guided by Agency, Auction and theory of constrain The study adopted mixed method approach, where for qualitative data the design that was applied was phenomenological, while for quantitative data, it was descriptive survey design, the researcher later triangulated these two data sets concurrently within the same time frame. The study targeted 222 employees of Garissa county Government working in the head office. The sample size of 179 respondents will be determined by Magnani, (1997) formula. Questionnaires were used as the data collection tools. Piloting was done in Wajir County on 10% of the sample size, the instruments were validated by the supervisors and reliability was determined through test retest technique thereafter Cronbach alpha coefficients was determined using 0.7 internal efficiency. The data was analyzed using statistical package for social sciences (SPSS) Version 21 computer software, where descriptive and inferential statistics were derived involving formulation of regression models; analysis of the coefficient of determination of the models and standard errors of the model's parameters were used. To analyze the qualitative data obtained, themes were derived and presented in narrative form. The study established that Garissa county government can only create a competitive open tendering process by providing equal opportunities for application, treatment of suppliers must be fair and all protocols set must be followed by the interesting parties. It should aim at improving value delivery to customers, eliminating waste and getting all the stakeholders involved in the value creation process. The county government should find a means to ensure that quotations are submitted in time and the evaluation process should cost efficient as possible. Request for quotation influences supply chain by reducing lead time and there is no need to prepared solicitation documents or advertise requirements.

Key words: drop raiding, disease transmission, livestock depredation.

Background to the Study

Countries such as the UK, US and Canada have long employed SCM in their procurement and logistics. For instance, Gangster et.al (2004) acknowledged that the Department of Defense (DOD) in the US has minimized cost through lead time in the management of its logistics by employing SCM practices. Also, the office of the Government of Commerce (OGC) in the UK releases year to year updates about best practices of SCM in the public sector. In the past decades, the Public Procurement System in Kenya (SCM) has undergone significant development. From being a system with no regulation in 1960's and system regulated by treasury circulars in the 1970's, 1980's and 1990's, the reasons for slow growth was occasioned by lack of guidelines for creating alliances with supply chain partners. Failure to develop measures for monitoring alliances, inability to broaden the supply chain vision beyond procurement of production distribution to encompass larger business processes, inability to integrate the organizations internal processes, lack of trust inside and outside the organization, organizational resistance to the concept, lack of integrated information systems and computer-based data management.

In South Africa, Supplier management is widely recognized as the most important responsibility of the purchasing function because the organization's suppliers can affect the price, quality, delivery reliability and availability of its products (Pearson & Ellram, 2008). Government aim that proper supplier relations management would help to reduce product and material costs while maintaining a high level of quality and after-sales services (Sonmez, 2008). Therefore, an efficient supplier relations management needs to be in place for the successful supply chain management. Many governments in the world have realized that they can sustain the cost reductions and improve their quality of care by concentrating on their purchasing and supplier management (Kumar *et al.*, 2007).

The Constitution of Kenya 2010 created County Government structure based on principles of democracy, revenue reliability, gender equity, accountability and citizen participation. Devolution is meant to enhance accountability by bringing politicians and resources closer to the people they are intended to serve. However, the implementation of devolution has not been easy as the County Government needed to engage in massive procurement in the establishment of County Governments. This has affected the performance levels of these County Governments. Several studies have been done on impact of procurement and Disposal Act of 2005. Sound public procurement policies and practices are among the essential elements of good governance (KIPPRA, 2006; World Bank, 2012). An ideal procurement system should also focus on effectiveness, where procuring entities should meet the commercial, regulatory and socio-economic goals of government in a manner that is appropriate to the procurement requirement to enhance supply chain performance (Orioki, 2013).

In Kenya, the Public Procurement and Disposal Act, of 2005 was assented to on 26th October 2005 and was revised in 2009 to establish procedures for procurement and the disposal of unserviceable, obsolete or surplus stores and equipment by public entities (Mwangi, 2009). With the gazettment of the subsidiary legislation, the PPDR of 2006, the law became operational on 1st January, 2007 (Kirugu, 2010). The Act established three independent

bodies; an oversight body, the PPOA, Public Procurement Oversight Advisory Board (PPOAB) and the Public Procurement Administrative Review Board (PPARB).

Larmour (2011) stated that procurement methods remained relatively unchanged for over hundred years prior to the Second World War, with the main forms being traditional or conventional methods. Post 1945 many newer forms of procurement emerged and the use of different procurement methods changed over time. The rise and fall of the economy during the next fifty years has seen a number of different procurement methods fall in and out of favor depending on trends in the industry and changes in the project team structure.

Procurement methods are procedures used by procuring entities to acquire goods, services and works. Peter Baily and *et. al* (2008) defined procurement as the process of acquiring goods for an organization in line with the set policies or methods that govern the choice of suppliers and products. They further summarized the main stages in the procurement process as follows: recognition of need, specification, make or buy decision, source identification, source selection, contracting, contract management, receipt, possibly inspection, payment and fulfillment of need.

Statement of the Problem

In Garissa county, a total of 593 projects were implemented a cross the county. Out of this, 261 projects were implemented within CIDP while 332 projects were implemented outside the current CIDP 2013-2017. The total implementation of the CIDP 2013 – 2017 by the all department stood at 44% which implies that the percentage of projects implemented outside the CIDP was 56%. With so many projects implemented outside the CIDP means there must be a problem with procurement practices. The poor supply chain performance is a common problem in many county governments with an immeasurable cost spiraling to over USD10 million (Ksh, 85billion) annually. The inefficiency and ineptness of overall implementation of procurement methods contributes to loss of over Ksh.50 million annually (Tom 2014). According to Victor (2012), procurement expenditure could be minimized through proper implementation of proper procurement methods. From the empirical standpoint, local studies have been done on the area of procurement performance have focused on the effect of procurement process in companies.

Literature Review

The description of the concept of procurement management has been varied as the number of different scholars in the field. Harland (2001) describes procurement process as managing business activities and relationships internally within an organization, with immediate suppliers, with first and second-tier suppliers and customers along the supply chain, and with the entire supply chain. On their part Scott and Westbrook (1991) describe procurement as the chain linking each element of the manufacturing and supply process from raw materials through to the end user, encompassing several organizational boundaries. Thus, according to this definition procurement encompasses the entire value chain and addresses materials and supply management from the extraction of raw materials to its end of useful life.

Other authorities have considered the procurement practices to be similar to the supply chain management practices which is the set of activities undertaken by an organization to promote effective management of its supply chain (Koh et al., 2007); as the approaches applied in

integration, managing and coordination of supply, demand and relationships in order to satisfy clients in effective way (Wong et al., 2005); as tangible activities/technologies that have a relevant role in the collaboration of a focal firm with its suppliers and/or clients (Vaart and Donk, 2008); and as the approach to involve suppliers in decision making, encouraging information, sharing and looking for new ways to integrate upstream activities. As a consequence, it involves developing customer contacts by customer feedback to integrate the downstream activities and delivering orders directly to customers (Chow et al., 2008).

The procurement practices in general aim at improving value delivery to customers; relying on just-in-time system; eliminating waste; getting the involvement of all stakeholders in the value creation process as well as working closely with suppliers. According to Ireland and Webb (2007), procurement practices continues to be adopted by organizations as the medium for creating and sustaining a competitive advantage and points out that such a displacement is understandable considering the potential benefits of a successful procurement management.

These benefits attributed to procurement include inventory reduction, improved delivery service, and shorter product development cycles. They further observed that the objectives of supply chain management include focusing in satisfying end customers, to formulate and implement strategies based on capturing and retaining end-customer business and also to manage the whole chain effectively and efficiently.

According to Mehta (2004), the driving forces of procurement stem from two sources: external pressures and potential benefits from strategic supply chain alignment. The external pressures that will encourage adoption of an effective supply chain include advances in technology and increased customer demand across national borders; maintaining lower costs while meeting these diverse needs; and intensified competition utilizing relationships among vertically aligned firms.

These pressures have begun shifting the focus of individual firms vying for market presence and power to supply chains. The second main driving force entails the potential benefits from successful supply chain collaboration. From this collaboration, increased inventory turnover, increased revenue, and cost reduction across the chain have been registered from those organizations that have adopted an effective SCM.

Mithamo, Iravo and Mbithi (2011) pointed out that open tendering allows for fairness and transparency. Fairness is seen in terms of equal opportunities given to any organization to submit a tender. Chimwani, Iravo and Tirimba (2014) note that the function of transparency is crucial in procurement as it refers to openness. Transparency in the county government ensures accountability and reduces corruption. Domestic and foreign investors have been attracted to open tenders in County governments and this has led to the creation of multinational trade thus enhancing the SMC by enabling sourcing to be done globally.

(Mithamo, Iravo and Mbithi, 2011). Global sourcing of raw materials will enable SMC to effectively control global flow on inputs and outputs. However, Amayi and Ngugi (2013) argue that lack of transparency means that there is an absence of information on the guidelines and practices and this can be a barrier to trade and may affect foreign suppliers more than the local ones. The affected suppliers will in turn affect the SMC because a setback in any step of the supply chain negatively influences the overall SCP.

Restricted tendering as per Karani (2014) is a procurement method that limits the request for tenders to a selected number of service providers, suppliers or contractors. Restricted tendering influences supply chain in organizations as it reduces the risks in the implementation of the contract. This is so due to the fact that it is a more flexible approach to awarding contracts as it allows potential bidders to participate in the definition of technical specifications and scope of work.

Restricted tendering allows for adjustment of technical specifications and work description (PPOA, 2010). However, this method also called two-stage process has been criticized due to long procurement lead time brought about by the two-stage submission process. Wanjiru (2016) argues that at the second stage, negotiations may become adversarial or there be a risk of price escalation thus negatively influencing the ability of SMC to generate revenue from costs. Restricted tendering method by the county government has effects on price because competition is lost once a firm is selected for negotiations (Rotich, 2011). The selected firm may take advantage of this scenario to hike prices of their goods, services or works.

Single sourcing strategies entail aiming hard for partnership between buyers and suppliers so as to enforce cooperation and achieve shared benefits.

The tighter the coordination between procures in County Government and supplier required for Just in time (JIT) stock initiatives encourages the County to shift supply relations towards single sourcing. Kenya, Onyango & Mamati (2011), state that it is cumbersome to manage more than one source than when dealing with a single source. However, Karani (2014) argues that depending on one source may expose the buying company to a greater risk of supply interruption especially in cases where the public institution splits its total requirements among various suppliers.

The request for quotation method is a noncompetitive procurement method (Karani, 2014).

Request for quotation influences the supply chain in several ways. It reduces procurement lead-time and therefore the county has no need to prepare solicitation documents or advertise requirements as in the case of open tendering. This in turn reduces the time taken to acquire raw material, process them into finished products and sell them. A period for submission of quotations is very short and this enables the county to rapidly get the required items to complete projects and as a result enhances the performance of supply chain performance (Oyando, Kibet & Musiega, 2014).

Research Methodology

The mixed methodology approach was utilized in this examination. This sort of studies has risen up out of the worldview wars among subjective and quantitative research ways to deal with turn into a generally utilized method of request. Contingent upon decisions made crosswise over four measurements, mixed-techniques can furnish an agent with many plan decisions which include a scope of consecutive and simultaneous procedures. Characterizing highlights of these structures are accounted for alongside quality control techniques, and moral concerns, Terrell (2012). The mixed strategies configuration was suitable since the investigation utilized both.

This study employed the use of descriptive survey research design for quantitative data and Phenomenological design for Qualitative data. Descriptive survey research design was appropriate since the researcher collected quantitative first-hand information on the subject under study in Garissa County, Kenya. Descriptive analysis studies the relationship between different variables, for the qualitative data, the researcher carried out in depth interviews with the respondents in order to understand ways in which teachers’ appraisal was affecting pupils’ achievement.

The sample size was determined by Magnani, (1997) formula:

$$n = \frac{t^2 \times p(1-p)}{m^2}$$

Where;

n=required sample size

t= confidence level at 95 % (standard value of 1.96)

p= estimated adoption of procurement procedures.

m=margin of error at 5%.

$$N = \frac{1.96^2 \times 0.135(1-0.135)}{0.05^2} = 179$$

Results

Response rate

The study had a sample size of 179 respondents. The researcher picked the filled questionnaires after three weeks. 152 respondents had filled in the questionnaire giving a response rate of 84.92%. The researcher made efforts to call other respondents to fill the questionnaires, but it was not successful. Due to the constraint of time, the researcher continued with the analysis since according to Best and Khan, (2006) a response rate of 50% is considered adequate, 60% good and above 70% very good. Therefore, in view of this, the response rate was considered very good and exceeded the threshold postulated by Best and Khan. The summary of the return rate is shown in the following table:

Table 1: Response Rate

Sample Size		Participants		Non-participants		Response Rate	
Frequency	%	Frequency	%	Frequency	%	Frequency	%
179	100	152	84.92%	27	15.08%	152	89.16%

Source: Field Data (2020)

Establish the influence of open tendering on the performance of Garissa county.

Descriptive statistics

It promotes fairness and transparency of the process

The findings obtained are shown in the table below

Table 2: It promotes fairness and transparency of the process

		R01 promotes fairness and transparency of the process			
Valid		Frequency	Percent	Valid Percent	Cumulative Percent
	Strongly Disagree	32	21.1	21.1	21.1
	Disagree	40	26.3	26.3	47.4
	Agree	73	48.0	48.0	95.4
	Strongly Agree	7	4.6	4.6	100.0
	Total	152	100.0	100.0	

Source: Field Data (2020)

From the table above, 47.4% of the respondents disagreed that open tendering promotes fairness and transparency of the process. 52.6% of the respondents agreed that open tendering promotes fairness and transparency of the process. None of the respondents were unsure of whether open tendering promotes fairness and transparency of the process. Majority of the respondents agreed that open tendering promotes fairness and transparency of the process. According to Mbithi (2011), open tendering allows for fairness and transparency. Fairness is seen in terms of equal opportunities given to any organization to submit a tender. It is important for the county government to ensure that tenders should be easily understood and recognized to facilitate fair and open tendering.

It influences qualified suppliers to make applications

The findings obtained are shown in the table below.

Table 3: It influences qualified suppliers to make applications

		Influences qualified suppliers to make an application			
Valid		Frequency	Percent	Valid Percent	Cumulative Percent
	Strongly Disagree	24	15.8	15.8	15.8
	Disagree	67	44.1	44.1	59.9
	Agree	45	29.6	29.6	89.5
	Strongly Agree	16	10.5	10.5	100.0
	Total	152	100.0	100.0	

Source: Field Data (2020)

According to the table above, 59.9% of the respondents disagreed that open tendering influenced qualified suppliers to make an application. 40.1% of the respondents agreed that open tendering influenced qualified suppliers to make an application. Majority of the respondents agreed that open tendering influenced qualified suppliers to make an application. Amayi and Ngugi (2013) argued that lack of transparency meant that there was an absence of information on the guidelines and practices and this can be a barrier to trade affecting tendering by suppliers. The county government of Garissa needs to ensure that it provides enough information in their tenders to ensure the attract the right suppliers for their intended products and services.

The tenderer gains more experience

The findings obtained are shown in the table below.

Table 4: The tenderer gains more experience

		R01 The tenderer gains more experience			Cumulative
		Frequency	Percent	Valid Percent	Percent
Valid	Strongly Disagree	24	15.8	15.8	15.8
	Disagree	40	26.3	26.3	42.1
	Agree	44	28.9	28.9	71.1
	Strongly Agree	44	28.9	28.9	100.0
	Total	152	100.0	100.0	

Source: Field Data (2020)

From the table above, 42.1% of the respondents disagreed that in open tendering, the tenderer gains more experience. 59.9% of the respondents agreed that in open tendering, the tenderer gains more experience. Majority of the respondents agreed that in open tendering, the tenderer gains more experience. According to Ireland and Webb (2007), the benefits of open tendering and procurement in general include inventory reduction, improved delivery service and shorter product development cycles. The objectives of supply chain management of Garissa county should include focusing in satisfying end customers, to formulate and implement strategies based on capturing and retaining end-customer business and managing the whole chain efficiently.

It promotes supplier competence because of the competitiveness of the process

The findings obtained are shown in the table below.

Table 5: It promotes supplier competence because of the competitiveness of the process

		R01 Promotes supplier competence to competition of the process			
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	46	30.3	30.3	30.3
	Disagree	85	55.9	55.9	86.2
	Agree	21	13.8	13.8	100.0
	Total	152	100.0	100.0	

Source: Field Data (2020)

From the table above, 86.2% of the respondents disagreed that open tendering promotes supplier competence because of the competitiveness of the process. 13.8% of the respondents agreed that open tendering promotes supplier competence because of the competitiveness of the process. Majority of the respondents disagreed that open tendering promotes supplier competence because of the competitiveness of the process. According to Kierkegaard (2006), government procurement procedures should ensure that all interest parties in all counties must have an equal opportunity of submit tenders, they should receive equal treatment and must follow the application criteria. Garissa county government can only create a competitive open tendering process by providing equal opportunities for application, treatment of suppliers must be fair and all protocols set must be followed by the interesting parties.

The quality of goods and services procured is not compromised

The findings obtained are shown in the table below.

Table 6: The quality of goods and services procured is not compromised

		R01 Quality of goods and services procured is not compromised			
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Agree	60	39.5	39.5	39.5
	Strongly Agree	92	60.5	60.5	100.0
	Total	152	100.0	100.0	

Source: Field Data (2020)

From the table above, all respondents agreed that the quality of goods and services procured was not compromised. Ireland and Webb (2007), asserted that procurement practices and open tendering in general were adopted by organizations as a medium for creating and

sustaining a competitive advantage thus reaping the benefits of successful procurement management. Garissa county should aim at improving value delivery to customers, eliminating waste and getting all the stakeholders involved in the value creation process.

Inferential statistics

Further quantitative analysis was conducted on the data obtained. The techniques used were correlation and linear regression

Correlation

The findings obtained are shown in the table below.

		Correlations				
		R01 promotes fairness and transparen cy of the process	R01 Influences qualified to make an applicatio n	R01 The tenderer gains more experience	R01 Promotes supplier competenc e to competitio n of the process	R01 Quality of goods and services procured is not compromi sed
R01 promotes fairness and transparency of the process	Pearson Correlation Sig. (2-tailed) N	1	.025	.687**	.438**	-.261**
R01 Influences qualified to make an application	Pearson Correlation Sig. (2-tailed) N	.025	1	.443**	.027	-.031
R01 The tenderer gains more experience	Pearson Correlation Sig. (2-tailed) N	.687**	.443**	1	.399**	-.015
R01 Promotes supplier competence to competition of the process	Pearson Correlation Sig. (2-tailed) N	.438**	.027	.399**	1	-.635**
R01 Quality of goods and services procured is not compromised	Pearson Correlation Sig. (2-tailed) N	-.261**	-.031	-.015	-.635**	1

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

Source: Field Data (2020)

From the table above, there were significant correlations that could improve the performance of procurement practices in Garissa county. they are as follows:

- Promotion of fairness and transparency of the open tendering process and the tenderer gaining more experience in the open tendering process. This had correlation coefficient of .687**.
- Promotion of supplier competence due to the competitiveness of the open tendering process and ensuring the quality of goods and services procured is not compromised. This has correlation coefficient of .635**.
- Promotion of fairness and transparency of the open tendering process and open influences qualified suppliers to make an application. This had a correlation coefficient of .443*.
- ensuring the quality of goods and services procured is not compromised and the tenderer gaining more experience in the open tendering process. This had a correlation coefficient of .438**.

Linear regression

The findings obtained are shown in the table below.

Model		Coefficients				Sig.
		Unstandardized Coefficients B	Std. Error	Standardized Coefficients Beta	t	
1	(Constant)	1.659	.891		1.863	.064
	R01 promotes fairness and transparency of the process	-.123	.066	-.233	-1.868	.064
	R01 Influences qualified to make an application	-.227	.053	-.425	-4.310	.000
	R01 The tenderer gains more experience	.272	.070	.580	3.862	.000
	R01 Promotes supplier competence to competition of the process	-.001	.089	-.001	-.007	.995
	R01 Quality of goods and services procured is not compromised	.118	.162	.082	.725	.470

a. Dependent Variable: Performance of county government dependent variable

Source: Field Data (2020)

From the table above, open tendering influencing qualified suppliers to make an application and the tenderer gaining more experience in open tendering were significant predictors of improving performance of procurement practices in Garissa county. they had significance level of .0001 meaning that there was at least a 99% chance that these variables were great predictors of improving performance.

Qualitative responses from interviews

One of the interviewees stated the following:

“Open tendering is a tendering method that invites all organizations from all counties to submit their applications for supplying required products and services. This process requires set criteria, equal treatment and fairness among all applicants must be adhered to. The county government should ensure that the winners of various tenders should provide value addition, reasonable pricing and ensure that end product or service satisfies the customer.”

Mixing and interpretation of data

Fairness is seen in terms of equal opportunities given to any organization to submit a tender. It is important for the county government to ensure that tenders should be easily understood and recognized to facilitate fair and open tendering. The county government of Garissa needs to ensure that it provides enough information in their tenders to ensure the attract the right suppliers for their intended products and services. The objectives of supply chain management of Garissa county should include focusing in satisfying end customers, to formulate and implement strategies based on capturing and retaining end-customer business and managing the whole chain efficiently. Garissa county government can only create a competitive open tendering process by providing equal opportunities for application, treatment of suppliers must be fair and all protocols set must be followed by the interesting parties. Garissa county should aim at improving value delivery to customers, eliminating waste and getting all the stakeholders involved in the value creation process.

Conclusion

On the influence of open tendering on the performance of Garissa county, fairness is seen in terms of equal opportunities given to any organization to submit a tender. It is important for the county government to ensure that tenders should be easily understood and recognized to facilitate fair and open tendering. The county government of Garissa needs to ensure that it provides enough information in their tenders to ensure they attract the right suppliers for their intended products and services. The objectives of supply chain management of Garissa county should include focusing in satisfying end customers, to formulate and implement strategies based on capturing and retaining end-customer business and managing the whole chain efficiently. Garissa county government can only create a competitive open tendering process by providing equal opportunities for application, treatment of suppliers must be fair and all protocols set must be followed by the interesting parties. Garissa County should aim

at improving value delivery to customers, eliminating waste and getting all the stakeholders involved in the value creation process.

Recommendations

1. The county government should seek to under the major procurement methods that can be implemented and choose one that suits the operations of the county in the best way.
2. Benchmarking should be done in U.K and U.S since they are countries that have well implemented the county and state structure and devolution.

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