



FINAL

**RPPA Strategic Plan
2021-2026**

July 29, 2021

APPROVAL

This is to confirm that this inception report was done and submitted by **SEBAGABO MUHIRE Barnabé** and has been carried out under supervision of Rwanda Public Procurement Authority.

Done at Kigali on...../...../2021

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PREFACE

On behalf of the Board of Directors of the Rwanda Public Procurement Authority (RPPA), I am delighted to present the RPPA Strategic Plan for the period 2021/2022 – 2025/2026.

Public procurement plays an important role in the development agenda of any country. In Rwanda, public procurement accounts for about 15 per cent of the Gross Domestic Product (GDP). This share of public resources needs to be well managed if developmental goals have to be realized. This Strategic Plan 2021/2022-2025/2026 is the five-year strategy developed by RPPA and is designed to deliver the National Strategy for Transformation (NST-I) priorities that require substantial financial resources.

The Strategic Plan sets out the RPPA's medium-term strategic goals for regulating the public procurement system through monitoring and enforcement for socio-economic development in Rwanda. It integrates the country's aspirations as spelt out in both NST-I and the National Vision 2050.

Since its inception in 2007, the Rwanda Public Procurement Authority (RPPA) has made commendable progress in regulating public procurement in Rwanda, establishing policies and standard rules on public procurement, supporting, and advising the government and other institutions in the area of public procurement, monitoring the quality of public procurement and developing human resources and professionalism in public procurement. All of these strengths will continue to be developed and improved over the next five years as part of this Strategic Plan.

The Strategic Plan is a result of extensive stakeholder consultations that took place in the financial year 2020/2021. I wish to thank the Board of Directors, Management and staff for their special interest and support during the preparation of the plan. Therefore, the development and implementation of 2021/2022-2025/2026 Strategic Plan come at a crucial time when the need to improve public procurement has become vital. Strategic priorities/pillars have therefore been formulated and fit well into the NST-I and further operationalization of the public procurement e-procurement system.

The RPPA Board of Directors is committed to full implementation of this Strategic Plan and will work closely with the Senior Management Team to ensure that proper management frameworks are in place for its successful implementation. Nevertheless, this plan's successful implementation will depend on both material and moral support from the Government, Development Partners (DPs) and other public procurement stakeholders.

On behalf of the RPPA Board of Directors, I would like to extend my appreciation to all those involved in preparing this Strategic Plan, particularly RPPA Management and staff, for their inexorable commitment. I also call upon public procurement stakeholders to join hands in the implementation of this plan.

This is the promise that we, RPPA, are making to the people of Rwanda.

Mr. NAMARA Hannington
Chairman Board of Directors

FOREWORD

As Rwanda Public Procurement Authority (RPPA) embarks on another five (5) year journey in implementing the 202/20221-2025/2026 Strategic Plan, I wish to remind all our staff of the importance of executing the plan to the fullest. This is crucial as the plan sets out the direction that RPPA will take in the next five (5) years to effectively and efficiently execute its broad mandate of regulating public procurement in Rwanda. From the lessons and experiences gained during the 2018-2021 Midterm Strategic Plan, a strong foundation has now been laid, and the institution is now better placed to carry out strategies as contained in the plan and meet the expectations of its stakeholders.

The Strategic Plan sets out the key priorities that will guide RPPA for the next 5 fiscal years and the strategy is an all-inclusive document containing inputs of RPPA staff across all departments as well as views from our key stakeholders through various sessions and focus group discussions that were undertaken to ensure all the stakeholders' interests were embedded. This broad-based consultation was essential in our assessment of the environment in which we operate, helping us identify challenges and develop appropriate strategies that will address them.

To ensure successful implementation of this plan, all departments and units are implored to operate as one and support each other. Moving forward, the Authority will be outward-looking and greater emphasis will be placed on serving its clients better. The plan is anchored on eight (8) key strategic pillars namely:

1. Legal and regulatory framework
2. Capacity building and professionalization
3. Partnership and stakeholder engagement
4. Sustainable and green public procurement
5. UMUCYO e-Procurement system enhancement
6. Monitoring and compliance
7. Information and Public Awareness
8. RPPA organizational management capacity

As an organization, we remain fully committed to our vision of ***ensuring a conducive public procurement environment for sustainable development*** and the mission ***to regulate the public procurement system by promoting accountability, transparency, integrity, and dynamic and optimal procurement practices through the latest technology and innovation***. We continue to count on the support of our Government, the development partners, and all stakeholders for their contribution to the successful implementation of this Strategic Plan.

Rwanda Public Procurement Authority (RPPA) Management express its gratitude and sincerity to the team, which has led to the realization of the past and present plan and all stakeholders who have contributed to its development.

UWINGENEYE Joyeuse

Director General

EXECUTIVE SUMMARY

RPPA has implemented its past strategic plan and now seeks to develop its strategic priorities for the next Five (5) years from (2021/2022-2025/2026).

The strategic plan is intended to provide Rwanda Public Procurement Authority (RPPA) management with the roadmap to align the institutional and organizations' functional activities to achieve the set goals. It will guide management discussions and decision-making to determine resource and budget requirements to accomplish RPPA's strategic objectives. The development of the strategic plan employed a highly participatory and consultative approach; this included the assessment of its performance against the previous strategic plan implementation, and an analysis of its operating environment. The findings coupled with strategic decisions made by RPPA stakeholders, management, and Board Members were used to propose these strategic initiatives.

In collaboration with RPPA management, eight strategic pillars have been identified and agreed upon. One is Legal and regulatory framework, which aims to review and harmonize legal and regulatory instrumentals related to public procurement. This will also involve addressing all gaps identified in the current Public Procurement Law and reviewing of public procurement standard documents.

The second pillar is **Capacity building and** professionalization, which is of paramount importance in enhancing compliance with the Rwanda Public Procurement Law, 2018. Therefore, RPPA intends to develop capacity-building programs to better understand the Public Procurement Law and enhance public procurement professionalism.

Partnership and stakeholder engagement is the third strategic pillar. RPPA seeks to leverage on benefits of joint efforts from various stakeholders to achieve its mandate and deliver on this highly ambitious plan. RPPA will pursue partnership and collaborations with key stakeholders including government agencies, private sector, development partners, higher Learning institutions, training institutions, procuring entities, transparency and anti-corruption organs during the plan period. Further, RPPA will continue to establish cooperation and collaboration with other regional and international agencies whose mission is similar and recognized regional and international certified training institutions.

The fourth pillar is that of **sustainable and green public procurement**. The global development aspirations inform the gist of this pillar and that gives more weight on sustainability elements such as environment and social safeguard measures that are among the fundamental areas of SDGs. Rwanda is part of the global community and aspires to contribute to sustainable development goals (SDGs). This pillar proposed key actions that will be integrated into public procurement that promote sustainability and green procurement.

UMUCYO e-Procurement system enhancement is the fifth pillar and recognizes its role in promoting transparency and fairness in public procurement. The enhancement of the UMUCYO e-Procurement system shall be ensured among other management information systems that promote efficiency in Rwanda's public procurement.

The sixth pillar is **Monitoring and compliance**. The core mandate of RPPA is to follow up compliance and enforcement of public procurement processes with the laws and procedures of public finance management and international standards. Systems and procedures must be established, operationalized, and monitored to ensure they are adhered to.

The seventh pillar is Information and Public Awareness, plays a critical role in corporate compliance. Through the media or information sharing, the RPPA image is made aware as a procurement regulatory institution in Rwanda. The wide publication of tenders and updated preference pricing in the websites, UMUCYO platform, media such as newspapers and websites could help reduce corruption by increasing transparency and participation, thereby enhancing public procurement compliance.

Lastly, in the seventh pillar, RPPA aims at building its **organizational management capacity** which will serve as the cornerstone for effective implementation of this strategy. Once RPPA institutional management capacity is enhanced, there will be systems, resources, and strategic directions. Deliberate and sustained capacity building strategies will be taken to empower and equip RPPA staff and management with all necessary skills to effectively deliver.

This strategic plan contributes mainly to the achievement of number of PFM sector strategic objectives especially: The enhancement of Value for Money practices and support sound decision making; Increased compliance with PFM systems; Expanding coverage and functioning of ICT systems in PFM, development and sustaining critical skills and partnerships for effective PFM. The Ministry of Finance and Economic planning as the mother institution shall ensure the coordination and provide an oversight role towards the successful implementation of this strategic plan. The implementation of this strategic plan will require a significant number of financial resources to have each strategic intervention implemented. It is estimated to cost approximately 16,770,782 USD in a period of five years funded by government of Rwanda together with its development partners. These estimates were made on initial activities that were identified in close consultation with stakeholders. It is of paramount importance for all public procurement stakeholders to be part of this ambitious strategic plan (2021/2022-2025/2016) and to work towards its effective implementation.

RPPA has identified key risk factors to the implementation of this plan and proposed corresponding measures. Key risk being resistance to change, lack in internal capacities to support realization of the set targets and failure to meet the financial budget of USD 16,770,782 to implement the plan, global and local effects of Covid-19. To counter this successful implementation is dependent on key enablers that include an enhanced organizational management capacity that will provide relevant technical capacity, to enhance efficiency, finance raising throughout the implementation period. To counter the risk of failure to raise adequate finance, an analysis of the cost implication for every initiative and partnership with other stakeholders will facilitates availability of funding. Designing Covid-19 adaption measures and use of ICT tools.

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LIST OF ABBREVIATIONS AND ACRONYMS

Table 1: List of acronyms

APPR	Association of Procurement Professionals of Rwanda
BK	Bank of Kigali
BoD	Board of Directors
CBM	Chief Budget Manager
CSO	Civil Society Organization
DAF	Director of Administration and Finance
DG	Director General
DM	Division Manager
DP	Development Partners
e-GP	Electronic Government Procurement
FGD	Focus Group Discussion
GIDAs	Government Institutions, Departments and Agencies
GoR	Government of Rwanda
GP	Green Procurement
ICT	Information Communication Technology
IRP	Independent Review Panel
KIIs	Key Informant Interviews
KIs	Key Informants
M&E	Monitoring and Evaluation
MINECOFIN	Ministry of Finance and Economic Planning
MINIJUST	Ministry of Justice
NIDA	National Identification Authority
OAG	Office of Auditor General
PE	Procuring Entity
PFM	Public Finance Management
P-PESTEL	Policy, Political, Economic, Social, Technological, Environmental and Legal
PPPMF	Public Procurement Performance Monitoring Framework
PTC	Public Tender Committee
QDA	Quality Data Analysis
RIB	Rwanda Investigation Bureau
RISA	Rwanda Information Society Authority
RPPA	Rwanda Public Procurement Authority
SBD	Standard Bidding Document
SP	Strategic Plan
SPIU	Single Project Implementation Unit
SPP	Sustainable Public Procurement
SWOT	Strength, Weaknesses, Opportunities and Threats
ToR	Terms of Reference
VFM	Value for Money

CHAPTER ONE: INTRODUCTION

This chapter presents the introduction part of the assignment, summarizing the idea behind RPPA strategic plan for the public procurement.

The introduction provides a plethora of practical insights into why public procurement matters in Rwanda. This includes background and context or rationale of the report, objectives, methodological approach, and the preliminary results presenting the characteristics of the respondents.

1.1 Background and Context

Vision 2050 sets a new pathway that will lead the country to the living standards of upper middle income by 2035 and high-income countries by 2050 to provide abundant economic opportunities and higher-quality living standards to all Rwandan citizens¹. These aspirations translate into double-digit average annual growth rates (more than 10 per cent in per capita terms), requiring Rwanda to grow faster while ensuring economic efficiency and competitiveness, among other things. In line with the above, there is a strong belief that rationalizing the public procurement process covers a considerable share of government expenditure and economic efficiency.

Public procurement underpins the performance of all sectors in public services delivery at different levels of government and thus to the development of the country². Government expenditure on public procurement accounts for a sizeable part of economic activity. In Rwanda, the share of government spending as a percentage of Gross Domestic Product (GDP) in 2017 accounts for 15.22%³. With a GDP of USD 9.1 billion for Rwanda in 2017 and a significant part of government expenditure requiring the procurement of goods, works and services, the estimated value of public procurement in Rwanda could be in the range of USD 1 billion in 2017/18 covering all sectors of the economy⁴.

Over the last decades, the Government of Rwanda (GoR) has aimed to achieve value for money through efficient and effective procurement processes. To this end, the GoR has established Rwanda Public Procurement Authority (RPPA)⁵ to serve as a body responsible for public procurement oversight in Rwanda. In addition, GoR is moving toward modernizing its procurement function to improve compliance, efficiency, transparency, fair competition, value for money and controls in public procurement. Accordingly, Rwanda has put in place a policy of modernization and professionalization of procurement function to help achieve the above objectives.

In this regard, the GoR has developed and rolled out an e-procurement system across the entire country from the national level to districts and sub-districts levels. And it is the first of its kind in the Africa Region⁶ where the Electronic Government Procurement (e-GP) is rolled out across all public entities (i.e. districts and hospital, at all levels, covering all procurement categories and covering end-to-end procurement process from July 1, 2017). Further, Rwanda has enacted a law to establish the “Association of Procurement Professionals” to maintain professional standards and certification of procurement professionals.

Despite having robust policies and legal framework, oversight and implementing institutions, there are challenges. The public procurement process could do much better with the objectives of economy and efficiency to achieve value for money. As stipulated in the MAPS report, weak implementation capacity at the sub-national level remains a challenge, resulting in non-compliance to procurement regulations and failing to realize efficiency and value for money. From the findings of RPPA annual Activity Reports : there were several non-compliances in the procurement process and contract implementation identified in the past, which include excessive delays in contract execution,

¹ Government of Rwanda, Vision 2050

² RPPA – 2020 Performance Assessment of Public Procurement (Volume I – Report), May 2020.

³ https://www.theglobaleconomy.com/rankings/Government_size/Africa/

⁴ RPPA – 2020 Performance Assessment of Public Procurement (Volume I – Report), May 2020

⁵ *The Rwanda Public Procurement Authority is a Public body established on February 20, 2008 by the law N° 63/2007 of 30/12/2007. It was created to replace the National Tender Board (NTB).*

⁶ World Bank (May 2020): MAPS, Rwanda Assessment of the Public Procurement system, Volume I, Main Report, p5.

lack of precise technical specifications, no application of penalties for contract delay, use of discriminatory criteria for open tenders, the difference between evaluation of bids and evaluation criteria, the difference between contracts prices and those provided by the successful bidder, the difference between planned cost and the contract amount, contract and price negotiations without considering the procurement regulations, lengthy bidding processes, cases of forged documents, unavailability of minutes for the reception of goods or works, absence of reports for studies, poor record-keeping, and resolution of issues with contractors.

Further, Auditor-General Report⁷, also points to persistent cases of delayed and abandoned contracts. The e-GP system and the new Association of Procurement Professionals (APP) Act also have areas that need to be strategically addressed including limited control lack of comprehensive business intelligence (BI) and data analytics capability for e-GB system and budget constraints for the APP.

In line with the above discussed current situation of public procurement; there is a need for RPPA to review its organizational management as well as the whole public procurement system, so as to inform the upcoming strategic plan. The review focuses on the RPPA overall organizational robustness (strengths and weaknesses, opportunities, and threats), public procurement system (guidelines, processes, and procedures), and develop actionable recommendations and strategic plan to improve its overall objective and performance.

1.2 Purpose of the Strategic Plan

RPPA has been implementing the Strategic Plan 2018 – 2021 which was developed in line with the mandate as stipulated in the Law N025/2011 of 30/06/2011, Establishing Rwanda Public Procurement Authority (RPPA) and determining its mission, organization, and functioning. The expiry of the Strategic Plan 2018 - 2021 and the need to align the planning process to the new National Strategy for Transformation I (NST) which runs from 2018 – 2025 necessitated development of a new Strategic Plan. The plan therefore outlines the key focus areas that should help RPPA perform and implement her mandate better. These focus areas, together with the Vision, Mission, Core Values, and strategic pillars in the Strategic Plan will not only drive efficiency within the authority and the public procurement system but will also enhance the ability of RPPA to respond effectively to challenges that could affect the overall public procurement system in Rwanda.

1.3 Methodology Used for the Elaboration of this Strategic Plan

1.3.1 Methodological Approach

The formulation of this Strategic Plan was informed by a participatory approach that was applied in the analysis of opportunities, achievements, lessons learnt, implementation challenges and emerging issues arising from the review of the previous RPPA Strategic Plan 2018 – 2021. Therefore, it involved participation and consultations of Board members, senior management, staff, and other relevant stakeholders.

This approach helped to design an institution-owned review and strategic plan in an informed and structured manner. In this regard, consultations were organized with different actors, including the following: RPPA members, RPPA management (Board, Management, Staff, Independent Review Panel, Association of Procurement Professional), Government Institutions (Ministries, National Commissions, Agencies, District and Judiciary), State-Owned Companies, Development Partners, Financial Sector Institutions, Private Sector Institutions, Civil Society Organizations. Data gathering

⁷ OAG Annual Report, 2019

was made using documentary review and analysis, in-depth interview with key informants, focus group discussions and questionnaire.

Data processing and analysis in this assignment resulted from quantitative for which SPSS was used. Data were retrieved from a review of existing documentation and general literature, interview with Key Informants, consultations in the form of Focus Group Discussions (FGDs) with relevant stakeholders. The qualitative information pertaining to RPPA was coded and analysed using NVivo, a Qualitative Data Analysis (QDA) computer software package produced by QSR International (a Qualitative Standard Research Software).

Stakeholder consultations were held and literature reviewed, whilst taking into consideration global and regional trends in public procurement as well as issues such as effects of the COVID-19 pandemic on all global economies including Rwanda's. This was aimed at enhancing ownership for effective and efficient implementation of the Strategic Plan.

CHAPTER TWO: SITUATIONAL ANALYSIS

In order to focus RPPA's resources on services that contribute to Government priorities, it was firstly necessary to define RPPA mission statement, vision, core values and strategic principles.

Secondly a situational analysis of the RPPA business environment using PESTEL and SWOT was conducted and this analysis revealed that RPPA still faces some challenges in an effort to fulfill its vital mandate to regulate public procurement in Rwanda. These challenges that must be addressed to ensure that RPPA effectively fulfills its mandate are mainly summarized in the next section.

2.1 RPPA Mission, Vision and Core Values

2.1.1 Mission

To regulate the public procurement system by promoting accountability, transparency, integrity, and dynamic and optimal procurement practices through the latest technology and innovation.

2.1.2 Vision

A conducive public procurement environment for sustainable development.

2.1.3 Core Values

In regulating public procurement in Rwanda, RPPA shall uphold the following shared core values:

- **Excellence:** We make things better, pursue high-quality service delivery, and do things that further our organization's goals.
- **Accountability:** We are answerable for our actions and the actions of our teams.
- **Innovation & creativity:** We are learning organizations that embrace innovativeness and creativity in our service delivery and respond to changes in the operating environment. We are driven by continuous improvement to enhance Stakeholder Satisfaction and improve efficiency.
- **Transparency:** We are open, reliable and transparent in dealing with our stakeholders.
- **Integrity:** We uphold honesty and high-level professional ethics standards in all our operations and always strive to do what is right and fair for all our stakeholders.
- **Professionalism:** We consistently demonstrate competence, knowledge, resourcefulness, quality, and a positive attitude when engaging with our Stakeholders

2.2 SWOT Analysis

A SWOT analysis was conducted to determine organisational pains (*weaknesses and threats*) and the enablers (*strengths and opportunities*). This analysis helps to exploit opportunities and overcome weaknesses at the same time protects the organization from threats of the external environment through development of contingent plans. Table 2 below presents a summary of the SWOT analysis.

Table 2: **SWOT Analysis**

Strengths	Weaknesses
▪ Strong established legal and regulatory framework governing public procurement ▪ Qualified and multi-disciplinary skilled staff ▪ Youthful and experienced employees ▪ Automation of procurement processes (UMUCYO e-procurement) ▪ Knowledgeable, technical and respected Board members ▪ Strong internal controls ▪ Existence of well-functioning Independent Review Panel ▪ Finance sustainability – 90% funded by GoR budget ▪ Existence of functional governance organs and organizational structure. ▪ Regular and timely payment of employees'	▪ Lack of a robust reward and recognition scheme for performing staff. ▪ No sufficient training and study tours for staff ▪ Lack of structured succession and training plans ▪ No any meetings with the Board of Directors and employees ▪ No comprehensive public procurement communication strategy ▪ Non dynamic website to inform the general public on public procurement matters ▪ No comprehensive public procurement policy including sustainable and green procurement issues ▪ Lack of regular update of reference prices. ▪ Inexistence of procurement research. ▪ Low level of daily monitoring of procurement activities in the decentralized procurement entities

Strengths	Weaknesses
salaries ▪ Existence of clear job descriptions. ▪ Annually performance contract and performance appraisal done ▪ Institutional expertise, wealth of knowledge embedded/integrated within RPPA ▪ Internal Communication mechanisms made through; official Outlook for all RPPA employees except Board members, whatsapp group for all RPPA employees, E-mail group for each unit's employees, the institution website, twitter and face book for the public ▪ Existence of ICT Infrastructure facilitating working environment and communication ▪ Provision of communication fees to all staff ▪ Existence of UMUCYO E-procurement system for public procurement process and rolled out to Districts and Hospitals	▪ Lack of follow up of the implementation for the recommendations made regarding procurement issues ▪ Lack of strong communication strategy. ▪ Lack of formal partnership framework between RPPA and procurement training institutions ▪ Weak organizational structure after the restructuring (departmentalization) ▪ Reduced number of employees according to the new restructuring. ▪ Lack of multi-disciplinary skills after the restructuring ▪ UMUCYO e-procurement presenting some weaknesses
Opportunities	Threats
▪ Strong political and financial support from government to sustain public procurement in Rwanda. ▪ Existence and commitment of Development Partners/Donors to support RPPA and public procurement programs. ▪ Strong partnerships with procuring entities and other oversight agencies operating in the country. ▪ Partnership with regional and international procurement associations and Bodies. ▪ Existence of anti-corruption organs working in partnership with RPPA. ▪ Benchmarking with Regional Public Procurement Authorities. ▪ Availability of qualified manpower in national and regional labour market. ▪ Existence of operating PFS, CSOs, financial institutions and procurement training institutions. ▪ Existence of Rwanda Procurement Professional Association ▪ Zero tolerance to corruption ▪ Existence of media organs and other professional associations interested in public procurement process. ▪ Strong and well-functioning procuring	▪ Delay in payment to contractors by procuring entities. ▪ Low level of professionalism of Bidders involved in public procurement lies to contracts breach, abandonment or cancellation. ▪ Some stakeholders are not aware of what RPPA is doing. ▪ Existence of other regulations from public institutions conflicting with existing public procurement regulations. ▪ Increasing number of procurement contracts awarded using unconventional methods. ▪ Weak of procurement records management in procuring entities. ▪ Low knowledge concerning procurement regulations by some partners (<i>RIB, OAG, OMBUDSMAN, Prosecutors, Judges, Journalists, Lawyers, etc.</i>) ▪ Delays of procuring entities in implementing RPPA recommendations. ▪ RPPA's dependence on other institutions to implement its decisions. ▪ Budget limitation and low capacity of procurement officers operating in procurement entities. ▪ Inadequate financial capacity for Bidders causing delays in providing performance security ▪ Long court process with delays debarment cases ▪ No respect of reporting timeline by PEs ▪ Failure to take appropriate response to noticed procurement issues in PEs ▪ Bidders with lower capacity

Strengths	Weaknesses
entities ▪ Existence of political stability and favorable socio-economic development ▪ Existence of strong national ICT infrastructure and software.	

2.3 P-PESTEL Analysis

RPPA conducted a situational analysis from a global, regional and national perspectives using P-PESTEL (*Policy, Political, Economic, Social, Technological, Environmental and Legal*) which will enable RPPA to be cognizant of external factors that might have an impact on its performance. The situational analysis is one of the tools that were utilized to inform the strategic planning process. P-PESTEL analysis on RPPA is summarized in the table 3 below.

Table 3: **P-PESTEL Analysis**

Factor	Aspects	Effects/Implication	Mitigation Measures
Policy	Apply for Made in Rwanda	Change in Procurement Policies and Regulations	Compliance with Made in Rwanda policies and regulations.
	Government policy to support small bidders and enterprises	Change in Procurement Policies and regulations	Compliance with Government policies and regulations to support small bidders and enterprises.
Political	Changes in government policies	Change in the procurement regulation	Compliance with new policies and regulations
	Limit the number of blacklisted companies	Increase the number of court cases.	Enhance the capacity of bidders and increase the compliance rate with procurement laws and regulations
Economic	Globalization & trade agreements	Conflict with the public procurement law	Harmonization of public procurement law with trade agreements and treaties
	Economic growth/GDP, Inflation rates, unemployment rates, Exchange and interest rates for foreign currencies and for loan	• Increase/decrease in GoR funding • High operational cost • Affect the quoted prices for tenders	• Explore alternative sources of funding • Utilization of framework contracts
Social	Communication and customer care	Affect Service delivery and institution image	Enhance skills of RPPA staff in communication and customer care.
	Number of RPPA staff	Increase/decrease the quality of service delivery	Increase the number of RPPA staff involved in public procurement monitoring, inspection, capacity development, contract management, procurement research, categorization of companies, reference price, etc.
	Corruption and	• Loss of public funds	• Collaboration with relevant agencies involved

Factor	Aspects	Effects/Implication	Mitigation Measures
	economic crimes	• Negative national/corporate image • Loss of confidence in the public procurement system	in the fight against corruption (RIB, OMBUDSMAN, Transparency-Rwanda). • Review internal control systems • Sensitization of stakeholders involved in public procurement.
Technological	E-procurement	Increase in procurement operations efficiency by automation of processes	Enhance E-procurement to improve public procurement processes
	Cyber security threats	• Loss of revenue • Loss of data/information	• Enhance e-procurement system security • Implement business continuity plan
	Rapid technological changes	High cost of acquiring and maintenance of ICT systems	• Buy systems that are scalable • Capacity build of staff on new technological trends
Environmental	Apply for Green Procurement	Change in Procurement Policies and regulations	Compliance with Green procurement policies and regulations.
	Climate change	• High operational costs • Health and productivity	• Use of renewable energy • Develop a green procurement framework • Sensitization
	Work environment	• Distraction caused by noise • Inadequate office space	• Sound proofing the offices • Acquire optimum office space
Legal	Overlapping functions	• Clarity between RPPA and MINIJUST functions related to public procurement advisory services and contract management monitoring • Clarity on where procurement audit function is currently located	• Clear definition and review of relevant regulation specifying the responsibility of RPPA and MINIJUST related to public procurement advisory services and contract management • Clear definition on where procurement audit function is currently located • Increase the number of RPPA staff involved in legal to improve the quality of duties related to legal framework
	Changes in legislations that affect procurement	Cost of monitoring compliance	• Capacity building • Ensure compliance with the procurement law and regulations.

2.4 Stakeholder Mapping and Analysis

Stakeholder Analysis was carried out to understand their interaction with RPPA. This section presents an analysis of each Stakeholder category in terms of their role and expectations in

delivering this Strategic Plan. The Stakeholders were categorized in major groups as indicated below in the Tables 4 and 5.

2.4.1 Stakeholders Mapping

Table 4: Stakeholders Mapping

Keep Satisfied	Actively Engaged
▪ OAG ▪ Parliament ▪ Private Sector Federation ▪ Civil Society Organizations ▪ Financial Institutions (insurance companies, Banks) ▪ Bidders/Contractors	▪ Board of Directors ▪ Employees ▪ Independent Review Panel ▪ Supervising Authority and Government Institutions (<i>MINECOFIN, Presidency, PMO, REMA, etc.</i>) ▪ Local Government (<i>MINALOC, District, Sectors, Hospitals, Schools</i>) ▪ Anti-Corruption Organs (<i>RIB, OMBUDSMAN, Transparency International</i>) ▪ Development Partners/Donors ▪ Procurement Research Institutions ▪ Academic and Training Institutions (<i>in Procurement</i>)
Monitor	Keep Informed
▪ Procurement Entities	▪ Media ▪ General Public ▪ Procurement Professional Association ▪ Rwanda Bar Association ▪ EAC Procurement Authority and Bodies

2.4.2 Stakeholders Analysis

Table 5: Stakeholders Analysis

Stakeholder	RPPA Expectation	Stakeholder Expectation	Possible Gaps
Board of Directors	Strategic Direction	Achievement of Mandate, Mission and Vision	▪ Communication of Board decisions ▪ Implementation and monitoring of Board decisions
Employees	Meeting performance targets and excellence on work	▪ Competitive remuneration/ favorable working conditions ▪ consideration and reorganization ▪ capacity development according to needs, induction ▪ Study tours in others countries with similar institutions	▪ No study tours ▪ No rewards for performing staffs and the best performing staff of the year ▪ Lack of employees motivation ▪ Lack of innovation, employees always work in the routine ▪ Lack of professional training
Independent Review Panel	Timely and Effective Resolutions of procurement complaints based on facts	Clear guidelines and regulations	▪ Delay in resolutions of complaints ▪ Perception of IPR by stakeholders because of its position of working under RPPA and using its seal. It seems that the general public does not consider the IRP as independent

Stakeholder	RPPA Expectation	Stakeholder Expectation	Possible Gaps
			▪ The IRP does not take decisions as quickly as needed ▪ Decisions of IRP should be very clear and not ask the procuring entities to review them once again.
Supervising Authority and Government Institutions	▪ Policy formulation and guidance ▪ Political will and support ▪ Productive collaboration ▪ Technical advice and support on tax related matters ▪ Support in initiatives that provide procurement policy and implementation of RPPA's mandate ▪ Expertise on profiling and categorizing of companies ▪ Development of technical specifications ▪ Debarment of Bidders from public procurement ▪ Facilitate the detection of fraud and attempted corruption in public procurement ▪ Provide technical, management and financial support	▪ Drive and monitor the implementation of Procurement policy ▪ Regulate the procurement system ▪ Provide capacity and support to Procuring Entities ▪ Funds absorption ▪ An effective robust monitoring system that supports Government business and value for money. ▪ Capacity building and advisory support to Procuring Entities and bidders ▪ Enforce procurement regulations compliance ▪ Alerts on forged licenses ▪ Delivery on mandate as per the public procurement law ▪ Timely reporting ▪ Effective service delivery to Procuring Entities, bidders and other stakeholders	▪ Institution providing procurement instructions contrary to the procurement law and regulations (<i>MINALOC, MINIJUST, MININTER</i>) ▪ Capacity gap in interpreting procurement law and regulations for some organs using these instruments in their work (RIB, OAG, MINIJUST prosecutors, Judges, Layers, Journalists, etc.) ▪ Difficulty to differentiate the audit of OAG and the procurement audit
Procuring Entities	▪ Compliance to fundamental principles governing public procurement as stipulated in the procurement law in Article 6. ▪ Compliance with public procurement law and regulations related to	▪ Information on emerging trends ▪ Guidance on application of procurement law and regulations ▪ Advisory services ▪ Standard bidding documents ▪ Information on reference prices ▪ Information on	▪ Lack of public procurement policy, with green and sustainable public procurement components ▪ Function of internal audit and control, and monitoring does not help and facilitate the monitoring and inspection of how public procurement process is done in procuring entities ▪ Lack of capacity building plans for procurement officers working in

Stakeholder	RPPA Expectation	Stakeholder Expectation	Possible Gaps
	procurement process circle: procurement planning - Procurement preparation and publication - bids submission - bids opening, evaluation and notification – Appeal - Contract award - performance security - contract execution - procurement sanctions	categorization of companies engaged in tenders of construction ▪ Debarment cases.	procuring entities ▪ None or delays in execution of monitoring and audit recommendations provided by monitoring and audit of RPPA and OAG ▪ Delay in responding to implementation of recommendation regarding risk management
Procurement Professional Association	▪ Integrity in the procurement process ▪ Professional input from the associations ▪ Capacity Building ▪ Certification ▪ Development of Professional career of public procurement ▪ Knowledge transfer	▪ Creation of an enabling environment ▪ Development of regulations and guidelines	The procurement professional association doesn't work effectively, even if the Law governing the association is in place since 2016
Bidders/ Contractors	Capacity to perform and give Value for Money (timely delivery, quality, competitive prices,). Excellence and Effectiveness, good and well execution of public procurement contract.	▪ Public Procurement conducted in accordance with public procurement principles. ▪ Creation of an enabling environment ▪ Development of regulations and guidelines ▪ Availability of relevant information ▪ Timely payment for goods and services ▪ Efficient resolution of complaints	▪ Capacity building not well developed in procurement ▪ Implementation of Made in Rwanda in public procurement still lower in side of GoR (the GoR should lead this implementation process of made in Rwanda ▪ Weakness in contract execution (<i>high level of contract delay, breach and abandonment</i>)
Development Partners/ Donors	▪ Financing ▪ Technical support	▪ Meeting funding objectives ▪ Accountability and Excellence in public	▪ There is No framework governing working partnership with partners involved in public procurement. ▪ No financial resources mobilization

Stakeholder	RPPA Expectation	Stakeholder Expectation	Possible Gaps
		procurement	strategies for public procurement
Academic / Training Institutions and High Education Council (HEC)	- Capacity Building in procurement including e-procurement - Produce skills in public procurement - Development of professional career in Public Procurement - Research on Public Procurement.	- Creation of an enabling environment - Development of regulations guidelines - Well-defined procurement curriculum - Collaboration framework for research in public procurement - Well-defined framework for Internship and Apprenticeship for young graduates - Well-defined financial support scholarship for post- graduates and professional studies in public procurement	- Lack of national and international accreditation bodies or institution in public procurement - Breach of existing accreditation bodies in UR and RMI
General Public	Feedback and their satisfaction of public procurement service delivery	Develop Local content guidelines	Lack of satisfaction survey and periodic public satisfaction barometer
Media	Professional input from the media	Develop Local content guidelines	Lack of formal capacity building program
Private Sector and Civil Society	Professional input from the private sector and CSOs	- Public Procurement conducted in a fair and transparent manner - Creation of an enabling environment - Develop Local content guidelines	Lack of formal capacity building program
Regional and international Procurement Authority and Professional Bodies	- Professional input from the Authority and Bodies - Collaboration in capacity development and professionalization of procurement officers	- Development of regulations guidelines - Development of cooperation framework	MOU, experience sharing and harmonization of procurement standards and regulatory frameworks
Anticorruption organs (RIB, NPPA and Ombudsman)	Collaboration in investigating corruption cases.	- Development of regulations guidelines - Development of cooperation framework	MOU, experience sharing and harmonization of procurement standards and regulatory frameworks

CHAPTER THREE: STRATEGIC PILLARS

Strategic pillars are the key performance areas in which RPPA must excel to achieve its mission and vision, and deliver valuable outcomes or services to its clients. They are the organization's areas of excellence. The strategic pillars for the plan period are:

1. Legal and regulatory framework
2. Capacity building and professionalization
3. Partnership and stakeholder engagement
4. Sustainable and green public procurement
5. UMUCYO e-Procurement system enhancement
6. Monitoring and compliance
7. Information and public awareness
8. RPPA organizational management capacity

This chapter outlines also key challenges affecting public procurement system in Rwanda in general, and RPPA as an institution overseeing the public procurement system in particular, and assess the implementation of its previous strategic plan.

3.1 Linkage between RPPA Strategic Plan and National Priority Areas

Public procurement has become more strategic than a clerical activity in recent times. The perception some people have is that procurement departments are reactive rather than proactive and this leads many organizations to pay little or no attention to planning, execution and monitoring of their procurement process and procedures. Inadequate strategic thought in procurement actions often result in total failure of the whole procurement system which eventually leads to undue delays in delivery, shortages and or excess stocks, poor quality products, and other associated problems. When this happens, procurement is then perceived as none performing, cumbersome and cost consuming activity of the organization.

The RPPA five-year strategic plan (2021/2022-2025/2026) is designed to deliver on the Government priorities as contained in the National Strategy for Transformation (NSTI) and Vision 2050 priorities. The following figure 1 and table 6 below illustrate how the RPPA strategic outcomes and interventions are aligned to the national vision 2050 and NST-I sector priorities.

Figure 1: Linkage between RPPA Strategic Plan and National Priority Areas

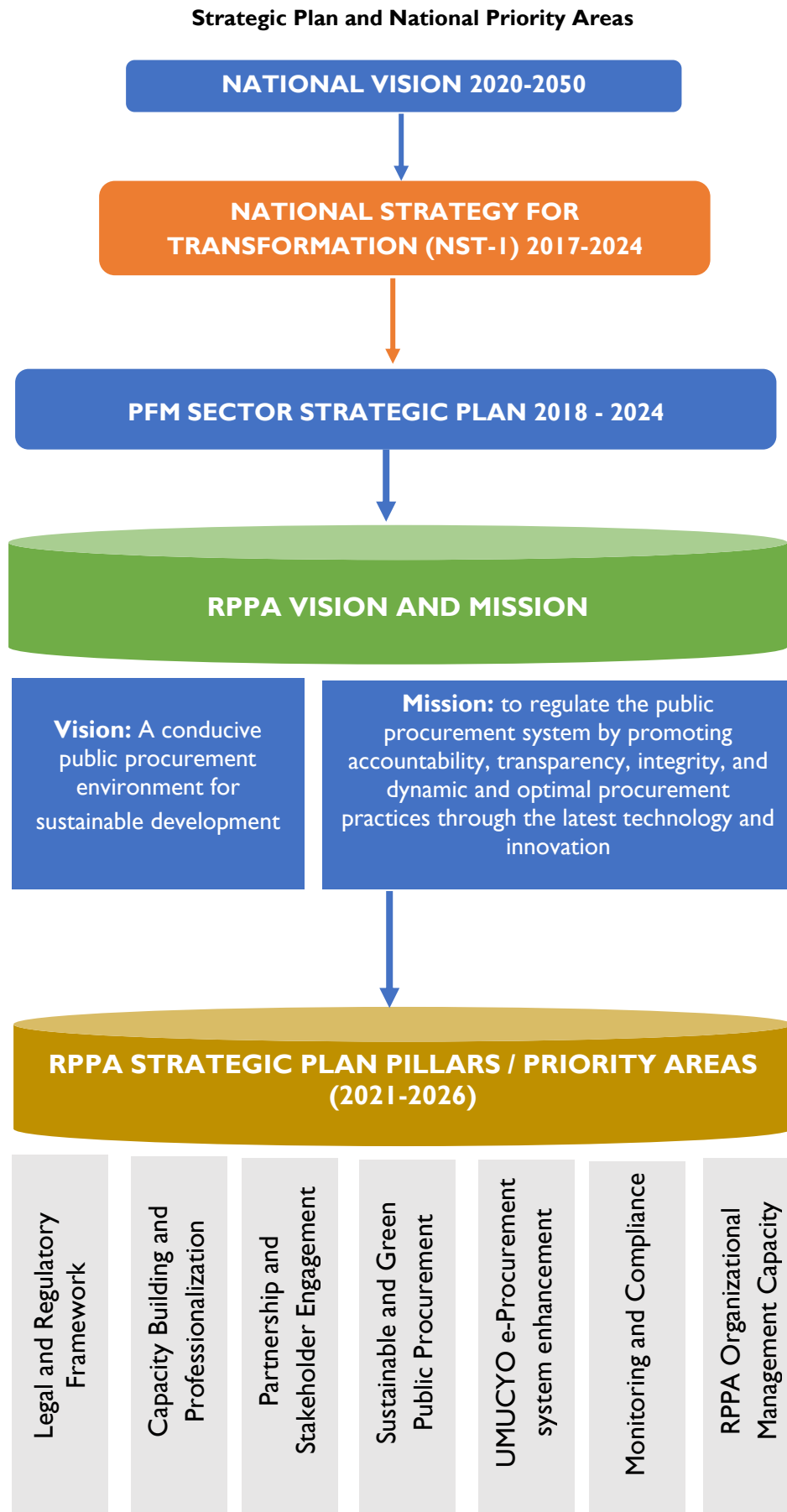


Table 6: Role of RPPA in implementing the NST-I and PFM Sector Strategic Plan

1. National Strategy for Transformation (NST-I)			
NST-I Pillar	NST-I Priority Areas / Strategic Interventions	Key Indicator	RPPA strategic interventions
Transformational Governance	Priority Area: Strengthen Capacity, Service delivery and Accountability of Public Institutions	Efficient and accountable use of public resources	RPPA will continue to build institutional capacity and equip persons involved in public procurement with requisite knowledge and skills on public procurement as well increase PFM staff with professional qualifications like CIPS, establishing Continuous Professional Development (CPD) requirements for procurement practitioners in public procurement. Also, RPPA will play a central role in strengthening partnerships and collaborations with key stakeholders including government agencies, private sector and development partners during the plan period. Further, RPPA will continue to establish cooperation and collaboration with other regional and international agencies whose mission are similar to that of RPPA, and recognized regional and international certified professional training institutions.
2. Public Financial Management (PFM) Sector Strategy for NST-I			
Objective 5. Enhance value for money (VFM) practices and support sound investment decisions	Priority Area: Establish a framework to set and agree value for money (VFM) targets in key public services Priority Area: Review options for strengthening VFM in budget execution	Tenders completed as per terms of contract	RPPA will continue to improve practices for supporting better value for money (VFM) with measurable progress against targets. Measuring and achieving improved VFM can challenge. RPPA in collaboration with Quality Assurance Group and with reference to the findings and recommendations from VFM audits prepared by the OAG in order to increase quality of service at a less cost (delivering more with less). We will make more accurate and reliable VFM information to improve service delivery and set goals for improving VFM in specific services and sectors, and piloting new approaches to meet those goals.

3.2 Strategic Pillars Challenges and Proposed Solutions

3.2.1 Legal and regulatory framework

Public procurement is governed by the Rwanda Public Procurement Law N°62/2018 of 25/08/2018, which provides for governance structures, policies, processes, procedures and reporting mechanisms that Procuring Entities (PE's) are expected to comply with the acquisition of works, goods or supplies and consultancy or non-consultancy services. According to the World Bank MAPS report, the legal framework is clearly structured and reasonably comprehensive, with higher-level, primary legislation providing the overarching structure supported by secondary legislation, guidelines, manuals, and standard documents. It sets out fundamental principles governing public procurement which include efficiency, fairness, and transparency.⁸

However, despite the above reported strengths in the legal and regulatory framework, further findings point out persisting weaknesses. In addition to challenges revealed by the review report, the MAPS report⁹ has highlighted the following weaknesses in the legal and regulatory framework is the following:

- Lack of clear alignment between the PPL, PP Regulations, and the use of the e-procurement portal.
- Scope and application of coverage-commercial public institutions, CSOs, and privately owned utilities with exclusive rights.
- Lack of public procurement policy providing guidelines of all components of public procurement in Rwanda.
- Procurement legal framework (PPL) does not indicate the competent jurisdiction to rule on cases related to public procurement.
- Code of Professional ethics in public procurement is not updated and comprehensively aligned with the provisions of the PPL.
- PPL does not address the specific requirements for adoption and implementation of sustainable public procurement.
- Current PPL does not cater for provisions requiring PEs to provide timely and sufficient information to bidders for them to prepare and file meaningful complaints.
- Regional agreements are not specifically reflected in procurement policy
- Procurement user guide in public procurement is not up- to- date and comprehensively aligned with the provisions of the PPL SBD used are out-dated, not exhaustive and not aligned with the provisions of the PPL and e-procurement system
- Legal framework (PPL) does not provide for CSOs participation in procurement monitoring, which lead to absence of consultation framework to engage CSOs to play a role in social audit and control on procurement process and contracts management.

To further strengthen the public procurement system and to address gaps identified in the current Public Procurement Law, there is a need for review of public procurement legal and regulatory framework through the proposed actions in the strategic implementation plan below.

⁸ World Bank (May 2020): MAPS, Rwanda Assessment of the Public Procurement system, Volume I, Main Report

⁹ Idem, p29

3.2.2 Capacity building and professionalization

Capacity building refers to a process of developing the capabilities of an organization to improve its effectiveness and sustainability¹⁰. In the context of procurement, procurement capacity is conceived as being three-pronged: individual; organizational; and environmental/national¹¹. While the individual facet looks at the skills, knowledge and experience of procurement staff/personnel, the organizational facet looks at procurement policies, procedures and frameworks within procurement organizations, and the environmental facet looks at national policies, legislation, frameworks and guidance that govern the whole procurement system. Capacity building and professionalization of public procurement is of paramount importance in enhancing compliance with the Rwanda Public Procurement legal and regulatory framework and improve the whole public procurement system. In this regard, the Public Financial Management Learning and Development Strategy (2018) has identified Procurement Competencies, including (1) Expenditure Management (2) Public and Economic Policy Analysis (3) Public Procurement (4) Planning and Budgeting (5) Public Private Partnerships (6) PFM Information Systems (7) Cost and Capital Planning (8) Treasury and public debt management (8) Applied Managerial Statistics¹².

Towards this, RPPA intends to develop capacity building programs to facilitate better understanding of the Public Procurement Law, 2018.

To enhance capacity building and professionalization of public procurement, there is a need for strengthening of the internal capacity at RPPA and provide technical support as needed and develop teaching material, organize training and lay down the requirements which must be met by public procurement officers. More so, develop professionalism of actors involved in public procurement. The organizational and literature review revealed that this pillar is still affecting by following challenges among other:

- Lack of public procurement capacity building policy.
- Lack of public procurement professional certification framework in Rwanda.
- Lack of a holistic capacity needs assessment in Public Procurement.
- Lack of training digital materials in public procurement to enhance the performance and quality of training offered to stakeholders
- Lack of public procurement curriculum and out-dated training modules and materials.
- Existing trainings offered by RPPA mainly focused only on induction and basic training rather than professionalization (provision of intermediate and advanced certified procurement training).
- Currently, there is a lack of strong training of trainers program (ToT) and digital/online learning platform in public procurement.
- Lack of monitoring and evaluation framework for all training programs offered in Public Procurement.
- Lack of sufficient skills in advisory services and technical support to PEs and other key players by RPPA staff.
- Lack of approved procurement career development framework, defining corresponding procurement job positions, their profiles (job specifications) and job descriptions for different procurement professional levels.

¹⁰ Kauzya, J.M. 2011. Enhancing Public Administration Effectiveness in Africa through Strengthening Local Leadership Capacity. Durban: African Association for Public Administration and Management Annual Round Table

¹¹ OECD and World Bank (2004), "Good practice paper on procurement capacity development" paper presented at The OECD Development Assistance Committee (DAC) - World Bank 3rd joint round table on strengthening procurement capacities in 24 developing countries, 30 November – 2 December 2004, Johannesburg, South Africa. OECD and World Bank

¹² Ministry of Finance and Economic Planning: Public Financial Management Learning and Development Strategy (2018)

- Lack of automated system to facilitate management of capacity development issues (data on trained procurement practitioners and other stakeholders, changes/mobility of procurement professionals, training programs offered, training impact assessment conducted, etc.).

Detailed solutions to address these capacity building gaps are proposed in the strategic plan implementation matrix below (table 7).

3.2.3 Partnership and stakeholders engagement

Partnership and stakeholder engagement is important in assisting RPPA achieve its mandate. To increase compliance with Rwanda Public Procurement Law, 2018 requires joint efforts from various stakeholders. RPPA will pursue partnership and collaborations with key stakeholders including government agencies, private sector and development partners during the plan period.

While the Article 13 of PPL requires members of the IRP to be chosen, among others, from private sector and civil society¹³. However, the same PPL does not require CSOs in monitoring the procurement process and contracts implementation. For the recent WB report there is limited evidence of dialogue and partnerships between public and private sector, and further weaknesses include the following¹⁴:

- Inadequate consultation with CSOs;
- Lack of citizen engagement in monitoring the procurement process and contract implementation.
- Absence of well-defined partnership framework with key procurement stakeholders' actors, especially anti-corruption organs, and mechanism for identification and detection of corruption risk and their mitigating factors in procurement process.
- Lack of annual reports detailing statistics related to corruption legal proceedings and convictions.
- Lack of strong partnership framework with public procurement professional certification bodies at national, regional and international level.
- PPL does not provide for CSOs participation in procurement monitoring, which lead to absence of consultation framework to engage CSOs to play a role in social audit and control on procurement process and contracts management.

Further, RPPA will continue to establish cooperation and collaboration with other regional and international agencies whose mission are similar to that of RPPA, and recognized regional and international certified training institutions.

3.2.4 Sustainable and green public procurement

Rwanda is part of the global community and aspires to contribute to sustainable development goals (SDGs). According to the United Nation's commissioned report in 1987 entitled "Our Common Future", the long-term strategies in public procurement must be put in place to protect the environment and allow for sustainable development. Particular focus of this strategic plan as it is

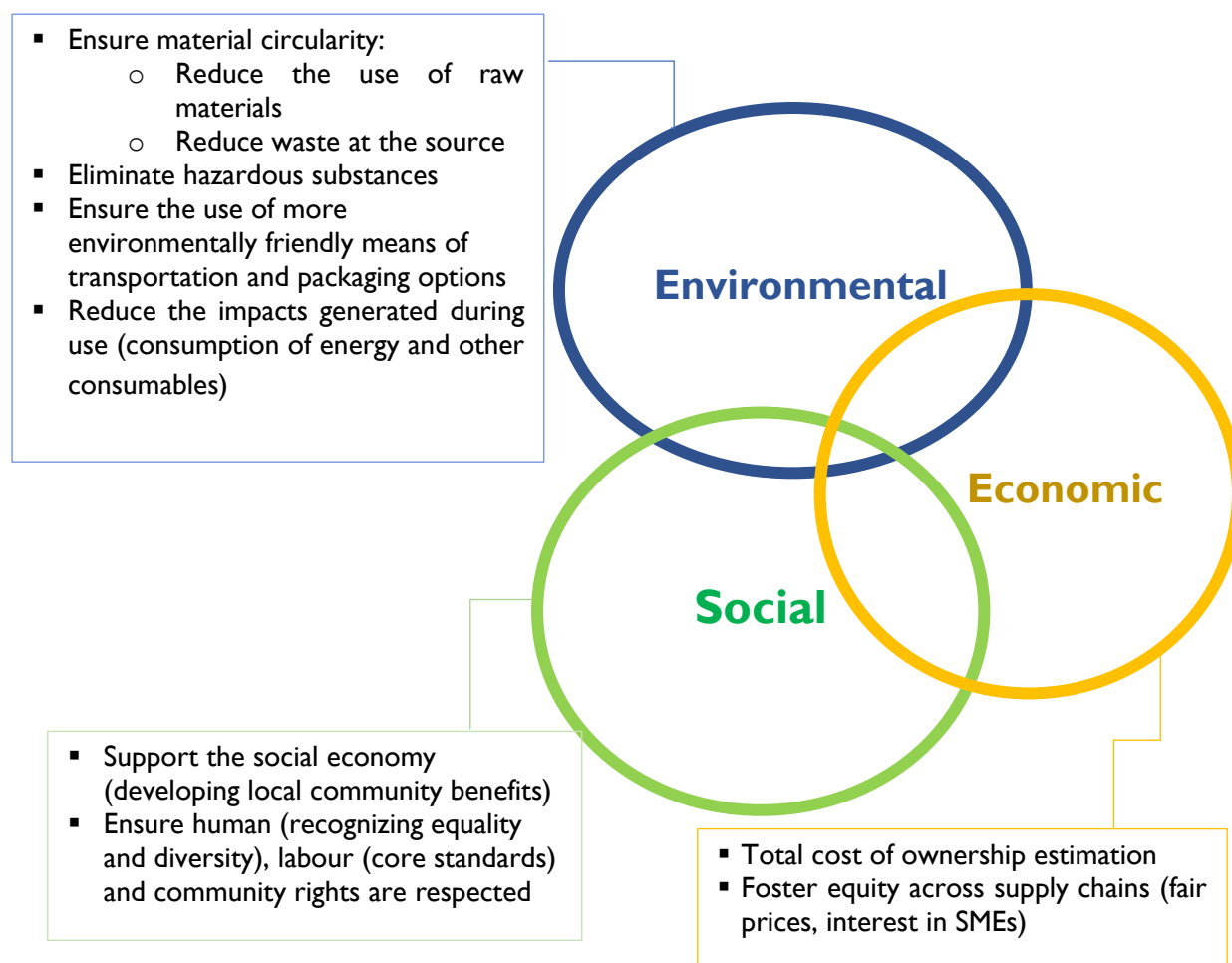
¹³http://rppa.gov.rw/fileadmin/files/Legal%20Instruments/Laws/Law_No_62_2018_of_25_08_2018_Governing_Public_Procurement.pdf

¹⁴ World Bank (May 2020): MAPS, Rwanda Assessment of the Public Procurement system, Volume I, Main Report,

informed by global development aspirations¹⁵ and gives more weight on sustainability elements such as environment and social safeguard measures that are among the fundamental areas of SDGs.

Public Procurement, by way of Sustainable Procurement (SP) or Green Procurement¹⁶ (GP), has been identified by the RPPA as one conduit which can greatly assist in attaining those global development aspirations. Hence, during the implementation of the new strategic plan, there's a need to prepare and inform the public procurer enhancing green tender (Figure 2). This will inform the update green public procurement policy draft from the needs assessment.

Figure 2: Three pillars of Sustainable public procurement



Public procurement is the core activity of all sorts of development policy implementations. Government consumption accounts for a sizeable part of economic activity and demand. The annual public-sector procurement budget provides the public sector with considerable leverage to stimulate the public-sector consumptions favoring goods, works and services using fewer resources, and less harmful to the environment. Better policies and strategies on green procurement and sustainable use of resources help favorable impact on our environment and life. Traditional procurement has focused upon value for money considerations. Hence, the aim of establishing Green Public Procurement strategies is to promote GPP and ensure that the purchased goods and services would

¹⁵ Employment, research and development, climate change and sustainability, education and fighting poverty and social exclusion.

¹⁶ Green public procurement (GPP) is a public procurement, which integrates environmental considerations in the public procurement process and takes into the account the entire lifecycle of the product or service. Also, it is considered to be appropriate and one of the most useful tools seeking to reduce negative impacts on the environment, promoting social responsibility, and contributing to the economic development.

be as environmentally friendly as possible and help human health better by making our planet green and pollution free for human and other living creatures.

Challenges affecting sustainable procurement are that it is a new ideas and concepts often face challenges to its introduction and use. Surmounting these challenges will determine whether they are successful or not. Sustainable procurement is no different. Implementing sustainable procurement practices will be a challenge facing all businesses in the public sector and this requires further investigation as a potential barrier to sustainable procurement.

There number of obstacles to successfully implementing green public procurement, including in particular:

- *The perception that green products and services may be more expensive than conventional ones*
- *Public officials' lack of technical knowledge on integrating environmental standards in the procurement process*
- *The absence of monitoring mechanisms to evaluate if green public procurement achieves its goals*
- *Lack of long-term planning and higher costs/prices resulting from the option for sustainable items*
- *Lack of methods to measure sustainability and Lack of knowledge about the social and environmental impacts of sustainable products*
- *Lack of procurers and suppliers training and education to adopt Sustainable Public Procurement*
- *Lack of organizational culture to support Sustainable Public Procurement (SPP): the generalization of the application of sustainable criteria in the procurement process represents a common challenge for all the professionals involved in the acquisition of products and services for the Public Power, who must be willing to remodel their traditional concepts of purchase.*
- *Lack of government incentives: Incentive policies are considered valid and direct methods of accelerating the adoption of sustainable systems.*
- *Perception that the option for sustainable items can restrict competition: there is a false perception that the exclusion of companies from a bidding process due to the non-compliance of one or more sustainable clauses imposed by the Government represents a restriction to the competitiveness of the event.*

However, Rwanda should increasingly recognize that green public procurement can be a major driver for innovation, providing industry with incentives for developing environment-friendly works, products and services, particularly in sectors where public purchasers represent a large share of the market, such as construction, health services or public transport.

The framework is based on the following six dimensions for successful green public procurement implementation:

1. Setting a green public procurement legal and policy framework to assist buying entities in incorporating green public procurement in their procurement procedures.
2. Planning green public procurement, including understanding market capacity and available technical solutions as well as assessing green public procurement costs and benefits.

RPPA should provide valuable guidance on ways of engaging with the supply market as well as on how authorities may use life-cycle costs evaluation in their cost-benefit analysis.

3. Introducing environmental standards in the technical specifications, procurement selection and award criteria, as well as in contract performance clauses.

Enhance credible standards determining what products or services count as green, such as, for example, eco-labels, are core conditions to reach environmental goals.

4. Professionalizing green public procurement and increasing know-how and skills. Rwanda has acted and implements various environmental pacts, and practices unanimous in the green public procurement and it requires specialized knowledge and skilled multidisciplinary teams.

5. Raising awareness on green public procurement solutions and their benefits with buyers, businesses and the civil society. A focused effort on getting the right messages across to government procurement officials and the general public can have a significant impact on the success of green public procurement. RPPA and government should encourage and engage businesses to develop green solutions and increasing citizens' trust in the achievements of green policies.

6. Monitoring the results of green public procurement and providing a feedback loop into policy and regulation.

3.2.5 UMUCYO e-Procurement system enhancement

From 2017, the GoR has developed and rolled-out e-Procurement System across the entire country from national level to districts and sub-districts which is the first of its kind in the Africa Region where the Electronic Government Procurement (e-GP) is rolled out across all agencies, at all levels, covering all procurement categories and covering end-to-end procurement process.¹⁷

According to the Quality Assurance Mission Report¹⁸, with the e-Government Procurement System, the GoR envisioned streamlining public procurement transactions for efficient government service delivery in accordance to industry practices. The outcomes envisaged from the implementation of e-Government Procurement System were as follows:

- Reduce risks of corruption in public procurement by reducing physical contact between suppliers and government officials;
- Reduce public procurement time and cost by using online processing for the entire procurement process;
- Ensure efficiency of public procurement with the standardization of electronic documents, supplier registration, goods and services information;
- Establish a single channel and portal for public procurement contracts;
- Achieve value for money for government by enabling easy access to sufficient information on products and suppliers.

Despite the progress registered in e-procurement, the WB report has pointed out some challenges including the fact that the PPL and PP Regulations do not set out a comprehensive list of the records to be maintained either for paper-based or electronic procurement, and there are no document retention policies or comprehensive security protocols. In addition, there is currently a lack of clear alignment between the PPL, PP Regulations, and the use of the e-procurement system¹⁹.

Furthermore, the OAG IT Audit report²⁰ revealed that the Umucyo e-procurement has no business continuity, disaster recovery plan, disaster recovery site, the system allows PEs to award tenders using inappropriate procurement methods, delay in updating the system with debarment information and weak control, among other findings.

Nevertheless, UMUCYO e-procurement system has been important instrument in promoting transparency and fairness in public procurement. The sustainability of the UMUCYO e-Procurement

¹⁷ RPPA, 2020, Performance assessment of Public procurement, Volume I report.

¹⁸ First QAG Mission for Umucyo Report,

¹⁹ World Bank (May 2020): MAPS, Rwanda Assessment of the Public Procurement system, Volume I, Main Report

²⁰ OAG: IT audit report of Rwanda online e-procurement system, January 2021

system shall be ensured among other management information systems that promote efficiency in Rwanda's public procurement.

3.2.6 Monitoring and compliance

“Monitoring” is “an intermittent (regular or irregular) series of observations in time, carried out to show the extent of compliance with a formulated standard or degree of deviation from an expected norm”. In the context of procurement, it refers to the process of regular follow up showing the level of compliance with the public procurements legal and professional requirements²¹. RPPA's core mandate is to follow up compliance and enforcement of public procurement processes with the laws and procedures of public finance management and international standards. Systems and procedures must be established, operationalized, and monitored to ensure they are adhered to. Despite efforts made in this direction, monitoring and compliance still suffers from some difficulties related in particular to:

- Lack of clearly defined mechanisms or monitoring framework of public procurement in Rwanda.
- Challenges to conduct risk-based monitoring by procuring entities due to the complexity around the process.
- Lack of clear procurement monitoring indicators.
- Lack of software to facilitate the process procurement monitoring is done manually out of e-procurement system.
- Persistence cases of lack of transparency, accountability, fairness, fraud and corruption in public procurement due to weak monitoring system.
- Difficulties to monitor offline tenders awarded out of umucyo e-Procurement system. All reports of offline tenders are submitted manually using e-mails and it is not easy to monitor and track their payment and effective implementation of Made in Rwanda.
- Lack of comprehensive guideline to enforce effective implementation of Made in Rwanda, this makes difficulties to monitor its implementation though public procurement for online and offline tenders
- Lack of awareness and enforcement mechanism of existing provisions of laws and regulations governing public procurement in line of made in Rwanda policy.
- Lack of clear and well-defined contract management framework for public procurement in Rwanda, including payment of invoices. It is seen that the PPL has extensive provisions on Contract Execution (Chapter III Article 91 to 149 of PPL 2018). It is expected that all these provisions are reflected in respective procurement contracts.
- Categorization is still weak due to problems related to its process which is not automated and it took time to have confirmation about the provided references, companies requesting clarifications and delay to provide them, and other companies do not have required expertise and complains about the lease agreements acceptance.
- Existing categorization manuals and tools are not updated, exhaustive and don't have accurate data and information (e.g. manual for categorization of consulting firms operating in the field of building and civil engineering works).
- Some Bidders do not comply with all requirements containing in the current categorization manual due to their lower capacity.
- Absence of legal provisions requiring the mandatory use and monitoring of reference prices in public procurement
- Delay in publication of the list of reference price due to long process of approval of the reference price.

²¹ KIPKEMBOI C, Monitoring of Public Procurement by Civil Society Organizations, accessed on [MONITORING OF PUBLIC PROCUREMENT BY CIVIL SOCIETY ORGANIZATIONS \(tisa.or.ke\)](https://tisa.or.ke)

- Lack of specific guidance on how and when poor contract performance may lead to debarment, and debarment grounds linked to criminal activities and corruption are insufficiently specified. The periods for debarment appear to be rather long or disproportionate in some cases.

3.2.7 Information and public awareness

Information and general awareness on public procurement is an important factor in the procurement process to ensure the communication linkage between bidders and procuring entities, on the one hand, and between the two and RPPA on the other hand. Despite the efforts made by RPPA to ensure wide communication on public tenders by publishing them through e-procurement system and the use of its website, the organizational review pointed out certain limitations related in particular to:

- Low level of awareness among the general public about public procurement including local population, SMEs, local business entrepreneurs, Media, CSOs, judicial, investigation and prosecution organs, NGOs and DPs, HLLs, women and young investors, and influencers of green procurement.
- Absence of structured mechanism and strategies of working with HLLs to raise awareness on procurement education programs with the aim of promoting future generation in public procurement.

3.2.8 RPPA organizational management

The backbone for implementation of this strategy hinges on RPPA's organizational management capacity building and development to offer systems, resources, and strategic direction. Deliberate and sustained capacity building strategies have to be taken to empower and equip RPPA staff and management with all necessary skills to effectively deliver. Challenges are observed in terms of numbers of staff, IT equipment, etc.

3.3 RPPA Strategic Plan Implementation Matrix

Table 7: Strategic Plan Implementation Matrix

Strategy	Activities	Indicators / KPIs	Implementing Actors	Timeline	Annual Targets				
					Year 1	Year 2	Year 3	Year 4	Year 5
Strategic Pillar 1: Legal, Regulatory and Policy Framework									
Strategic Objective 1: To strengthen the public procurement legal & regulatory framework									
Outcome 1: Public procurement legal and regulatory framework strengthened									
S.I.1 Reviewing and developing public procurement legal framework instruments	Develop public procurement policy (including sustainable procurement and made in Rwanda).	Approved public procurement policy	DG, DM, E-procurement Unit, Legal Affairs Officer, Litigation and Investigation Specialist, E-procurement	By June 2022 and continuous		100%			
	Revise PPL and its regulations	Reviewed and published PPL	DG, DM, Legal Affairs Officer, Litigation and Investigation Specialist	By June 2023		100%			
	Identify and publish the list of commercial public institutions operating under special procurement regulations	published list of commercial public institutions	DG, DM, Legal Affairs Officer, Litigation and Investigation Specialist	December 2021	100%				
	Review various special procurement regulations of commercial public institutions to ensure compliance with the PPL provisions.	Number of commercial public institutions with approved special procurement regulations	DG, DM, Legal Affairs Officer, Litigation and Investigation Specialist	'By December 2022'		100%			
	Review the current PPL and indicate competent jurisdictions/courts to rule on procurement cases	Reviewed and published PPL	DG, DM, Legal Affairs Officer, Litigation and Investigation Specialist	By June 2023		100%			

Strategy	Activities	Indicators / KPIs	Implementing Actors	Timeline	Annual Targets				
					Year 1	Year 2	Year 3	Year 4	Year 5
	Review PPL and its regulations to include provisions on the implementation of sustainable procurement	Reviewed and published PPL	DG, DM, Legal Affairs Officer, Litigation and Investigation Specialist	By June 2023		100%			
	Review existing SBDs, identify and develop new SBDs based on the current trend and market needs	Reviewed and published PPL	DG, DM, Legal Affairs Officer, Litigation and Investigation Specialist	By June 2023		100%			
	Review and update the existing procurement user guides for all tender types and identify and develop new procurement user guides based on the market needs	Reviewed and published PPL	DG, DM, Legal Affairs Officer, Litigation and Investigation Specialist	By June 2023		100%			
Strategic Pillar 2: Capacity Building and Professionalization									
Strategic Objective 2: To build institutional capacity and equip actors involved in public procurement with requisite knowledge and skills on public procurement									
Outcome 2: Institutional capacity and staff involved in public procurement enhanced									
S.2.1 Strengthen capacity building for actors involved in public procurement in order to improve efficiency	Develop and implement public procurement capacity building policy	Approved capacity building policy	DG, Research, Capacity Development and Monitoring Division	By August 2023			100%		
	Conduct a holistic capacity needs assessment and develop 5 years capacity	Approved holistic capacity needs assessment	DG, Research, Capacity Development and Monitoring Division	By June 2023		100%			

Strategy	Activities	Indicators / KPIs	Implementing Actors	Timeline	Annual Targets				
					Year 1	Year 2	Year 3	Year 4	Year 5
	building plan in public procurement	report available							
	Develop procurement curriculum, training modules and materials for basic, intermediate and advanced certified professional training ²²	% of planned procurement curriculum updated and training modules and materials developed and approved	DG, Research, Capacity Development and Monitoring Division, APPR, HLIs, Training Institutions.	By June 2022 and continuous	50%	50%			
	Train procurement practitioners and stakeholders in public procurement	Number of procurement actors trained annually.	DG, Research, Capacity Development and Monitoring Division	Annually	400	600	600	600	600
	Develop Training of Trainers (ToT) professional certification program of RPPA Staff	Number of ToTs trained annually	DG, Research, Capacity Development and Monitoring Division	Continuous	20	20	20	20	20
	Develop digital/online training platform in public procurement.	E-learning platform available and operational	DG, Research, Capacity Development and Monitoring Division	By July 2024			100%		
	Develop partnership agreement with national, regional and international professional bodies offering professional certification in public procurement	% of planned partnerships agreements / collaborations developed and signed	BOD, DG, DM, DAF, Legal Advisor, Litigation and Investigation Specialist	By June 2023 and continuous		50%	50%		
	Conduct impact	Training impact	DG, Research, Capacity	Bi-annual		50%		50%	

²² Basic level = Introductory training

Intermediate level = Professional enhancement training

Advanced level = Certified professional training

Strategy	Activities	Indicators / KPIs	Implementing Actors	Timeline	Annual Targets				
					Year 1	Year 2	Year 3	Year 4	Year 5
	assessment of all training programs (Basic, intermediate and advanced certified professional trainings) offered in public procurement. At least every 2 years after offering training programs	assessment reports approved and available	Development and Monitoring Division						
S.2.2 Enhance provision of advisory services and technical support to PEs and other key players	Develop user guidelines for coaching and mentoring in public procurement	Approved and published guideline for coaching and mentorship t	DG, Research, Capacity Development and Monitoring Division	By December 2022		100%			
	Provide advanced professional certified coaching and mentoring training to RPPA Staff	Number of certified staff	DG, Research, Capacity Development and Monitoring Division	annually		25%	50%	75%	100%
	Extend e-procurement call center to cater for coaching and mentoring activities	E-procurement call center extended to coaching and mentorship services	DG, Research, Capacity Development and Monitoring Division	By August 2022		100%			
S.2.3 Procurement practitioners' professionalization and procurement professional association enhancement	Develop public procurement career path framework, as part of professionalization of procurement profession in Rwanda	Career path framework for public procurement professional developed and approved.	DG, APPR, Research, Capacity Development and Monitoring Division	By May 2024			100%		

Strategy	Activities	Indicators / KPIs	Implementing Actors	Timeline	Annual Targets				
					Year 1	Year 2	Year 3	Year 4	Year 5
	Integrate capacity development Database in UMUCYO e-Procurement System	Capacity building software developed and integrated in UMUCYO E-procurement system	DG, APPR, Research, Capacity Development and Monitoring Division	By June 2023		100%			
Strategic Pillar 3: Partnership and Stakeholders Engagement									
Strategic Objective 3: To leverage and enhance partnerships and collaborations with stakeholders locally, regionally, and internationally									
Outcome 3: Partnerships and collaborations with local, regional, and international stakeholders enhanced									
S.3.1 Establishing strategic linkages, partnerships, and collaborations with key stakeholders	Establish collaboration agreement/MoU with key stakeholders/actors involved in procurement cases investigations and anti-corruption organs	Number of MoUs signed	BoD, DG, Research, Capacity Building and Monitoring Division, Litigation and Investigation Specialist	By Mars 2024 and continuous		3	4		
	Develop RPPA resource mobilization strategy engaging key stakeholder in supporting and financing public procurement programs	Resource mobilization strategy developed and approved	DG, Research, Capacity Building and Monitoring Division.	By June 2023		100%			
	Organize national ITORERO for public procurement in Rwanda.	Number of sessions held	DG, Research, Capacity Building and Monitoring Division.	Bi-annually		1		1	
	Regularly update suppliers and providers registration	Number of suppliers and providers Registered in the	UMUCYO e-procurement system Staff	Annually	4	4	4	4	4

Strategy	Activities	Indicators / KPIs	Implementing Actors	Timeline	Annual Targets				
					Year 1	Year 2	Year 3	Year 4	Year 5
		system							
	Train and sensitize bidders on e-tendering and registration	Number of trainings and sensitization campaign held	UMUCYO e-procurement team	Annually	2	2	2	2	2
Strategic Pillar 4: Green and Sustainable Public Procurement									
Strategic Objective 4: To ensure that public procurement adheres to sustainability and environment protection									
Outcome 4: Green and sustainable public procurement promoted									
S.4.1 Adoption and operationalize green and sustainable public procurement policy and legal framework	Develop a sustainable and green public procurement guideline	Green procurement guideline developed and approved	DG, Research, Capacity Development and Monitoring Division	By December 2022		100%			
S.4.2 Establishing standards determining what products or services count as green in public procurement.	Integrate sustainable and green procurement requirements in the technical specifications, procurement selection and award criteria, as well as in contract performance clauses	Green requirements incorporated in procurement SBD	DG, Research, Capacity Development and Monitoring Division	By June March 2026			100%		
	Train a wide range of Procurement practitioners and suppliers on sustainable green procurement to increase their know-how and skills.	Number of public procurement practitioners trained on sustainable and green	DM, Research, Capacity Development and Monitoring	By June 2023 and Continuous		100	200	300	300

Strategy	Activities	Indicators / KPIs	Implementing Actors	Timeline	Annual Targets				
					Year 1	Year 2	Year 3	Year 4	Year 5
		procurement							
Strategic Pillar 5: UMUCYO e-Procurement system enhancement									
Strategic Objective 5: To ensure that UMUCYO e-procurement system is sustainably tool in Rwanda's public procurement									
Outcome 5: UMUCYO e-Procurement system enhanced									
S5.1 Set up a Project Governance and Monitoring Structure	Strengthen existing e-Procurement Support Team	15 resources persons recruited for Umucyo 2.0	UMUCYO procurement team e-	By June 2022 and Continuous	20%	20%	20%	20%	20%
	Set up a Data and Analytics Team	10 specialized resources persons recruited for UMUCYO 2.0	UMUCYO procurement team e-	By June 2023 and Continuous		25%	25%	25%	25%
	Set up a Business Development Team	3 high skilled resources persons recruited for UMUCYO 2.0	UMUCYO procurement team e-	By June 2023 and Continuous		25%	25%	25%	25%
	Set up an e-Procurement Innovation Hub	Staff with specialized skills recruited	UMUCYO procurement team e-	By June 2023 and Continuous		25%	25%	25%	25%
	Support UMUCYO Coordination Unit	UMUCYO Coordination enhanced	UMUCYO procurement team e-	Annually	20%	20%	20%	20%	20%

Strategy	Activities	Indicators / KPIs	Implementing Actors	Timeline	Annual Targets				
					Year 1	Year 2	Year 3	Year 4	Year 5
S.5.2 Extending e-procurement and other adaptable MIS systems to all Government entities and procurement businesses	Facilitate Knowledge Transfer	UMUCYO Onboarding Pack for Bidders and PEs created and used training	By June 2023 and Continuous	By June 2024 and Continuous			50%	50%	
	Setting up an UMUCYO Contact Centre	A 24 by 7 helpdesk Contact Centre to support operations established and functional	UMUCYO procurement team e-	By May 2024		40%	60%		
	Evolve to UMUCYO 2.0	Umucyo current capabilities enhanced	UMUCYO procurement team e-	By June 2023	20%	20%	20%	20%	20%
	Shift towards sustainable revenue generation models (e-wallet)	UMUCYO e-wallet developed and functional	UMUCYO procurement team e-	By May 2025 and continuous				50%	50%
	Conduct Source Code Review	Umucyo Security weaknesses identified and improvement solutions proposed	UMUCYO procurement team e-	By May 2023		100%			
	Improve Privilege Access Management	100% prevention unauthorized access	UMUCYO procurement team e-	By June 2023 and Continuous		50%	30%	20%	
	Implement Advanced	24/7 security	UMUCYO e-	By June 2023 and		25%	25%	25%	25%

Strategy	Activities	Indicators / KPIs	Implementing Actors	Timeline	Annual Targets				
					Year 1	Year 2	Year 3	Year 4	Year 5
	Logging, Monitoring and Analytics and incident response procedures	capability to automatically detect and block cyber security attacks.	procurement team	Continuous					
	Implementation of Email Security and Security Awareness	100% emails secured from most advanced emails threats.	UMUCYO procurement team e-	By June 2023		100%			
	Data Loss Prevention (DLP) solution	100% of sensitive information protected.	UMUCYO procurement team e-	By June 2024			100%		
	Conduct third party risk management	Risk management report to assess UMUCYO resilience and security level approved	UMUCYO procurement team e-	By May 2023		100%			
	Conduct annual independent security audit	Annual report to assess adequacy of security controls on UMUYCO vis-à-vis emerging threat landscape approved	UMUCYO procurement team e-	Annually	I	I	I	I	I
	Implement Digital Identify and Access	100% prevention unauthorized users	UMUCYO procurement team e-	By June 2023		100%			
	Establish DevOps Program and practices	At least 30% reduction of	UMUCYO procurement team e-	By June 2023 and continuous		40%	30%	30%	

Strategy	Activities	Indicators / KPIs	Implementing Actors	Timeline	Annual Targets				
					Year 1	Year 2	Year 3	Year 4	Year 5
		overall operating costs through accelerated release cycles of Umucyo 2.0							
	Upgrade UMUCYO e-procurement Infrastructure	UMUCYO e-procurement Infrastructure upgraded	UMUCYO e-procurement team	By June 2023	45%	55%			
Strategic Pillar 6: Monitoring and compliance									
Strategic Objective 6: To strengthen performance & compliance monitoring of the public procurement system									
Outcome 6: Performance and compliance monitoring of public procurement strengthened									
S.6.I Enhancing monitoring and risk management in public procurement system	Develop public procurement monitoring framework (PPMF)	Approved PPMF	DG, Research, Capacity Development and Monitoring Division	By Sept 2022		I			
	Organize regular procurement monitoring	Number of tenders monitored per year	DG, Research, Capacity Development and Monitoring Division	Annually	250	250	250	250	250
	Review existing procurement monitoring operations manual	Reviewed and Approved procurement monitoring manual	DG, Research, Capacity Development and Monitoring Division	By June 2023		I			
	Develop risk management procedures manual, and risk register.	Approved risk management procedures manual	DG, Research, Capacity Development and Monitoring Division	By June 2023		I			

Strategy	Activities	Indicators / KPIs	Implementing Actors	Timeline	Annual Targets				
					Year 1	Year 2	Year 3	Year 4	Year 5
	Conduct risk-based monitoring at planning, publication, evaluation and award process and develop related indicators.	Indicators and annual risk management reports available	DG, Research, Capacity Development and Monitoring Division	Annually	1	1	1	1	1
	Build Capacity in Performance Monitoring on Public Procurement for RPPA officers	Number of RPPA staff trained	DG, Research, Capacity Development and Monitoring Division	Bi-annually		100%			
S.6.2 Improving and enforcing the effective implementation of made in Rwanda in public procurement	Develop comprehensive made in Rwanda monitoring framework and guidelines to enforce its implementation through public procurement	Made in Rwanda guidelines developed and approved	DG, Research, Capacity Development and Monitoring Division	By May 2023		40%	60%		
	Conduct research surveys to identify local goods, products and construction materials supplied in public procurement based on industrial sector	Survey reports produced and approved	DG, Research, Capacity Development and Monitoring Division	Bi-annual		100%		100%	
S.6.3 Strengthening and enhancing contract management including invoice payment	Monitor procuring entities on contract management compliance, especially large and complex contracts.	Number of tenders monitored per year	DG, Research, Capacity Development and Monitoring Division	Annually	250	250	250	250	250
S.6.4 Conduct evidence-based research to	Develop procurement research guidelines and procedures manual in	Procurement research guidelines	DG, Research, Capacity Development and Monitoring Division	By June 2023		100%			

Strategy	Activities	Indicators / KPIs	Implementing Actors	Timeline	Annual Targets				
					Year 1	Year 2	Year 3	Year 4	Year 5
inform policy actions and practice in public procurement	public procurement	developed and approved							
	Collaborate with RGB in conducting annual citizen report card to assess and ascertain the levels of community satisfaction with regard to public procurement	Number of Citizen report card published annually	DG, Research, Capacity Development and Monitoring Division	By June 2023 and June 2025		1		1	
	Conduct procurement research on all issues and challenges affecting tender for works and consultancy in the field of building and construction	Number of research reports published	DG, Research, Capacity Development and Monitoring Division	By June 2023 and June 2026		1			1
S.6.5 Improving categorization process and management	Review of Categorization Manuals	Categorization manual approved	DG, Research, Capacity Development and Monitoring Division	By June 2022	100%				
	linking RSB standards system and RPPA E-procurement system to avoid possible false information	Linkage between RPPA E-procurement and RSB standards system established	DG, Research, Capacity Development and Monitoring Division	By June 2023 and continuous		60%	40%		
	Link the RPPA E-procurement system with professional Bodies	Linkage between RPPA E-procurement and	DG, Research, Capacity Development and Monitoring Division	By June 2023 and continuous		60%	40%		

Strategy	Activities	Indicators / KPIs	Implementing Actors	Timeline	Annual Targets				
					Year 1	Year 2	Year 3	Year 4	Year 5
	systems to avoid possible false information.	professional bodies systems established							
S.6.6 Improving the reference price process, monitoring and data management for all types of tenders.	Support the rollout of electronic Use of Reference Prices in Public Procurement	Software developed and functional.	DG, Research, Capacity Development and Monitoring Division	By December 2021 and Continuous	30%	35%	35%		
	Operationalization of reference price database management (Regular publication of reference price for construction materials, supply, consultancy and non-consultancy services)	Database developed and functioning.	DG, Research, Capacity Development and Monitoring Division	By June 2023		100%			
S.6.7 Improving management of debarment process in public procurement	Develop debarment and appeal user's guide.	User guide developed and approved	DG, Research, Capacity Development and Monitoring Division	By June 2023		100%			
Strategic Pillar 7: Information and Public Awareness									
Strategic Objective 7: To strengthen RPPA organizational image through information and public awareness									
Outcome 7: RPPA organizational image strengthened									
S.7.1 Improving the public image of RPPA in	Develop and implement branding and communication strategy	RPPA branding and communication	DG, DM, DAF, UMUCYO e-procurement Unit, PR	By September 2023			1		

Strategy	Activities	Indicators / KPIs	Implementing Actors	Timeline	Annual Targets				
					Year 1	Year 2	Year 3	Year 4	Year 5
delivering oversight public procurement mandate	and implementation plan emphasizing on all categories of stakeholders involved in public procurement.	strategy available and approved	and Communication Officer						
	Organize regular citizen/customer satisfaction surveys (at list once in two years).	At least 2 surveys conducted and published	DG, DM, DAF, UMUCYO e-procurement Unit, PR and Communication Officer	Bi-annually		1		1	
	Organize monthly public procurement day.	Number of procurement days held	DG, Research, Capacity Development and Monitoring Division, PR and Communication Officer	Annually	12	12	12	12	12
	Develop periodic press release on public procurement	Number of press release produced annually	DG, Research, Capacity Development and Monitoring Division, PR and Communication Officer	Annually	4	4	4	4	4
	Create an open window to get comments and feedback from general public on services rendered by RPPA and in public procurement in general.	Open window created and used	DG, DM, UMUCYO e-procurement Unit, PR and Communication Officer	By June 2023		100%			
S.7.2 Raising awareness on procurement education programs to promo future	Develop a specific mechanism/ partnership with HLIs to promote public procurement education	MoU or agreement signed	DG, Research, Capacity Development and Monitoring Division	By June 2023		100%			

Strategy	Activities	Indicators / KPIs	Implementing Actors	Timeline	Annual Targets				
					Year 1	Year 2	Year 3	Year 4	Year 5
generation in public procurement.									
	Develop and implement internship and career development program in public procurement with HLIs having procurement in their education programs.	Internship program developed and approved	DG, Research, Capacity Development and Monitoring Division.	By June 2023			100%		
	Organize debates and special quiz about public procurement in HLIs having procurement in the education programs	Number of debates organized	DG, Research, Capacity Development and Monitoring Division, PR and Communication Officer	By June 2023 and Continuous		2	2	2	2
Strategic Pillar 8: RPPA Organizational management capacity									
Strategic Objective 8: To strengthen RPPA organizational management capacity and systems to effectively deliver on its mandate									
Outcome 8: RPPA organizational management capacity and systems to effectively deliver on its mandate strengthened									
S.8.1. Review and implement RPPA organization structure for efficient functioning of its organs	Strengthen RPPA staffing capacity (adding 8 staff in the capacity development, contract management, procurement monitoring, reference price and investigation at 3.II Job Classification Level, with 500 Index Value).	RPPA structure reviewed and approved and staffed	BoD, DG, Research, Capacity Development and Monitoring Division, DAF	Annually	100%	100%	100%	100%	100%
	Strengthen IRP staffing capacity (adding 2 staff at 3.II Job Classification Level, with 500 Index Value)	RPPA structure reviewed and approved and staffed	BoD, DG, Research, Capacity Development and Monitoring Division, DAF	Annually	100%	100%	100%	100%	100%

Strategy	Activities	Indicators / KPIs	Implementing Actors	Timeline	Annual Targets				
					Year 1	Year 2	Year 3	Year 4	Year 5
	Financial support to operationalize APPR activities and establish the Executive Secretariat.	Number of staff trained	DG, DM, DAF, UMUCYO e-procurement Unit, IRP	By June 2023 and Continuous	100%	100%	100%		
	Revise the law governing RPPA and determining its mandate, mission and functioning to reflect new the current situation.	Revised Law published	DG, Research, Capacity Development and Monitoring Division, Investigation and Litigation Specialist	By December 2021	100%				
S.8.2 Enhancing institutional and human capacity to ensure effectiveness of the institution.	Conduct institutional capacity needs assessment and develop institutional capacity development plan.	RPPA institutional capacity needs assessment and institutional capacity development plan report produced and approved	DM Research, Capacity Development and Monitoring Division	By April 2022	100%				
	Develop RPPA employee capacity building strategy and its implementation plan	RPPA Capacity building strategy and implementation plan produced and approved	DG, DM, DAF, UMUCYO e-procurement Unit, IRP	By Mars 2023		100%			
S.8.3 Improving managerial and communication skills of RPPA senior managers and staff	Hire a national consultant to train RPPA staff and managers on communication and decision making (Communicating effectively - Dealing with Power and Dynamics in Teams and	Number of staff trained	DG, Research Capacity Development and Monitoring Division.	By June 2024 and continuous			50%	50%	

Strategy	Activities	Indicators / KPIs	Implementing Actors	Timeline	Annual Targets				
					Year 1	Year 2	Year 3	Year 4	Year 5
	Networks - effective decision making (dealing with business Complexity) - Managing building adaptation of a sustainable communication approach.								
	Hire a national consultant to train RPPA staff and managers in live to lead	Number of staff trained	DG, Research Capacity Development and Monitoring Division.	By June 2023		100%			
S.8.4 Enhancing IT equipment and infrastructure to support RPPA Business.	Purchase IT equipment, especially laptop of high quality	% of planned laptop purchased	DG, DAF, IT Team and Logistics	By May 2023		100%			
	Renew RPPA network Infrastructure	% increase of RPPA offices covered by internet bandwidth of high speed	DG, DAF, IT Team and Logistics	By May 2023		100%			
	Develop and maintain software applications to support RPPA Business	% of planned software developed and maintained	DG, DAF, IT Team and Logistics	By May 2023 and Continuous		100%	100%	100%	100%

3.4 Strategic Plan Assumption and Risks

In addition to the Strategic plan implementation matrix, RPPA has conducted a thorough risk assessment in order to identify possible risks and their mitigation strategies, as well as regular monitoring and management activities to be carried out during the Strategic Plan period. Risks and its mitigation factors are well determined in order to monitor and control throughout all the operational and work plans during the implementation of the RPPA Strategic Plan 2021/2022-2025/2026.

The risk analysis spells out the rating level of envisaged risk (**low, medium, or high**) and the likelihood of the risk to happen (**likely, probable, or unlikely**). The table 8 below illustrates how risks have been analyzed and mitigation factors identified.

Table 8: Risks analysis and Mitigation

Nº	Identified Risks	Risk Category	Risk Analysis				Mitigation factors	Lead Actors
			Causes	Likelihood	Impact	Rating		
1.	Stakeholder disengagement	Stakeholder risk	Failure to meet stakeholder requirements	probable	High	High	- Continuous engagement with all stakeholders. - Timely submission of stakeholders requests and reports; - Full and timely accountability of stakeholder's funds.	Senior Management/ Board of Directors
2.	Lack of funding for strategic initiatives	Financial risk	Failure to implement the identified strategic priorities	Unlikely	High	High	- Resource mobilization - Re-prioritization and budget cutting	Senior Management/ Board of Director
3.	Government shift in policy	Political risk	Policy shift focusing on other priority areas	Probable	High	High	- Aligning strategic areas to National Strategy for Transformation (NSTI) priorities - Satisfactory performance in internal and external Audits	Senior Management/ Board of Director
4.	Continued impact of the COVID – 19 global pandemic	Global risk	Covid-19 has affected almost every aspect of life locally and globally	Likely	High	High	- Designing Covid-19 adoptive measures - Sensitization on the prevention of Covid-19 - Automation of processes so as to facilitate public procurement	DG, Senior Management, Board of Director

3.5 Assumptions for Successful Implementation of the Strategic Plan

For the RPPA strategic plan to be effectively elaborated and implemented, there are a couple of success factors that must be put in place and ensured to offer conditions for its implementation. The following assumptions should be in place:

1. Continued government funding
2. Adoption to the new normal of doing business in light of COVID–19 pandemic and after effects
3. Political goodwill and buy in
4. Continued inter-agency collaborations and partnership to strengthen public procurement in Rwanda
5. Availability of adequate resources i.e. human resources, financial
6. Leadership commitment to execute the Strategic Plan
7. Continued public trust (public image of RPPA)
8. A robust system and frameworks to monitor and implement the strategic plan

3.6 Financial Requirements and Mobilization

This section will present the estimated budget that will be required by RPPA in implementing the strategic plan over the five-year period, as detailed in table 9, and the resource mobilization strategies.

3.6.1 Budget Estimation

Table 9: Financial Resource Requirement

Pillar	Objective	Outcome	Activities	Year 1	Year 2	Year 3	Year 4	Year 5	Total
Legal, Regulatory and Policy Framework	To strengthen the public procurement legal, regulatory and policy framework	Public procurement legal, regulatory and policy framework strengthened	Develop public procurement policy (including sustainable procurement and made in Rwanda).		40,000				40,000
			Revise PPL and its regulations		39,600				39,600
			Identify and publish the list of commercial public institutions operating under special procurement regulations	10,000					10,000
			Review various special procurement regulations of commercial public institutions to ensure compliance with the PPL provisions.		25,000				25,000
			Review the current PPL and indicate competent jurisdictions/courts to rule on procurement cases		0				0
			Review PPL and its regulations to include provisions on the implementation of sustainable procurement		0				0
			Review existing SBDs, identify and develop new SBDs based on the current trend and market needs		25,000				25,000
			Review and update the existing procurement user guides for all tender		25,000				25,000

Pillar	Objective	Outcome	Activities	Year 1	Year 2	Year 3	Year 4	Year 5	Total
			types and identify and develop new procurement user guides based on the market needs						
			Total	10,000	154,600				164,600
Capacity Building and Professionalization	To build institutional capacity and equip persons involved in public procurement with requisite knowledge and skills on public procurement	Institutional capacity and staff involved in public procurement enhanced	Develop and implement public procurement capacity building policy			39,600			39,600
			Conduct a holistic capacity needs assessment and develop 5 years capacity building plan in public procurement		39,600				39,600
			Develop procurement curriculum, training modules and materials for basic, intermediate and advanced certified professional training ²³	25,500	25,500				51,000
			Train procurement practitioners and stakeholders in public procurement	160,000	240,000	240,000	240,000	240,000	1,120,000
			Develop Training of Trainers (ToT) professional certification program of RPPA Staff	22,400	22,400	22,400	22,400	22,400	112,000
			Develop digital/online training platform in public procurement.			120,000			120,000
			Develop partnership agreement with national, regional and international professional bodies offering professional certification in public procurement		10,000	10,000			20,000

²³ Basic level = Introductory training

Intermediate level = Professional enhancement training

Advanced level = Certified professional training

Pillar	Objective	Outcome	Activities	Year 1	Year 2	Year 3	Year 4	Year 5	Total
			Conduct impact assessment of all training programs (Basic, intermediate and advanced certified professional trainings) offered in public procurement. At least every 2 years after offering training programs		39,600		39,600		79,200
			Develop user guidelines for coaching and mentoring in public procurement		22,500				22,500
			Provide advanced professional certified coaching and mentoring training to RPPA Staff		10,000	10,000	10,000	10,000	40,000
			Extend e-procurement call centre to cater for coaching and mentoring activities		10,000				10,000
			Develop public procurement career path framework, as part of professionalization of procurement profession in Rwanda			39,600			39,600
			Integrate capacity development Database in UMUCYO e-Procurement System		20,000				20,000
			Total	207,900	439,600	41,600	312,000	272,400	1,713,400
Partnership and Stakeholders Engagement	To leverage and enhance partnerships and collaborations with stakeholders locally, regionally, and internationally	Partnerships and collaborations with local, regional, and international stakeholders enhanced	Establish collaboration agreement/MoU with key stakeholders/actors involved in procurement cases investigations and anti-corruption organs		10,000	15,000			25,000
			Develop RPPA resource mobilization strategy engaging key stakeholder in supporting and financing public procurement programs		39,600				39,600

Pillar	Objective	Outcome	Activities	Year 1	Year 2	Year 3	Year 4	Year 5	Total
			Organize national ITORERO for public procurement in Rwanda.		30,000		30,000		60,000
			Strengthen and regularly update supplier and provider registration system, train and sensitize bidders on e-tendering and registration.	5,000	5,000	5,000	5,000	5,000	25,000
			Train and sensitize bidders on e-tendering and registration	20,000	20,000	20,000	20,000	20,000	100,000
			Total	250,000	104,600	40,000	55,000	25,000	249,600
Green and Sustainable Public Procurement	To ensure that public procurement adheres to sustainability and environment protection	Green and sustainable public procurement promoted	Develop a sustainable and green public procurement guideline		40,000				40,000
			Integrate sustainable and green procurement requirements in the technical specifications, procurement selection and award criteria, as well as in contract performance clauses			25,000			25,000
			Train a wide range of Procurement practitioners and suppliers on sustainable green procurement to increase their know-how and skills.		40,000	80,000	120,000	120,000	360,000
			Total	0	80,000	105,000	120,000	120,000	425,000
UMUCYO e-Procurement system enhancement	To ensure that UMUCYO e-procurement system is sustainably tool	UMUCYO e-Procurement system enhanced	Strengthen existing e-Procurement Support Team	345,000	345,000	345,000	345,000	345,000	1,725,000
			Set up a Data and Analytics Team		350,000	350,000	350,000	350,000	1,400,000
			Set up a Business Development Team		69,000	69,000	69,000	69,000	276,000

Pillar	Objective	Outcome	Activities	Year 1	Year 2	Year 3	Year 4	Year 5	Total
	in Rwanda's public procurement		Set up an e-Procurement Innovation Hub		105,000	105,000	105,000	105,000	420,000
			Support UMUCYO Coordination Unit	294,743	294,743	294,743	294,743	294,743	1,473,715
			Facilitate Knowledge Transfer			150,000	150,000		300,000
			Setting up an UMUCYO Contact Centre		80,000	120,000			200,000
			Evolve to UMUCYO 2.0	300,000	300,000	300,000	300,000	300,000	1,500,000
			Shift towards sustainable revenue generation models (e-wallet)				250,000	250,000	500,000
			Conduct Source Code Review		175,000				175,000
			Improve Privilege Access Management		140,000	84,000	56,000		280,000
			Implement Advanced Logging, Monitoring and Analytics and incident response procedures		168,750	168,750	168,750	168,750	675,000
			Implementation of Email Security and Security Awareness		150,000				150,000
			Data Loss Prevention (DLP) solution			330,000			330,000
			Conduct third party risk management		120,000				120,000
			Conduct annual independent security audit		100,000	100,000	100,000	100,000	400,000
			Implement Digital Identify and Access		350,000				350,000
			Establish DevOps Program and practices		60,000	45,000	45,000		150,000
			Upgrade UMUCYO e-procurement IT Infrastructure	150,000	175,000				325,000
Total			1,089,743	2,982,493	2,461,493	2,233,493	1,982,493	10,749,715	
Monitoring and compliance	To strengthen performance & compliance monitoring of	Performance and compliance monitoring of	Develop public procurement monitoring framework (PPMF)		25,000				25,000

Pillar	Objective	Outcome	Activities	Year 1	Year 2	Year 3	Year 4	Year 5	Total
	the public procurement system	public procurement strengthened	Organize regular procurement monitoring	15,000	15,000	15,000	15,000	15,000	75,000
			Review existing procurement monitoring operations manual		25,000				25,000
			Develop risk management procedures manual, and risk register.		25,000				25,000
			Conduct risk-based monitoring at planning, publication, evaluation and award process and develop related indicators.	25,000	25,000	25,000	25,000	25,000	125,000
			Build Capacity in Performance Monitoring on Public Procurement for RPPA officers		100,000				100,000
			Develop comprehensive made in Rwanda monitoring framework and guidelines to enforce its implementation through public procurement		32,883	49,324			82,207
			Conduct research surveys to identify local goods, products and construction materials supplied in public procurement based on industrial sector		35,000		35,000		70,000
			Monitor procuring entities on contract management compliance, especially large and complex contracts.	10,000	10,000	10,000	10,000	10,000	50,000
			Develop procurement research guidelines and procedures manual in public procurement		25,000				25,000
			Collaborate with RGB in conducting annual citizen report card to assess and ascertain the levels of community satisfaction with		40,000		40,000		80,000

Pillar	Objective	Outcome	Activities	Year 1	Year 2	Year 3	Year 4	Year 5	Total
			regard to public procurement						
			Conduct procurement research on all issues and challenges affecting tender for works and consultancy in the field of building and construction		40,000			40,000	80,000
			Review of Categorization Manuals		150,000				150,000
			linking RSB standards system and RPPA e-procurement system to avoid possible false information		24,000	16,000			40,000
			Link the RPPA E-procurement system with professional Bodies systems to avoid possible false information.		24,000	16,000			40,000
			Support the rollout of electronic Use of Reference Prices in Public Procurement	100,000	100,000	100,000			300,000
			Operationalization of reference price database management (Regular publication of reference price for construction materials, supply, consultancy and non-consultancy services)		10,000				10,000
			Develop debarment user’s guide.		25,000				25,000
			Total	150,000	730,883	231,324	125,000	90,000	1,327,207
Information and Public Awareness	To strengthen RPPA organizational image through information and	RPPA organizational image strengthened	Develop and implement branding and communication strategy and implementation plan emphasizing on all categories of stakeholders involved in			30,000			30,000

Pillar	Objective	Outcome	Activities	Year 1	Year 2	Year 3	Year 4	Year 5	Total
	public awareness		public procurement.						
			Organize regular citizen/customer satisfaction surveys (at list once in two years).		30,000		30,000		60,000
			Organize monthly public procurement day.	12,000	12,000	12,000	12,000	12,000	60,000
			Develop periodic press release on public procurement	12,000	12,000	12,000	12,000	12,000	60,000
			Create an open window to get comments and feedback from general public on services rendered by RPPA and in public procurement in general.		15,000				25,000
			Develop a specific mechanism/ partnership with HLLs to promote public procurement education		15,000				15,000
			Develop and implement internship and career development program in public procurement with HLLs having procurement in their education programs.			25,000			25,000
			Organize debates and special quiz about public procurement in HLLs having procurement in the education programs		10,000	10,000	10,000	10,000	40,000
			Total	24,000	94,000	89,000	64,000	34,000	305,000
RPPA Organizational management	To strengthen RPPA organizational management capacity and	RPPA organizational management capacity and systems to	Strengthen RPPA staffing capacity (adding 8 staff in the capacity development, contract management, procurement monitoring, reference price and investigation at 3.II Job Classification Level, with 500 Index Value).	94,336	94,336	94,336	94,336	94,336	471,680

Pillar	Objective	Outcome	Activities	Year 1	Year 2	Year 3	Year 4	Year 5	Total
	systems to effectively deliver on its mandate	effectively deliver on its mandate strengthened	Strengthen IRP staffing capacity (adding 2 staff at 3.II Job Classification Level, with 500 Index Value)	23,584	23,584	23,584	23,584	23,584	117,920
			Financial support to operationalize APPR activities and establish the Executive Secretariat.	300,000	300,000	300,000			900,000
			Revise the law governing RPPA and determining its mandate, mission and functioning to reflect new the current situation.	15,000					15,000
			Conduct institutional capacity needs assessment and develop institutional capacity development plan.	30,000					30,000
			Develop RPPA employee capacity building strategy and its implementation plan		30,000				30,000
			Hire a national consultant to train RPPA staff and managers on communication and decision making (Communicating effectively - Dealing with Power and Dynamics in Teams and Networks - Effective decision making (dealing with business Complexity) - Managing building adaptation of a sustainable communication approach.			5,000	5,000		10,000
			Hire a national consultant to train RPPA staff and managers in live to lead		5,000				5,000
			Purchase IT equipment, especially laptop of high quality		11,560				11,560

Pillar	Objective	Outcome	Activities	Year 1	Year 2	Year 3	Year 4	Year 5	Total
			Renew RPPA network Infrastructure		50,000				50,000
			Develop and maintain software applications to support RPPA Business		35,000	35,000	35,000	35,000	140,000
			Total	462,920	819,480	457,920	157,920	152,920	2,051,160

Summary of Estimated Budget

Table 10: Summary of 5-years estimated Budget

N°	Pillars	Year					Total
		Year 1	Year 2	Year 3	Year 4	Year 5	
1	Legal and Regulatory Framework	10,000	154,600	0	0	0	164,600
2	Capacity Building and Professionalization	207,900	439,600	41,600	312,000	272,400	1,713,400
3	Partnership and Stakeholders Engagement	250,000	104,600	40,000	55,000	25,000	249,600
4	Green and Sustainable Public Procurement	0	80,000	105,000	120,000	120,000	425,000
5	UMUCYO e-Procurement system enhancement	1,089,743	2,982,493	2,461,493	2,233,493	1,982,493	10,749,715
6	Monitoring and compliance	150,000	730,883	231,324	125,000	90,000	1,327,207
7	Information and Public Awareness	24,000	94,000	89,000	64,000	34,000	305,000
8	RPPA Organizational management	462,920	819,480	457,920	157,920	152,920	2,051,160
Total		2,194,563	5,405,656	3,426,337	3,067,413	2,676,813	16,770,782

3.6.2 Resource Mobilization Strategy

To realize the required financial resources for the implementation of this Strategic Plan, the consultant in collaboration with RPPA senior management will make a mapping of current and potential sources of financing; this may include funds from Government or/and Development Partners. In addition, the following resource mobilization strategies will be undertaken as part of the Resource Mobilization Strategy:

- **Seeking additional Funds from Government:** this strategy may include plans to lobby for additional resources from the government to address the issue of inadequate number of staff, staff skills enhancement, ICT infrastructure development, insufficient programs funding, etc.
- **Seeking technical and financial support from development partners:** develop resource mobilization strategies to keep usual donors and attract potential ones to facilitate the implementation of the strategic plan.
- **Good management of available resources:** at this level the consultant in collaboration with the senior management team will think about prudential and disciplinary measures to be put in place to ensure better management of available funds. These measures may include inter alia: using ICT in various processes, conducting regular financial risk management, financial management accountability, etc.

3.7 Monitoring and Evaluation

The Monitoring and Evaluation Framework is a tool that is meant to enable RPPA to ensure effective management and accountability of its 202/20221-2025/2026 strategic plan and measure how desired results are realized or not, hence helping managers to make informed decisions. This framework will monitor how planned strategies and activities are implemented, evaluate how making use of outputs produce desired outcomes and consequently realization of desired goals.

Monitoring and Evaluation (M&E) of the Strategic Plan will be conducted in order to measure progress towards the intended Outcomes and targets as planned in the Monitoring and Evaluation Results Matrix (table 11). This phase consists of defining performance indicators, identifying baselines, determining targets, and drafting the M&E Results Matrix for the strategic plan outcomes. In addition to the M & E framework a theory of change will be designed to show how the strategic plan outcomes will impact RPPA achievements and stakeholders.

The Monitoring and Evaluation Results Framework sets out the process and procedures, which RPPA will adopt in order to monitor success in achieving strategic priorities while discharging its responsibilities. The M&E framework provides the way forward to ensure that planned activities are being executed. The framework also incorporate a systematic approach to evaluation and continuous improvement, both of which contribute to sustaining the attainment of RPPA's Vision.

This Strategic Plan will be managed through Monitoring and Evaluation Results Matrix below, which translates the plan into measurable results. Each year the Monitoring and Evaluation Matrix will be used to monitor and report on RPPA's progress against indicators representing its key areas of work and its contribution to the Public Finance Management Sector. This data will be used to communicate achievements and lessons learned in RPPA's Annual Report and it will be further complemented by evidence collected from evaluations. The Strategic Plan will also undergo a mid-

term review and final evaluation to inform the future direction of the Rwanda Public Procurement Authority.

The M & E plan for the strategic plan is necessary to ensure that RPPA has timely, focused objectives and evidence-based information on its performance. RPPA recognizes the monitoring and evaluation system as a fundamental aspect of its functioning. The monitoring and evaluation will utilize a range of data collection methods to ensure adequacy of information both for internal management purposes and for performance monitoring and measurement of RPPA's impact towards improving procurement in Rwanda. Mechanisms to facilitate the monitoring and evaluation activities of RPPA Strategic Plan shall include:

3.7.1 Monitoring and Evaluation

Monitoring and Evaluation (M&E) will have two important aspects in the implementation of this Strategic Plan. The purpose for monitoring will be to ensure that the strategic plan is implemented according to schedule and available resources, measuring if outcomes and targets are being met as planned, and checking if there are any deviations, appropriate and timely actions to be taken will be planned. The M&E will ensure clear linkage between the Strategic Plan, annual action plans, departmental goals and individual goals all leading into the Performance Management Appraisal System to ensure full accountability and progress tracking on implementation of the strategic objectives, initiatives, and activities. Monitoring activities to be planned in the framework will involve the following activities:

3.7.2 Progress Report

Weekly management meeting and weekly report to monitor progress against targets and indicators contained in the annual action plans that have been extracted from the Strategic Plan Implementation Matrix.

Monthly management and departmental progress report indicating departmental progress in implementation of the Strategic objectives, challenges encountered and how these will be overcome. A monthly tracker will be maintained by the Planning, Monitoring and Evaluation Officer and report to the Senior Management Team each month to ensure that the institution is on track with the implementation of the Strategic Plan.

Quarterly Performance Reviews and Quarterly reports will be prepared and submitted by each Department indicating their progress in implementing the Strategic objectives, challenges encountered and how these will be overcome. Quarterly review meetings will be held to track progress and alignment of the Strategic Plan to the institution Planning and Budget framework. This will also involve organizing semi-annual and annual stakeholders' meetings to review the progress, challenges, and issues likely to hinder the achievement of the objectives of this Strategic Plan.

Annual Institutional Performance Reviews and annual report which will take place during the last quarter of the fiscal year, RPPA shall prepare a consolidated annual performance report on the basis of the quarterly reports that have been produced and submitted by departments. The Senior Management Team, in an annual meeting or retreat will review the implementation of key outcome indicators and track progress on achievement in order to recommend corrective actions where deviations, challenges or barriers will be noted in the implementation of the Strategic Plan.

Stakeholder meetings to be held on a semi-annual and annual basis for this purpose and resolutions from these meetings to be used as input for the development of subsequent annual plans of action in line with this strategic plan;

3.7.3 Mid–Term Evaluation

During the third year of implementation RPPA will carry out a mid-term review of the Strategic Plan to gauge the extent of achievement of the intended results. This implementation progress review will cover all RPPA departments. The results of the review will inform decision-makers on appropriate measures to be used to re-arrange the planned activities so as to ensure that the strategic objectives are met within the intended time frame without claiming additional financial resources.

3.7.4 End–Term Evaluation

The final performance report and evaluation will review the five-year Strategic Plan, the focus of this review will be on the final impact and outcomes, their relevance, Efficiency, cost-effectiveness, impact, coherence, and sustainability as well as an analysis of reasons why certain results have been well achieved and not others and to derive lessons learnt for future strategic interventions and initiatives.

3.7.5 Monitoring and Evaluation Results Matrix

This section will describe how progress towards the achievement of outcome indicators will be monitored and evaluated during the strategic plan implementation period. Baseline and targets will be determined to facilitate evaluators in carrying out monitoring and evaluation activities. Achievements from the implementation of the previous RPPA strategic plan 2018-2021 will inform the consultant on the current value of indicators for baseline purpose. For components without current baseline values, the year one score will form the starting baseline of the concerned indicators. The table I I below presents the M&E Results Matrix that will be used.

Table 11: Monitoring and Evaluation Results Matrix

Pillar	Outcome	Activities	Indicators/KPIs	Baseline	Annual Targets				
					Year 1	Year 2	Year 3	Year 4	Year 5
Legal and Regulatory Framework	Public procurement legal and regulatory framework strengthened	Develop public procurement policy (including sustainable procurement and made in Rwanda).	Approved public procurement policy	- Law N°62/2018 of 25/08/2018 Governing Public Procurement; - Ministerial Order N°002/20/10/TC of 19/05/2020		100%			
		Revise PPL and its regulations	Reviewed and published PPL	- Law N°62/2018 of 25/08/2018 Governing Public Procurement; - Ministerial Order N°002/20/10/TC of 19/05/2020		100%			
		Identify and publish the list of commercial public institutions operating under special procurement regulations	published list of commercial public institutions	- Law N°62/2018 of 25/08/2018 Governing Public Procurement; - Ministerial Order N°002/20/10/TC of 19/05/2020	100%				
		Review various special procurement regulations of commercial public institutions to ensure compliance with the PPL provisions.	Number of commercial public institutions with approved special procurement regulations	- Law N°62/2018 of 25/08/2018 Governing Public Procurement; - Ministerial Order N°002/20/10/TC of 19/05/2020		100%			
		Review the current PPL and indicate competent	Reviewed and published PPL	- Law N°62/2018 of 25/08/2018 Governing		100%			

Pillar	Outcome	Activities	Indicators/KPIs	Baseline	Annual Targets				
					Year 1	Year 2	Year 3	Year 4	Year 5
		jurisdictions/courts to rule on procurement cases		Public Procurement; -					
		Review PPL and its regulations to include provisions on the implementation of sustainable procurement	Reviewed and published PPL	- Law N°62/2018 of 25/08/2018 Governing Public Procurement; - Ministerial Order N°002/20/10/TC of 19/05/2020		100%			
		Review existing SBDs, identify and develop new SBDs based on the current trend and market needs	Reviewed and published PPL	- Existing SBDs of 2010		100%			
		Review and update the existing procurement user guides for all tender types and identify and develop new procurement user guides based on the market needs	Reviewed and published PPL	Existing procurement user guide of 2010		100%			
Capacity Building and Professionalization	Institutional capacity and staff involved in public procurement enhanced	Develop and implement public procurement capacity building policy	Approved capacity building policy	TBD			100%		
		Conduct a holistic capacity needs assessment and develop 5 years capacity building plan in public procurement	Approved holistic capacity needs assessment report available	Approved Capacity strategic development plan of public procurement in Rwanda 2020-2025		100%			
		Develop procurement curriculum, training	% of planned procurement curriculum	Existence of introductory training module (2012)	50%	50%			

Pillar	Outcome	Activities	Indicators/KPIs	Baseline	Annual Targets				
					Year 1	Year 2	Year 3	Year 4	Year 5
		modules and materials for basic, intermediate and advanced certified professional training ²⁴	updated and training modules and materials developed and approved	Intermediate training module (2012)					
		Train procurement practitioners and stakeholders in public procurement	Number of procurement actors trained annually.	500 procurement practitioners trained in 2019 (<i>Annual report, January 2020</i>)	400	600	600	600	600
		Develop Training of Trainers (ToT) professional certification program of RPPA Staff	Number of ToTs trained annually	TBD	20	20	20	20	20
		Develop digital/online training platform in public procurement.	E-learning platform available and operational	Existence of introductory training module (2012) Intermediate training module (2012)			100%		
		Develop partnership agreement with national, regional and international professional bodies offering professional certification in public procurement	% of planned partnerships agreements / collaborations developed and signed	Report on consultation meetings with HLIs and training institutions offering professional courses (CIPS, CPSM, CSCP, CSCM), done in 2018/2019.		50%	50%		
		Conduct impact assessment of all training programs (Basic, intermediate and advanced certified	Training impact assessment reports approved and available	TBD		50%		50%	

²⁴ Basic level = Introductory training

Intermediate level = Professional enhancement training

Advanced level = Certified professional training

Pillar	Outcome	Activities	Indicators/KPIs	Baseline	Annual Targets				
					Year 1	Year 2	Year 3	Year 4	Year 5
		professional trainings) offered in public procurement. At least every 2 years after offering training programs							
		Develop user guidelines for coaching and mentoring in public procurement	Approved and published guideline for coaching and mentorship t	51.7% (15/29 of planned institutions were coached in 2018/2019)		100%			
		Provide advanced professional certified coaching and mentoring training to RPPA Staff	Number of certified staff	TBD		25%	50%	75%	100%
		Extend e-procurement call center to cater for coaching and mentoring activities	E-procurement call center extended to coaching and mentorship services	Existence of E-procurement call centre		100%			
		Develop public procurement career path framework, as part of professionalization of procurement profession in Rwanda	Career path framework for public procurement professional developed and approved.	TBD			100%		
		Integrate capacity development Database in UMUCYO e-Procurement System	Capacity building software developed and integrated in UMUCYO E-procurement system	UMUCYO e-Procurement System is function		100%			
Partnership and Stakeholders Engagement	Partnerships and collaborations with local,	Establish collaboration agreement/MoU with key stakeholders/actors involved in procurement	Number of MoUs signed	2 MoUs signed In 2020 with RIB and Ombudsman		3	4		

Pillar	Outcome	Activities	Indicators/KPIs	Baseline	Annual Targets				
					Year 1	Year 2	Year 3	Year 4	Year 5
	regional, and international stakeholders enhanced	cases investigations and anti-corruption organs							
		Develop RPPA resource mobilization strategy engaging key stakeholder in supporting and financing public procurement programs	Resource mobilization strategy developed and approved	TBD		100%			
		Organize national ITORERO for public procurement in Rwanda.	Number of sessions held	TBD		1		1	
		Regularly update suppliers and providers registration	Number of suppliers and providers Registered in the system	6,456 (annual report of January 2020)	4	4	4	4	4
		Train and sensitize bidders on e-tendering and registration	Number of trainings and sensitization campaign held	TBD	2	2	2	2	2
Green and Sustainable Public Procurement	Green and sustainable public procurement promoted	Develop a sustainable and green public procurement guideline	Green procurement guideline developed and approved	TBD		100%			
		Integrate sustainable and green procurement requirements in the technical specifications, procurement selection and award criteria, as well as in contract performance clauses	Green requirements incorporated in procurement SBD	TBD			100%		
		Train a wide range of	Number of public	18 training sessions in		100	200	300	300

Pillar	Outcome	Activities	Indicators/KPIs	Baseline	Annual Targets				
					Year 1	Year 2	Year 3	Year 4	Year 5
		Procurement practitioners and suppliers on sustainable green procurement to increase their know-how and skills.	procurement practitioners trained on sustainable and green procurement	2019/2020					
UMUCYO Procurement system enhancement	e-Procurement system enhanced	Strengthen existing e-Procurement Support Team	15 resources persons recruited for Umucyo 2.0	13 staff currently working in e-procurement unit	20%	20%	20%	20%	20%
		Set up a Data and Analytics Team	10 specialized resources persons recruited for UMUCYO 2.0	13 staff currently working in e-procurement unit		25%	25%	25%	25%
		Set up a Business Development Team	3 high skilled resources persons recruited for UMUCYO 2.0	13 staff currently working in e-procurement unit		25%	25%	25%	25%
		Set up an e-Procurement Innovation Hub	Staff with specialized skills recruited	13 staff currently working in e-procurement unit		25%	25%	25%	25%
		Support UMUCYO Coordination Unit	UMUCYO Coordination enhanced	Existing team for coordination	20%	20%	20%	20%	20%
		Facilitate Knowledge Transfer	UMUCYO On-boarding Pack for Bidders and PEs created and used training	Existing basic and intermediate training modules			50%	50%	
		Setting up an UMUCYO Contact Centre	A 24 by 7 helpdesk Contact Centre to support operations established and functional	Contacts existing in UMUCYO e-procurement		40%	60%		

Pillar	Outcome	Activities	Indicators/KPIs	Baseline	Annual Targets				
					Year 1	Year 2	Year 3	Year 4	Year 5
		Evolve to UMUCYO 2.0	Umucyo current capabilities enhanced	Umucyo e-procurement system functional	20%	20%	20%	20%	20%
		Shift towards sustainable revenue generation models (e-wallet)	UMUCYO e-wallet developed and functional	Existing IFMIS				50%	50%
		Conduct Source Code Review	Umucyo Security weaknesses identified and improvement solutions proposed	Existing Umucyo security system		100%			
		Improve Privilege Access Management	100% prevention unauthorized access	Existing Umucyo security system		50%	30%	20%	
		Implement Advanced Logging, Monitoring and Analytics and incident response procedures	24/7 security capability to automatically detect and block cyber security attacks.	Existing Umucyo security system		25%	25%	25%	25%
		Implementation of Email Security and Security Awareness	100% emails secured from most advanced emails threats.			100%			
		Data Loss Prevention (DLP) solution	100% of sensitive information protected.	Existing Umucyo security system			100%		
		Conduct third party risk management	Risk management report to assess UMUCYO resilience and security level approved	PWC audit report,2020		100%			
		Conduct annual independent security audit	Annual report to assess adequacy of security controls on UMUYCO vis-à-vis emerging threat landscape approved	Existing Umucyo security system	I	I	I	I	I
		Implement Digital Identify	100% prevention	Existing Umucyo security		100%			

Pillar	Outcome	Activities	Indicators/KPIs	Baseline	Annual Targets				
					Year 1	Year 2	Year 3	Year 4	Year 5
		and Access	unauthorized users	system					
		Establish DevOps Program and practices	At least 30% reduction of overall operating costs through accelerated release cycles of Umucyo 2.0	UMUCYO e-procurement system operational		40%	30%	30%	
		Upgrade UMUCYO e-procurement IT Infrastructure	UMUCYO e-procurement IT Infrastructure upgraded	Existing functional IT infrastructure	45%	55%			
Monitoring and compliance	Performance and compliance monitoring of public procurement strengthened	Develop public procurement monitoring framework (PPMF)	Approved PPMF	Existing procurement manual		I			
		Organize regular procurement monitoring	Number of tenders monitored per year	80 tenders published in e-procurement (Q1 and Q2) 2020/2021.	250	250	250	250	250
		Review existing procurement monitoring operations manual	Reviewed and Approved procurement monitoring manual	Existing procurement monitoring manual		I			
		Develop risk management procedures manual, and risk register.	Approved risk management procedures manual	TBD		I			
		Conduct risk-based monitoring at planning, publication, evaluation and award process and develop related indicators.	Indicators and annual risk management reports available	Existing procurement monitoring manual	I	I	I	I	I
		Build Capacity in Performance Monitoring on Public Procurement	Number of RPPA staff trained	Existing procurement monitoring manual		100%			

Pillar	Outcome	Activities	Indicators/KPIs	Baseline	Annual Targets				
					Year 1	Year 2	Year 3	Year 4	Year 5
		for RPPA officers							
		Develop comprehensive made in Rwanda monitoring framework and guidelines to enforce its implementation through public procurement	Made in Rwanda guidelines developed and approved	TBD		40%	60%		
		Conduct research surveys to identify local goods, products and construction materials supplied in public procurement based on industrial sector	Survey reports produced and approved	TBD		100%		100%	
		Monitor procuring entities on contract management compliance, especially large and complex contracts.	Number of tenders monitored per year	80 tenders published in e-procurement (Q1 and Q2) 2020/2021.	250	250	250	250	250
		Develop procurement research guidelines and procedures manual in public procurement	Procurement research guidelines developed and approved	TBD		100%			
		Collaborate with RGB in conducting annual citizen report card to assess and ascertain the levels of community satisfaction with regard to public procurement	Number of Citizen report card published annually	TBD		1		1	

Pillar	Outcome	Activities	Indicators/KPIs	Baseline	Annual Targets				
					Year 1	Year 2	Year 3	Year 4	Year 5
		Conduct procurement research on all issues and challenges affecting tender for works and consultancy in the field of building and construction	Number of research reports published	TBD		1			1
		Review of Categorization Manuals	Categorization manual approved	Existing categorization manual for Construction companies (2015) Categorization manual for consultancy firms (2017)	100%				
		linking RSB standards system and RPPA E-procurement system to avoid possible false information	Linkage between RPPA E-procurement and RSB standards system established	TBD		60%	40%		
		Link the RPPA E-procurement system with professional Bodies systems to avoid possible false information.	Linkage between RPPA E-procurement and professional bodies systems established	TBD		60%	40%		
		Support the rollout of electronic Use of Reference Prices in Public Procurement	Software developed and functional.	Survey study and research of the impact and role of reference price in public procurement in Rwanda done in May 2021. Methodology for collection and publication reference price for goods, works, assets, properties, consultancy and non-	30%	35%	35%		

Pillar	Outcome	Activities	Indicators/KPIs	Baseline	Annual Targets				
					Year 1	Year 2	Year 3	Year 4	Year 5
				consultancy services done in May 2021					
		Operationalization of reference price database management (Regular publication of reference price for construction materials, supply, consultancy and non-consultancy services)	Database developed and functioning.	Quarterly report on reference price for construction materials published on 31/03/2021 Annual report on price reference for supply, consultancy and non-consultancy service published in December 2020.		100%			
		Develop debarment user's guide.	User guide developed and approved	TBD		100%			
Information and Public Awareness	RPPA organizational image strengthened	Develop and implement branding and communication strategy and implementation plan emphasizing on all categories of stakeholders involved in public procurement.	RPPA branding and communication strategy available and approved	TBD			1		
		Organize regular citizen/customer satisfaction surveys (at list	At least 2 surveys conducted and published	Existing Citizen Charter (2018) and Survey report on RPPA Services		1		1	

Pillar	Outcome	Activities	Indicators/KPIs	Baseline	Annual Targets				
					Year 1	Year 2	Year 3	Year 4	Year 5
		once in two years).		(December 2017)					
		Organize monthly public procurement day.	Number of procurement days held	3 radio and TV shows in 2020/2021	12	12	12	12	12
		Develop periodic press release on public procurement	Number of press release produced annually	3 radio and TV shows in 2020/2021	4	4	4	4	4
		Create an open window to get comments and feedback from general public on services rendered by RPPA and in public procurement in general.	Open window created and used	Existing RPPA website		100%			
		Develop a specific mechanism/ partnership with HLIs to promote public procurement education	MoU or agreement signed	Report on consultation meetings with HLIs and training institutions offering professional courses (CIPS, CPSM, CSCP, CSCM), done in 2018/2019.		100%			
		Develop and implement internship and career development program in public procurement with HLIs having procurement in their education programs.	Internship program developed and approved	Report on consultation meetings with HLIs and training institutions offering professional courses (CIPS, CPSM, CSCP, CSCM), done in 2018/2019.			100%		
		Organize debates and special quiz about public procurement in HLIs	Number of debates organized	3 radio and TV shows in 2020/2021		2	2	2	2

Pillar	Outcome	Activities	Indicators/KPIs	Baseline	Annual Targets				
					Year 1	Year 2	Year 3	Year 4	Year 5
		having procurement in the education programs							
RPPA Organizational management	RPPA organizational management capacity and systems to effectively deliver on its mandate strengthened	Strengthen RPPA staffing capacity (adding 8 staff in the capacity development, contract management, procurement monitoring, reference price and investigation at 3.II Job Classification Level, with 500 Index Value).	RPPA structure reviewed and approved and staffed	Prime Minister's Order No 086/03 of 14/08/2020 determining organisational structure, salaries and fringe benefits for employees of Rwanda Public Procurement Authority	100%	100%	100%	100%	100%
		Strengthen IRP staffing capacity (adding 2 staff at 3.II Job Classification Level, with 500 Index Value)	RPPA structure reviewed and approved and staffed	Prime Minister's Order No 086/03 of 14/08/2020 determining organisational structure, salaries and fringe benefits for employees of Rwanda Public Procurement Authority	100%	100%	100%	100%	100%
		Financial support to operationalize APPR activities and establish the Executive Secretariat.	Number of staff trained	Law n°11/2016 of 02/05/2016 Establishing the Association of Procurement Professionals and determining its organization and functioning	100%	100%	100%		
		Revise the law governing RPPA and determining its mandate, mission and functioning to reflect new the current situation.	Revised Law published	Law n°25/2011 of 30/06/2011 Establishing Rwanda Public Procurement Authority (RPPA) and determining	100%				

Pillar	Outcome	Activities	Indicators/KPIs	Baseline	Annual Targets				
					Year 1	Year 2	Year 3	Year 4	Year 5
				its mission, organization and functioning					
		Conduct institutional capacity needs assessment and develop institutional capacity development plan.	RPPA institutional capacity needs assessment and institutional capacity development plan report produced and approved	Existing capacity strategic development plan of public procurement in Rwanda (2020-2025)	100%				
		Develop RPPA employee capacity building strategy and its implementation plan	RPPA Capacity building strategy and implementation plan produced and approved	RPPA staff capacity building plan for each fiscal year exist.		100%			
		Hire a national consultant to train RPPA staff and managers on communication and decision making (Communicating effectively - Dealing with Power and Dynamics in Teams and Networks - effective decision making (dealing with business Complexity) - Managing building adaptation of a sustainable communication approach.	Number of staff trained	TBD			50%	50%	
		Hire a national consultant to train RPPA staff and managers in live to lead	Number of staff trained	TBD		100%			
		Purchase IT equipment, especially laptop of high	% of planned laptop purchased	20 laptops under order		100%			

Pillar	Outcome	Activities	Indicators/KPIs	Baseline	Annual Targets				
					Year 1	Year 2	Year 3	Year 4	Year 5
		quality							
		Renew RPPA network Infrastructure	% increase of RPPA offices covered by internet bandwidth of high speed	Existing of an old network infrastructure		100%			
		Develop and maintain software applications to support RPPA Business	% of planned software developed and maintained	Existing RPPA ICT policy and operational software: EDMS, IPPIS, UMUCYO and IFMIS		100%	100%	100%	100%

3.8 Approach to develop the theory of change for RPPA strategic plan

Theory of change diagram designing phase: The theory of change is represented both in a visual diagram and narrative to explain how intended changes in the short, medium, and long term will impact the achievement of RPPA goals, outcomes, and vision.

Our approach to develop the theory of change as a description of why the vision and mission of the RPPA will be effective, showing how change planned to happen in the short, medium, and long term will impact the achievement of the intended outcomes and results of the institution to the clients/stakeholders.

THEORY OF CHANGE in RPPA

INPUTS

Legal & compliance



Partnership



Human Capacity



E-procurement



Awareness & information

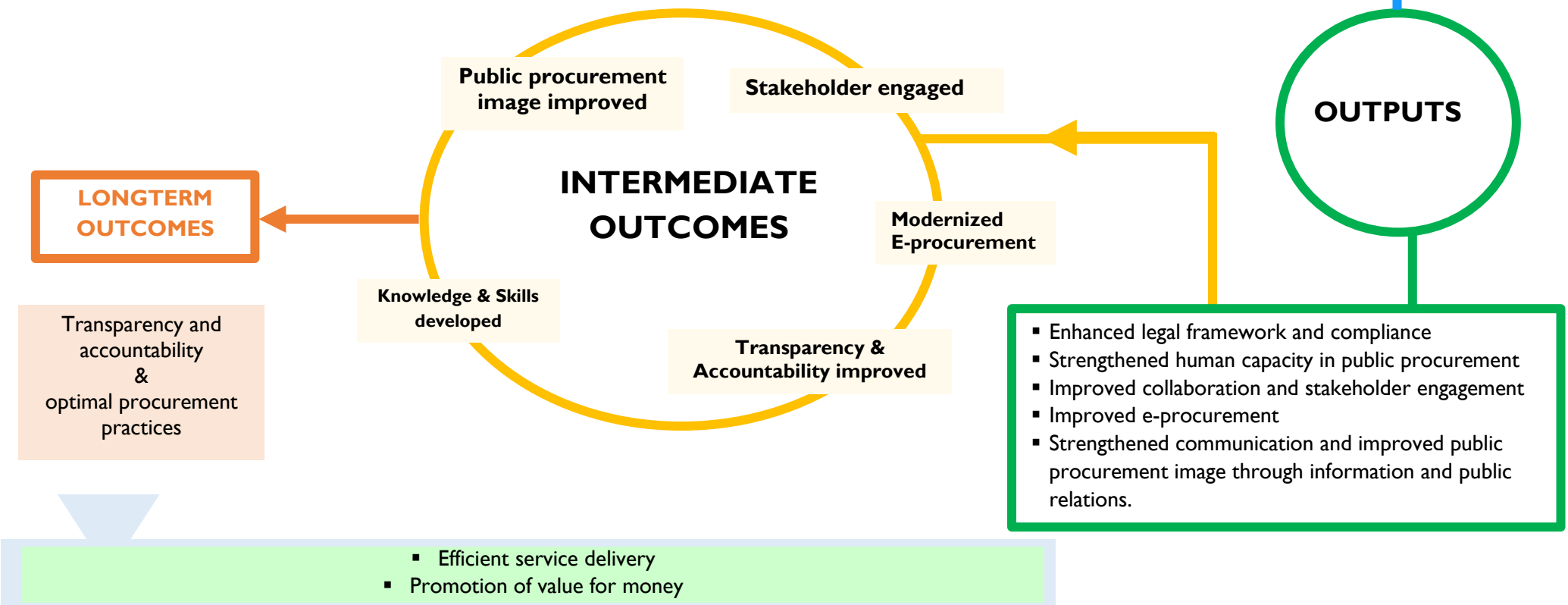


ASSUMPTIONS

1. Provision of technical support and advisory to procuring entities from RPPA
2. Promotion of technology and digital adaptation
3. Compliance with regulations framework and procurement process
4. Professionals in procurement field remain a priority of RPPA
5. Partnership with donors & anti-corruption organ

PRE-CONDITIONS

1. Need for dynamic and modern procurement practices
2. Political will to promote best practice in procurement
3. Private sector willing to adapt to the e-procurement
4. Partnerships to facilitate e-procurement system
5. RPPA obtain sufficient staff



Narrative of the RPPA's theory of change

RPPA's theory of change is based on the fundamental logic that change is dynamic and non-linear. Given the facilitative nature of RPPA's work, the change pathways from outputs to outcomes are dependent on a combination of mutually reinforcing and sometimes overlapping activities categorized as levers of change and contributions from partners. The initiatives or interventions under the strategic planning will provide RPPA contribute to change at the outcome (intermediate result) level by supporting activities within one or more outputs that leverage one or more of the levers of change and crowd in (or activate) contributions or inputs from the partners and private sector cooperation.

Levers of Change (the impact from the adoption of the new strategic plan)

- **Promotion of value for money:** Value for money (VFM)²⁵ will be derived from the optimal balance of benefits and costs based on total cost of ownership. The nature of public procurement will be such that it involves discretionary decision-making on behalf of government at all levels. Value for money will therefore not be a choice of goods or services based on the lowest bid price but a choice based on the whole life costs of the project or service. Therefore, an efficient public procurement system could ensure value for money in government expenditure.
- **Efficient service delivery:** RPPA as government institution will continue to adopt a *client-centric* approach for service delivery, inquiry management, and other business practices. They will redesign their internal business processes to focus on the needs of their clients, businesses, and other service users. This client-centric approach requires centralized access to detailed information about clients and services and will be changed to full use the Customer Relationship Management solutions (in case it is not in place) to deliver these capabilities. Equipped with integrated portals and contact centers, employees can quickly locate and share information, which lets them build and sustain client's relationships with the same tools private sector organizations use to manage their customer relationships.

Implementation from the inputs

Legal and compliance: Set of processes and procedures within a public procurement to ensure adherence to government regulation and laws. This could be broadly viewed as any actions taken by regulators to ensure compliance. There are mixed opinions regarding the effect of enforcement on compliance. As there is an independent department dealing with complaint and review mechanisms, bidders can verify whether the procurement processes conform to the prescribed procedures. The possibility of review is also a strong incentive for procurement officials to abide by the rules. On the other hand, contractors (i.e. private sector) might choose to implement ineffective compliance systems if legal violations may be profitable in cases where the legal system under-enforces, either because penalties are set too low or because detection is imperfect or ineffective. Hence, the threat of legal sanctions is essential to regulatory compliance. Enforcement action has a cumulative effect

²⁵ Given the limited resources available to government, ensuring VFM in procurement, is key to ensuring the optimum utilization of scarce budgetary resources. VFM is the primary driver for procurement. It usually means buying the product or service with the lowest whole-life costs that is "fit for purpose" and meets specification. Where an item is chosen that does not have the lowest whole-life costs, then the additional "value added" benefit must be clear and justifiable. Assessment of supplier bids should be conducted only in relation to a published set of evaluation criteria, which must be relevant to the subject of the contract, and any "added value" that justifies a higher price must flow from these defined criteria.

on the consciousness of regulated companies. It reminds companies and individuals that violators will be punished and checks their own compliance programs.

Partnerships: refers and remains at the heart of the RPPA's work, and during the implementation of the strategic plan. It requires building a fairer, more sustainable public procurement system, using evidence, action and influence in partnership with others.

Human capacity: Professionalism in public procurement relates not only to the levels of education and qualifications of the workforce but also to the professional approach in business activities. If the workforce is not adequately educated in procurement matters, serious consequences; including, breaches of codes, occur. The procurement practitioners must be trained and aware of all regulations about procurement and related procedures. Ensure that procurement practitioners meet high professional standards for knowledge, skills and practical implementation and integrity by providing a dedicated and regularly updated set of tools, for example, sufficient staff in terms of numbers and skills, recognition of public procurement as a specific profession, certification and regular trainings, integrity standards for public procurement practitioners and the existence of a unit or team analyzing public procurement information and monitoring the performance of the public procurement system.

E-procurement refers to integrating digital technologies in the replacement or redesign of paper-based procedures throughout the procurement process. Employ recent digital technology developments that allow integrated e-procurement solutions covering the public procurement cycle. Information and communication technologies should be used in public procurement to ensure transparency and access to public tenders, increase competition, simplify processes for contract award and management, drive cost savings, and integrate public procurement and public finance information. Pursue state-of-the-art e-procurement tools that are modular, flexible, scalable, and secure to assure business continuity, privacy, and integrity, provide fair treatment and protect sensitive data while supplying the core capabilities and functions that allow business innovation. E-procurement tools should be simple to use and appropriate to their purpose, and consistent across procurement entities, to the extent possible; excessively complicated systems could create implementation risks and challenges for new entrants or small and medium enterprises

Awareness and information: Awareness and information play a critical role in corporate compliance. Through the media or information sharing, the corporate community is made aware of the regulatory outcomes. For example, the wide publication of tenders and updated preference pricing in the websites, UMUCYO platform, media such as newspapers and websites could help reduce corruption by increasing transparency and participation, thereby enhancing public procurement compliance. At RPPA level, the corporate executives who have a high standing in the business community will be fearful that their own personal reputations and respectability may be tarnished by adverse publicity related to the corporation they manage.

Intermediate and long-term outcomes

Transparency & Accountability (Ethical Standards): The targeted outcomes will position the public procurement best when it holds its practitioners responsible for enforcing and obeying the rules. It makes them subject to challenge and sanctioned, if appropriate, for neglecting or bending those rules. Accountability is at once a key inducement to individual and institutional probity, a key deterrent to collusion and corruption, and a key pre-requisite for procurement credibility. Develop and follow a standard process when formulating changes to the public procurement system. Provide opportunities for direct involvement of relevant external stakeholders in the procurement system to

increase transparency and integrity while assuring an adequate level of scrutiny. Confidentiality, equal treatment and other legal obligations in the procurement process are maintained.

Knowledge and skills: Professionalism in public procurement will be educated, experienced and responsible procurement officers to make informed procurement functions. Therefore, it can be argued that the role that procurement professionals play in the procurement system of the Rwandan economy is critical to the economic development of the country. Hence, the knowledge and skills will promote and support the individuals engaged in public procurement and ensure adherence to ethical standards by trained persons. Promote collaborative approaches with knowledge centers such as universities, think tanks or policy centers to improve skills and competences of the procurement workforce. The expertise and pedagogical experience of knowledge centers should be enlisted as a valuable means of expanding procurement knowledge and upholding a two-way channel between theory and practice, capable of boosting the application of innovation to public procurement systems.

Stakeholder engaged: refers to the process by which procuring entities communicate and get to know their stakeholders (donors, government, anti-corruption organ, and financial institutions). By getting to know them, corporate and private sectors can better understand what they want, when they want it, how engaged they are, and how the corporation's plans and actions will affect their goals. Furthermore, they can improve their communication and rethinking their strategies and operations, having long-term benefits. Engagement can help RPPA and public procuring entities meet tactical and strategic needs ranging from gathering information and spotting trends that may impact their activities, to improving transparency and building the trust of the individuals or groups whose support is critical to an organization's long-term success, to sparking the innovation and organizational change needed to meet new challenges and opportunities. Engage in transparent and regular dialogues with suppliers and business associations to present public procurement objectives and ensure a correct understanding of markets.

Public procurement image: meeting a high standard of integrity for all stakeholders in the procurement cycle. Standards embodied in integrity frameworks or codes of conduct applicable to public sector employees (such as managing conflict of interest, disclosure of information or other standards of professional behavior) could be expanded (e.g. through integrity pacts). Implement general public sector integrity tools and tailor them to the specific risks of the procurement cycle as necessary (e.g. the heightened risks involved in public-private interaction and fiduciary responsibility in public procurement). Develop integrity training programs for the procurement workforce, both public and private, to raise awareness about integrity risks, such as corruption, fraud, collusion and discrimination, develop knowledge on ways to counter these risks and foster a culture of integrity to prevent corruption. Develop requirements for internal controls, compliance measures and anti-corruption programs for suppliers, including appropriate monitoring.

Optimal procurement practices remain the most challenging aspect of procurement practices as it requires enhancing the modern management emphasis on measuring supply chain performance. The chain is pictured as stretching from a firm's suppliers (and their suppliers, and their suppliers), through the buyers firm and onto customers (and their customers, and their customers). The optimal procurement practices will be fulfilled in delivering goods and services necessary to accomplish government mission quickly, economically, and efficiently. In addition, sustainable green growth, the development of small and medium-sized enterprises, innovation, standards for responsible business conduct or broader industrial policy objectives, which governments increasingly pursue through the use of procurement as a policy lever.