

RWANDA PUBLIC PROCUREMENT AUTHORITY

(RPPA)



**Strategic Plan for Procurement Capacity Development
(2012-2016)**

Adopted by the Board of Directors on 17 April 2012

Abbreviations and acronyms

AfDB	: African Development Bank
CIPS	: Certified Institute of Purchasing and Supply
COMESA	: Common Market for Eastern and Southern Africa
EAC	: East African Community
GoR	: Government of Rwanda
IMA	: International Management Academy
OECD	: Organization for Economic Co-operation and Development
PE	: Procuring Entity
Pos	: Procurement Officers
RIAM	: Rwanda Institute of Administration and Management
RPPA	: Rwanda Public Procurement Authority
SFB	: School of Finance and Banking
SWOT	: Strengths Weakness Opportunities and Threats
TCs	: Tender Committees
WB	: World Bank

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I. Introduction

Competent staff do not remain competent forever. That is why learning is a lifelong process. Skills deteriorate and can become obsolete. Today, people at all levels in organizations are involved in formal training. In this strategic plan, we look at the type of skills that training can improve; then at how career development programmes can prepare individuals for a future, that is different from today. This strategic plan is about staff development. The concept of staff development recognizes that all people may improve their capabilities and become more efficient at what they are doing.

In this framework the Rwanda Public Procurement Authority, which is a public institution, was established by the Law No 25/2011 of 30/06/2011. This institution was created to replace the National Tender Board during a reform process in public financial management launched by the Government of Rwanda (GoR), in which public procurement reform was one of the most important components. The responsibilities of RPPA include organization, analysis, and supervision and monitoring of public procurement; capacity building and professional development in procurement; administering sanctions against violations of the law, creating public awareness of procurement issues and cooperation with regional and international agencies with the same responsibilities.

This document was written because the RPPA is convinced that the wealth of procuring entities resides in the worth of their employees involved in public financial management. Therefore, the success of any procuring entity program depends on how efficiently the PE can deploy this important resource for the best use of the public money.

I.1 Vision of RPPA

RPPA, the center of regional excellence in public procurement.

I.2. Mission

To achieve the best value for money for the government of Rwanda under efficient, transparent and fair conditions.

I.3. The responsibilities of RPPA

- 1° to ensure organization, analysis and supervision in public procurement matters;
- 2° to advise the government and other public procurement organs on the policies, strategies and organization of public procurement;
- 3° to monitor activities of public contract award and execution. In this regard procuring entities shall be obliged to provide any information and documentation requested by the RPPA;
- 4° to develop human resources and professionalism in public procurement; in this regard, RPPA shall develop teaching materials, organize training programmes, set required qualifications for public procurement professionals;
- 5° to prepare standard tender documents, bid evaluation formats, and other standard documents for use by procuring entities;
- 6° to suspend or approve the suspension and debarment of bidders in public procurement;
- 7° to provide technical support where possible, to public procuring entities;
- 8° organizing public awareness campaigns on matters related to public procurement;
- 9° to establish relations and cooperate with other regional and international agencies with the same responsibilities

II. Capacity Development Unit

Capacity development Unit is one of the departments or units of Rwanda Public Procurement Authority (RPPA). It was created in 2010 so as to increase knowledge of staff who are engaged in public procurement through training (short and long term courses), coaching, seminars and/or workshops.

This unit is headed by a Director of Capacity Development under whom, two trainers, one team leader for skills enhancement officers, four skills enhancement officers and two information and dissemination officers.

The unit has staff responsible for training with whose role is to carrying out training needs assessment, preparing training modules, organizing, monitoring and evaluating training programmes (most of the training shall be outsourced from training institutions).

The unit has staff responsible for skills enhancement. They are responsible for preparing and delivering induction courses for newly appointed procurement officers (POs) and members of tender committees (TCs), on job training and coaching of POs and members of TCs, responding to inquiries from POs and uplifting the skill levels of POs identified as weak by audits.

It has also staff responsible for disseminating information on current laws and regulations, gathering information for updating the website, producing and distributing newsletters and information on best practices as well as organizing meetings and conferences.

II.1. The Vision of the Unit

To have a vibrant procurement system operated by skilled and professional staff in all public institutions.

II.2. Unit's Mission

To professionalize the procurement career in all public institutions

II.3. Unit's Objectives

The unit is built on the following objectives:

1. To improve the capacity of the staff involved in the procurement process so as to comply with the law on Public Procurement,
2. To develop, promote and support training and professional development of individuals involved in public procurement,
3. To build capacity of entrepreneurs to enable them comply with the law and best practices in tendering,
4. To develop and maintain institutional collaboration with professional bodies and training institutions for sustainable capacity development in the field of procurement.

II.4. Capacity development strategic plan

Capacity development is one of the core functions of Rwanda Public procurement Authority (RPPA). Taking into consideration of major weaknesses revealed in various reports, including that of Auditor General office and findings of procurement audits conducted by RPPA staff, there is a need to upgrade the skills or bridge the skills gap of those directly or indirectly involved in Public procurement to enable them perform their tasks more effectively and efficiently in a manner that is in compliance with the Public Procurement Law and regulations.

In responding to its responsibilities, RPPA has developed a strategy for capacity development to enhance better performance in public procurement. The capacity development strategy is intended to be responsive to gaps in the current public procurement system which may hinder its performance. In this respect, the capacity development strategy has been developed with an intention of establishing a framework and foundation for bridging the existing gaps in Public procurement procedures. The main idea is to maintain a strategic view of the future discipline and its membership and continually aspire to build knowledge, strategic thinking, policy capacity and management framework. This will be done without forgetting the technical needs of the people involved in public procurement.

II.5. Training Strategy for Capacity Development

The training strategy is the core of the overall capacity Development initiatives, and it presents all the training interventions by the specific category of procurement personnel. It also presents the interventions necessary for building an adequate support structure for training.

III. Situation analysis

Several interventions in capacity development in public procurement have been undertaken at procuring entities level where all staff involved in public procurement are trained on public procurement procedures but until now audit reports are still indicating serious human capacity deficiencies in many procuring entities. Under these interventions all strategies focused especially on training tender committee members so that they can be able to fulfill the tasks of awarding tenders in their respective entities. This revealed that staff development cannot be limited only to these kind of short training session but consolidated efforts to create a critical mass of procurement cadre with academic certificates is a paramount to sustain the procurement profession. This situation analysis helps to define and interpret the state of RPPA to get lacking necessary skills in public procurement.

III.1. SWOT analysis of the current capacity development initiatives

<p>Strengths</p> <ul style="list-style-type: none"> - Presence of strong legal framework - Availability of qualified human resource - Presence of Capacity development initiatives - Presence of Infrastructures 	<p>Weaknesses</p> <ul style="list-style-type: none"> - Low salaries - High rate of staff turn over - Absence of important skills - Lack of guidelines for follow up of training of public procurement staff - Missing expertise in some area - Lack of knowledge to new technological advances
<p>Opportunities</p> <ul style="list-style-type: none"> - Presence of strong political will - High demand or needs of training from PEs - Strong partnership with other training institutions such as RIAM,SFB,IMA,etc - Access to initiatives from EAC,COMESA,AfDB,WB and OECD - High and expanding use of internet. 	<p>Threats</p> <ul style="list-style-type: none"> - Organizations offering higher salaries

III.2. Strengths of the current capacity development initiatives

- The internal analysis shows that RPPA has strengths in the areas of legal framework, human resource, and many capacity development initiatives. All of this supports the ideal of obtaining qualified procurement practitioners.
- There is good infrastructure supporting training like internet connectivity.

III.3. Weaknesses of the current capacity development initiatives

- Remuneration given to staff involved in public procurement at the regulation and practical levels is not the highest compared to the one provided by other Institutions hence cannot attract and/or retain highly qualified staff.

This reduces sustainability and development of knowledge and experience of the procurement profession.

- Procurement was introduced as a law, not as a discipline, thus lack of understanding of the theory behind these laws limits the innovation of procurement professionals and practitioners.
- Lack of alignment of procurement course modules with content offered by professional bodies like CIPS to many staff involved in public procurement activities is also an indicator of lack of important skills.

III.4. Opportunities to the current capacity development initiatives

- There is high demand for skills and capacity development both from the public, private and non-governmental organizations.
- There are training institutions in the country which can be enabled to undertake career and professional training.
- There is sufficient political support for procurement capacity building, since a big portion of the national budget is spent through procurement.
- There is sufficient access to the benefits of regional and international capacity development initiatives from EAC, COMESA, AfDB, World Bank and OECD.
- The use of Internet help to access knowledge and its usage expands.

III.5. Threats to the current capacity development initiatives

- There is a big gap between practitioners and researchers in the area of procurement than in any other fields. This means a lack of theoretical knowledge.
- Building capacities requires huge resources as procurement remain a young profession in Rwanda. This is a challenge to train a big number of people in need of training.
- Developments in technology that can change our activities and sometimes may be beyond our ability to adapt.
- The existence of organizations offering higher salaries thus making high rates of staff turnover in all procuring entities.

III.6. Goals:

The training strategy for capacity Development is based on the following goals:

1. To develop the capacities of the people involved in public procurement
2. To establish professionalism in public procurement

3. To conduct a continuous skills gap analysis

Goal 1: To develop the capacities of the people involved in public procurement

In order to achieve the above goal, the following activities will be performed:

Activities:

1. Identifying new procurement officials among PE on quarterly basis,
2. Ensuring that SFB and RIAM establish and deliver permanent programmes (short courses and academic courses),
3. Developing and updating induction and refresher course training modules by RPPA,
4. Continuous on job training and coaching,
5. Organizing induction and refresher courses,
6. Monitor and evaluate the impact of training programs,
7. Organizing training on procurement publication system,
8. Defining equipment and tools needed by POs and advocating for them to acquire them,
9. Strengthening partnerships with training institutions.

All interventions in conducting training sessions will be made easy by a joint action of the people to be trained, their institutions and other partners.

Goal 2: To establish professionalism in public procurement

As a way of enhancing professionalism in public procurement, there is a need for RPPA to collaborate with institutions of higher learning so that they can offer courses leading to qualifications in public procurement. There is also a need to establish a legal framework for professionalism in public procurement.

Activities:

1. Collaborate with other stakeholders in organizing Diploma, degree and masters courses in public procurement,
2. Drafting a law establishing the procurement profession,
3. Organizing procurement professionals into an association,
4. Adopting internal regulations and code of conduct for the procurement association

Goal 3: To conduct a continuous skills gap analysis

Activities:

1. Defining qualification requirements for procurement managers /Directors
Procurement officers and members of tender committee,
2. Conducting an annual assessment of qualifications of procurement
managers/Directors, Procurement officers and members of Tender Committee

IV. Capacity development strategy implementation plan

IV.1. Plan of action

Goal	Objective	Expected output	Indicators	Activity	Year	Year	Year	Year	Year
					2012	2013	2014	2015	2016
1.To develop the capacities of the people involved in public procurement	To have training that conform to Rwanda needs on public procurement	1.Well trained procurement officers and members of Tender committee	1.List of trained staff and training reports	1. Renew memorand a of understanding between RPPA and RIAM and RPPA and SFB and ensure that SFB &RIAM establish permanent programme (short courses and academic courses),	xx	xx	xx	xx	xx

		<p>2. Having an exact number of trainees in need of training from procuring entities in collaboration with procuring entities.</p>	<p>2.Improved performance</p>	<p>2. Developing and updating induction and refresher course training modules</p> <p>3. Every last month of each quarter make a report o newly recruited procurement officers and appointed tender committees and if the number is 20 or more organize and induction training for them thereafter</p> <p>4. Organize at least 2 refresher courses for every year for practitioners who have received only one training and have one for at least two years</p>	xx	xx	xx	xx	
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				5. Train at least one staff in every procuring entity in the public procurement publication system					
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		3.Trained practitioners	3.Training Programs and schedules	6. Continuous on job training and coaching	xx	xx	xx	xx	
				7.Defining equipment and tools needed by POs and advocating for them to acquire them		xx	xx	xx	
2.To establish professionalism in public procurement	To have Skilled staff involved in public procurement operations	1.Well established and functioning procurement association	1.Established statute, internal regulations and code of conduct	1.Drafting a law establishing the procurement profession	xx	xx			
				2.Organizing consultative meetings on the draft law and post draft on the RPPA website to obtain more views		xx	xx		

				<p>3. Hold a consultative meeting on the draft law</p> <p>4. Submit the draft law to Prime Minister for adoption by Cabinet</p>					
				<p>5. Organizing procurement professionals into an association</p> <p>6. Drafting and adopting internal regulations and code of conduct for the procurement association</p>		XX	XX		

3. To conduct a continuous skills gap analysis	Identifying new procurement officials in procuring entities on quarterly basis	Stable and strengthened partnership with training institutions	A list of trainees and reports available	1. Defining qualification requirements for procurement managers /Directors Procurement officers and members of tender committee,		xx	xx	xx	
				2. Conducting an annual assessment of qualifications of procurement managers/Directors, Procurement officers and members of Tender Committee			xx	xx	

V. Funding of the strategic plan

This strategic plan will be funded by an ordinary budget allocated for RPPA though on certain cases external sources will be used for example Public service Capacity building secretariat where long term courses will be supported. The following estimated budget will be needed to achieve the goals. A big part of the strategic plan will be achieved through the use of existing resources mainly the RPPA staff who will do the activities of the strategic plan as part of their daily activities that will require no additional funding. This is why the budget may look little.

V.1. Estimated budget

NO	ITEM	YEAR				Total amount	Source of fund
		2012/2013	2013/2014	2014/2015	2015/2016		
1.	Ensuring that SFB &RIAM establish permanent programme (short courses and academic courses)	500,000	500,000	500,000	500,000	2,000,000	Ordinary Budget
2.	Developing and updating induction and refresher course training modules	420,000	420,000	420,000	420,000	1,680,000	Ordinary Budget
3.	Continuous on job training and coaching	1,000,000	1,000,000	1,000,000	1,000,000	4,000,000	Ordinary Budget

4	Drafting and adopting internal regulations and code of conduct for the procurement association	-	15,000,000	5,000,000	-	20,000,000	Ordinary Budget
5.	Defining qualification requirements for procurement managers /Directors Procurement officers and members of tender committee	-	500,000		500,000	1,000,000	Ordinary Budget
6.	Conducting an annual assessment of qualifications of procurement managers/Directors, Procurement officers and members of tender committees	10,000,000	10,000,000	10,000,000	10,000,000	40,000,000	Ordinary Budget

7.	Drafting a law establishing the procurement profession	500,000	500,000	-	-	1,000,000	Ordinary Budget
8.	Organizing procurement professionals into an association	-	5,000,000	5,000,000	-	10,000,000	Ordinary Budget
9.	Organizing and conducting induction and refresher courses	15,000,000	15,000,000	15,000,000	15,000,000	60,000,000	Ordinary Budget
10	Training procurement officers on procurement publication systems	35,000,000	35,000,000	35,000,000	35,000,000	140,000,000	Ordinary budget
TOTAL		78,920,000	63,920,000	63,920,000	64,420,000	276,680,000	Ordinary budget

V.2. Monitoring and Evaluation

The implementation and the results of this strategy will be measured and evaluated by the Director of Capacity Development Unit and RPPA Director General; they will monitor the implementation of this plan on daily basis on how it is implemented by staff in capacity Development unit. On a quarterly basis, the Director of Capacity Development unit shall make a report on the progress of the implementation of the strategic plan.

Conclusion

The development of staff involved in Public Procurement can be seen as an important component in building the capacity of procuring entities to function efficiently. This strategic paper has looked at the need to engage in a program of staff development and identify the needs of the staff, and has suggested a number of training strategies that might be employed to achieve the desired results as explained in this strategy paper. Finally it is stressed that the need to view staff development is a joint responsibility of those in need of training and those who are in management positions.