



ISSN 2278 – 0211 (Online)

Roles of Procurement Committees in Promoting Construction of Quality Infrastructure in Public Primary Schools in Moshi Municipal Council, Tanzania

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Abstract:

The study investigated the Roles of Procurement Committees in Promoting Construction of Quality Infrastructure in Public Primary Schools in Moshi Municipal Council, Tanzania. The study anchored on Resource Dependence Theory, whereas convergent design under a mixed methods research approach was employed. Probability and non-probability sampling techniques (simple random, stratified random and purposive sampling) were used to sample 113 participants from 6 public primary schools and Municipal heads of departments. Questionnaires and interview guides were used to collect data. Validity of the instruments was established through three experts from the Department of educational planning and Administration at Mwenge Catholic University, whereas reliability of the instruments was established through the Cronbach's Alpha technique (reliability coefficient = 0.8). Quantitative data were analysed using descriptive and inferential statistics. Hypothesis was tested at a significant level of 0.05. Qualitative data from the interview guides were analysed thematically by transcribing the information, coding and generating themes according to the research questions that were presented in verbatim quotations. The study revealed that public primary schools' procurement committee members and experts worked hard to ensure construction and renovation materials and services were acquired in accordance with Force Account Method and Public Procurement Regulatory Authority regulations. The study also found out that primary schools' committee members were not certain about their procurement roles in planning and purchasing because they were not involved by the head teachers in the procurement process. This tendency compromised the quality of infrastructure being constructed and renovated in public primary schools in Moshi Municipality. The study concluded that the procurement committee had a significant role in constructing public primary school buildings in Moshi Municipality. The study recommended that the Ministry of PO RALG should create awareness among head teachers on the roles of procurement committee members and experts.

Keywords: Force account method, procurement, school infrastructure, roles

1. Introduction

Education provision is crucial for the growth and development of any nation (Shukia, 2020). In ensuring that the education offered has a beneficial impact, the learning environment associated with it needs to be in a good state; that is, one that is enjoyable and inspires each child to participate actively in the general knowledge acquisition process (Barrett et al., 2019). It is, therefore, critical to construct educational infrastructure in such a way that it creates the most friendly and safe learning environment (Kamando, 2014; Gunasinghe et al., 2019).

Each nation has its own set of boundaries and policies for school infrastructure design, maintenance, and development in various circumstances. However, based on the education level, Kapinga (2017) points out two critical perimeters that are frequently considered, and these are capacity and facility usage. Improvement of education infrastructure in other countries like Romania has generally been undertaken in an ad-hoc and decentralized manner that is motivated by limited budget allocation (Popa, 2020). Likewise, in Latin America and the Caribbean, 17% of students do not go to school, a phenomenon that is linked to the quality of the schools' infrastructure in their respective countries (Fay et al., 2017).

In African context, primary schools' infrastructure does not meet the demands of school-age children and a considerable number of the buildings are hazardous and unsuitable for learning (UNICEF-AUC, 2021). Meanwhile, studies have revealed that resources are often distributed inefficiently and unequally, affording certain populations more access than others (Nesterova & Young, 2020; Moses et al., 2022). According to a comparative study done in Uganda, teachers at schools with better infrastructure had 10% lower rate of absenteeism than those schools with poor infrastructure (CAF,

2019). These findings show that school infrastructure has an incredible influence on both teachers' and students' behaviours, apart from the major role of creating a conducive teaching and learning environment.

Tanzania and other developing countries employ Force Account Method (FAM) in the management and development of public schools' infrastructure (Mayani, 2019). Since 2016, the government of Tanzania has been providing funds for the renovation and remodelling of its building infrastructure using a force account as a procurement method (Shengeza, 2017). Under this method, procuring entities are required to procure all supplies and materials for the project from the suppliers and use local technical labours for operation (Mchopa, 2020). It is becoming much emphasised in the public sector to use force accounts in the implementation of various construction projects to ensure cost-effectiveness and value for money in spending scarce resources. Academic spaces, administration spaces, laboratories, libraries, and support facilities are among the five main categories of educative facilities required in schools (Kamando, 2014). Most people who work in public procurement think that FAM is easy to set up and cost-effective because public or semi-public departments and agencies can use their own staff and equipment to do the work, and they can work with private or public partners (Mayani, 2019). However, this is not the case because the force account method involves a rigorous procurement process. Under this method, the procuring entity is required to purchase all the materials required for the project from the suppliers and use local technical labourers for the operation of the required events, both obtained through quotations. Both activities are supervised by supervising consultancy under the procuring entity (URT, 2013).

In Tanzania, Force account has been used for a long time in some of the public institutions (URT, 2011). However, the government of Tanzania has been providing funds for the renovation and remodelling of its building infrastructure in schools since 2016, where the projects are executed through the force account as a procurement method. The use of force account method has greatly increased recently in public institutions, particularly in the Local Government Authorities. There has been a deliberate move by the government of Tanzania to apply force account as a means of procurement for government building projects. This includes projects under local government authorities as indicated in Public Procurement Act (2016) amendment of Public Procurement Act, 2011, Section 64 (5), to minimize the cost of the project compared to other methods like open tender, design competition, request for proposals, and framework agreement (Shengeza, 2018). This is important when the amount of work is small and spread out or if the project is in a place where competent construction companies are unlikely to offer a fair price and the quantity of work can't be known in advance (Mayani, 2019; Mchopa, 2020).

The available statistics from the Public Procurement Regulatory Authority (2021) indicate that 18.8% of audited projects had unsatisfactory performance. This implies that value for money was not achieved as expected and, therefore, urgent actions need to be taken to address these observed weaknesses to minimize their effects. These statistics may also imply that some project procurement officers are reluctant to incorporate the new procurement principle and preferably FAM as per the government directives. The change to FAM in procurement, receiving and inspection, as well as construction in Tanzania aims at reducing the costs, facilitating the attainment of the best value for money and empowering local contractors (Tekka, 2019; Stephen, 2021).

Several challenges have been associated with the construction of public primary schools' infrastructure, including theft and pilferage of construction materials like cement and mixing concrete with poor ratios on site by the labourers. These have continued to be major challenges hampering public construction work in Tanzania (Ndulane, 2015). Associated effects of such prohibited practices are exhibited five to ten years later through the collapse and cracking of buildings. This has caused loss associated with the destruction of property. Furthermore, 131 contracts from 39 procuring entities had higher corruption red flags in one of their phases or on their overall score, according to the Annual Performance Evaluation Report for the fiscal year 2018/19 (PPRA, 2019).

Given that the Public Procurement Act 2011 emphasizes professionalism and value for money in Tanzania, cost overruns in construction projects are becoming a global impediment and a concern amongst construction stakeholders in Tanzania. It is causing more suffering in developing countries than in developed countries (Kikwasi & Escalante, 2018). More costs are incurred in a project than expected, outlined in the budget. This translates to an increase and escalation in cost (Almaktari et al., 2017). Insufficient geotechnical studies before commencing construction is another contributor, as well as delays in approval of the construction process (Zumrawi, 2019). This study intended to establish whether this phenomenon is predominant in this era where FAM is intensively emphasized in Moshi Municipal Council, like in all other parts of Tanzania.

Furthermore, it has been indicated that managers in the procurement system end up being frustrated in their pursuit of value for money due to the rigidity of the existing legal provisions on public procurement (Boateng et al., 2016). Besides that, during the bid evaluation, a lot of money is wasted due to the incompetence of the evaluation team. The incompetence of the team increases the frequency with which the tender board rejects the evaluation report (Msuya, 2019).

Infrastructural development in public primary schools in Moshi district council faces problems that the FAM is expected to figure out in light of this introduction. When a procuring entity resolves to perform construction work using FAM, procedures for the purchase, storage, and supply of construction materials ought to be adhered to (Wilson, 2020). Local skilled labourers must be employed such that roles are assigned and supervision is given to them in order to execute quality work. In this way, the current study looked into the procurement committees to find out the roles of these committees in the development of public primary schools' infrastructure.

1.1. Statement of the Problem

Delayed accomplishment of construction, exaggerated costs, and low quality have been a major challenge facing the construction of classrooms and other school infrastructure in Tanzania (Changalima et al., 2022; Mgaya & Onyango, 2022

and John & Ntawigaya, 2022) despite the amendment of the Public Procurement Act, 2011 Section 64 (5) in 2016 that enacted the use of Force Account Method. This has led to low quality of the constructed classrooms and other infrastructure, which resulted from the poor engagement of contractors, lack of adequate supervision, opportunistic behaviours, and lack of funds and commitment. Tracing back three years ago, between 2019 and 2021, about 117 infrastructures were constructed under Force Account Method in Moshi Municipality, of which 65 have been completed and 52 were under construction.

Studies done by Shengeza (2018) and Tekka (2017) addressed the use of Force Account Method of contracting in public institutions projects, the study by Aiyetan & Das (2022) and Olusola (2017) addressed the renovation of projects as well as FAM role in the move to cut costs, empower local contractors to facilitate the development of infrastructure in the public schools. Despite the emphasis of literature on FAM, very few studies have been undertaken to address the viability of force account approach in public primary schools' construction projects. Therefore, this study aimed to fill the gap by assessing the roles of procurement committees in the construction of public primary schools' infrastructure in Moshi Municipal Council, Tanzania.

1.2. Research Question

- How do the roles of procurement committee promote the construction of quality infrastructure in public primary schools in Moshi Municipal Council?

2. Theoretical Framework

This study is grounded on the Resource Dependence Theory (RDT). Pfeffer and Salancik (1978) propounded the Resource Dependence Theory to explain how organizations' behavior is affected by the external resources they possess. The theory is basically on organization(s) and tries to describe organizational and inter-organizational conduct in terms of important resources that an organization should have to persist and function. As an open-system theory, the RDT proposes that a particular organization will respond to and become reliant on those organizations or entities in its environment that control resources that are both critical to its operations and over which it has limited control (Klein & Pereira, 2016). Such dependence makes the external constraints and control of organizational behaviour possible as an asymmetrical exchange of power relations are created between organizations. Furthermore, this theory is anchored on the following factors:

- The exchange or flow of resources between organizations,
- Power differentials, and
- Those dependencies are established as an outcome of unequal resource exchange and resources.

Besides, in order for an organization to execute its operations efficiently, it must have adequate resources. The theory addresses how dependence can make it hard for an organization to do what it needs to do, as well as how leaders try to manage dependence.

According to Johnson, funds are essential for procuring construction materials, remunerating labourers and supervising the projects. Furthermore, manpower or labourers are essential for the smooth running of an organization and the implementation of projects and for providing technical support and directions indicated in the project (Davis & Cobb, 2010). The same applies to school infrastructure construction and renovation, where internal and external manpower should be hired and maintained by the school authorities through FAM. In addition, RDT establishes that through FAM, equipment is crucial in facilitating the accomplishment of school and renovation projects. Force account advocates for the availability of in-house resources in enacting construction projects, which is in line with resource dependence theory. Thus, according to the open-systems perspective, public primary schools' construction and renovation projects through FAM will be effective to the extent that it recognizes changes in its environment and adjusts itself to those contingencies around the public primary schools in Moshi Municipal Council reflected in the roles of the procurement committees.

3. Literature Review

In an investigation that was conducted in South Africa by Aiyetan and Das (2022) on factors and strategies for improving construction management on sites in public construction, the findings revealed that public construction projects in Africa face critical challenges of delay and cost overruns because of their nature and the complexities involved. Therefore, Factor analysis and ordinal regression modelling were used to analyse data obtained from a survey conducted among stakeholders. Findings suggested that five principal components and associated factors, including stakeholders, plant and machinery, productivity, workforce and materials, significantly affect construction during public construction projects. Further, eight strategies that are aligned to stakeholder engagement, plants and machinery, productivity, human resources and materials are likely to improve construction management at sites of public construction projects in South Africa. The study mostly focused on the mega-complex building, while the current study focused on the public primary schools' infrastructure, which is executed under local government authorities and further monitored by the supervisors appointed from councils and school management teams to form the committees.

Another study was conducted in South Africa by Nzimande and Padayachee (2017) to evaluate the current procurement planning process in a district municipality. The study employed exploratory design drawing from the qualitative method anchored in the phenomenological paradigm. Recognising that the procurement planning process plays an important role, the study's target population consisted of employees within the municipality within the province of KwaZulu-Natal. These employees included all deputy directors, supervisors, clerks and managers, with a total population of 103 participants. Purposive sampling was employed to establish a sample of 10 participants. Data were

collected through the interview method and analysed, particularly using thematic analysis. Among other findings, it was revealed that the procurement planning at the municipality lacks formal implementation and is not taken seriously to the point that some departments may be operating without procurement plans at all. Furthermore, although the participants were very clear on what should be done in the procurement plan, unfortunately, 9 participants lamented non-inclusion. The study concluded that procurement planning is a function and process that is necessary to the district municipality as it entails deliberate efforts by the municipality's senior management to prepare plans that pertain to future material/goods and service requirements. The reviewed study employed a qualitative approach. The present study employed a mixed methods approach to better address procurement planning, which is essential in the procurement process by engaging both features of quantitative and qualitative approaches in a single study.

A descriptive study was done by Olusola (2017) in Kenya in an effort to establish ways to achieve value for money in construction projects, that is, the assessment of a project before and after. The study targeted a population of 209 respondents, where stratified random sampling was used to select a sample of 130. Questionnaires were administered for data collection. During analysis, the study provided inferential and descriptive statistics. It was found that this can be achieved through detailed risk analysis and appropriate risk allocation. Also, a drive for faster project completion, curtailment of project cost escalation, encouragement of innovation in project development, adequate accounting for maintenance costs, accurate assessment of the cost of the project, and preparation of a detailed specification. The study also noted that the following management tools play a major role in achieving value for money: Life cycle, cost analysis, value management, building information modelling, and lean construction methods. However, the present study intended to unearth the roles the procurement committee is employing to ensure the construction of quality public primary schools' infrastructure is actualized. This study was specifically based on quality infrastructure in public primary schools.

Another study was carried out in Kenya by Gesuka and Namusonge (2013), addressing factors affecting compliance with public procurement regulations in Butere District. This study adopted a case study design and had a target population of 100 permanent employees and 120 suppliers. The study purposively selected the district commissioner's officer, procurement committees, procurement units, user departments and suppliers and had a sample size of 70 respondents. The study revealed that there was some level of compliance with the legal requirements at the public procuring entity as officials endeavoured to adhere to the legal requirements. Again, a descriptive study on a similar topic was conducted in Kenya by Karimi and Odari (2017) with the main aim of finding out factors affecting the implementation of the public procurement process in Kenya. The target population comprised 45 Meru County procurement staff, from whose sample questionnaires were used to collect data. Among other findings under the procurement planning, it was revealed that the majority of respondents agreed that market capability was carried out to determine where to procure. The present study used a mixed methods research design to enhance studying the research problem in detail where employing convergent design, both quantitative and qualitative data were collected.

Based on the findings that were derived from selected secondary schools and teacher training colleges located in different parts of Tanzania by Tekka (2017) in a study entitled "Economic Empowerment of Local Skilled Labour through Force Account in Building Renovation," it was established that force account led to the economic empowerment of local skilled labourers. Simple random sampling was used to select 70 participants, whereby questionnaires were administered to different job categories of employees. The study also indicated that the participants in the renovation work were clients, consultants, and local skilled labourers. The study discovered that force account method has led to the economic empowerment of local skilled labours and, hence, caused great changes to their life due to capital increase and knowledge gain. However, this present study was conducted in a different context of public primary schools to see if the same benefits were prevalent in Moshi Municipal Council.

In Tanzania, a study was conducted by Matto et al. (2021) on the influence of contract management on value-for-money procurement. The study employed a quantitative approach and cross-sectional survey design in data collection and analysis. The data were collected from 164 procurement entities, where the data were later analysed descriptively and inferentially. The findings of the study reveal that contract formation and quality control backed up with the PPRA are significant attributes that enhance value for money in public procurement in Tanzania. Conversely, contract administration, time control, and cost control were not significant attributes to predict a value for money in public procurement in Tanzania. The study concluded that effective and efficient contract management enhances value for money in Tanzania's public procurement. The study by Matto et al. (2021) employed a quantitative approach. The current study employed a mixed methods approach to allow for the collection of both qualitative and quantitative data, thus deepening the understanding of the roles of procurement committees in the construction of quality public primary schools' infrastructure.

4. Research Methodology

This study employed a convergent design under a mixed research approach involving the collection of qualitative and quantitative data simultaneously in a single phase for the determination of understanding the research problem in detail (Creswell & Plano-Clark, 2018). The study population aggregates elements from which the sample is drawn (Erba et al., 2018). The current study targeted 32 public primary schools; 1,120 Force Account committee members specifically from procurement committees where all targeted primary schools (32) each had 8 members, receiving committees with 16 members from each primary school and construction committees with 11 members from each school. It is important to emphasise that although the targeted receiving committee had 16 members in each of the 32 targeted primary schools, the researcher was interested in getting in-depth information from the chairpersons of the receiving committees, who ought to be construction experts. This decision, on the one hand, meant the reduction of the number of receiving committee members from 16 to 15 in each of the 32 targeted schools, therefore reducing the total target population of

school committee members from 1120 to 1088. On the other hand, it meant the introduction of a new population group of 32 committee experts (receiving committee chairpersons who must be construction experts) who were not included in the receiving committee of each of the 32 targeted public primary schools. Another population group the study targeted was 17 Municipal Heads of Departments. Therefore, the total population was 1137 participants.

The sample for the study was 6 public primary schools, 109 committee members, 6 committee experts and 4 Municipal heads of departments, selected through purposive and stratified random sampling techniques. Information for the study was collected using questionnaires for committee members (the return rate was 102 out of 109, which equals 94.4%), whereas an interview guide was used to collect information from committee experts and Municipal heads of departments. The reliability of the questionnaire was determined by the Cronbach's Alpha technique, of which the acceptable coefficient of 0.897 was obtained. The dependability of the qualitative data was ensured by the triangulation and peer de-briefing techniques. A descriptive technique was used for quantitative data analysis where frequencies, percentages and means were presented in the table. Thereafter, the interview data were transcribed, coded and presented as direct quotations before interpretation and discussions of the findings according to the context of the study.

5. Findings and Discussions

The study sought to find out how the roles of procurement committees promote the construction of quality public primary school infrastructure in Moshi Municipality. Empirical information was gathered from Committee Members, Committee Experts and Municipal Heads of Departments, including Municipal Engineer, Municipal Solicitor, Municipal Head of Procurement and Management Unit and Municipal Primary Education Officer through questionnaires and interview guides, respectively. The study sought to study committee members quantitatively through a questionnaire designed to collect data about the roles of public primary schools' procurement committees in promoting the construction of quality infrastructure in Moshi Municipality. The study further collected in-depth information from Committee Experts and Municipal Heads of Departments relating to the roles of procurement committees in promoting the construction of quality public primary schools' infrastructure in the Municipality. The Committee Members were required to rate their levels of agreement and disagreement from Strongly Disagree (SD), Disagree (D), Undecided (U), Agree (A) to Strongly Agree (SA) on ten Likert scale items. Their views are summarized in table 1.

Responses	SD f (%)	D f (%)	U f (%)	A f (%)	SA f (%)	M
1. The procurement committee ensures that construction materials and services adhere to PPRA regulations.	5(4.9)	8(7.8)	38(37.3)	38(37.3)	13(12.7)	3.45
2. The highest ethical and professional standards in procurement are always observed.	4(3.9)	10(9.8)	36(35.3)	38(37.3)	14(13.7)	3.47
3. There is continuous improvement of procurement processes to ensure simplicity, efficiency and cost-effectiveness.	3(2.9)	16(15.7)	39(38.2)	34(33.3)	10(9.9)	3.31
4. Procurement is planned to enable prudent management of budgets and value optimization.	4(3.9)	15(14.7)	38(37.3)	38(37.3)	7(6.8)	3.28
5. The procurement committee ensures the lowest possible total cost without compromising quality	4(3.9)	11(10.8)	42(41.2)	37(36.3)	8(7.8)	3.33
6. Committee members are working hard to ensure timely deliveries and accomplishment of tenders.	4(3.9)	10(9.8)	36(35.3)	44(43.2)	8(7.8)	3.41
7. Systematic evaluation of suppliers' performance is undertaken to ensure compliance with the terms of the contract.	5(5)	14(13.9)	34(33.3)	38(37.3)	11(10.5)	3.35
8. Inventory levels are maintained in accordance with the inventory management procedures set out by PPRA.	4(3.9)	12(11.8)	41(40.1)	30(32.4)	12(11.8)	3.36
9. Formal written procedures are followed throughout the process and explicit criteria are used to award contracts.	3(2.9)	13(12.8)	37(36.3)	41(40.2)	8(7.8)	3.37
10. The procurement committee ensures that the budget and procurement plan are based on realistic cost estimates derived from the market research database.	4(3.9)	9(8.8)	40(39.2)	39(38.2)	10(9.9)	3.41

Table 1: Committee Members' Responses on Roles of Procurement Committee in Construction of Quality Infrastructure in Public Primary Schools (N=102)

Source (Field Data, 2022)

Key: Strongly Disagree (SD), Disagree (D), Undecided (U), Agree (A), Strongly Agree (SA)

Data in table 1 indicate that with a mean of 3.45, 50% of committee members agreed with the statement that the procurement committee ensures construction materials and services adhere to Public Procurement Regulatory Authority (PPRA) regulations. On the other hand, 12.7% of the committee members disagreed with the statement and 37.3% had undecided opinions on the statement. Subsequently, with a mean of 3.47, 50% of the committee members agreed that the highest ethical and professional standards in procurement are always observed in the use of FAM. On the same item, the minority (35.3%) and extreme minority (14.7%) of the committee members had undecided opinions, while 14.7% disagreed to the statement. The data showed that half of the committee members were aware of the role in promoting the construction of quality public primary schools' infrastructure by ensuring that construction materials are acquired on optimal terms and procurement services adhere to PPRA. This implied that the procurement committee ensured that construction materials and services were acquired on optimum terms by taking into account the acquisition price, payment terms, product or service quality, availability, and supplier support. These findings were in line with the information obtained through face-to-face interviews with a Municipal head of department who shared that:

In this method, procurement of locally available goods and services is done through the primary school procurement committees, which are mandated and given authority to control procurement procedures for ensuring the availability of construction and renovation materials at the school level with respect to the budget and prices of building materials (Personal Interview with Head of Department "D" on 24th August, 2022).

The information from the head of the department showed that the process of acquiring quality construction materials and services which adhered to PPRA regulations with the highest ethical and professional standards in procurement was mandated to primary school procurement committees. These findings implied that the FAM was practical in enhancing the development of public primary school infrastructure. These findings were similar to those of Matto et al. (2021), who revealed that public construction projects in Tanzania were guided by procurement regulations that were outlined in force account guidelines through which primary school members of committees were involved in school-based procurement procedures to establish value for money. The findings implied that the primary school procurement committees in Tanzania and specifically in Moshi Municipal Council played their role of safeguarding the presence of construction materials through the recommended processes as stipulated by PPRA regulations. Data in table 1 also showed that with a mean of 3.31, 43.2% and 18.6% of the committee members agreed and disagreed, respectively, with the statement that there is continuous improvement of procurement processes to ensure simplicity, efficiency and cost-effectiveness, while 38.2% of the committee members were undecided on the item. The data indicated that most of the committee members had the view that improvement of procurement processes was not done to enhance simplicity, efficiency and cost-effectiveness. The findings implied that without improvement of the procurement processes, there was a great risk of negative effects being manifested in the quality of buildings constructed in public primary schools.

Furthermore, table 1 showed that with a mean of 3.28, 44.1%, the majority (52%) and the minority (37.3%) of the committee members agreed to the statement, disagreed and were undecided, respectively, regarding the statement that procurement is planned to enable prudent management of budgets and value optimization and that the procurement committees ensures the lowest possible total cost without compromising quality correspondingly. The data indicated that more than half of the primary school committee members were not certain about whether procurement is planned to enable prudent management of budgets and value optimization and ensure the lowest possible total cost without compromising quality. This might be due to the formal implementation of the procurement planning processes, which also entailed effective involvement/engagement of members in the procurement processes. For the matter of triangulating the information from different respondents, the researcher had face-to-face interviews with primary school committee experts EB and ED of the receiving committees, who respectively stated:

In incidences where construction and renovation of school infrastructure are to be carried out, I am usually consulted to establish the list of the items required and prices as an expert in this school. I usually report my inquiries and accountability to the head teacher (Personal Interview with Committee Expert "EB" on 25th August, 2022).

Another committee expert from a different school claimed:

When the head teacher calls me for school infrastructure construction and renovation activities, I usually find the materials for construction and renovation have been purchased already. I am rarely informed on when and how they are being obtained, but I know the places where they are being sold and their prices (Personal Interview with Committee Expert "ED" on 26th August, 2022).

The information from two committee experts indicated that, in some public primary schools, the committee experts were involved and considered in the procurement processes as indicated by the principles of FAM. The case is different in some other public primary schools where FAM principles were violated by the heads of teachers and procurement committee members and the committee experts were not exposed to the procurement processes in their respective primary schools. These findings further implied that committee members may have inadequate knowledge and awareness of procedures for PPRA and FAM principles based on the premise that they may not be effectively involved in the planning and procurement processes. In other words, such a situation may indicate a lack of formal implementation of the procurement planning processes, as also noted in a study by Nzimande and Padayachee (2017) that procurement planning at the KwaZulu-Natal province lacked formal implementation and was not taken seriously to the point the participants of some departments could have been operating without procurement plans at all.

Additionally, data in table 1 displayed that, with a mean of 3.33, 44.1%, 14.7% and 41.2% of committee members agreed, disagreed and were undecided to the statement that the procurement committee ensures the lowest possible total cost without comprising quality. The data indicated that respondents who disagreed were slightly more compared to those who agreed to the statement. The findings suggested that the procurement committees averagely did little to ensure

that the possible total cost was realised without compromising quality. Subsequently, the respondents were asked if committee members worked hard to ensure timely deliveries and accomplishment of tenders. With regard to this statement, table 1 showed that the responses had a mean of 3.41 where a slight majority (51%), extreme minority (13.7%) and 35.3% of the committee members agreed, disagreed and were undecided, respectively, to the statement. The data, therefore, showed that the committee members worked hard to ensure timely deliveries and accomplishment of tenders in public primary schools, a situation that reflected the practicability of FAM in developing the schools' infrastructure. Moreover, with a mean of 3.41, 48.1%, 12.7% and 39.2% of the respondents agreed, disagreed and were undecided, respectively, to the statement that procurement committees ensure that the budget and procurement plan is based on realistic cost estimates derived from the market research database. The data indicated that most of the respondents agreed, thus suggesting that the said practice was done, although to a satisfactory level. This data was supported by information obtained through interviews with a Municipal head of department who said:

Generally, most procurement committees are doing a great job and working very hard to ensure that their primary schools' infrastructure is well-constructed or renovated to provide a better learning environment for their pupils. They budget for themselves and plan for procurement within their environment by considering materials and services that are found within their natural areas (Personal Interview with Head of Department "A" on 24th August, 2022).

Similar information was obtained from one of the school committee experts who were interviewed during data collection. The respondent shared:

Usually, the head teacher and the school committee work so closely with me and my team when we are called for classroom construction or school renovation. We usually work the whole day, even over the weekends under the pressure of the committee which is always visiting the construction sites irrespective of the day and time (Personal Interview with Committee Experts "EF" on 26/08/2022).

The information from the heads of department and committee experts confirmed that committee members knew and performed their procurement responsibilities in teams. The finding inferred that the primary school procurement committee members were known for their commitment to the entrusted responsibilities and hard work, which ensured timely deliveries and accomplishment of contracts in their respective schools. The findings also confirmed that primary school committee members observed FAM principles as their role in making sure that procurement of materials and services was based on realistic cost estimates that were derived from the market research database obtained in their localities.

These findings altogether implied that market analysis was key in the procurement processes for several reasons. In addition, the findings suggested that committee members were committed and hard working to ensure timely deliveries and accomplishment of tenders in their respective primary schools. The information may also assume that most of the procurement committee members in public primary schools were eager to ensure the budget and procurement plan were based on realistic cost estimates derived from the market research database obtained in their localities. These findings inferred that primary school procurement committee members knew their responsibilities and worked hard on matters regarding procurements and tender issues despite the fact that a few members were not sure of their roles in ensuring the budget and procurement plan for their schools were based on realistic cost estimates within their localities. Subsequently, these findings reflected what was disclosed in a study by Karimi and Odari (2017), which attested that under the procurement planning process, the majority of the respondents (58.3%) agreed that market capability analysis is carried out to determine where to procure from. Similarly, the Resource Dependency Theory articulated well how various actors engage with public primary schools through procurement committees to obtain resources from the market.

Table 1 further indicated that with a mean of 3.35, 47.8%, 18.9%, and 37.3% of the committee members agreed, disagreed and were undecided, respectively, to the statement systematic evaluation of suppliers' performance is undertaken to ensure compliance with the terms of the contract. The data showed that most of these respondents agreed. Therefore, the findings implied that a systematic evaluation of suppliers' performance was undertaken to ensure compliance with the terms of the contract. Again, these findings were supported by the dependency theory, which attests organisations such as public primary schools depend and engage with other potential actors in their environment to obtain resources or materials. This was evident when the public primary schools, through the procurement committees, systematically evaluated suppliers with the intent of procuring materials from them.

With a mean of 3.36, 44.2%, 15.7% and 40.1% of the committee members agreed, disagreed and were undecided to the statement that inventory levels are maintained in accordance with the inventory management procedures set out by the PPRA. In addition, with a mean of 3.37, 48%, 15.7% and 40.1% of the respondents agreed, disagreed and had undecided views, respectively, to the statement formal written procedures are followed throughout the process and using explicit criteria to award contracts. Both the data from these two statements indicated that most of the respondents agreed, implying that inventory levels were maintained in accordance with the inventory management procedures set out by PPRA and that formal written procedures were followed throughout the process and using explicit criteria to award contracts. However, since only about half of the respondents agreed to both statements, the findings implied that those roles captured in those two statements were only performed to a satisfactory level. Those findings coincided with those by Gesuka and Namusonge (2013) on factors affecting compliance with public procurement regulations in Kenya: A case study of Butere District. The study pointed out concerns on the following aspects as reasons for incompliance with public procurement regulations: Issues with familiarity with regulations and compliance, corruption and compliance, and organisational culture and compliance. The study particularly revealed that there was some level of compliance with the legal requirements at the public procuring entity as officials endeavoured to adhere to the legal requirements. This finding reflected the same case as the corresponding findings in this study.

6. Conclusions

Based on the findings, the study concluded that public primary schools' procurement committee members played significant roles and worked hard to ensure construction and renovation materials and services were acquired in accordance with Force Account Method and Public Procurement Regulatory Authority regulations. However, primary schools' procurement committee members were not so certain about their procurement roles in planning and purchasing as the matter of not being involved by the head teachers, the tendency to compromise the quality of infrastructure constructed and renovated in public primary schools in Moshi Municipal Council.

7. Recommendations

Based on the conclusions, the study recommended that Moshi Municipal Council, in collaboration with the Ministry of President's Office Regional Administration and Local Government, should arrange training to create more awareness among procurement committee members about their roles in purchasing quality construction and renovation materials for public primary schools. The study also recommended that the head teachers should ensure procurement procedures designed by Force Account Method and Public Procurement Regulatory Authority are observed by procurement committees for the acquisition of quality construction and renovation materials in public primary schools in Moshi Municipality.

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