

Public Procurement Tendering, Board Management Practices, Stakeholder Engagement and Performance of Junior Secondary School Classroom Construction Projects in the Lake Basin Economic Block, Kenya

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ABSTRACT

Junior secondary school expansion under Kenya's competency-based education reforms has intensified the need for timely, economical and quality construction of classrooms and related learning facilities. This paper examines how public procurement tendering, Board of Management (BOM) practices and stakeholder engagement interact to influence the performance of junior secondary school classroom construction projects in the Lake Basin Economic Block (LREB). The paper is grounded in the research problem, objectives, hypotheses and empirical literature contained in the supplied manuscript, while reorganising and paraphrasing the material into a journal-oriented structure. The source manuscript reports a descriptive survey approach and describes questionnaire-based evidence concerning stakeholder participation and project performance; it also reports a positive relationship between stakeholder involvement and project accomplishment. Because the supplied manuscript does not contain a complete set of project-level regression tables, coefficients, reliability statistics or inferential results for all four hypotheses, this paper does not invent numerical results. Instead, it presents the reported evidence, develops an analytically coherent framework, and identifies the statistical tests that should be reported once the underlying dataset is available.

The analysis argues that tendering is not merely an administrative purchasing activity. Its effects on project performance depend on the quality of procurement planning, competition, specification, evaluation, contract award, contract management and payment processes. BOM practices can translate formal procurement requirements into effective project governance, while stakeholder engagement can improve needs identification, communication, monitoring, accountability and acceptance. The paper therefore proposes an integrated procurement-governance-stakeholder model in which procurement quality provides the foundation, BOM practices provide a governance mechanism, and stakeholder engagement strengthens implementation conditions. The discussion highlights transparency, capacity building, digital procurement, timely financing, contractor capability, monitoring and community oversight as practical levers for improving classroom construction outcomes across the LREB.

Keywords: public procurement, tendering process, Board of Management, stakeholder engagement, project performance, junior secondary schools, Lake Basin Economic Block, Kenya

INTRODUCTION

Publicly financed school construction projects convert policy commitments into physical learning environments. In Kenya, the transition toward competency-based education has increased the demand for classrooms and other facilities capable of supporting expanded enrolment and more practical learning. The supplied manuscript places this challenge within the wider objectives of Kenya Vision 2030 and the development priorities of the Lake Basin Economic Block. The LREB comprises fourteen counties—Bomet, Bungoma, Busia, Homa Bay, Kakamega, Kericho, Kisii, Kisumu, Migori, Nandi, Nyamira, Siaya, Trans Nzoia and Vihiga—and the regional blueprint identifies education as a major social-sector priority. The region's

scale, demographic pressure and uneven infrastructure make the performance of public construction projects an important development concern.

The procurement of construction works is especially consequential because procurement decisions influence who enters the market, how contractors are evaluated, what contractual obligations are imposed, and how performance is monitored after award. Kenya's public procurement system is anchored in Article 227 of the Constitution and the Public Procurement and Asset Disposal Act (PPADA), whose current revised edition is available through the Public Procurement Regulatory Authority. (Republic of Kenya, 2015; PPRA, 2022) The World Bank similarly frames procurement around value for money, efficiency, integrity and fit-for-purpose market approaches, demonstrating that procurement quality is inseparable from project delivery quality. (World Bank, 2025)

Yet compliance on paper does not automatically produce successful projects. Construction performance may deteriorate when procurement planning is weak, specifications are ambiguous, tender evaluation is delayed, contractors lack capacity, payments are late, or changes are poorly controlled. The source manuscript identifies corruption and political interference, procurement delays, contractor capacity gaps, financial constraints, weak oversight and inconsistent application of procurement requirements as recurrent challenges in junior secondary classroom projects.

Project performance is consequently treated in this paper as a multidimensional construct encompassing time, cost, quality, scope and user satisfaction. This interpretation is consistent with the supplied manuscript, which associates successful project performance with completion within the planned timetable and budget, conformity to quality standards, implementation of the approved plan and satisfaction of the client or users. The study therefore moves beyond the narrow question of whether a tender was legally conducted and asks whether the procurement-governance environment contributes to classrooms that are completed, functional, fit for purpose and accepted by their intended users.

Problem context

The infrastructure challenge is particularly relevant to public junior secondary schools. Evidence reproduced in the source manuscript indicates that public schools received learners from both within and outside their immediate catchment areas, contributing to increased Grade 7 enrolment and pressure on available classrooms. The same evidence shows mismatches between the number of streams and classrooms in some schools and notes continuing shortages of laboratories and other learning resources. These conditions increase the social cost of delayed or poorly delivered construction projects: every delayed classroom can translate into overcrowding, reduced instructional interaction and pressure on existing facilities.

Purpose and contribution

The purpose of the paper is to synthesise and strengthen the supplied research into a coherent journal article focused on the relationship between tendering processes and classroom construction performance, with BOM practices as a mediating governance mechanism and stakeholder engagement as a moderating condition. The contribution is therefore both contextual and conceptual: it connects procurement practice to school-level governance and stakeholder participation within the specific institutional and socioeconomic setting of the LREB.

LITERATURE REVIEW

Public procurement and tendering

Tendering is the competitive stage of procurement through which an entity invites suppliers or contractors to submit offers against defined requirements and then evaluates those offers using stated criteria. For construction projects, the process normally extends from procurement planning and preparation of specifications to invitation, bid submission, evaluation, award and contract management. The supplied

manuscript identifies these stages and stresses the importance of clear specifications, transparent evaluation, appropriate procurement methods and effective post-award management.

A well-designed tendering system can widen competition, improve price discovery, create a documented decision trail and reduce opportunities for arbitrary selection. International procurement guidance similarly treats transparency, competition, integrity, evaluation and contract execution as connected parts of the procurement cycle rather than isolated administrative events. The OECD Recommendation on Public Procurement identifies transparency, integrity, access, efficiency, stakeholder participation, e-procurement, capacity and risk management as interrelated principles of a high-performing procurement system. (OECD, 2015, 2025)

In the Kenyan school context, however, the effectiveness of tendering depends on the capacity of those responsible for procurement decisions. The source manuscript notes that procurement committees may have limited awareness of procurement law, weak record-keeping practices and inadequate training. It also identifies delays in government disbursements as a factor affecting timely tendering. These observations suggest that tendering quality should be assessed not simply by the presence of documents but by whether the procurement process creates credible competition, selects capable contractors and supports timely contract execution.

Procurement planning and contractor selection

Procurement planning is the first substantive control point. A realistic plan should connect the approved budget, technical need, procurement method, implementation schedule and contract-management arrangements. The source manuscript draws from road-construction procurement research to argue that organisations need skills to develop quality procurement plans and select appropriate procurement methods. It also recommends open competition where appropriate, constructive contractor relationships, regular communication, timely payment and efficient management of contract changes.

For classroom construction, contractor selection is particularly important because the lowest tender price may not correspond to the lowest whole-life project cost. A contractor who lacks adequate equipment, skilled labour, financial capacity or experience may submit an attractive bid but subsequently encounter cash-flow or execution problems. The source manuscript therefore identifies contractor capacity as a key challenge, especially in rural settings. □filecite□turn2file3□L251-L258□

Digital procurement

Digital procurement can strengthen competition and auditability by standardising workflows, expanding access to tender opportunities and reducing unnecessary face-to-face interactions. Evidence from Kisumu County reproduced in the source manuscript reports a positive association between e-tendering and county performance and recommends end-to-end electronic processing, including requisitions, tenders, approvals, contract monitoring and supplier management. (Omiti & Juma, 2024) The implication for LREB school projects is that digitisation should be viewed as a governance intervention, not merely an information-technology upgrade.

Literature Review

Board Management practices as a governance mechanism

Boards of Management occupy a critical institutional position in public junior secondary education. The source manuscript reports that seven in ten public junior secondary schools had a duly constituted and functional BOM in 2023, while some schools operated without a fully constituted board despite the governance requirements. It further explains that financial, infrastructural and parent-engagement responsibilities in public junior secondary schools are delegated through the school head and BOM. This makes BOM practice directly relevant to procurement implementation and project oversight.

In this paper, BOM practices refer to the practical governance behaviours through which the board participates in planning, approves or oversees project decisions, monitors progress, reviews financial information, engages contractors and communicates with school and community stakeholders. The mediating proposition is that a formal procurement process may affect project outcomes partly through the quality of school-level governance. A compliant tender can still produce a weak outcome if the institution does not monitor the contractor, verify progress, manage changes or ensure that project information reaches relevant stakeholders.

Stakeholder engagement

Stakeholder engagement is grounded in the recognition that projects create value for, impose costs on, and are affected by multiple groups. Freeman's stakeholder approach conceptualises organisations as systems of relationships among actors whose interests can influence organisational outcomes. (Freeman, 1984) In school construction, relevant stakeholders include learners, parents, teachers, school heads, BOM members, contractors, county and national education officials, procurement personnel, local leaders and community members.

The supplied manuscript reports a consistent direction of evidence from several studies. Yang and Shen's construction research found that communication and participation improved project performance and reduced conflict and delays. Kyalo's Kenyan study linked stakeholder analysis to project performance, emphasising involvement from project inception, communication and leadership. Otieno reported a positive relationship between stakeholder analysis and performance of water and sanitation projects, while Matu and colleagues found a positive association between stakeholder participation during execution and infrastructure completion.

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Stakeholder engagement may therefore operate as a moderator: the same procurement process may yield different outcomes depending on whether affected groups are informed, consulted and empowered to monitor implementation. Where engagement is weak, procurement decisions may not reflect actual school needs and problems may remain hidden until they become costly. Where engagement is meaningful, stakeholders can provide local information, identify deviations, support monitoring and strengthen accountability.

Project performance

Construction project performance is multidimensional. Time performance concerns completion against the approved schedule; cost performance concerns expenditure relative to the authorised budget; quality concerns compliance with technical specifications and safety requirements; scope concerns delivery of the agreed facilities; and satisfaction concerns whether users regard the completed facility as fit for purpose. The source manuscript explicitly identifies timetable, finances, plan execution, quality and client satisfaction as performance dimensions. □filecite□turn1file8□L568-L574□

This multidimensional view is important for school construction because a project can be completed on time but still fail if the classroom is unsafe, poorly finished, too small, or not equipped for the intended learning activities. Procurement research should therefore avoid treating award completion as the end of project success.

Theoretical And Conceptual Framework

Stakeholder theory

Stakeholder theory provides the principal theoretical lens for the engagement component of the study. Freeman's foundational work positions stakeholder relationships as central to organisational strategy and value creation. □cite□turn0search3□ Applied to public school construction, the theory suggests that project decisions are more sustainable when the interests, knowledge and legitimate concerns of affected parties are recognised throughout the project life cycle. Stakeholder engagement is therefore not reduced to informing the community after a contract has been awarded; it includes participation in needs identification, communication of project expectations, monitoring, feedback and acceptance.

Agency and governance perspective

A complementary governance perspective is useful for understanding BOM practices. Public construction involves delegated authority: government or education authorities allocate resources, school leadership and boards oversee implementation, and contractors execute works. This structure creates information asymmetries and potential conflicts of interest. Governance mechanisms such as documented decisions, separation of responsibilities, monitoring, audits, conflict-of-interest controls and transparent reporting can reduce these risks. The BOM is therefore conceptualised as a local accountability mechanism linking formal procurement rules to day-to-day project governance.

Resource-based perspective

A resource-based perspective helps explain why procurement procedures alone cannot guarantee performance. Contractors and school institutions possess different combinations of financial, technical, managerial, informational and relational resources. A tendering system that selects a contractor with inadequate resources can undermine project delivery even when the procurement process is procedurally correct. Conversely, competent procurement personnel, experienced contractors, reliable financing and capable school governance can reinforce each other and improve performance.

Conceptual model

Construct	Role	Indicative dimensions
Public procurement tendering	Independent variable	Planning; specifications; competition; evaluation; award; contract management; payment
Board Management practices	Mediating variable	Oversight; financial accountability; decision making; monitoring; contractor supervision
Stakeholder engagement	Moderating variable	Consultation; communication; participation; feedback; community monitoring
Classroom project performance	Dependent variable	Time; cost; quality; scope; functionality; user satisfaction

The conceptual logic is sequential but interactive. Procurement quality establishes the rules and selection conditions for project implementation. BOM practices determine how those requirements are translated into school-level oversight. Stakeholder engagement shapes the information, legitimacy and social accountability available to the project. Performance emerges from the combined influence of these mechanisms. The model is deliberately consistent with the supplied manuscript, which identifies public procurement tendering as the predictor, BOM practices as the mediator, stakeholder engagement as the moderator, and classroom construction performance as the outcome.

Research objectives

The study objectives are: (1) to determine the effect of the public procurement tendering process on the performance of junior secondary school classroom construction projects in the LREB; (2) to assess the mediating effect of BOM practices on the relationship between procurement and project performance; (3) to examine the moderating role of stakeholder engagement; and (4) to determine the combined mediated-moderated effect of BOM practices and stakeholder engagement.

Hypotheses

H01: Public procurement tendering has no significant effect on classroom construction project performance.

H02: BOM practices have no significant mediating effect on the relationship between procurement tendering and project performance. H03: Stakeholder engagement has no significant moderating effect on the relationship between procurement tendering and project performance. H04: The mediated-moderated effect of BOM practices and stakeholder engagement has no significant effect on the relationship between procurement tendering and project performance. These hypotheses are paraphrased from the supplied manuscript.

METHODOLOGY

Research design

The source manuscript reports a descriptive survey design and the use of structured or semi-structured questionnaires with five-point Likert-scale responses. The study context is public junior secondary school construction in Kenya, with the broader manuscript repeatedly locating the substantive problem in the LREB. The descriptive survey design is appropriate for examining perceptions of procurement practice, governance and stakeholder participation across multiple projects, provided that the sampling frame and unit of analysis are clearly specified.

A journal-ready version of the methodology must distinguish the project population from the respondent population. The supplied manuscript reports several figures that are not internally consistent: it refers to classroom projects, administration blocks, water projects and dining halls; elsewhere it refers to 209 projects in 35 schools; and the abstract reports 163 usable responses from a response rate of 77.9%. [filecite\turn5file1\L572-L585](#) These figures should be reconciled against the original sampling frame before final submission. The present paper retains the reported figures as source information but does not create a new population estimate.

Population, sampling and respondents

The manuscript reports that 35 selected schools and 209 projects formed part of the study sample and that 163 respondents returned completed questionnaires. The reported 77.9% response rate should be verified because it depends on the denominator used for the number of distributed questionnaires. The respondent categories implied by the research questions include school heads, BOM or procurement committee members, project officials and other stakeholders with direct knowledge of procurement and construction implementation.

For replication, a multistage approach would be appropriate. First, schools should be stratified by county and relevant school characteristics such as urban or rural location and project status. Second, eligible projects should be listed from official project records. Third, respondents should be selected from individuals who participated in procurement, oversight, contract management or stakeholder monitoring. Where several respondents report on the same project, project identifiers should be used to avoid treating correlated responses as independent observations.

Data collection instrument

The questionnaire should contain five sections: respondent characteristics; tendering-process indicators; BOM practices; stakeholder engagement; and project performance. Each construct should use multiple Likert items. Tendering items can measure procurement planning, clarity of specifications, advertisement, bidder competition, evaluation transparency, award timeliness, contract administration and payment. BOM items can measure oversight, meeting effectiveness, financial review, monitoring and decision accountability. Stakeholder items can measure consultation, information sharing, participation, feedback and community monitoring. Performance items can capture schedule adherence, budget adherence, quality, scope completion and satisfaction.

Validity and reliability

The source manuscript indicates that pilot testing was used to support validity and reliability in related tendering research, but it does not provide the reliability coefficients for the present four-construct model. A

publishable empirical report should therefore present content-validation procedures, pilot-test results and Cronbach's alpha or another appropriate internal-consistency statistic for each construct. Composite reliability and convergent validity should be reported if confirmatory factor analysis or partial least squares structural equation modelling is used. These statistics should be calculated from the actual dataset rather than inferred from the manuscript.

Methodology

Data analysis strategy

The supplied manuscript reports the use of descriptive statistics, including mean, mode and median, and refers to quantitative analysis in SPSS in related procurement research. For a rigorous journal article, analysis should proceed in stages. First, data should be screened for missing values, outliers and inconsistent responses. Second, descriptive statistics should summarise the characteristics of respondents and the distribution of each construct. Third, reliability and validity should be established. Fourth, bivariate relationships should be examined using Pearson correlation where assumptions are met. Finally, hierarchical regression or structural equation modelling should be used to test mediation, moderation and mediated moderation.

Analysis	Purpose	Minimum reporting
Descriptive statistics	Describe respondents and constructs	n, %, mean, SD
Reliability	Assess internal consistency	Cronbach's alpha / composite reliability
Correlation	Assess bivariate association	r, p-value, N
Direct effect	Test H01	β , SE, t, p, R^2 , CI
Mediation	Test H02	indirect effect, bootstrap CI
Moderation	Test H03	interaction β , p, ΔR^2 /simple slopes
Mediated moderation	Test H04	conditional indirect effect and bootstrap CI

Regression model

The direct-effect model may be specified as: $PP = \beta_0 + \beta_1 TP + \beta_2 X + \varepsilon$, where PP represents project performance, TP represents procurement tendering quality, X represents relevant control variables, and ε represents the unexplained component. To test mediation, BOM practices are modelled as a function of procurement quality and project performance as a function of both procurement and BOM practices. Bootstrapping should be preferred to the traditional causal-steps approach because the indirect effect is the quantity of interest and its sampling distribution is rarely normal.

Moderation can be tested by introducing an interaction term: $PP = \beta_0 + \beta_1 TP + \beta_2 SE + \beta_3 (TP \times SE) + \beta_4 X + \varepsilon$. A statistically meaningful interaction indicates that the relationship between procurement quality and project performance changes with the level of stakeholder engagement. The interaction should be interpreted using simple slopes or conditional effects rather than relying on the coefficient alone.

For the combined mediated-moderated hypothesis, the analysis should estimate whether the indirect effect of procurement on performance through BOM practices varies as stakeholder engagement changes. Bootstrap confidence intervals are recommended. If the interval for the conditional indirect effect excludes zero at selected levels of stakeholder engagement, the moderated mediation proposition receives support. The manuscript's hypotheses explicitly call for this integrated relationship, so the analysis should not stop at separate mediation and moderation tests.

Ethical considerations

Because the study concerns public institutions, procurement decisions and possible governance weaknesses, confidentiality is important. Respondents should be informed about the purpose of the research, voluntary participation and the use of aggregated results. No allegation of corruption or malpractice should be attributed to an identifiable individual or school unless supported by verifiable documentary evidence and handled through appropriate ethical and legal procedures. The final empirical article should state the relevant institutional ethical approval, research authorization and informed-consent procedures.

RESULTS

Evidence reported in the source manuscript

The supplied manuscript does not provide a complete empirical results chapter containing respondent demographics, scale means, standard deviations, correlation matrices, regression coefficients, model-fit statistics, mediation estimates or moderation interaction terms. It therefore would be methodologically inappropriate to manufacture such statistics merely to satisfy a journal format. The strongest empirical statement that can be retained is the manuscript's reported finding that stakeholder involvement was positively associated with project accomplishment: greater stakeholder involvement was described as corresponding with higher project performance.

The manuscript also incorporates findings from related Kenyan and international studies. Kyalo's study is reported to have found a significant relationship between stakeholder analysis and community-project performance ($p=0.000<0.05$), while Otieno is reported to have found a positive correlation between stakeholder analysis and water and sanitation project performance ($r=0.68$, $p<0.01$). Matu and colleagues are reported to have identified a strong positive and statistically significant relationship between stakeholder participation during project execution and infrastructure completion. □filecite□turn3file9□L604-L628□ These are secondary empirical findings and should not be presented as results generated by the present study.

Descriptive evidence relevant to the research problem

The regional and school-infrastructure evidence provides important contextual results. The manuscript reports that public junior secondary schools in the region continue to experience infrastructure constraints and that available classrooms do not always match the number of streams. It also notes that some schools have additional classrooms while others face shortages, suggesting that infrastructure pressure is unevenly distributed and that planning must be sensitive to local enrolment patterns.

The governance evidence is similarly important. The source reports that seven in ten public junior secondary schools had a duly constituted and functional BOM in 2023, while some schools lacked a fully constituted board. Because BOM responsibilities include financial and infrastructural decisions and engagement with parents, variation in board functionality can plausibly affect the quality of project oversight. This contextual evidence reinforces the conceptual proposition that governance capacity is an important mechanism connecting formal procurement to project performance.

Tendering-related evidence

The manuscript identifies six broad tendering risks in junior secondary classroom construction: corruption and limited transparency; procurement delays; contractor-capacity limitations; financial constraints; weak oversight and accountability; and policy-implementation gaps. These risks are analytically connected. For example, delayed funding can delay award or mobilisation; weak contractor assessment can increase the probability of underperformance; and weak oversight can allow quality problems to persist.

The source also reports that e-tendering in Kisumu County was positively associated with performance and was recommended as a means of widening supplier access, reducing processing time and reducing human error. (Omiti & Juma, 2024) This supports the proposition that digital procurement may strengthen the

transparency and efficiency dimensions of the tendering process, although the effect on school construction should be tested directly rather than assumed.

Results And Interpretation

Integrated interpretation

Taken together, the available evidence points toward a procurement-governance relationship rather than a simple procurement-performance relationship. Tendering determines the competitive and contractual conditions under which a contractor enters the project, but school-level governance determines how effectively those contractual conditions are translated into implementation. Stakeholder engagement adds a further layer because it determines whether local information, concerns and feedback are incorporated into project decisions and monitoring.

This interpretation is consistent with the source manuscript's positive finding on stakeholder involvement and with the wider literature it cites. Construction research reports that communication and participation can reduce conflict and delays, while Kenyan project studies indicate that early stakeholder involvement, clear communication and leadership are associated with stronger project outcomes. The evidence therefore supports an integrated model in which procurement quality is necessary but not sufficient for high project performance.

Time performance

Time performance is likely to be particularly sensitive to tendering because the construction schedule begins before physical works start. Delays in procurement planning, approval, advertisement, evaluation, award, contract signing, mobilisation or payment reduce the time available for actual construction. The source manuscript explicitly identifies lengthy approval processes and tender disputes as causes of delayed classroom construction, with direct consequences for overcrowding.

Cost performance

Cost performance depends on the realism of the initial estimate, the competitiveness of the tender, the contractor's capability and the management of variations. Poor specifications can create ambiguity and claims; delayed payments can increase contractor financing costs; and inflation can make fixed budgets inadequate. The source manuscript notes that rising construction costs and delayed government disbursements can strain project budgets. A robust procurement process should therefore incorporate realistic budgeting, risk assessment, clear change-control provisions and timely payment mechanisms.

Quality performance

Quality is influenced by both selection and supervision. Tender evaluation should verify technical competence, relevant experience and capacity, while contract management should ensure that works conform to approved drawings, specifications and standards. The manuscript warns that contractors who lack adequate technical expertise, equipment or skilled labour may deliver incomplete or substandard work. BOM oversight and stakeholder monitoring can complement professional supervision by creating additional channels for reporting visible defects or deviations.

Scope, functionality and user satisfaction

A classroom is successful only if it is usable for the educational purpose for which it was commissioned. Stakeholders can contribute information about accessibility, safety, classroom layout, learning resources and practical needs. This reinforces the source manuscript's emphasis that stakeholder involvement should extend beyond formal consultation to meaningful participation and monitoring. In this sense, stakeholder engagement can protect project scope from becoming detached from actual educational needs.

DISCUSSION

Procurement as a governance process

The findings and literature indicate that procurement tendering should be understood as a governance process rather than a transactional sequence. Competitive tendering is valuable because it can create fairness, transparency and value for money, but these benefits depend on institutional capacity and enforcement. OECD guidance similarly emphasises transparency throughout the procurement cycle and the importance of integrity, competition, stakeholder participation and capacity. (OECD, 2015, 2025)

For LREB classroom projects, the implication is that procurement performance should be measured using outcomes rather than documentation alone. A school may have a tender file that appears complete while still experiencing delays, variations, quality defects or community dissatisfaction. Outcome-oriented procurement management requires linking tender decisions to contract implementation indicators and final project results.

BOM practices as mediation

The mediating role proposed for BOM practices is theoretically plausible because boards occupy the institutional space between external procurement rules and school-level implementation. If procurement is transparent but the board does not monitor construction, the benefits of competitive tendering may not fully reach the classroom. Conversely, strong BOM practices can reinforce procurement quality by reviewing progress, ensuring accountability and escalating problems.

The governance evidence in the source manuscript is particularly relevant here. It reports that the BOM is entrusted with key financial and infrastructural responsibilities in public junior secondary schools and that the presence of a functional board was uneven. This suggests that strengthening procurement systems without strengthening local governance capacity may leave an implementation gap.

Stakeholder engagement as moderation

The moderating proposition is also supported by stakeholder theory and the empirical literature. Stakeholder engagement can increase access to information, improve legitimacy and create additional monitoring capacity. The source manuscript notes that collaboration can pool knowledge and capacities, increase negotiation power and support more locally relevant solutions.

However, engagement should not be equated with the number of meetings held. Effective engagement requires relevant stakeholders to have timely information, clear roles, opportunities to influence decisions and mechanisms through which their concerns receive responses. Token consultation may create expectations without improving accountability. A journal study should therefore operationalise engagement using observable behaviours such as consultation during planning, access to procurement information, participation in monitoring, feedback mechanisms and documented responses to stakeholder concerns.

Digital transformation and transparency

Digital procurement offers an opportunity to reinforce both procurement and governance. The source manuscript's evidence from Kisumu indicates that electronic tendering can increase supplier access, reduce processing time and reduce human error. (Omiti & Juma, 2024) The World Bank's current procurement framework likewise integrates digital tools, standard procurement documents, evaluation guidance and contract-management resources. (World Bank, 2025) For LREB schools, digitalisation should be accompanied by training, connectivity, records management and user support so that technology does not simply reproduce existing weaknesses in digital form.

Discussion

Implications for equity and regional development

The LREB context adds an equity dimension to procurement performance. The region is large, densely populated and characterised by substantial differences in educational attainment, infrastructure and socioeconomic conditions. The source manuscript reports considerable variation across counties in primary and secondary educational attainment and identifies poor funding, inadequate facilities and infrastructure constraints as continuing challenges.

Procurement decisions therefore influence more than individual construction sites. When classroom projects are delayed or poorly delivered, the effects are concentrated on learners in communities already experiencing infrastructure deficits. A procurement system that is technically compliant but repeatedly fails to deliver facilities where they are most needed may not achieve equitable public value. This strengthens the case for needs-based planning, transparent project prioritisation and regional monitoring of project performance.

Implications for contractor development

The repeated identification of contractor capacity as a challenge suggests that procurement reform should not focus only on school procurement committees. Local contractor development can improve the supply side of the market through training, access to finance, technical assistance, safety requirements and improved project-management capability. At the same time, capacity-building should not become a justification for weak competition or preferential contracting. Selection must remain transparent and based on objective requirements.

Implications for monitoring and evaluation

Monitoring and evaluation should be integrated into procurement and project governance from project initiation. The source manuscript identifies monitoring as important for accountability, planning, execution and stakeholder collaboration and recommends professional development for monitoring and evaluation staff. A practical system should define baseline conditions, milestones, responsible officers, verification procedures, reporting intervals and corrective-action mechanisms.

For classroom projects, a simple dashboard could track procurement lead time, number of bids received, evaluation duration, award-to-mobilisation period, physical progress, payment status, approved variations, defects, completion date and user acceptance. Aggregating these indicators across counties would permit benchmarking and early identification of projects at risk.

Implications for policy

The legal framework already provides a basis for transparent public procurement. PPRA confirms that the PPADA provides procedures for efficient public procurement and has been revised, including a 2022 revised edition. [\[cite\turn0search1\]](#) The policy gap is therefore less about the absence of rules and more about implementation capacity, oversight, enforcement and information systems. Policy should focus on making compliance operational: trained procurement personnel, standardised project records, electronic workflows, risk-based audits, functional BOMs, public disclosure of project status and effective complaint mechanisms.

Practical management framework

Stage	Priority control	Stakeholder role	Performance indicator
Planning	Needs, budget and procurement plan	School/BOM/community	Approved plan before tender

Tendering	Competition and transparent evaluation	Procurement committee	Qualified bids; evaluation time
Award	Contract clarity and risk allocation	BOM/technical officers	Signed contract; mobilisation
Implementation	Supervision and change control	Contractor/BOM/community	Time, cost, quality progress
Completion	Inspection and user acceptance	School and stakeholders	Functional facility; defects closed

RECOMMENDATIONS

Strengthen procurement planning

School and education authorities should require a documented procurement plan that links classroom need, enrolment projections, approved funding, technical design, procurement method, expected tender period and construction schedule. Procurement planning should be completed early enough to accommodate evaluation, approvals, possible clarifications and mobilisation. Where projects depend on government transfers, procurement schedules should be aligned with realistic cash-flow forecasts.

Professionalise BOM and procurement capacity

BOM members, school heads and procurement committee members should receive periodic training on procurement law, tender evaluation, conflict-of-interest management, contract administration, construction monitoring and records management. Training should be practical and linked to the project life cycle. The source manuscript specifically recommends continuing training and professional development for monitoring and evaluation personnel.

Adopt end-to-end digital procurement

Electronic procurement should cover requisition, approval, tender publication, bid submission where supported, evaluation records, award notifications, contract documentation, supplier records and monitoring. Digitalisation should include role-based access, audit trails, data backup and appropriate cybersecurity controls. It should also preserve accessibility for legitimate suppliers in rural areas by addressing connectivity and digital-literacy constraints.

Make stakeholder engagement measurable

Stakeholder engagement should be incorporated into project plans and evaluated using defined indicators. These can include the proportion of projects with documented needs consultations, frequency of project-status communication, stakeholder participation in monitoring visits, number of issues raised and resolved, and user acceptance at completion. Engagement should include parents and community representatives without displacing professional technical supervision.

Improve contractor screening and development

Tender evaluation should give appropriate weight to demonstrated technical and financial capacity, relevant experience, personnel, equipment and past performance. Contracting authorities should maintain performance information that can inform future procurement while respecting legal and due-process requirements. At regional level, capacity-building initiatives can help viable local firms improve technical and management capability.

Strengthen contract management and payment discipline

The award of a contract is the beginning of implementation risk, not the end of procurement risk. Contracts should have clear milestones, inspection arrangements, variation procedures, payment requirements and remedies for non-performance. Delayed payment can weaken contractor cash flow and contribute to delay; conversely, payment should be tied to verified performance. The source manuscript recommends regular communication with contractors, timely payment and effective control of contract changes.

Institutionalise risk-based monitoring

Education authorities should use risk registers and periodic reviews to identify projects exposed to procurement delay, funding uncertainty, contractor weakness, land or community disputes, material-price escalation or design changes. High-risk projects should receive more frequent monitoring and independent technical verification.

Improve transparency and accountability

Project information should be accessible to authorised stakeholders through noticeboards, digital platforms or periodic public reports. Information should include project scope, contractor, contract value, expected completion date, progress and responsible oversight structures. Greater transparency can strengthen public trust and create an additional incentive for timely corrective action.

Limitations And Research Agenda

Limitations of the present manuscript

The main limitation is documentary rather than substantive: the supplied manuscript combines material from several studies, reports and draft sections, and it does not contain a complete statistical results section for the four proposed hypotheses. Some sections refer to Nairobi City County while the principal title and objectives concern the LREB; other sections discuss junior primary schools, road construction and county water projects. These materials are useful for contextual and comparative analysis but should not be conflated with the focal LREB junior secondary classroom study.

A second limitation is inconsistency in the reported sampling figures. The manuscript reports 209 projects in 35 schools and 163 completed questionnaires with a 77.9% response rate, but it also contains unrelated population figures from other studies. Before submission as an empirical article, the author should verify the final sampling frame, unit of analysis, respondent count and response-rate denominator against the raw research records.

A third limitation is the absence of reliability coefficients, measurement-model results and hypothesis-test statistics. Consequently, this paper deliberately distinguishes source-reported evidence from proposed analysis and does not claim statistical support for mediation, moderation or mediated moderation unless those results are actually available.

Recommended next empirical steps

The next stage should be a clean project-level dataset linking respondents to individual classroom projects. Where multiple respondents report on one project, responses should either be aggregated using an established procedure or analysed with multilevel methods. This is important because respondents within the same school or project are not necessarily statistically independent.

The study should also consider objective project records. Survey perceptions can be complemented with procurement files, contract values, planned and actual completion dates, payment records, variation orders, inspection reports and completion certificates. Triangulation would reduce common-method bias and provide a stronger basis for measuring project performance.

Potential extensions

Future research could compare urban and rural schools, examine differences among the fourteen LREB counties, and investigate whether digital procurement changes the relationship between tendering quality and performance. Longitudinal research could follow projects from procurement planning through completion to identify when delays or cost pressures emerge. Comparative studies could also examine whether schools with stronger BOM functionality consistently achieve better project outcomes.

Contribution to theory

The integrated model offers a useful bridge between procurement governance and stakeholder management. Procurement research often focuses on competition, compliance and value for money, while stakeholder research emphasises relationships, participation and legitimacy. The proposed model connects the two by treating BOM practices as an organisational mechanism through which procurement decisions are implemented and stakeholder engagement as a contextual condition that can strengthen or weaken the procurement-performance relationship.

Contribution to practice

For practitioners, the central message is that successful classroom construction requires a complete governance chain: accurate needs assessment, credible procurement planning, fair competition, capable contractor selection, strong school-level oversight, meaningful stakeholder participation, disciplined contract administration and evidence-based monitoring. Weakness at any link can reduce the value created by the procurement process.

CONCLUSION

This paper examined public procurement tendering, Board Management practices, stakeholder engagement and the performance of junior secondary school classroom construction projects in Kenya's Lake Basin Economic Block. The analysis was developed from the supplied manuscript and reorganised to meet the structure and formatting requirements of the provided journal template. The evidence and literature support the view that procurement quality is an important foundation for project performance, but its effect is mediated by governance capacity and conditioned by stakeholder engagement.

The classroom infrastructure challenge is significant because the transition to junior secondary education has increased demand for learning spaces. The source material documents mismatches between classroom availability and streams in some public schools and emphasises continuing shortages of laboratories and other learning resources. In such an environment, procurement delays, weak contractor selection or poor project oversight have direct educational consequences.

The paper identifies procurement planning, transparent competition, objective evaluation, contractor capacity, contract management and timely payment as central determinants of procurement effectiveness. It further argues that BOM practices can convert procurement rules into practical oversight through monitoring, financial accountability, decision-making and contractor supervision. Stakeholder engagement can reinforce these processes by improving information flow, legitimacy, local monitoring and user acceptance.

The source manuscript reports a positive relationship between stakeholder involvement and project accomplishment, while related studies cited in the manuscript consistently point toward benefits from communication, participation and stakeholder analysis. At the same time, the manuscript identifies persistent challenges including corruption risks, procurement delays, contractor capacity gaps, financial constraints, weak oversight and policy-implementation gaps. These findings indicate that reform should address the full project life cycle rather than focus exclusively on tender advertisement and award.

The paper therefore recommends stronger procurement planning, continuous capacity building, functional BOMs, measurable stakeholder engagement, end-to-end digital procurement, improved contractor screening,

disciplined contract management and risk-based monitoring. These recommendations are compatible with contemporary procurement principles that emphasise transparency, integrity, access, efficiency, stakeholder participation, e-procurement, capacity and accountability. □cite□turn0search13□

Finally, the paper does not claim that all four hypotheses have been statistically tested because the supplied manuscript does not contain the underlying inferential tables. This distinction is essential for research integrity. The manuscript can be transformed into a fully empirical journal article once the raw dataset and complete statistical output are reconciled with the stated population, sample, constructs and hypotheses. Until then, the strongest defensible contribution is an evidence-grounded synthesis and an analytically specified research model for improving public classroom construction performance in the LREB.

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