

REPUBLIC OF RWANDA



**RWANDA PUBLIC PROCUREMENT AUTHORITY
(RPPA)**

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MEDIUM TERM STRATEGIC PLAN

2012/13-2014/15

2012/13

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2014/15

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ABBREVIATIONS**CPU: Capacity Development Unit****DG: Director General****EDPRS: Economic Development and Poverty Reduction Strategy****ICT: Information and Communication Technology****LA&IU: Legal Affairs and Investigation Unit****M&AU: Monitoring and Audit Unit****MINECOFIN: Ministry of Finance and Economic Planning****MIS: Management Information System****NTB: National Tender Board****OAG: Office of the Auditor General****OECD: Organization for Economic Cooperation and Development.****PEFA: Public Expenditure and Financial Accountability.****PEs: Procuring Entities****PFM: Public Financial Management****RPPA: Rwanda Public Procurement Authority****SWOT: Strengths, Weaknesses, Opportunities and Threats.****SBDs: Standard Bidding Documents****VUP: Vision 2020 Umurenge Programme****MTEF: Medium Term Expenditure Framework****LIST OF TABLES**

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EXECUTIVE SUMMARY

In December 2007, the law no 63/2007 of 30th December 2007 established the Rwanda Public Procurement Authority (RPPA) which took over the activities of the National Tender Board. The expiry of the first strategic plan at the end of June, 2012 necessitated formulation of another strategic plan to guide the activities of the Rwanda Public Procurement Authority in line with its mandate and the changes that have taken place over time.

It articulates RPPA's vision of making Rwanda the centre of regional excellence in public procurement. It reflects the reality of the RPPA's increasing global interdependence and the rapid development of Rwanda. It underscores the RPPA's aspirations and determination to achieve the best value for money for the government of Rwanda by setting up procurement standards, guidelines, and procedures, building capacity and monitoring procurement proceedings in order to ensure competition, economy, transparency, fairness, efficiency, accountability and zero tolerance to corruption in all public procurement activities.

This 2012/13 – 2014/15 strategic plan envisages a paradigm shift from a process based mode of service delivery to a results-oriented, customer focused public service for effective and efficient delivery of services and to achieve Rwanda Vision 2020. To provide these services most effectively, the RPPA needs to focus on continuous assessment of its environment, goal-setting, and accountability.

This strategic plan has been prepared in the broader picture of Rwanda's socio economic transformation as envisaged by Vision 2020 and Economic Development and Poverty Reduction Strategy (EDPRS) as well as in the narrow picture as envisaged by the public financial management reform strategy and strategic plan for public procurement capacity building.

Pillar number one of Vision 2020 is good governance and a capable state. On the other hand good governance is one of the components of EDPRS. Public financial management which encompasses public procurement makes the RPPA an important component of good governance. The strategic plan identifies 8 broad strategic goals which are framed on the basis of SWOT (Strengths, Weaknesses, Opportunities and Threats) analysis aligning with the RPPA's vision and mission statement.

This 2012/13 – 2014/15 strategic plan has been prepared in a participatory manner by the RPPA management and staff under the guidance of the planning officer. This process was designed to engage all stakeholders in identifying the strategic issues facing the RPPA and the initiatives necessary to transform it to be better aligned to its role. This strategic plan has been written taking also into account the objectives of the existing 2009-2012 strategic plan which were considered still relevant in achieving the vision and mission of the institution.

This strategic plan is the outcome of numerous rounds of consultation, discussion and revision at all levels of the RPPA's structure. The RPPA anticipates harmonised planning processes in every unit, and in the administration, to translate the high-level vision, values, goals and objectives of the Strategic Plan into focused, shorter-term actions plans to implement its priorities, consistent with its vision of making Rwanda the centre of regional excellence in public procurement.

The methodology entailed interviews, discussions and a review of various documents such as the previous RPPA rolling strategic plan (2009-2012), capacity development strategy, information, communication, education strategy, Public Financial Management (PFM) strategy and RPPA annual reports. In addition to that, several strategic planning meetings were held with the director general, heads of units, team leaders, employees and stakeholders. Finally, a workshop of key stakeholders was organized to ensure a high level of dissemination and ownership.

Appropriate objectives and activities have been identified for each goal. An implementation matrix which details for each goal, the activities, implementing actors, targets, expected outputs and indicators, has been provided. A monitoring and evaluation framework for ensuring successful implementation of the strategic plan has been also provided.

CHAPTER ONE: INTRODUCTION

1.1. The meaning of strategic planning

Strategic planning is a process that:

- is filled with decisions and actions that shape and guide what an institution is, does, and why it does it;
- requires broad-scale information gathering;
- explores alternatives and emphasizes the future.

A strategic plan is a tangible written document. Having the strategic plan allows an organization to find the best approaches to implementing its mission, build on its assets, recognize its weaknesses, and anticipate any problems that may arise. Strategic planning provides guidance and direction for the staff and a tool for the board to hold the organization accountable to fulfilling its mission. It creates a framework within which priorities can be set and gives coherent focus to plan implementation. It offers stakeholders an opportunity to know and therefore more effectively support the mission of the organization.

1.2. Rationale and purpose of this strategic plan

1.2.1. Rationale

In Rwanda, a significant portion of public spending occurs through the public procurement process. For example, for the fiscal year 2011/2012, public procurement accounted for approximately forty-five (45%) percent of total public funds expenditure. Given this large share in public expenditure, it is apparent that even modest efficiency improvements in the workings of the public procurement system could potentially yield substantial savings.

In addition, public procurement in Rwanda is currently a primary source of revenue for the private sector and an important tool in promoting the governance agenda which is one of the Government's priorities. Therefore, the state of public procurement performance in Rwanda has been, for a long time, one of the major concerns for the Government and other stakeholders.

Although, there have been commendable efforts made in the recent past to improve public procurement practices and procedures in the country, much remains to be done.

One approach to the challenge is to have the Rwanda Public Procurement Authority guided by a comprehensive strategic plan that addresses, head-on, the underlying strategic issues within the scope of its mandate. This strategic plan will enable the RPPA to address strategic issues and move from its previous role of awarding tenders for other public entities to that of being a regulatory, oversight and capacity building institution.

1.2.2. Purpose

This strategic plan serves the following related purposes:

- i. To present a clear strategic direction and philosophy in terms of the RPPA's mandate, vision, mission and core values;
- ii. To articulate the RPPA's priority areas, goals, objectives and strategic actions to be undertaken to achieve these goals, objectives during the plan period, and
- iii. To provide a systematic platform for formulation of annual action plans and budgets.

1.3. Planning assumptions

In the preparation of this strategic plan, the following assumptions were made:

- i) The Government will continue to support the Rwanda Public Procurement Authority and provide adequate budgetary allocations;
- ii) There shall be socio-economic and political stability in the country;
- iii) The stakeholders shall cooperate with the Rwanda Public Procurement Authority in the various activities.

1.4. Methodology

The Rwanda Public Procurement Authority's strategic plan is a product of extensive consultation and preparation. The approach and methodology adopted in developing this plan was intended to ensure ownership, commitment and leadership by the RPPA.

A participatory strategic planning process was used in developing this three year strategic plan. The Rwanda Public Procurement Authority's top management team held several strategic planning meetings to discuss specific elements of this strategic plan at different stage of the preparation. In addition, several consultative group meetings and interviews were held with the director general, heads of units, team leaders, employees and external stakeholders to brainstorm on the RPPA's internal and external environment to determine the strategic issues.

These meetings and interviews enabled management staff to give inputs and also build initial ownership of the strategy. This provided the primary data for the 2012/13 – 2014/15 Strategic Plan. Secondary data was drawn from various documents such as the EDPRS, PEFA 2010 report, PFM Strategy, laws related to public procurement and regulations, capacity development strategy, information, commutation, education strategy, RPPA annual activity reports, the current RPPA rolling strategic plan 2009/2010-2011/2012 and the key priorities of the RPPA for the next three years.

1.5. Organization of the 2012/13 – 2014/15 strategic plan.

This strategic plan consists of six chapters:

Chapter one is the introduction, which covers the meaning of strategic planning, the rationale and purpose of this strategic plan, the methodology used in developing this strategic plan, and organization of the plan.

Chapter two provides the overview of the institution covering the historical background, legal framework, mandate, mission, powers, current organizational structure and situation analysis covering an evaluation of the RPPA's past performance, SWOT analysis and stakeholder analysis.

Chapter three presents the strategic framework, which covers the mission statement, vision statement, core values, strategic goals and objectives.

Chapter four presents the implementation of the strategic plan, which covers pre-implementation activities, implementation activities, and implementation matrix.

Chapter five covers monitoring and evaluation framework for managing performance.

Chapter six covers costs and financing of the strategic plan as well as conclusion.

CHAPTER TWO: OVERVIEW OF THE INSTITUTION

2.1. Historical background

The Rwanda Public Procurement Authority was established on 30/12/2007 by the law no 63/2007 establishing and determining organization, functioning and responsibilities of the Rwanda Public procurement Authority and replaced the National Tender Board (NTB) which had been established by the prime minister order no 91/03 of 31/12/2002 as one of MINECOFIN affiliated agencies with the mandate of overseeing the implementation of the existing public procurement laws as well as public procurement policies issued by the Cabinet. This prime minister order came to formalise the de facto existence the National Tender Board (NTB) which followed the 1997 recommendation of the Cabinet.

The NTB contributed to the modernization and management of the public procurement system with the following results: (i) the adoption of the legal and institutional framework, (ii) the adoption of the first capacity development strategic plan in public procurement (iii) the adoption of the road map of the final decentralization process of public procurement operations and (iv) development of procurement operational tools for all budget agencies that will facilitate implementation of the Procurement law.

2.2. Legal framework

The main legal Framework regulating RPPA's day to day activities are:

- i.** Law on public procurement n° 12/2007 of 27/03/2007;
- ii.** Law n°25/2011 of 30/06/2011 establishing Rwanda public procurement authority (RPPA) and determining its mission, organization and functioning ;which replaced the law no 63/2007 of 30/12/2007 establishing and determining organization, functioning and responsibilities of the Rwanda Public procurement Authority;
- iii.** And public procurement implementation texts.

All these documents can be found on the RPPA website (www.rppa.gov.rw).

2.3. Mandate

The mandate of the Rwanda Public Procurement Authority is derived from chapter two of the law n°25/2011 of 30/06/2011 establishing the Rwanda Public Procurement Authority (RPPA) and determining its mission, organization and functioning which stipulates the RPPA's mission and powers respectively.

2.3.1. Mission

The main mission of RPPA is as follow:

- i. To ensure organization, analysis and supervision in public procurement matters;
- ii. To advise the government and all public procurement organs on the policies, strategies in matters related to the organization of public procurement;
- iii. To control activities of awarding public contracts and their execution;
- iv. To develop professionalism of the staff involved in public procurement;
- v. To provide technical assistance as needed and develop teaching material, organize trainings and lay down the requirements which must be met by public procurement officers;
- vi. To collect and disseminate on a regular basis information on public procurement ;
- vii. To put in place standard bidding documents, bid evaluation reports and other standard documents for use by public procuring entities ;
- viii. To sensitize the public on matters related to public procurement;
- ix. To draw up and publish the list of bidders suspended or debarred from participating in public procurement;
- x. To establish cooperation and collaboration with other regional and international agencies whose mission is similar to that of RPPA ;
- xi. To perform such other duties as may be assigned by law and which are not contrary to its main mission.

2.3.2. Powers

To fulfill its mission, RPPA shall have the following powers:

- i. To suspend, upon request or on its own initiative and in accordance with the provisions of the Law governing public procurement a public tender evaluation or award process to conduct an investigation;
- ii. To summon anyone and require him/her to provide any information relevant to the fulfillment of its mission;
- iii. To carry out investigations in any entity governed by the Law of public procurement and get copies of documents related to public procurement where need be;
- iv. To seek assistance from experts in order for it to fulfill its mission;
- v. To suspend or approve the suspension or debarment of bidders from participating in public procurement.

2.4. Organizational structure of the RPPA

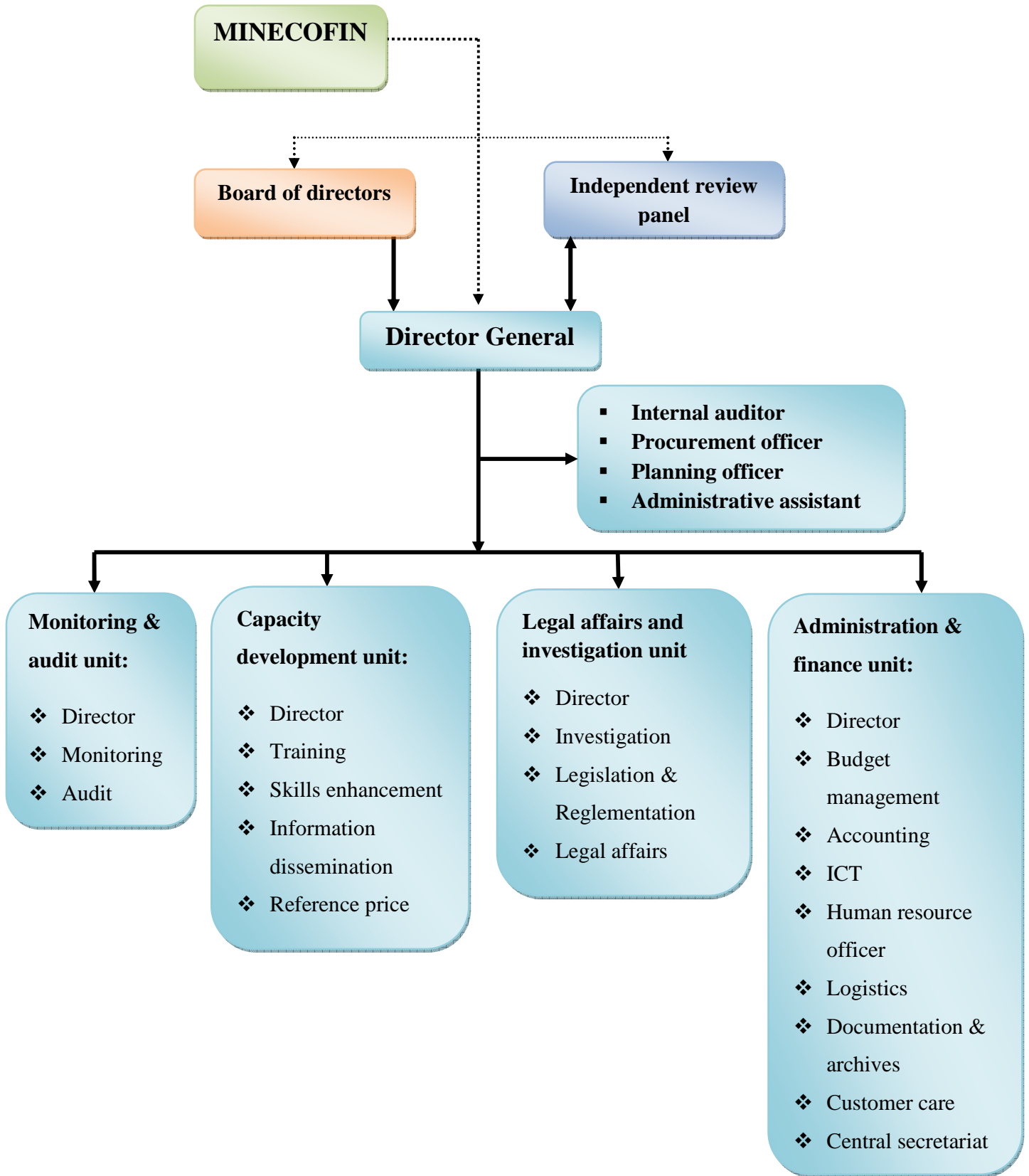
As per the law n°25/2011 of 30/06/2011 establishing Rwanda Public Procurement Authority (RPPA) and determining its mission, organization and functioning, the RPPA is managed by the following two organs:

- The board of directors ;
- The directorate general.

The board of directors of the RPPA is the governing and decision-making organ. The board of directors of the RPPA reports to the Minister of Finance and Economic Planning and consists of the chairperson, deputy chairperson and five other members. In order for the RPPA to effectively deliver the services it is mandated by law, it is headed by director-general who is assisted by four heads of units and other staff in the following units:

1. Administration & finance unit;
2. Legal affairs and investigation unit;
3. Capacity development unit;
4. Monitoring & audit unit.

Figure 1: The currently approved organization structure:



2.5. Review of the 2009/10-2011/12 strategic plan

The Rwanda Public Procurement Authority implemented its first strategic plan from 2009/10 to 2011/12. The experience acquired during that period will facilitate the implementation of its second strategic plan for the period 2012/13-2014/15. The evaluation of the 2009/10-2011/12 strategic plan in fact enabled the identification of success stories or achievements in its implementation as well as persisting weaknesses or challenges. Positive results shall serve as solid pillars of the continuation of the efforts of the RPPA in improving its performance with the objective of more efficient service delivery. Equally, the weaknesses identified shall be remedied to avoid constraints that would hinder the progress towards attaining the strategic objectives targeted.

2.5.1. Main achievements

With the direction charted out in the 2009/10-2011/12 strategic plan, the RPPA has, among other things, made the following achievements;

- Elaboration and adoption of the user guide that facilitates public officials involved in public procurement to perform their work;
- Elaboration and adoption of the code of conduct for officials involved in public Procurement;
- Elaboration of amendments to the law on public procurement so as to keep it in line with best practice;
- Compilation of a list of commonly procured items and their reference prices;
- Running of various capacity building programmes some of which include:
 - Public procurement workshops;
 - Induction training to newly recruited/appointed procurement officers and members of tender committees;
 - Follow up the process of SFB of hiring a twinning institution to enable it develop course in procurement;
 - Training of trainers (TOT) to assist in training of others in public procurement.
 - Sensitization workshops for media, civil society organizations, senior management in PEs, etc;

- Elaboration and adoption of the capacity developed strategic plan;
- Elaboration and adoption of internal control and audit manual;
- Working with the directorate of budget in MINECOFIN to enforce the requirement to submit draft procurement plans with budget proposals;
- Elaboration and adoption of information, education and communication strategy;
- Conducting various procurement audit in 42% of procuring entities and a compliance/ performance assessment of procuring entities by using OECD indicators ;
- Adoption of the new organization structure;
- Analysis, administering the design and implementation of public procurement publication system;
- Elaboration of the methodology and criteria for the categorization of enterprises according to their financial and technical capacity.

2.5.2. Main issues

Despite the main achievements discussed above, there are still issues that need to be addressed. Much as the RPPA was able to get over some of them, many others still remain glaring and obviously beckoning the RPPA's actions to address them as it moves on. Some of them are classified as follows:

2.5.2.1. Issues concerning the RPPA as an institution:

a) Managerial issues

- ❖ Targets not realized and a backward movement in terms of targets;
- ❖ Some PEs complain that RPPA is indifferent towards them and does not play an advocacy role on their behalf;
- ❖ Some Procuring entities claim that RPPA through monitoring and audit unit highlights problems in PEs without mentioning their causes.

b) Technical issues

- ❖ Weak monitoring and evaluation system of the RPPA activities.

2.5.2.2. *Issues concerning procuring entities and procurement system as whole:*

a) **Managerial issues**

- ❖ Heads of departments not giving due importance to the preparation and follow up of a procurement plan;
- ❖ Very few or no appeals presented to the independent review panels at Districts level; this could be due to bidders having no confidence in how appeals are handled;
- ❖ Delays in non objection from donors, while non objections are required at each stage of procurement procedure;
- ❖ Limited knowledge of procurement procedures by bidders sometimes leading to unfounded complaints about tender evaluation;
- ❖ More tenders found in the procurement reports than those in the procurement plan, indicating poor planning;
- ❖ Support from RPPA or other central government institutions is delayed and in some cases instructions given may not be direct or detailed enough to guide the ITC on how to handle some challenges met in the procurement process, mainly related to interpretation of the procurement law;
- ❖ Funding agencies not respecting the agreement between them and the district about timely financing the projects;
- ❖ Non respect of payment procedures that requires time to fill gaps for payments to be made (e.g. lack of necessary attachments to the invoice submitted);
- ❖ Delays in transfer of funds by funding agencies;
- ❖ Delays due to lack of quorum from the ITC members because they have other responsibilities.
- ❖ Insufficient collaboration between public institutions involved in public procurement.

b) **Political issues**

- ❖ Unplanned tenders awarded as a result of urgent government activities. Most notable urgent tenders are; (itorero), nine year basic education (9YBE) school construction, and VUP activities;

c) Human resource issues

- ❖ Insufficiency of training in procurement procedures for ITC, executive committee and affiliated department heads;
- ❖ Poor record keeping system in some PEs;

d) Technical issues

- ❖ Short falls observed in the preparation of technical specifications and terms of reference for tender documents/ Request for proposals thereby affecting the evaluation process;

e) Financial issues

- ❖ Insufficient means of facilitation to the procurement departments. e.g. communication and transport allowances to obtain proformas or even visit contracts under execution, lack of electricity;
- ❖ Procurement departments have small offices, not adequate for filing all procurement documents;
- ❖ Lack of sufficient funds as most of it is diverted to unplanned urgent tenders.

With these achievement and issues in mind, the Rwanda Public Procurement Authority's strategic plan mainly focuses on strengthening and sustaining/ building on the achievements while addressing issues so that the mission of the RPPA as expressed in the law n°25/2011 of 30/06/2011 establishing the Rwanda public procurement authority (RPPA) and determining its mission, organization and functioning should be achieved.

2.5.3. SWOT analysis

In developing this strategic plan, an assessment of strengths and weaknesses as well as opportunities and threats was carried out. This analysis provided a platform to determine appropriate activities so as to ensure that RPPA's planned objectives are achieved. The following are the findings of the SWOT analysis:

Table 1: SWOT analysis

	POSITIVE		NEGATIVE	
I N T E R N A L	#	STRENGTHS; highlight these	#	WEAKNESSES; mitigate these
	1	Well educated, young and dynamic employees.	1	Lack of regular staff training gap analysis, staff development planning and sufficient training for all staff members.
	2	A good information and communication technology infrastructure.	2	Underutilization of IT platform /software and infrastructure for Accessibility – receiving/transmitting documents.
	3	Existence of teamwork and team spirit in units to complete tasks.	3	Some staff of RPPA claim that procedures (or criteria) in promotion and in giving performance marks are not clear.
	4	Existence of legal and regulatory frameworks.		
	5	A clear organization structure in place.	4	Insufficient communication and coordination.
	6	Timely and proper payment of salaries.	5	Weaknesses in official languages such as English and French.
	7	Good working environment.	6	Weak monitoring and evaluation system for the RPPA programmes and activities.
	8	Transparent and fair recruitment processes and/or procedures.	7	Lack of a strong planning capacity.
	9	Stable sources of finances.	8	Low salaries of employees causing high staff turnover.
#	OPPORTUNITIES; exploit these	#	THREATS; defend against these	
1	Strong political and financial support from the government.	1	High frequency of urgent tenders causing the use of unconventional methods.	
2	The presence of several stakeholders	2	Corruption.	
3	Public Financial Management reforms that support the enhancement of public Procurement.	3	Weak record management systems in some PEs to enable effective procurement audits.	
4	Political stability.	4	Low capacity of bidders.	

E X T E R N A L	5	Expansions of customer base i.e. increase in demand for our services.	5	Negative bidders' perceptions on public procurement system.
	6	Strong linkages with current institutional partners.	6	Lack of integrity of some bidders and procurement officers.
	7	Existence of institutions that can promote professional training in procurement e.g. Universities and high institutions of learning.	7	Other organizations may attract and retain qualified employees from our institution due to more competitive terms and conditions causing High staff turnover.
	8	Availability of different media to disseminate information.		
	9	Access to initiatives from EAC, COMESA, WB and OECD.	8	Low levels of awareness among the public on the existence and role of RPPA
	10	Incorporation of technology solutions for more effective management.	9	Dependence on other agencies to implement the RPPA's decisions and recommendation.
11	ICT development.			

2.5.4. Stakeholders analysis

The Rwanda Public Procurement Authority considers engagement of stakeholders as important for the successful implementation of this plan. In developing this Strategic Plan, the Rwanda Public Procurement Authority identified key stakeholders. These stakeholders were identified and divided into two categories i.e. internal and external stakeholders.

2.5.4.1. Internal stakeholders

This refers to persons within the organization. Internal stakeholders' analysis is the following:

Table 2: RPPA's internal stakeholders

Stakeholder	Roles	Expectations
1. RPPA board of directors	➤ Governing and decision making.	<ul style="list-style-type: none"> • Conducive legal framework • Sufficient funds • Competent staff and management

2. Employees	➤ Service delivery.	<ul style="list-style-type: none"> • Conducive working environment; • Training and capacity building; • Commensurate reward for Performance; • Competitive terms and conditions of service; • Staff welfare; • Job security; • Career progression; • Clear policies; • Meritocracy;
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2.5.4.2. External stakeholders

These are persons or institutions who relate to the Rwanda Public Procurement Authority and the public procurement system.

Table 3: RPPA's external stakeholders:

Stakeholder	Roles	Expectations
1. Government and other Government agencies	<ul style="list-style-type: none"> ➤ Financial support ➤ Legislation ➤ Leadership 	<ul style="list-style-type: none"> • To deliver on its mandate; • Efficient and effective procurement system in place; • Payment of taxes • Proper and accountable management; • Efficiency and effective institution; • Compliance with statutory and administrative obligations;

2. Procuring entities(PEs)	<ul style="list-style-type: none"> ➤ Implementing actors of procurement policies, guidelines and procedures; ➤ Compliance with the public procurement law. 	<ul style="list-style-type: none"> • Advice and assistance in public procurement processes; • Supply of relevant procurement related documents/manuals; • Train them on public procurement matters.
3. Suppliers /bidders	<ul style="list-style-type: none"> ➤ Providers of goods, works and services; ➤ Feedback on performance of the procurement system delivery. 	<ul style="list-style-type: none"> • Transparency, equity and fairness in the procurement process; • Prompt settlement of claims; • Quality and prompt service.
4. Development Partners and donors.	<ul style="list-style-type: none"> ➤ Technical and financial support. 	<ul style="list-style-type: none"> • Transparency and accountability in the utilization of public funds.
5. Academic Institutions.	<ul style="list-style-type: none"> ➤ Define and set standards for practice and train procurement professionals. ➤ To develop expertise in public procurement. 	<ul style="list-style-type: none"> • Support from the Rwanda Public Procurement Authority in development of procurement profession;
6. General public	<ul style="list-style-type: none"> ➤ Beneficiaries of public services 	<ul style="list-style-type: none"> • Timely delivery of quality public goods and services.
7. Media	<ul style="list-style-type: none"> ➤ Create awareness of public procurement policies and operations ➤ Fair and accurate reporting. 	<ul style="list-style-type: none"> • Timely provision of information about public procurement for public consumption; • Accurate and up to date information;
8. Private sector associations e.g. PSF and civil society and professional bodies	<ul style="list-style-type: none"> ➤ Coordinate members to promote the provisions of the public procurement law and others laws and improve professionalism. 	<ul style="list-style-type: none"> • Fairness and transparency in procurement process; • Conducive business environment.

<p>9. Public procurement oversight bodies from other countries.</p>	<ul style="list-style-type: none"> ➤ Sharing of information and experiences; ➤ Co-operation; ➤ Collaboration. 	<ul style="list-style-type: none"> • Collaboration; • Sharing of information and experiences; • Co-operation.
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CHAPTER THREE: STRATEGIC DIRECTION

3.0. Introduction

The Rwanda Public Procurement Authority's management team recognized the key role the institution can play in the transformation of public procurement in Rwanda so as to contribute to greater accountability and value for money in the utilization of public funds. The team also recognized that this strategic plan will be pragmatic and cognizant of the challenges the authority is facing today and likely to face in the future.

The RPPA is committed to adequately deliver its mandate and be more responsive to the needs of its stakeholders. It has a key role to play in the implementation of accountability and transparency, a key focus of the Government of Rwanda today, since a large proportion of public funds must be used wisely in order to increase the value for money in the utilization of public money, given the fact that around over 45.24% (estimation) of public expenditure is through procurement. The development of this strategic plan followed a process that ensured a common understanding of its mission, vision and the results that the institution will need to deliver to meet the challenges it faces.

3.1. Mission statement

After a detailed discussion with stakeholders, it was necessary to define the mission statement for this strategic plan period in order to ensure clarity, common understanding and ownership of the mission statement stated below:

To achieve the best value for money for the Government of Rwanda by setting up procurement standards, guidelines, and procedures, building capacity and monitoring procurement proceedings in order to ensure competition, economy, transparency, fairness, efficiency, accountability and zero tolerance to corruption in all public procurement activities.

3.2. Vision statement

Based on the feedback received from both internal and external stakeholders as well as the new mission statement, the Rwanda public procurement Authority's board, management and staff agreed on the 'future desired state' that they would like to realize. The vision acknowledges the challenges and portrays the future impact the institution would like to create.

To make Rwanda the centre of regional excellence in public procurement.

3.3. Core values

To achieve the stated vision, mission and meet the mandate of the RPPA, it was recognized that there was a need to promote positive beliefs, behaviours and attitudes. Therefore, there was a need to reach an agreement on a set of values that will be the standard of behaviour to guide everybody within the institution as well as all its stakeholders. The Rwanda Public Procurement Authority, in its endeavour to realize its mission and vision, upholds the following core values:

1. Culture of excellence

The Rwanda Public Procurement Authority shall seek to achieve outstanding results in all its endeavours. This means striving to do things better, setting challenging goals and continuously improving and innovating to deliver the best possible outcomes.

2. Accountability

The Rwanda Public Procurement Authority shall have an ever-present readiness to account, take responsibility for its successes and failures before the Government and the people of Rwanda. Accountability is the ongoing process of assessing the effectiveness with which it meets the standards and expectations that have been established by the Government of Rwanda and the board of directors. Further, all RPPA staff shall take responsibility for their actions, be accountable for their actions and be responsive to the public.

3. Transparency

The Rwanda Public Procurement Authority shall endeavour to act in transparent, unambiguous, predictable, open, and understandable manner. It shall believe in and support transparency in its activities, resource allocation and decision-making by sharing information internally and among stakeholders and conducting its affairs in an ethical and responsible manner that promotes and protects the organization and stakeholders' interests.

4. Honesty and integrity

The Rwanda Public Procurement Authority shall exercise a high sense of honesty, fairness, and trustworthiness in discharging its duties by respecting and responding to the needs of its partners and the people it serves with a high degree of integrity. Uncompromising service delivery resulting in added value to stakeholders shall be its priority.

5. Innovation and creativity

The Rwanda Public Procurement Authority shall encourage creativity, innovativeness and being responsive to new ideas and have a constant quest for new and better ways of doing things/new ways of service delivery to enhance stakeholders satisfaction and improve efficiency.

6. Professionalism

The Rwanda Public Procurement Authority shall adhere to best practices, professional standards and ethics to continuously improve its service delivery. It will encourage and support its staff to develop their professional skills through training programmes and to apply their skills, knowledge and experience in their daily activities.

7. Teamwork spirit and commitment

The Rwanda Public Procurement Authority staff shall cooperate with each other through teamwork and free exchange of information between individuals and departments and dedicate themselves to carrying out their duties to the best of their abilities. Synergy among the staff members shall be highly valued for better achievement of objectives.

8. Reliability

The Rwanda Public Procurement Authority shall strive to understand and meet the needs of the public. It shall carry out its commitments in full and on schedule.

9. Responsiveness to change

The Rwanda Public Procurement Authority shall remain relevant to the needs and expectations of its varied stakeholders by seeking to anticipate strategic shifts in Stakeholders' priorities rather than merely react on an ad hoc basis to changing circumstances.

10. Timeliness, stakeholders satisfaction and good corporate image:

The Rwanda Public Procurement Authority shall endeavour to meet set deadlines in all activities with respect to quality and timeliness of service for the satisfaction of its stakeholders. It shall at all times treat its Stakeholders with utmost respect, courtesy, fairness and impartiality.

It was agreed that everybody within the Rwanda Public Procurement Authority will hold each other accountable to these values. In addition, these would be shared with external stakeholders to ensure that they also hold the institution accountable to these values in their interactions. It was also recognized that external stakeholders will need to support it to entrench these values by not seeking any favours that contravene these values.

3.4. RPPA's strategic goals for 2012/13 – 2014/15

8 strategic goals, as informed by the Rwanda Public Procurement Authority's mission, vision and the situational analysis are:

1. To maintain a strong and improved procurement legal and regulatory framework that is in conformity with modern, efficient best practices and standards;
2. To develop the capacities of public officials and other stakeholders involved in public procurement so as to comply with the law on public procurement;
3. To achieve professionalism in public procurement;
4. To ensure compliance with the law, regulations and procedures in procurement process and contract management;
5. To maintain public awareness of the Rwanda Public Procurement Authority's activities and public procurement procedures, practices and issues;
6. To collaborate with regional and international organizations involved in public procurement reform initiatives;
7. To ensure effectiveness and efficiency in public procurement operations;
8. To enhance the Rwanda Public Procurement Authority's efficiency and effectiveness in service delivery.

3.5. Key strategic objectives

GOAL 1: To maintain a strong and improved procurement legal and regulatory framework that is in conformity with modern, efficient best practices and standards

Strategic objectives for goal 1:

- i) To follow up the gazettment of the amended public procurement law and ensure its dissemination ;
- ii) To ensure that there is a suitable legal and regulatory framework for public procurement;
- iii) To have revised SBDs for works, goods and services; and drafted SBDs for other services, information systems and medical supplies;
- iv) To update and avail references prices for commonly procured items.

GOAL 2: To develop the capacities of public officials and other stakeholders involved in public procurement so as to comply with the law on Public Procurement.

Strategic objectives for goal 2:

- v) To have training modules that conform to Rwanda needs on public procurement;
- vi) To conduct skills gap analysis;
- vii) To provide training to Public officials and other stakeholders;
- viii) To ensure that procurement officers have the necessary equipment;
- ix) To maintain institutional collaboration with professional bodies and training institutions for sustainable capacity development in the field of procurement.

GOAL 3: To achieve professionalism in public procurement.

Strategic objectives for goal 3:

- x) Ensure adoption and dissemination of law governing the procurement profession;
- xi) Help the establishment of the association of procurement professionals.

GOAL 4: To ensure compliance with the law, regulations and procedures in procurement process and contract management.

Strategic objectives for goal 4:

- xii) To ensure that requirements for the publication of procurement plans, tender awards, and decisions of independent review panels are respected by all procuring entities;
- xiii) To ensure that the requirement to submit a draft procurement plan alongside the budget proposal is respected;
- xiv) To ensure best practices in public procurement;
- xv) To reduce fraud and corruption in award of contracts and improve contract management;
- xvi) To carry out compliance/performance assessment in procuring entities using OECD indicators;
- xvii) To scale up procurements audits and compliance checks

GOAL 5: To maintain public awareness of the Rwanda Public Procurement Authority's activities and public procurement procedures, practices and issues.

Strategic objective for goal 5:

xviii) To maintain a strong working relationship with the private sector, civil society and the public in general in matters of public procurement.

GOAL 6: To collaborate with regional and international organizations involved in public procurement reform initiatives.

Strategic objective for goal 6:

xix) To participate in workshops, conferences and other activities organized by EAC, COMESA, WB and OECD.

GOAL 7: To ensure effectiveness and efficiency in public procurement operations.

Strategic objective for goal 7:

xx) To have automated or computerized public procurement operations.

GOAL 8: To enhance RPPA's efficiency and effectiveness in service delivery.

Strategic objectives for goal 8:

xxi) To Increase the utilization of ICT;

xxii) To maintain strong and efficient internal resource management systems, policies and procedures in accordance with the law and procedures;

xxiii) To attract, develop and maintain qualified and skilled human resources;

xxiv) To improve Performance appraisal system and implement performance based rewards system;

xxv) To improve the effectiveness of planning and reporting framework in the Rwanda Public Procurement Authority;

xxvi) To strengthen Legal support Services.

CHAPTER FOUR: IMPLEMENTATION OF THE STRATEGIC PLAN

4.0. Introduction

This strategic plan is intended to be a practical tool for facilitating the implementation of the Rwanda Public Procurement Authority's vision and mission statement over the next three years. Plan implementation is the link between plan formulation and outputs.

This implies that without effective plan implementation strategies, a good plan would not necessarily produce the desired results. A detailed plan implementation is necessary to guide implementation, monitoring and evaluation. In the same vein, monitoring and evaluation is a vital tool for smooth and effective plan implementation. Without it, a plan may not stay on course and wastage of resources could occur.

The Rwanda Public Procurement Authority's strategic plan implementation process is explained in the following three sections:

1. Pre-implementation activities;
2. Implementation activities;
3. Implementation matrix.

4.1. Pre-implementation activities

(a) Stakeholders' workshop.

Before the Rwanda Public Procurement's strategic plan was finalized, all the stakeholders were given the opportunity to know the content of the plan and to make inputs into it. This was done to ensure high level sense of ownership of the plan and as a result increase the degree of success of its implementation.

(b) Finalization and adoption of the plan

On completion of the stakeholders' forum, the comments were analyzed and the relevant observations incorporated into the final document before its adoption by the Rwanda Public Procurement Authority's board of directors.

(c) Orientation workshop for principal actors.

An orientation workshop was organized for principal actors of the plan to ensure a unified approach and smooth take-off of the Rwanda Public Procurement's strategic plan implementation process. This ensured that the principal actors were informed of the specific actions to be taken and the need for collaboration among themselves for success in the implementation. This is done by communicating a shared mission, vision, the goals and objectives and how each individual and unit will contribute to the success of the strategic plan.

4.3. Implementation activities

Effective implementation of the plan will require commitment from everyone in the organization. This is achieved by:

a) Preparation of the Rwanda Public Procurement Authority's annual action plans.

Following the finalization and adoption of this strategic plan by the board of directors, an annual action plan with more details that is aligned with the strategic plan will be prepared annually as documented in the Strategic Plan's implementation matrix outlined in this strategic plan. The Medium Term Expenditure Framework (MTEF) and other funding arrangements must take into account the objectives and targets developed in this strategic plan.

b) Preparation of work plans at the level of units.

The first task for the heads of units is to initiate a process to prepare specific work plans for their various outfits based on the Rwanda Public Procurement Authority's annual action plan. The work plans will inform the institution's budget and procurement plan.

c) Preparation of individual performance contracts

Unit work plans will be the basis for the preparation of individual officers' performance contracts i.e. all employees will be requested to prepare their individual performance contracts aligned to their unit's work plans, with clear targets and performance indicators. This process will keep staff regularly engaged in all relevant activities required for the successful implementation of this strategic plan.

4.4. Implementation matrix

This section presents the implementation matrix which covers the strategic goals, objectives, and expected outcomes, implementing actors, targets, resource requirements, expected outcomes, and outputs. The implementation matrix also highlights activities and indicators upon which implementation of the strategic plan will be monitored and evaluated progressively.

Table 4: Implementation matrix

GOAL 1: To maintain a strong and improved procurement legal and regulatory framework that is in conformity with modern, efficient best practices and standards.								
OUTCOME: A strong and improved procurement legal and regulatory framework.								
OBJECTIVES	ACTIVITY	OUTPUT	INDICATOR	TIMEFRAME				ACC OUN TABI LITY
				BASE LINE	TARGET BY			
					JUNE 2013	JUNE 2014	JUNE 2015	
1.1. To follow up the gazette of the amended public procurement law and ensure its dissemination.	1.1.1. Follow up with the parliament to ensure that the amended public procurement law is passed and publish the amended public procurement law on the RPPA website.	The law amended and published in the official gazette and on the RPPA website.	Amended law.	Draft law	√			LA&I U
1.2. To ensure that there are suitable legal and regulatory framework for public procurement	1.2.1. Revise procurement regulations and ensure their adoption	Procurement regulations revised and adopted.	Revised procurement regulations document.	Current regulations		√		LA&I U
	1.2.2. Update the user guide according to the amended public procurement law.	User guide updated published on the RPPA website.	Updated user guide document.	Current user guide		√		LA&I U
	1.2.3. Develop standard framework agreement and ensure its approval.	Standard framework agreement developed and approved.	Standard framework agreement document.	N/A		√		LA&I U
	1.2.4. . Identify inadequacies in the revised public procurement law in consultation with the relevant stakeholders	Consultative meetings conducted.	Number of consultative meetings.	5			7	LA&I U
1.3. To have revised SBDs for works, goods and services; and drafted SBDs for other services, information systems and medical supplies.	1.3.1. Revise current SBDs for works, goods and services and publish them on the RPPA website.	Current SBDs revised and published.	Number of SBDs revised.	5SBDs	3	2		LA&I U
	1.3.2. Develop new SBDs for other services, information systems and medical supplies	New SBDs developed and published	Number of SBDs developed.	5SBDs	1	2		LA&I U
	1.3.4. Submit the revised or developed SBDs for the approval by the Board.							
	1.3.5. To publish revised or developed SBDs on the RPPA website							

1.4. To update and avail references prices for commonly procured items	1.4.1. Compile a list of commonly procured items and their reference prices.	List of commonly procured items with their prices published on RPPA website.	Number of reference prices groups published.	2	2	1		CDU
	1.4.2. Publish the list of commonly procured items and their reference prices on RPPA Website.							
GOAL 2: To develop the capacities of public officials and other stakeholders involved in public procurement so as to comply with the law on public procurement.								
OUTCOME: 1. Improved performance of public officials involved in public procurement								
2.1. To have training modules that conform to Rwanda needs on public procurement.	2.1.1. Develop and update induction and refresher course training modules.	Training modules developed and updated.	Number of module developed	2	1			CDU
			Number of module updated.	2			2	
2.2. To conduct skills gap analysis.	2.2.1. Define qualification requirements for public procurement officers and heads of procurement units.	Qualification requirements defined and report produced.	Report.	N/A	√			CDU
	2.2.2. Conduct annual assessment of qualifications of public official involved in public procurement.	Annual assessment conducted and report produced.	Assessment report.	N/A	√	√	√	CDU
	2.2.3. Maintain information on staff changes in procuring entities in order to establish training needed.	Information on staff changes maintained and report produced	Quarterly Report	N/A	4	4	4	CDU
	2.2.4. Conduct a quick capacity assessment survey of all procuring entities at the beginning of every year and measure progress.	Capacity assessment survey conducted and report produced.	Survey Report	N/A	√	√	√	CDU
2.3. To provide training to public officials and other stakeholders.	2.3.1. Organize induction training for new recruited procurement officers, members of independent review panels and tender committee members.	New recruited public procurement official trained.	Percentage of new recruited public procurement officials trained.	76%	90%	90%	90%	CDU
	2.3.2. Conduct continuously on job training and coaching of public procurement officials.	Public procurement officials trained.	Number of procuring entities.	39	148	40	40	CDU
	2.3.3. Conduct training public procurement officials and other stakeholders on the amended law.	Other stakeholders trained.	Number of stakeholders trained.	135	180	154		CDU
	2.3.4. Monitor and evaluate public procurement trainings.	Public procurement training monitored, evaluated and report produced.	Training monitoring and evaluation report	N/A	√	√	√	CDU

2.4. To ensure that procurement officers have the necessary equipment.	2.4.1. Carry out regular assessment of equipments needed by POs in order to elaborate their list.	Equipment needed by Pos defined and list produced.	List of equipment	N/A	√			CDU
	2.4.2. To advocate for procurement officers to have all necessary equipment	Procurement officers have all the necessary equipments.	Percentage of procurement officers with all necessary equipments.	N/A		80%	90%	CDU
2.5. To maintain institutional collaboration with professional bodies and training institutions for sustainable capacity development in the field of procurement.	2.5.1. To follow up the process of SFB hiring a twinning institution to enable it to develop courses in procurement.	Procurement courses established	Number of courses established.	7	1			CDU
	2.5.2. Ensure that RIAM establishes permanent procurement programmes (short courses and academic courses),	Permanent procurement courses established	Number of courses established	2	2			CDU
GOAL 3: To achieve professionalism in public procurement								
OUTCOME: Established professionalism in public procurement								
3.1. Ensure adoption and dissemination of law governing the procurement profession.	3.1.1. Submit the drafted law governing the procurement profession to the office of the prime minister to ensure that is passed	Law adopted published in the official gazette and on RPPA website	Adopted and published law.	Draft law	1			LA&I U
	3.1.2. Publish the law governing the procurement profession on RPPA web.							
3.2. Help the establishment of the association of procurement professionals.	3.2.1. Organize procurement professionals into an association	Association is established and operational	Number of members	N/A		50	70	LA&I U
	3.2.2. Adopting internal regulations and codes of conduct for members of the procurement association.	Internal regulations and code of conduct adopted	Internal regulations and code of conduct documents	N/A		√		LA&I U
GOAL 4: To ensure compliance with the law, regulations and procedures in procurement process and contract management.								
OUTCOME: Increased compliance and value for money in public procurement.								
4.1. To ensure that the requirement to submit a draft procurement plan alongside the budget proposal is respected.	4.1.1. Work with the directorate of budget in MINECOFIN to enforce the requirement to submit draft procurement plans with budget proposals	Draft procurement plans of entities submitted to MINECOFIN with budget proposals.	Percentage of procuring entities that did so.	92.4%	100%	100%	100%	M&A U

4.2. To ensure that requirements for the publication of procurement plans, tender awards, and decisions of independent review panels are respected by all procuring entities.	4.2.1. Remind procuring entities to publish procurement plans, tender awards and decisions of independent review panels on dg market and websites of procuring entities.	Procurement plans, tender awards and decisions of independent review panels of procuring entities published on dg market and websites of procuring entities.	Percentage of Procuring entities that did so.	N/A	80%	90%	100%	M&A U
	4.2.2. Monitor and check if procuring entities publish their procurement plans, tender awards and decisions of independent review panels on dg market and websites of procuring entities.							
4.3. To ensure best practices in public procurement.	4.3.1. Categorization of enterprises according to their financial and technical capacity.	Enterprises categorized according to technical and financial capacity	Number of enterprise categorized.	N/A	100	150	200	M&A U
	4.3.2. Develop a contract management manual.	Contract management Manual developed	Contract management manual in place.	N/A		√		LA&I U
	4.3.3. Elaborate standard specifications for different items.	Standard specifications for different items elaborated	Number of items specified.	N/A	10	10	10	CDU
	4.3.4. Establish a monitoring and evaluation framework for audit conducted by the RPPA.	A monitoring and evaluation framework established.	A monitoring and evaluation framework document.	N/A	√			M&A U
	4.3.4. Establish a list of suppliers participating in public procurement proceedings.	A list of suppliers established.	A list of suppliers identified.	N/A	√			DAF
	4.3.5. Carry out a survey on corruption in public procurement	Survey on corruption in public procurement conducted	Survey report	N/A	√			CDU
	4.3.6. Conduct bidder satisfaction/ complaints survey	Bidder satisfaction/ complaints survey conducted.	Survey report.	N/A	√			CDU
4.4. To reduce fraud and corruption in award of contracts and improve contract management	4.4.1. Investigate reported cases of fraud and corruption in public procurement and failure of contract execution.	Investigation conducted report produced.	Investigation report	N/A	√	√	√	LA&I U
	4.4.2. Conduct field visits to follow-up the execution contracts at works construction sites.	Field visits conducted.	Number of field visits.	30	40	40	40	M&A U
	4.4.3. Update and publish the blacklist of bidders violating the law.	Black list updated and published	Black list on RPPA website	Current list	√	√	√	LA&I U

4.5. To scale up procurement audits and compliance checks.	4.5.1. Conduct procurement audits in procuring entities every year.	Procurement audits conducted	Number of PEs audited	66	70	70	70	M&A U
4.5. To carry out compliance/performance assessment in procuring entities using OECD indicators.	4.5.1. Conduct a compliance/performance assessment of procuring entities using OECD indicators.	Compliance/performance assessment of procuring entities conducted.	Percentage of procuring entities assessed.	94%		95%		M&A U
GOAL 5: To maintain public awareness of RPPA's activities and public procurement procedures, practices and issues								
OUTCOME: Improved public awareness and the RPPA's image								
5.1. To maintain a strong working relationship with the private sector, civil society and the public in general in matters of public procurement.	5.1.1. Organize regular Meetings, workshops or conference with procurement officers, members of the private sector, and Civil society.	Meetings conducted.	Number of meetings conducted	6	6	6	6	CDU
	5.1.2. Conduct press conferences.	Press conferences conducted	Number of press conferences.	2	3	3	3	CDU
	5.1.3. Install Toll free lines to ease answering of stakeholders' enquiries	Toll free line in place	Toll free line.	N/A	√			CDU
	5.1.4. Produce and broadcast TV and radio spots.	TV and radio spots produced and broadcasted.	Number of TV and radio spots.	2	3	3	3	CDU
	5.1.5. Conduct emission on radio airtime	Emission on radio airtime conducted.	Number of topics broadcasted.	N/A	52	52	52	CDU
	5.1.6. Conduct emission on TV airtime	Emission on TV airtime conducted.	Number of topics broadcasted	N/A	24	24	24	CDU
	5.1.7. Organize and conduct talk shows (kubaza bitera kumenya) on TV and radio.	Talk shows on TV and radio conducted.	Number of talk shows.	3	4	4	4	CDU
	5.1.8. Transmit public procurement information using newsletters.	Public procurement information transmitted using newsletters	Number of newsletters distributed.	N/A	3x200	3x200	3x200	CDU
	5.1.9. Transmit public procurement information using leaflets.	Information transmitted using leaflets.	Number of leaflets distributed.	300	2x500	2x500	2x500	CDU

GOAL 6: To collaborate with regional and international organizations involved in public procurement reform initiatives								
OUTCOME: A recognized RPPA at international level								
6.1. To participate in workshops, conferences and other activities organized by EAC, COMESA, WB and OECD	6.1.1. Attend workshops, conferences and participate in activities organized by EAC, COMESA, WB and OECD.	RPPA represented in various workshops.	Number of workshops attended	N/A	At least one organized by each.	At least one organized by each.	At least one organized by each.	DG
GOAL 7: To ensure effectiveness and efficiency in public procurement operations.								
OUTCOME: Effective and efficient public procurement system.								
7.1. To have automated public procurement operations	7.1.1. Follow up the integration of MIS for procurement in the smart-IFMIS	Procurement is integrated in the smart-IFMIS and report produced	Follow up reports	N/A	√	√	√	DAF
	7.1.2. Carry out a feasibility study on E-procurement system.	Feasibility study on e-procurement carried out.	Feasibility study on e-procurement report	N/A	√			DAF
	7.1.3. Elaborate e-procurement system roadmap	E-procurement roadmap elaborated.	E-procurement roadmap document.	N/A		√		DAF
GOAL 8: To enhance RPPA's efficiency and effectiveness in service delivery.								
OUTCOME :Improved RPPA's efficiency and effectiveness in daily activities								
8.1. To maintain strong and efficient internal resource management systems, policies and procedures in accordance with the law and procedures	8.1.1. Adopt and publish internal regulations that include human resource development policies and Procedures.	internal regulations adopted and published on RPPA website	internal regulations document	N/A		√		LA&IU
	8.1.2. Keep books of accounts and produce financial quarterly and annual audit reports.	Books of accounts maintained and financial audit reports produced.	Quarterly and annual audit reports.	Previous reports	4	4	4	DG
	8.1.3. Maintain RPPA's building, acquiring fixed asset and other equipments.	RPPA's assets acquired and maintained and report produced.	Annual report.	Previous report	1	1	1	DAF
	8.1.4. Conduct internal control system assessment in units and implement agreed recommendations for improvement.	internal control system assessment conducted	Assessment report	N/A	1	1	1	DG
8.2. To improve Performance appraisal system.	8.2.1. Carry out annual staff performance appraisal.	Annual staff performance appraisal carried out.	Percentage (%) of staff appraised.	100%	100%	100%	100%	DG
	8.2.2. Implement annual staff performance appraisal recommendations	Annual staff performance appraisal recommendations implemented.	Percentage (%) of recommendations implemented.	N/A	100%	100%	100%	DAF

8.3. To attract, develop and maintain qualified and skilled human resources.	8.3.2. Planning and carry out short term trainings for new recruited staff.	Short term training conducted	Percentage of staff trained	N/A	100%	100%	100%	DAF
	8.3.3. Organize training programs/courses with local and international reputed institutions for staff capacity building.	Training programs/courses organized	Number of staff trained	N/A		15	20	DAF
	8.3.4. Improve the working environment (offices, etc.) to facilitate work of all categories of staff.	Working environment improved	Percentage (%) of employees satisfied.	90%	100%	100%	100%	DAF
8.4. To improve the effectiveness of planning and reporting framework in RPPA.	8.4.1. Ensure participatory planning and management	Participatory planning and management ensured.	Number of forums or meetings involving staff in planning and management.	N/A	2	2	2	DG
	8.4.2. Develop annual action plan that is aligned with the strategic plan.	Annual action plan and budget developed.	Annual action plan document	N/A	√	√	√	DG
	8.4.3. Prepare unit work plans informed by the annual action plan.	Unit work plans prepared.	Number of unit work plan developed.	N/A	4	4	4	DAF
	8.4.4. Prepare to individual performance contracts informed unit work plans.	Individual Performance contracts prepared.	Percentage (%) of staff covered.	100%	100%	100%	100%	DAF & DG
	8.4.5. Monitor and evaluate the implementation of the strategic plan.	The strategic plan monitored, evaluated and reports produced.	Quarterly Reports	N/A	4	4	4	DG
	8.4.6. Review institutional strategic plan and align it with national priorities.	Strategic plan reviewed	Number of reviews.	1	1	1	1	DG
	8.4.7. Develop and approve the next medium term strategic plan.	Strategic plan developed and approved	Strategic plan document.	Current SP			√	DG
	8.4.8. Develop an internal communication strategy	Internal communication strategy developed	Internal communication strategy document	N/A		√		DAF
8.5. To Increase the utilization of ICT	8.1.1. Establish Document Management System(DMS)/E-filing process	Document management system established	Document management system.	N/A	√			DAF
	8.1.2. Focus on an increasingly paperless environment	Paper utilization reduced	Number of reams of paper	320	270	220	170	DAF
8.6 To strengthen Legal support Services	8.6.1. Establish a computerized database of complaints.	A computerized database of procurement complaints established.	Percentage (%) of complaints received and computerized.	N/A	100%	100%	100%	LA&I U
	8.6.2. Receive and analyze requests from procuring entities	Requests received and analyzed.	Percentage of requests received and analyzed.	N/A	100%	100%	100%	LA&I U
	8.6.3. Draft legal opinions/advices as requested by stakeholders	Legal opinions/advices drafted.	Percentage (%) of legal opinions/advice requests received and drafted.	N/A	100%	100%	100%	LA&I U

CHAPTER FIVE: MONITORING AND EVALUATION OF THE STRATEGIC PLAN

5.0. Introduction

Monitoring is the process of maintaining close observation and follow-up over the implementation of the activities in the strategic plan. This will require a systematic process of collecting data according to the targets and activities. Evaluation, on the other hand, is a critical and objective appraisal of the achievement of the plan's outcomes and goals. These two functions are as important as planning itself and complement each other.

Monitoring and evaluation (M&E) framework is necessary to assess the progress of the implementation of this strategic plan, re-strategize, reallocate resources, identify poor outcomes, and undertake corrective measures as required. The success of the strategic plan implementation depends significantly on how effectively planned activities and output are monitored and evaluated. Monitoring and evaluation will be based on objectively verifiable indicators as set out in the implementation matrix.

5.1. Dimensions of M&E

5.1.1. *The Timing of the M&E process*

Since the plan consist of a variety of activities with different gestation periods, different monitoring schedules are required. What is critical in all cases is the need to define the specific period for the M&E exercise and to stick to it consistently. This will be done on a continuous basis and reports will be given at monthly meetings with a comprehensive review every quarter.

5.1.2. *The M&E actors*

Actors responsible for monitoring and evaluation of activities are heads of units who are in charge of implementing those activities. However, it is important to stress that the participatory approach that involves many stakeholders in the M&E process should be adopted. This will ensure that the various dimensions of outputs will be fully and objectively assessed. The planning officer will continuously assist in coordinating all activities necessary to monitor and

evaluate all objectives, activities and outputs with a view to advising the management, implementing teams and stakeholders on the implementation status as well as offer feasible strategic alternatives.

5.1.3. Reporting

Reporting is one of the cornerstones of the M&E process. It comprises of method of reporting, channels of communication and the feedback system. The appropriate specific methods of reporting selected by the board of directors, director general and heads of units for the M&E exercise are verbal and written methods.

The Rwanda Public Procurement Authority shall produce the following reports:

- a) **A monthly report** which will cover all the activities undertaken during the month and will be aligned with units' work plans to ensure that institutional annual action plan is translated into daily tasks and thus reduce ad hoc activities.
- b) **A quarterly progress report** which will indicate both the level of achievements of scheduled activities during the quarter, the explanations on shortcomings and the corrective measures taken to address them as well as plans for the next quarters. Quarterly progress reports should be prepared by the implementing units quarterly. Planning officer should assist in completing and coordinating the reports prior to their presentation. Reports should describe actions taken by units toward achieving specific outcomes and outputs of the plan and may include costs, benefits, performance measures and progress to date.
- c) **A semester report** which will summarize performance in all areas and be submitted to the board of directors. It will also provide the basis for reporting to MINECOFIN.
- d) **An annual report** which will combine all reports produced during the year. The annual monitoring reports from each unit will be merged into this annual report to be used to assess progress towards the attainment of the organizational objectives and targets

The channels through which the M&E information should reach the authorities are consultative meetings and mailing systems.

Following the review of the M&E report, the reactions of the authorities and other stakeholders should be conveyed back to the implementing actors through a feedback system. Where necessary, the feedback will be used to fine-tune the implementation process. Where this feedback system is lacking, the M&E process is of little or no value.

The processes outlined above should be followed at all levels of the implementation process. This will ensure effective implementation of this strategic plan. The board of directors should take active role in the monitoring and evaluation of the plan implementation process.

5.1.4. Progress assessment meetings

In order to ensure quality and timeliness of expected outputs, the following meetings are proposed to be held:

- **Management monthly meeting:** where the management committee assesses the progress of implementation of the annual action plan during the ending month and plan for the coming month.
- **Quarterly meeting:** Progress monitoring meetings will be held quarterly to discuss and review achievements, where the staff members present their achievements and with the help of the management they assess collectively the level of everyone's target achievement. All senior officers will attend this meeting.

5.2. Rolling forward and midterm review

The strategic plan will be rolled forward every year based on the feedback received from quarterly, semester and annual progress reports. A first midterm review of the strategic plan will be undertaken in July 2013 and appropriate amendments will be made at that time but in the subsequent years, the strategic plan will be reviewed annually so as to ensure that necessary changes in the objectives and activities (informed by new information regarding the Rwanda Public Procurement Authority or the environment) are incorporated in the strategic plan. Furthermore, during the review a wide spectrum of the Rwanda Public Procurement Authority's stakeholders will be involved or consulted.

CHAPTER SIX: COST AND FINANCING OF THE STRATEGIC PLAN

The total cost of this strategic plan is equivalent to the total amount detailed in MTEF shown below:

PERIOD	2012/2013	2013/2014	2014/2015
TOTAL MTEF	1,237,228,298	1,521,564,859	1,673,586,451

Currently the main source of funds that will finance the Rwanda Public Procurement Authority' strategic plan is its ordinary budget allocations. However, the RPPA may finance its strategic activities using funding from development partners.

CONCLUSION

The Rwanda Public Procurement Authority devoted considerable effort and resources in this strategic planning process. This effort helped to recognize that the value of strategic Planning is not in the final document itself, but the process that was followed and the level of engagement by the team to understand and own the resulting activities. Those who were closely involved throughout the process, from the initial situational analysis and data gathering to the finalization process, and particularly the exhaustive discussions during the strategic planning workshop and subsequent meetings with staff, have a heavy duty to retain and disseminate this strategic plan within the institution.

The process of strategic planning is itself challenging and it is recognized that there is scope for improvement in later revisions. The important thing is to celebrate the successes achieved in this attempt and to improve the process in the future. In particular, the revision of the strategic plan should be institutionalized as part of the budgeting process and any areas that may not have been adequately covered updated.

Specific areas that will need special focus include:

- ❖ Gathering sufficient baseline information to provide a benchmark for the next strategic plan;
- ❖ Maintenance of performance information by heads of units to enable them to assess the progress in implementing the proposed activities and compare them against past performance;
- ❖ Detailed costing of the proposed activities within the annual action plans and budgets;
- ❖ Refinement of the performance indicators against which to monitor and evaluate the implementation of the strategic plan; and
- ❖ Revision of the medium term expenditure framework to take into account the activities provided in this strategic plan.
- ❖ Investing more efforts to ensure that the strategic plan is well understood and owned by the stakeholders.