

EXPLORING THE MODERATION ROLE OF TENDERPRENEURSHIP ON PROCUREMENT PLANNING AND VALUE FOR MONEY IN TANZANIA'S PUBLIC PROCUREMENT

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Abstract: This study investigates the moderating role of tenderpreneurship on the relationship between procurement planning and value for money within Tanzanian public procurement. Employing a cross-sectional research design, data were collected from procurement practitioners in Dodoma using structured questionnaires, with quantitative analysis conducted via SPSS and Hayes' moderation approach. The research explores the direct effects of procurement planning and tenderpreneurship on value for money, as well as the moderation effect of tenderpreneurship on this relationship. Findings reveal that while procurement planning positively impacts value for money, tenderpreneurship negatively moderates this relationship, suggesting it can undermine procurement effectiveness. The study's limitations include its cross-sectional design and regional focus, with recommendations for future research to employ longitudinal and qualitative methods. Practical implications highlight the need for transparency, capacity building, and technology adoption to enhance procurement practices. The research also calls for reforms to boost accountability and ensure value for money, offering original insights into the dynamics between tenderpreneurship, procurement planning, and value for money in public procurement.

Keywords: Tenderpreneurship, procurement planning, value for money, public procurement in Tanzania.

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1. Introduction

1.1. Background of the study

Public officials should be at the forefront of protecting public resources, particularly the funds allocated to public services, projects, and general public procurement (Schooner & Yukins, 2009; Phago, 2015). This responsibility stems from the need to ensure value for money (VfM), minimize corrupt activities, and maintain efficient and effective public services (Williams & Singh, 2012). However, regulating public spending, managing resources, overseeing procurement processes, and ensuring compliance with plans to achieve VfM remain

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significant challenges in public procurement (Mei-me, 2015; Marian, 2020). These challenges can lead to poor outcomes and potentially negative economic and social impacts.

Furthermore, value for money (VfM) has been a focal area of research for years, yet it still requires further exploration due to its critical importance and implications for the quality of goods and services provided to the public (Changalima et al., 2021; Mamiro, 2010; Flynn, 2018; Abioro, 2021; Basheka, 2021; Anane et al., 2019; Morillos & Amekudzi, 2008). The significance of ensuring VfM in public procurement is evident, for instance, in the procurement of medical equipment and medicines, which are crucial for enhancing public service delivery (Adusei, 2018; Miller & Lehaux, 2021), and in infrastructure construction (Vlila, 2020; Fourie & Malan, 2020), where all efforts should be directed towards achieving VfM (Rweyendela & Mwegoha, 2022). Despite the role of public procurement regulations in these processes, the current state of VfM in Tanzanian public procurement remains unsatisfactory. Given the substantial public funds spent, there is an ongoing struggle to achieve VfM, pointing to probable causes for this unappealing situation in Tanzania's public procurement processes (National Audit Office, 2020; Public Procurement Regulatory Authority, 2020, 2021, 2022).

There is a substantial body of literature on value for money (VfM) in public procurement in Tanzania, covering areas such as contract management (e.g., Matto et al., 2021; Mchopa, 2015), the role of procurement practitioners (e.g., Mwaiseje & Changalima, 2020), the relationship between procurement planning and VfM (Chepkesis & Keitany, 2018; Changalima, 2021), effective competition (Mchopa & Panga, 2014), and the legal framework (Laswai, 2020). Additionally, studies have explored the mediation effect of regulatory compliance on procurement planning and VfM (Mwaiseje & Changalima, 2020). While these studies primarily focus on direct relationships between dependent and independent variables, it is essential to conduct procurement ethically without compromising tendering processes (URT, 2011). However, there has been an oversight regarding the influence of tenderpreneurship, as it has received little attention in the examination of the link between public procurement planning and VfM, indicating a need for further investigation into its role in Tanzanian public procurement.

The concept of "tenderpreneurial" practices, particularly in developing countries, has been associated with poor governance and potential negative societal impacts (R, 2023). However, the tendering process can also provide an opportunity for suppliers to showcase value and ensure a fair return (Singh et al., 2013). This is especially relevant in the procurement of public services, where the challenge lies in demonstrating value for money (VfM) (Uan et al., 2012). The concept of VfM is complex and multifaceted, influenced by various factors such as demand, supply, and production (Pigou, 1917). For instance, in Tanzania, despite well-regulated procurement procedures, the state of VfM in public procurement remains unsatisfactory, highlighting the need for further efforts to achieve it in public procurement processes (National Audit Office, 2020; Public Procurement Regulatory Authority, 2020, 2021; Changalima & Ismail, 2019; Changalima & Mwaiseje, 2020, 2022).

1.2. Statement of the problem

Public officials are tasked with safeguarding public resources, particularly the funds allocated to public services, projects, and general procurement (Schooner & Yukins, 2009; Phago, 2015). This responsibility underscores the importance of ensuring value for money (VfM), minimizing corruption, and maintaining efficient public services (Williams & Singh, 2012). However, the regulation of public spending, procurement processes, and compliance to plans remains a significant challenge in achieving VfM, which can lead to poor outcomes with potentially adverse economic and social impacts (Mei-me, 2015; Marian, 2020). Despite the critical role of public procurement regulations, the current state of VfM in Tanzania's public

procurement processes remains unsatisfactory, suggesting underlying issues that need to be addressed (National Audit Office, 2020; PPRA, 2020, 2021, 2022).

The concept of VfM in public procurement has been the focus of extensive research, yet it continues to require further exploration due to its implications for the quality of goods and services provided to the public (Changalima et al., 2021; Mamiro, 2010; Flynn, 2018; Abioro, 2021; Basheka, 2021; Anane et al., 2019; Morallos & Amekudzi, 2008). Examples of its importance include the procurement of medical equipment and medicines, which are essential for enhancing public service delivery (Adusei, 2018; Miller & Lehaux, 2021), and the construction of infrastructure projects, which should be geared towards achieving VfM (Vlila, 2020; Fourie & Malan, 2020; Rweyendela & Mwegoha, 2022). Despite these efforts, the state of VfM in public procurement in Tanzania remains a concern, with ongoing struggles to achieve it even under regulated procedures (Changalima & Ismail, 2019; Changalima & Mwaiseje, 2020, 2022).

Tenderpreneurship, a concept often associated with unethical practices such as nepotism, corruption, and clientelism in public procurement, has been linked to poor governance and the erosion of VfM (Pilling & Joseph, 2017; Pau, 2017; Corruption Watch, 2014; Dlamin, 2010; April & Itenge, 2023; Martinez Roca & Vaci, 2012). These practices, prevalent in developing countries like Tanzania, can significantly hinder the attainment of VfM in public procurement processes. While some studies have explored the relationship between procurement planning and VfM, the influence of tenderpreneurship has been largely overlooked, highlighting a gap in the literature that needs to be addressed (Mwaiseje & Changalima, 2020; Laswai, 2020; Chepkesis & Keitany, 2018). The persistent issue of tenderpreneurship continues to pose a threat to ethical procurement practices and the effective use of public funds.

1.3. Research hypotheses

H1: procurement planning positively influences VfM

H2: tenderpreneurship negatively affect VfM

H3: tenderpreneurship moderates the link between procurement planning and VfM

1.4. Objectives of the research

1.4.1. General objective

The purpose of this research is to find out if tenderpreneurship can moderate the relationships between procurement planning and value for money Tanzania public procurement

1.4.2. Specific objectives

- ✓ To find out if procurement planning positively influences VfM
- ✓ To ascertain if tenderpreneurship negatively affect VfM
- ✓ To find out if tenderpreneurship moderates the link between procurement planning and VfM

2. Review of literature

2.1. Empirical literature review

2.1.1. Procurement planning

Bauer (1977) emphasizes the critical role of active procurement planning in achieving the lowest overall delivered cost for purchased materials. Bräkling and Oidtmann (2012) further underscore the importance of creating conditions that allow the procurement function to

demonstrate competence, assertiveness, and relationship orientation. Bostel et al. (2012) and Choi and Chang (2006) both explore the practical application of procurement planning, with Bostel focusing on tactical planning in a supply chain with environmental considerations, and Choi proposing a two-phased semantic optimization modeling approach for supplier selection in electronic procurement. Collectively, these studies highlight the significance of strategic and active procurement planning in achieving cost efficiency, environmental sustainability, and supplier optimization.

2.1.2. Value for Money (VfM)

The concept of "Value for Money" (VfM) is a crucial consideration in public sector performance, with Walters (2014) highlighting its significance in organizational operations. McSweeney and Sherer (1990) further elaborate on this, suggesting that VfM implies a clear relationship between inputs and outputs. Williams (2010) provides a practical application of VfM, offering a toolkit for achieving better VfM from third-sector organizations. VfM is described as the optimal combination of life cycle costs and the quality of goods or services procured, rather than simply achieving the lowest price (Morallos et al., 2015). For example, in Rwanda's public procurement, VfM is promoted by fostering an effective working environment with suppliers to maximize value by reducing costs and focusing on innovative approaches (Myowela and Ergete, 2012).

2.1.3. Tenderpreneurship

Tenderpreneurship is discussed in the literature as a colloquialism for individuals or businesses that leverage political connections to secure government procurement contracts, often through informal or reciprocal arrangements (Pilling and Joseph, 2017; Pau, 2017; Corruption Watch, 2014). This term is associated with nepotism, corruption, and clientelism, where the awarding of tenders is influenced by personal or political affiliations rather than adhering to formal procedures (Dlamin, 2010). Tenderpreneurship may involve influential individuals using their financial resources to expedite the tender process, potentially compromising the intended outcomes of procurement plans (April and Itenge, 2023; Martinez Roca and Vaci, 2012). Additionally, literature suggests that tenderpreneurship can relate to undue influence that affects supplier VfM while negatively impacting the procuring entity (Cheng, Raw, and Stovivaltis, 2016). Contributing factors may include insider information on tenders, symbiotic relationships between political and business actors, or political conspiracies (Mironov and Zhuravskaya, 2016).

2.1.4. The link between procurement planning (PP) and VfM (VF)

Watermeyer (2014) and Teo et al. (2010) both underscore the crucial role of procurement strategy in achieving value for money (VfM) in public infrastructure projects. Watermeyer emphasizes the need for a proactive approach during implementation to bridge the gap between projected and actual outcomes. Meanwhile, Teo proposes a first-order decision-making model that incorporates project conditions and uses transaction and production cost theory to identify the most cost-effective procurement method. Uan (2012) supports this by advocating for a shift from a nominal to a relative concept of VfM, focusing on procurement approaches that offer superior value. Staples and Dalrymple (2007) contribute to this discussion by promoting a broader view of VfM in public sector construction procurement, which includes non-price criteria and a transparent decision-making process. Additionally, John and Kenya (2016) highlight that mistakes in procurement planning can undermine accountability and emphasize the importance of a competitive and harmonious procurement environment. Ambe and Bedenhors-Weiss (2014) argue that a well-sequenced procurement plan is essential for achieving VfM, linking adherence to the plan with successful value outcomes (PPDA, 2005).

Mchopa et al. (2014) connect effective procurement contract management with achieving VfM, stressing that sound procurement planning is crucial for effective contract management. Aimable et al. (2019) further illustrate the significance of procurement methods, scheduling, and packaging on VfM.

2.1.5. The link between tenderpreneurship (TP) and VfM (VF)

A range of studies has explored the relationship between tenderpreneurship and value for money (VfM) in public procurement. Ackah et al. (2014) and Bolton (2009) both emphasize the importance of competitive tendering for achieving VfM, with Ackah specifically highlighting the need for training and monitoring to ensure compliance with procurement regulations. However, Krüger (2004) questions the effectiveness of banning negotiations in tender procedures, suggesting it may obstruct the achievement of the best VfM. Kováčiková and Blažo (2020) further complicate the issue by examining limited tendering, particularly in urgent cases, and its potential impact on VfM. These studies collectively highlight the complexity of the tenderpreneurship-VfM relationship and the need for further research and practical measures to ensure transparency, efficiency, and fairness in public procurement. Observing competitiveness in the tendering process (Andreka, 2017) and maintaining professionalism throughout (Glas, Sachaupp, & Essig, 2017) are key to sustaining effective procurement. While professionalism in the tender process may lead to increased quality, reduced costs, and improved VfM (Ameyah, Mensah, & Osei-Tutu, 2018), unethical practices associated with tenderpreneurship can significantly inflate prices—sometimes by up to 60% above market rates—thereby contributing to government failure and hindering VfM attainment (Ochieng, 2018). Despite discussions on how tenderpreneurship can raise relative prices (Malik & Saha, 2016), this aspect remains underexplored in academic research.

2.1.6. The link between procurement planning (PP), Tenderpreneurship (TP) and VfM (VF)

A range of studies has explored the role of competitive tendering in achieving value for money (VfM) in public procurement. Ackah (2014) found that while competitive tendering can lead to affordable and competitive prices, it is also complex and susceptible to political interference. Uan (2012) proposed a model for assessing VfM in infrastructure procurement, emphasizing the need to account for project conditions and transaction costs. Krüger (2004) questioned the effectiveness of the traditional ban on negotiations in tender processes, particularly in public/private partnerships. Schooner and Yukins (2009) highlighted the importance of focusing on people, VfM, and systemic integrity in public procurement, while also cautioning against protectionist constraints. Collectively, these studies underscore the need for a comprehensive approach to procurement planning that addresses the complexities of the process and aims to achieve VfM.

3. Research design & methodology

3.1. Research design

The study employed a cross-sectional research design, collecting data from procurement practitioners purposely selected from public procuring entities in the Dodoma region of Tanzania. The unit of inquiry was the public procurement practitioners within procurement management units of these entities. Data were gathered using a questionnaire distributed via social media platforms like WhatsApp and through physical drop-offs. Follow-up was conducted to ensure the completion and return of the questionnaires. The sample size was determined using Soper's formula for sample size calculation, with an anticipated effect size of 0.3, a desired statistical power level of 0.8, three latent variables, twelve observed variables, and

a probability level of 0.05. The minimum sample size required to detect an effect was 119, with a minimum of 100 for model structure. The study utilized a sample of 210, exceeding the minimum required size. Data collection was completed in a single round using the questionnaire, and structural equation modeling was applied to analyze the data, with Hayes's process macro used to test the moderation effects.

3.2. Measurement of variables

The study focused on three variables: procurement planning, tenderpreneurship, and value for money (VfM). It aimed to investigate the moderating effect of tenderpreneurship on the relationship between procurement planning and VfM in public procurement processes. Each variable was measured using four validated observed items. For procurement planning, observed variables were adapted from Gatobu (2020) and used by Changalima and Mwaiseje (2022), including requisitioning, timeliness, budgeting, and needs assessment. VfM was measured using items from Iddi (2020) and also employed by Changalima and Mwaiseje (2022), encompassing economy, efficiency, effectiveness, and equity. Tenderpreneurship variables were adopted from Ouma and Morrice (2020), including undue influence, collusion, tender process deviation, and bid rigging. The researcher adapted and modified these observed variables to suit the study's specific context.

Table 1. Factor loading and Cronbach's Alpha

	Cronbach's Alpha		
	0.914	0.906	0.897
PP1	.858		
PP2	.894		
PP3	.911		
PP4	.890		
VM1		.832	
VM2		.899	
VM3		.892	
VM4		.885	
TP1			.766
TP2			.919
TP3			.921
TP4			.880

Source: Data analysis by author, 2024

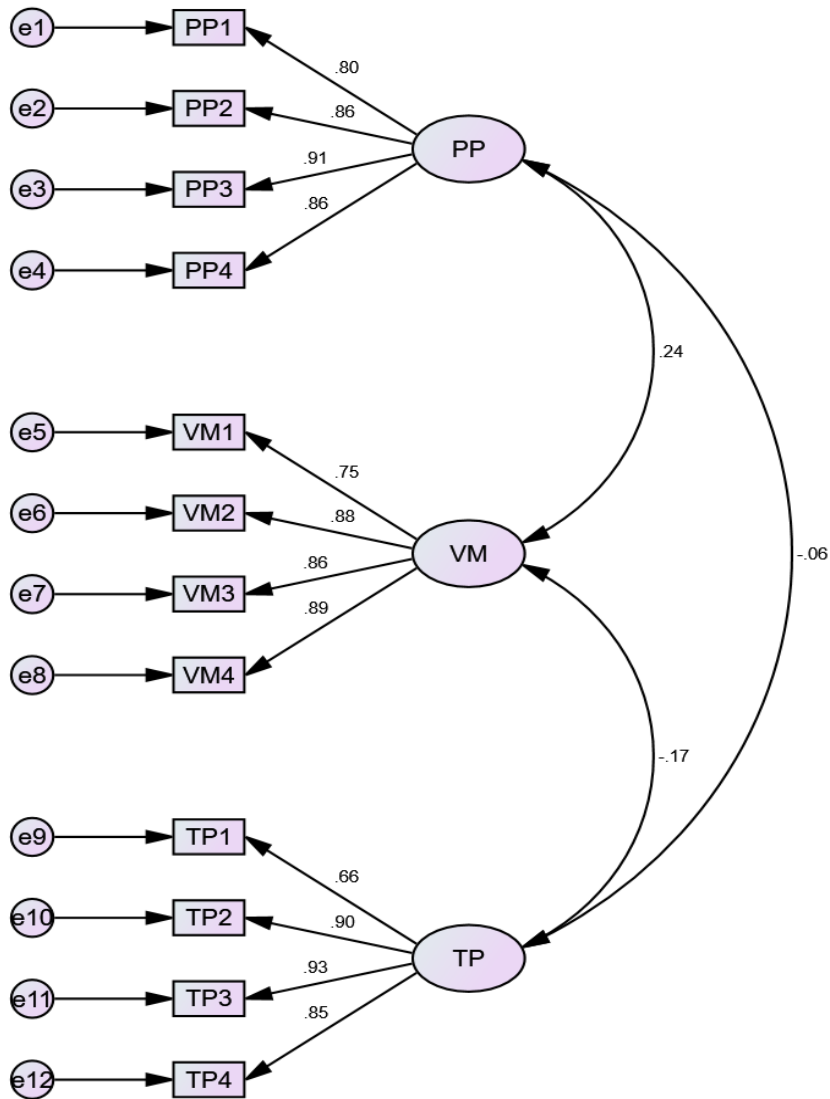


Figure 1. CFA

Source: Data analysis by author, 2024

Table 2. Model validity measures

	CR	AVE	MSV	MaxR(H)	PP	VM	TP
PP	0.918	0.738	0.056	0.925	0.859		
VM	0.912	0.722	0.056	0.921	0.236***	0.850	
TP	0.906	0.711	0.030	0.933	-0.058	-0.173**	0.843

Source: Data analysis by author, 2024

4. Results and discussion

From the analysis, model fit measures suggest a robust fit between the data set and the proposed model. The CMIN/DF ratio of 1.659 illustrates an excellent fit, and the SRMR and RMSEA values of 0.035 and 0.042, respectively, are comfortably below the recommended thresholds, indicating an excellent fit as well. Although the CFI value of 0.942 slightly misses the conventional cutoff of 0.95 for acceptability, its proximity suggests a satisfactory fit overall. In conclusion, across multiple indices, the model demonstrates strong alignment with the observed data, reinforcing its validity and utility for further analysis.

Table 3. Coefficients and model fit measures

	B	SE	T	P
Constant	3.4431	.0319	107.9321	.0000
PP	.2211	.0394	5.6043	.0000
TP	-0.3084	.0407	-7.5804	.0000
PP*TP	-0.1022	.0154	-6.6255	.0000

*R = 0.78 and R sq is 0.8=384, Model Fit Measures: CMIN/DF = 1.659, CFI = 0.942, SRMR = 0.035, RMSEA =

Source: Data analysis by author

Regarding the regression output, the analysis delved into the intricate dynamics of procurement planning, tenderpreneurship, and their collective impact on value for money (VfM) within public procurement in Tanzania. The findings shed light on several critical aspects of this relationship. Firstly, the significance of the intercept underscores the intrinsic VfM even in the absence of structured procurement planning or the influence of tenderpreneurship. This highlights the baseline efficiency within the public procurement system but also draws attention to the potential for enhancement through strategic procurement planning and the mitigation of tenderpreneurial practices.

Procurement planning is shown to be a pivotal factor positively associated with VfM. The coefficient suggests that each unit increase in procurement planning corresponds to a proportional increase in VfM. This demonstrates the importance of systematic planning in optimizing resource allocation, reducing inefficiencies, and enhancing the value derived from public procurement expenditures. The statistical significance of this relationship supports the hypothesis that procurement planning practices positively contribute to VfM outcomes.

Conversely, the presence of tenderpreneurship in public procurement processes introduces a contrasting influence, significantly associated with a reduction in VfM. The negative coefficient implies that higher levels of tenderpreneurship correlate with a decrease in VfM. This suggests that tenderpreneurial practices, such as corruption, inefficient resource allocation, or favoritism, adversely affect VfM. Addressing these challenges is crucial for safeguarding the effectiveness and integrity of the public procurement process and optimizing public expenditure outcomes.

Furthermore, the interaction term between procurement planning and tenderpreneurship provides additional insights by revealing a nuanced interplay between the variables. The significance of the moderating effect suggests that the positive impact of procurement planning on VfM is diminished in the presence of tenderpreneurial activities. This highlights the complexity of the public procurement ecosystem, where the effectiveness of procurement planning efforts may be undermined by external factors such as institutional weaknesses and unethical practices.

Understanding these interactions is crucial for devising targeted interventions to mitigate the negative influences of tenderpreneurship and reinforce the efficacy of procurement planning initiatives. The comprehensive analysis provided by the regression model offers

valuable insights into the complex relationships shaping VfM in public procurement in Tanzania. By interpreting the roles of procurement planning and tenderpreneurship, as well as their interaction, the study informs policymakers and practitioners about strategic avenues for enhancing procurement efficiency and effectiveness. Addressing the challenges posed by tenderpreneurial practices while strengthening planning mechanisms holds the potential to optimize resource utilization, promote transparency, and ultimately foster better VfM outcomes in public procurement endeavors.

A series of empirical studies have explored the complex dynamics of procurement planning, tenderpreneurship, and their impact on VfM in public procurement in Tanzania. Chantalima et al. (2022) demonstrate a positive relationship between procurement planning and VfM, mediated by procurement regulatory compliance, highlighting the importance of strategic planning and adherence to regulations. Sama et al. (2022) emphasize the role of procurement competencies in enhancing industrial competitiveness, suggesting that competencies contribute to VfM in public procurement. Matto et al. (2021) identify specific factors within the tendering process, such as advertising, evaluation, award, and negotiation, which can be gauged to enhance VfM. However, the negative association of tenderpreneurship with VfM is also highlighted, indicating the need to address unethical practices and institutional weaknesses. Lastly, Chantalima et al. (2020) underscore the influence of procurement planning on the effectiveness of public procurement processes and stress the importance of this strategic function.

5. Conclusion

The findings of this study contribute significantly to understanding the relationships between procurement planning, tenderpreneurship, and value for money (VfM) in public procurement in Tanzania. The study illustrates that effective procurement planning is a fundamental enhancer of VfM, emphasizing the importance of systematic approaches for ensuring optimal resource allocation and expenditure management. Conversely, the interaction between procurement planning and tenderpreneurship provides deeper insights into the landscape, highlighting the need for nuanced interventions to address the adverse effects of tenderpreneurship practices. Overall, this study underscores the significance of strategic planning and ethical procurement practices in maximizing public expenditure outcomes while fostering accountability and transparency in procurement processes.

5.1. Recommendations

Based on the findings of this research, it is recommended that practitioners in public procurement and policymakers prioritize initiatives aimed at enhancing procurement planning processes while addressing tenderpreneurial practices. This may include investing in capacity building for procurement professionals, improving transparency and accountability mechanisms, and implementing stringent measures to combat corruption and favoritism in tendering processes. Additionally, fostering stakeholder engagement and promoting a culture of ethical conduct within the public procurement ecosystem is crucial. Leveraging technology and data analytics to streamline procurement operations and enhance decision-making processes is also advised, including making necessary adjustments to national electronic procurement systems for better data analytics. Effective implementation of these recommendations requires collaboration between government authorities, civil society organizations, government agencies, and the private sector. Recognizing that public procuring organizations interact with private suppliers and service providers, as well as other regulatory agencies, is essential for achieving sustainable improvements in public procurement practices.

5.2. Limitations of the Study

While this study provides valuable insights into public procurement processes concerning procurement planning, tenderpreneurship, and value for money, there are several limitations to consider. First, the research focuses specifically on public procurement processes in Tanzania, which may limit the generalizability of the findings to other contexts. Second, the study relies on quantitative data analysis, which may not fully capture the complexity of public procurement dynamics and could introduce interpretation bias in measuring tenderpreneurship and value for money. Additionally, the cross-sectional nature of the data prevents causal inferences, suggesting a need for longitudinal studies to examine the long-term effects of interventions in public procurement processes. Finally, the study may be susceptible to omitted variable bias, as factors not included in the analysis could influence the observed relationships.

5.3. Practical Implications

The practical implications of this study highlight the importance of strategic procurement planning and the need to address the negative effects of tenderpreneurship in public procurement processes. Practitioners should prioritize the development and implementation of robust procurement planning mechanisms, incorporating risk management methodologies and performance monitoring systems. Additionally, enhancing transparency and accountability is crucial; this may involve establishing open procurement portals and conducting stakeholder consultations to foster trust and integrity in public procurement practices. Addressing tenderpreneurial practices necessitates comprehensive reforms, including stringent enforcement of public procurement regulations, whistleblower protection, and capacity building for public procurement officials.

5.4. Theoretical Implications

Theoretical implications of this study enhance the understanding of public procurement theory and the competitive tendering process by highlighting the complex nature of value for money and the factors influencing its attainment. The findings underscore the importance of integrating institutional and behavioral perspectives into public procurement research, acknowledging how organizational culture, power dynamics, and ethical norms shape procurement outcomes. The study also emphasizes the role of contingent and circumstantial factors in moderating the relationships between procurement planning, tenderpreneurship, and value for money, suggesting areas for further theoretical exploration. Additionally, identifying tenderpreneurship as a significant determinant of value for money extends the theoretical debate on entrepreneurial behaviors in public sector contexts, emphasizing the need for a more nuanced understanding of its implications for accountability and governance in public procurement.

5.5 Areas of Further Studies

Building on this research, several avenues for further study are suggested: First, qualitative investigations could provide deeper insights into how procurement planning and tenderpreneurship influence value for money, capturing stakeholder perspectives and contextual nuances. Longitudinal studies are needed to examine the dynamic nature of procurement processes and assess the sustainability of interventions over time. Comparative analyses across different jurisdictions could reveal variations in procurement practices and governance structures, informing best practices and policy recommendations. Additionally, research exploring the role of technology, innovation, and public-private partnerships in enhancing procurement efficiency and transparency would be valuable. Lastly, interdisciplinary approaches integrating sociology, economics, and political science could

enrich our understanding of the complex interactions shaping public procurement processes and outcomes, paving the way for more effective governance reforms and institutional interventions.

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