

**THE PUBLIC PROCUREMENT MANAGEMENT
PROCESS AND SERVICE DELIVERY
IN RWANDA PARASTATALS**

**A Thesis
Presented to the school of
Postgraduate studies and Research
Kampala International University
Kampala, Uganda.**

**In partial fulfillment of the requirement for the degree
of Master of Business Administration.**

By

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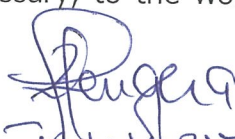
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DECLARATION A

I, TENGERA TWIKIRIZE FRANCESCA hereby declare that the work embodied in this thesis has not previously been submitted for any thesis and is not being concurrently presented in candidature for any other thesis.

I declare that this thesis is a result of my own independent research and that references have been made where necessary, to the work of other researchers, academics and authors.


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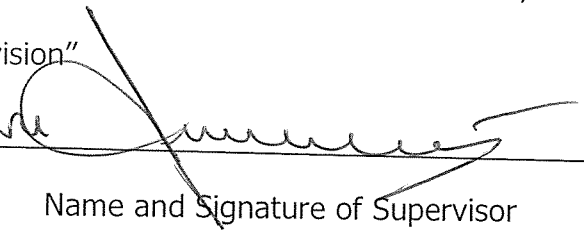
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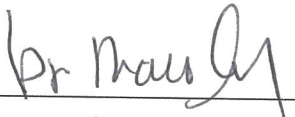
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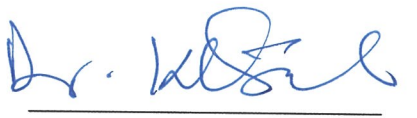
APPROVAL SHEET


This thesis entitled "The Public Procurement Process and Service Delivery in Rwanda Parastatals" prepared and submitted by TENGERA TWIKIRIZE FRANCESCA in partial fulfillment of the requirements for the degree of Master of Business Administration has been examined and approved by the panel on oral examination with a grade of _____


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Grade: _____

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DEDICATION

This thesis is dedicated to my family for being there for me during the process of compilation of this report.

ACKNOWLEDGEMENT

The researcher's first appreciation and thanks go to the Almighty God who has given the life and strength to accomplish this academic work.

The researcher wish to express heartfelt gratitude to the Management of Public Sector Capacity Building (Rwanda), for the two year sponsorship, PSCB Management, made researcher's studies a success.

The researcher would like to extend appreciation to the Supervisor Mr. MATOVU L. GODFREY for giving his valuable time and technical guidance while working on the document.

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ABSTRACT

The study established the relationship between the management of the key stages in the public procurement process and identified the problems in the process which hinder effective service delivery.

The study was a descriptive design and both quantitative and qualitative research methods were used to the opinions of individuals and groups. The population of the study was 143 and this included directors of units, tender committee members, RPPA officials and official from auditor general's office. Quantitative data was gathered through questionnaires while qualitative data was generated from interviews with stakeholders.

The findings of the study indicated that Even though there are approaches considered to enforce and implement procurement law in Rwanda, there are still some elements of corruption. Competition is not conducted in a fair and transparent manner.

The contract management phase of the procurement life cycle often receives the least management attention and effort (at least until something goes wrong).

In some of our recommendations, we stated that the evaluation criteria should be the same criteria that are spelled out in the bidding documents, which need to be met to satisfy the technical requirements. There should be a public opening of the tenders on the published date.

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LIST OF ABBREVIATIONS AND ACRONYMS

ADB	African Development Bank
EU	European Union
FOC	Full and Open Competition
GIGO	Garbage in Garbage out
GNP	Gross National Product
GPA	Government Procurement Agreement
GRN	Goods Received Note
ICT	International Technical Cooperation
KIU	Kampala International University
NPM	New Public Management
PDE	Procurement and Disposal Entity
PE	Procuring Entity
PU	Procurement Unit
PDU	Procurement and Disposal Unit
PPDA	Public Procurement and Disposal of Assets Authority
RPPA	Rwanda Public Procurement Authority
RTA	Rwanda Tea Authority
SPSS	Statistical Package for Social Scientists
UNDP	United Nations Development Program

WB	World Bank
WTO	World Trade Organization
BSCB	Public Sector Capacity Building

CHAPTER ONE

THE PROBLEM AND ITS SCOPE

Background to the study

This study is an investigation into Public Procurement process and its relationship with service delivery. The chapter presents the background to the study, problem statement, general objective, specific objectives, research questions, scope of the study, justification, significance of the study, conceptual framework, and definition of terms and concepts.

Procurement as a process spans from identification of needs through to the end of a services contract or even to the end of the useful life of an asset. It includes the design and the delivery of those works, products, or services, the assessment of their quality, and the evaluations and reviews that will lead to further procurement. Public procurement as a state function includes decisions about products and services that will be delivered to public authorities or to the communities they serve.

The contracting authorities awarding the tenders are supposed to follow certain procedural rules in putting out the contracts to tender. Whereas the rules may differ between countries, the underlying principles are similar. Some of these principles are: equal treatment, non discrimination, transparency, proportionality, value for money, efficiency and effectiveness, fairness, open competition, accountability, and confidentiality. Suppliers, service providers and works contractors therefore have a right to equal treatment by the contracting entities. On

the other side, the contracting entities have a right to achieve value for money in selecting the lowest priced offer, or of economically most advantageous valid tenders. However, experts have identified public procurement as one of the areas most prone to corruption in public procurement that affects the efficiency in public spending and donors' resources. It creates waste and ultimately affects the quality of services and the opportunities they provide to improve the quality of life.

Globally, issues of public procurement have become a major concern. Good procurement practices is now an important requirement in all economies the world over. The World Bank has a sector specifically for procurement issues and one of the main responsibilities of the World Bank Procurement Sector is to help borrower countries improve their procurement systems since sound procurement policies and practices are essentials for good governance. The global spread of government procurement practices developed in western economies to other nations is intimately intertwined with the broader movements towards globalization. For instance, in China the major spur in the effort to reform and rationalize government procurement was the pendency of its application for membership to the WTO.

In Africa the first conference to jointly address public procurement reform issues was held in Abidjan from 30th November to 4th December 1998. The World Bank, African Development Bank (ADB), United Nations Development Program (UNDP) and ICT cosponsored the conference given the significance of the huge amount of resources controlled through the

procurement system and the need for improvement. The views of the participants summarized by the representative from South Africa were "you have started a fire that will burn in all of Africa that will lead the way to good public procurement. In essence the African leaders admitted the public procurement systems in their respective countries were mismanaged.

In Rwanda, public procurement activities is controlled and supervised by Rwanda Public Procurement Authority (RPPA). RPPA was established in 2008 by the Law No.63/2007 of 30/12/2008 pursuant to Organic Law No. 14/2004 of 25/01/04.

Rwanda Tea Authority (RTA) is one of the government parastatals in the country. Its operations are governed by the regulations and laws on procurement. RTA has its own tender committee which is composed of seven members. The tender committee also evaluates the bids. During evaluation exercises technical officers from relevant departments are co-opted on the committee. This is stipulated in the procurement regulations established in the Ministerial order no. 15/01/2008.

Statement of the Problem

Public Procurement in Rwanda is guided by the Law on Public Procurement (2007) and the Regulations on Public Procurement (2008). These laws define policies and procedures for selection of suppliers, and service providers for works, goods and services. Law no. 12/2007 of 27/03/2007 and Law No.63/2007 of 30/12/2008.

In spite of the existence of these laws, there is growing concern over the management of the procurement process. There are a number of cases where public procurement procedures are flouted in both government departments and parastatals in the process of acquiring goods and services. In the recent past, there are instances where a number of key people have been prosecuted and imprisoned over malpractices in the procurement process. Whereas, other sections of the population keep complaining that the laws on public procurement are too harsh.

It is on the basis of the above argument that this study is set to examine the management of the key stages of public procurement process, its effect on service delivery, and constraints in the process. Reference of procurement processes

The purpose of the study

The study sought to examine the management of the key stages in the public procurement process and to identify the problems in the process which hinder effective service delivery in RTA.

Research Objectives

- a) The extent of public procurement management process in terms of procurement planning, bid evaluation, award and contract management and administration
- b) To establish the level of service delivery in relation to bid evaluation and award process
- c) to establish the relationship between public procurement management process and service delivery.

Research Questions

- i. Is there a relationship between procurement planning and service delivery
- ii. What is the relationship between bid evaluation, award process and service delivery in RTA.
- iii. How does contract management and administration affects service delivery in RTA

Research hypothesis

There is no relationship between the public procurement management process and service delivery in Rwanda Parastatals.

Scope of the study

Geographical Scope

The study was carried out in RTA which is one of the parastatal organizations in the Republic of Rwanda.

Content scope

The study was limited to the independent variables of public procurement planning, bid evaluation, award, and contract management and administration, and the dependent variable of service delivery. It also attempted to identify the problems in the procurement process and seek appropriate solutions.

Period / Time Scope

The study was limited to the period 2006-2009 because this is the period during which some legal reforms in public procurement took place. Such

reforms include: establishment of the Regulations on public procurement by ministerial order No. 001/08/10 of 16/01/08, and the establishment of Law No.12/2007 of 27/03 07 on public procurement.

Theoretical Scope:

Globally the issues of procurement have become a major concern; therefore a study was carried out to do an investigation into public procurement process and its relationship on service delivery.

It covers procurement process from identification of needs through to the end of service delivery. It includes the design and the delivery of works, goods and services.

The study looked at the procurement planning process, the first step of determining the procurement needs of an entity and timing of their acquisition.

The study looked at the process by which the best evaluated bidder is selected for award from among all the bids selected.

Justification

Public procurement as an area of study seems not to have been extensively researched on as compared to other areas in the business domain and yet large sums of money are channeled through the public procurement systems in the process of delivering services to organizations. It is also one of the key New Public Management (NPM) reforms. Therefore, there is need to give adequate attention to this area.

This study was also guided by the theory of competitive procurement, which indicates that a bidder with most requirements is likely to be

awarded the tender and is expected to enhance service delivery in the procurement process.

Significance of the study

This study will be beneficial to the following categories of people;

Procurement officers

The study will provide information to people involved in procurement activities on how best they can enhance service delivery through competitive procurement process.

Scholars:

The research findings may provide a contribution to the existing body of knowledge on public procurement. The study, too, is in partial fulfillment for award of the degree of Master of Business Administration of Kampala International University.

Policy makers

It may also provide the policy makers, managers, government officials and other stakeholders with a deeper understanding of how each of the key stages in public procurement affects service delivery.

The study may also point out the constraints in the procurement process and suggest appropriate solutions and recommendations. It may also act as a catalyst for further research.

OPERATIONAL DEFINITION OF KEY TERMS AND CONCEPTS

The following key terms have been defined in the context of this study as follows;

Chief budget manager: Means any official empowered to approve reports of the tender committee and sign the contract on behalf of the procuring entity. The official must be empowered by law to act as Chief Budget manager in the procuring entity in which he/she is employed.

Bidder: Means any potential participant or participants in the public procurement proceedings.

Bid or tender: Means an offer from a bidder.

Bidding documents: Refers to the documents containing information required for preparation of bids, the award process, and tender execution.

Corruption: This includes the offering, giving or receiving of solicitation of anything of value to influence the action or opinion of a public officer in the procurement process.

Goods or supplies: refers to objects of every kind or description including raw materials, products, equipment be in solid, liquid or gaseous form, electricity, as well as services that are linked to the supply of goods if the value of the services do not exceed that of the goods themselves.

Good procurement practices: Systems or practices exercised at all levels of procurement that are aimed at achieving all the objectives of procurement.

Kickback: An agreed sum of money which contractors normally give to officials of the contracting authority who have control over award and

payment. Sometimes it is expressed as a percentage of the contract sum.

Procurement: Purchasing, hiring or obtaining of goods and services by contractual means.

Procuring Entity: means Central Government Authority, Local Government Authority, Public Institution, Parastatal, Commission, Agency and any specialized institution engaged in procurement and entering into a contract with the successful bidder

Regulations: This refers to the regulation on public procurement (2008) in Rwanda, established by Ministerial Order No.001/18/10 Min. of 16/01/2008.

Service: This includes activities like provision of training, updating of computer systems, cleaning etc, which are intangible.

Tender committee: means a committee established by the procuring entity to assist the procurement unit, in the bid opening, evaluation, and recommendation for award of the procurement contract.

Works: This includes all activities related to the realization of a building or engineering works upon request by a client.

Parastatal: This is a semi-autonomous organisation that is set aside by the government and given special responsibility so that that responsibility is done with much emphasis and less bureaucracy.

Public Procurement Management Process:

These are steps taken by government to purchase goods, works and services for public consumption.

Service delivery:

This refers to the degree to which purchased goods, works and services

meet the requirements of the public to enable them work in a conducive environment.

Correlation:

This is a measure of the relationship between two variables, one being independent and the other being a dependent variable.

CHAPTER TWO

REVIEW OF RELATED LITERATURE

CONCEPTS, IDEAS, OPINIONS FROM AUTHORS/EXPERTS

Theoretical Perspective

Review of related literature involves the systematic identification, location, and analysis of documents containing information related to the research problem being investigated (Mugenda and Mugenda, 2003).

This chapter presents ideas and facts that have been contributed by other scholars, theorists and stakeholders that the researcher finds necessary to provide an insight to the proposed study. Materials will be drawn from journals, textbooks, newspapers, websites etc.

The under mentioned theory will be used to guide the study.

Theory of competitive procurement

The study will be guided by the theory of competitive procurement. This theory which is also known as the Theory of Full and Open Competition (FOC) was advanced by Dobbs (1991). It suggests that business can be conducted with integrity, fairness, and openness, which require open communication within and among buying and supplying organizations, ensuring a competitive procurement, and thereby give any organization a chance to compete for contracts and win (<http://ssm.com/so13/papers.cmf?abstract>). The theory seeks to establish

full and open competition (FOC) as the standard, in order to eradicate partiality, favouritism, political lobbying, and bribery. This theory is adopted for this study because public procurement is supposed to be conducted with fairness, impartiality, and transparency if government and/or parastatal organizations are to maximize the quality and suitability of the goods, services, and works to be provided (Dobbs, 1991).

General overview of procurement and service delivery

In many developing countries public procurement was not previously viewed as having a strategic impact on the management of public resources. It was treated largely as a process oriented 'back door' support function often implemented by non professional staff of the buying agencies (Hunja, R 2003). Organizations require special services from different internal departments and the procurement function is a key function in rendering special services to the organization to support organizational activities and satisfy both internal and external customers. Lysons and Gillingham (2003) point out that the procurement function is part of an organization structure setting, which is charged with receiving requisitions, soliciting quotations, negotiating with suppliers, placing orders, receiving supplies; making payments and managing contracts. Procurement along with such activities as production, warehousing and transportation is one of the links in the processes by which designs and resources are converted into finished goods that satisfy the needs of customers. Today public procurement officials across the globe control spending equivalent to approximately 30% of a nation's GNP in any given

year. Such enormous influence in the world economy probably comes as a little surprise to most people who receive the benefits and services from their governments (Callender and Mathews 2000 as quoted by McCue and Prier 2007).

Lysons and Gillingham (*ibid*) contend that service delivery in procurement function is measured in obtaining supplies and services of the right quality, in the right quantity, from the right source and delivered to the right place at the right price. This helps the organization to acquire value for money services and supplies, which conform to customers' specifications. Meeting customers' needs is one way of providing excellent services to both internal and external customers. Organizations need the services of the procurement function in two areas: supplier management and purchasing (Lysons, 2000).

In supplier management, the procurement function is concerned with making buy or make or outsourcing decisions, sourcing and appraising suppliers, rationalizing the supply base, developing potential supplier database, engaging in early supplier involvement, carrying out negotiations, developing supplier relationships and partnerships, monitoring supplier performance and engaging in ethical and environmental issues. On the side of purchasing, the procurement function carries out transactional and commercial activities like acquiring non-critical items, ordering or calling off supplies/services, expediting, maintaining inventory, receipt and storage of supplies and arranging for payments (Lysons, 2000).

Weele (1984) asserts that organizations provide services to both external and internal customers. He gives an example of a hospital, which provides medical treatment services to its clients and rely on the procurement function especially on acquisition of medical supplies, ensuring that the medical supplies and consumables inventory is well managed to meet

Related studies

Procurement planning and effective service delivery

Procurement planning is a process of determining the procurement needs of an entity and the timing of their acquisition and their funding such that the entities operations are met as required in an efficient way (Basheka, 2008). Procurement planning is the primary function that sets the stage for subsequent procurement activities. It 'fuels and ignites' the engine of procurement process. As a function, procurement planning endeavors to answer the following questions: what do you want to procure?, when do you want to procure it?, when are you to use the procurement?, where will you procure them from?, when will the resources be available/,which method of procurement will you use?, how will timely procurement or failure affect the use of the item(s) and the PDE?, how can you be more efficient in the procurement process?, and who will be involved in the procurement?. The answers to the above questions touch three major areas, i.e. the entity involved in procurement, providers of the goods, services and works needed by the PDE, and the legal provisions of the conduct of procurement (Basheka 2008).

(PE) should submit not later than 31st January of each year an annual procurement plan to RPPA.

Any procurement begins with the planning decision to make the purchase and this will involve in the first place, deciding whether there is a need for the particular goods or services, ensuring that the purchaser has the legal powers to undertake the transaction, obtaining any relevant approvals within the government hierarchy and arranging the necessary funding (Arrowsmith, Linarelli & Wallace, 2000). Thai, (2004), maintains that forms and procedures may be convenient and useful tools, but the planning effort will succeed only with the complete commitment and involvement of top management, along with appropriate personnel that have a stake. This implies that, without thorough procurement planning, the subsequent procurement processes will not yield substantial benefits. The consequences of poor or lack of procurement planning can never therefore be amusing. The World Bank Country Procurement Assessment Report, (2004 p.42) summarized these consequences as;

- (1) Procurement failing to timely meet the actual needs of user departments,
- (2) Advantages of scale and bulk purchasing are not achieved,
- (3) Packaging and timing are not utilized to achieve value for money.

According to Arrowsmith and Trybus, (2003) the public is particularly sensitive to the fact that a good public procurement system results in more goods and services that directly meets the needs of the end users and they are obtained for less money and with speedier delivery. The management of public procurement process is one of the functions that

have probably a wider implication in ensuring good governance because all government departments charged with providing services are dependent on this process. Reforming and strengthening systems of public procurement must be given a high priority in the efforts to improve systems of governance in the African Countries (Kabaj, 2003).

Evaluation of tender bids and award of tenders, and service delivery

Evaluation is the process by which the best evaluated bidder is selected for award from among all the bids received (The Uganda Local Governments Public Procurement and Disposal of Public Assets Guidelines, 2008 p.25). In Rwanda, Article 7 specifies that it is the tender committee to open and evaluate bids. Article 8 requires that the tender committee should make a brief report of the bid evaluation comprising of the evaluation process and comparison of bids. It further stipulates that the chairperson of the tender committee shall be required to act in an impartial and transparent manner. Article 22 states that the evaluation and comparison of bids shall be done basing only on the criteria specified in the bidding documents and no addition or omission on any criteria shall be allowed.

However, according to Campos *et al* (2007, p.314), evaluation of bids is the most important phase in a public procurement procedure and it is at this juncture that the public procurement entity decides which bidder will be awarded the contract. The reliability, integrity, and transparency of this key step in the process depend mainly on how clearly the bid evaluation

criteria were originally expressed in the bidding documents and whether those criteria were faithfully applied in the selection process. Traditionally, the key performance indicators for evaluation of supplier performance have been price, quality and delivery.

According to Lysons and Farrington (2006), there are qualitative factors such as intercompany communication and high levels of trust which are not easy to assess other than subjectively. They further point out that what is to be appraised includes; finances, production capacity, performance, organizational structure, equipment, ethical and environmental issues amongst others.

McCue and Prier (2007) assert that there are three major factors when conducting supplier appraisal using the procedures prescribed under the EU directives and these are; legality to operate as a supplier/service provider, minimum economic and financial standing, and technical capacity to perform. Within the EU procurement directives a requirement exists to be open about the criteria to be used to select or reject a tender bid from a potential service provider/supplier. The directives offer two criteria upon which to base choice and these are; (a) lowest price, where the contracting authority may select only the lowest priced bid without consideration of the other factors, (b) the most economically advantageous tender where the various cited value-for-money factors are weighed off against the price to allow recognition of quality, durability, delivery, after sales service etc. in the choice of the best offer to meet the requirement. However, it is public sector practice to choose the value – for-money option when procuring goods, services and works contracts

(Baily *et al*, 2005). In the Uganda case, the Local Government PPDA Guidelines (2008 p.25) points out that evaluation involves three stages i.e. preliminary evaluation, technical evaluation, and financial comparison.

Preliminary Examination

This is a brief assessment of whether each bidder is eligible and administratively compliant to the basic instructions not registered companies or are not complying with the legal requirements such as payment of tax. Eligibility and compliance has to be on a pass or fail basis. Therefore a bid which is not eligible or substantially compliant will be rejected.

Technical (Detailed) Evaluation

This is conducted only on bids that have been determined to be eligible and compliant during the preliminary examinations as outlined above. This stage determines whether the bids are substantially responsive to the commercial and technical requirements of the solicitation documents using a pass or fail system or a merit point system e.g. assessing technical quality of the bid by comparing it with the specifications in the solicitation documents.

Financial Evaluation

This is usually done to examine and compare financial bids and determine the best evaluated bid price. Normally the solicitation document will state which costs should be taken into account and which ones should be excluded.

There are a number of methods used in conducting evaluation of bids.

The following are the most common ones as explained by the PPDA User Guide by Local Governments.

Quality and Cost Based Selection considers both technical quality and the cost of each bid, with the relative weighting of technical and cost elements decided in advance.

Quality Based Selection focuses on quality only, using merit points to determine the best quality technical bid, regardless of price and only the financial bid of the best technical scoring bidder is considered.

Least Cost Selection is used to obtain the lowest price bid which meets the technical standard required by the PDE. Merit points are used to determine which bids meet the minimum technical standard required. The best evaluated bid is the lowest priced one which meets this minimum technical standard.

Technical Compliance Selection is also used to obtain the lowest priced bid which meets the technical standard required by the PE. Bids are compared to the Statement of Requirements on and requirements of the solicitation document. This is used to eliminate unsuitable bidders. However, Tian (2003) explains that in China, the evaluation panel is made of professionals in the areas of trade, law and technology with proven expertise and who are free of personal interests in the tender projects and of connection with any bidder. He goes on to explain that after bid evaluation, the procuring entity or tendering agency is required to submit

to the ministry a comprehensive report explaining the short listing process and stating the reasons why it has to refuse the unsuccessful bidders and award the contract to a certain bidder. The procuring entity is prohibited from applying criteria other than those put forth in the approved solicitation documents.

According to Lemke (2003), non discrimination rule or principle of equal treatment of bidders is the foundation of many public procurement systems. Consequently the principle of transparency of public procurement procedure is also generally applied. To ensure equal treatment of bidders and to meet the requirement of impartial proceedings, procuring entities must fulfill the requirements of openness at all stages of the proceedings, rendering publicly accessible all substantial information (Lemke, 2003).

Contract management and administration, and effective service delivery

Contract management and administration is the management of contracts made with customers, vendors, partners or employees. It includes negotiating the terms and conditions of the contract, ensuring compliance with the terms and conditions as well as documenting and agreeing on any changes that may arise during implementation of execution (<http://www.wikipedia.org/wik/contract.management+contract>). Public Procurement requires cooperation between public and private sector. It has been described as a partnership between public and private enterprise. If one of the parties is dysfunctional, the system will not work. You cannot shake hands with one hand (Walker, 2003). Both the

government, the giver of contracts, and the private sector the recipient of contracts have to cooperate effectively for the system to be successful.

According to Campos *et al* (2007, p.315), contract performance, administration, and supervision begins immediately after the contract is awarded, when the contractor or the vendor is then "on the clock" and expected to make progress fulfilling the terms and conditions of the contract. It includes the management of the contract by the procuring entity, in particular monitoring of proper implementation. The monitoring procedures must be established in advance and should include complete documentation and accurate records to ensure that money is being used as specified in the contract. Campos *et al* further argue that a contract that is not properly and frequently monitored leaves opportunity for individuals to siphon money without completing the necessary work or providing the quality of work expected.

According to Prager as quoted by Islam (2007 p.387), proper and effective management and monitoring of contracts helps to improve the quality of goods and services and reduces procurement costs. Contract management and administration aims at achieving three broad goals: i.e. quality products and services, timely delivery of products and services, and cost effectiveness. In order to achieve these goals contract performance must be monitored and controlled, problems must be properly documented and effectively resolved, and supplier relationship need to be managed including managing the relationship between suppliers and end users and ensuring contract fulfillment (Thai, 2004 as

cited by Hakiza ,2009).

Contract management comprises of two broad activities. The first task of any contract manager is to carry out delivery follow up and expediting. Delivery follow up involves regular communication with suppliers to review status of transaction. Expediting is attempt to improve (reduce) the contractually agreed delivery time of schedule (Hakiza, *ibid*). The second activity of contract management is receiving and inspection of products and services delivered by the supplier.

The objective of receiving and inspecting is to ensure quality by verifying that the goods, equipment, or services conform to the specification as well as to the contractual requirements. However, the ability of professionals to accomplish procurement objectives and policies is influenced by the level of professionalism or quality of workforce amongst other factors (Thai, 2004).

On professionalism, Baily etal (2005) point out that in order to ensure public accountability and yet gain optimum impact through use of commercial best practices there is need for professional training and education of those personnel responsible for the strategic direction and practical application of the procurement action. They further argue that professionalism can only come from a full understanding of the issues involved, a sound knowledge of legal and commercial aspects and the confidence to make decisions that effectively that ensure the best value for money on behalf of the tax payer is achieved, and the processes to

achieve this are fair and open to scrutiny (especially in light of the constantly reducing budgets).

Effective contract management is the process of not only managing the provider to ensure their responsibilities and obligations are met but also ensuring the PE's responsibilities and obligations are equally honored. This usually results in monitoring timely production of deliverables on the part of the contractor, and timely payments for deliverables in accordance with the contract payment terms, on the part of the PDE (User Guide for Public Procurement and Disposal of Public Assets 2008 p.16).

According to McMCue and Prier (2007), payment to the contractor for the supplies and services delivered is the government obligation under the contract. The government expects the contractor to meet all the contract requirements for quality, quantity, and timeliness. The contractor expects no less of the government in meeting its requirements of timely and accurate payments for the goods and services received. So a process of meeting this obligation is essential. This will ensure that payment is only made to contractors who perform in accordance with the contract terms and conditions, and will help establish ethical environment fairness in which to conduct business. Baily *et al*, (2005) assert that when receiving deliveries they must be checked for quality and quantity against the purchase order and the supplier's advice note. They continue to point out that any variations from the advice note, discrepancies or damage must be recorded. The goods checker should sign the goods received note (GRN) to certify correct delivery. However, Baily *et al*, (2005) argue that

it is one of the principles of government contracting that firm price contracts should be used whenever possible. They explain that firm prices are those not subject to any provision for variation.

Problems hindering effective service delivery

The negative effects of poor procurement planning are obvious since the success of the subsequent procurement processes depend heavily on how planning is done. Basheka (2008) argues that this translates into Garbage in Garbage out (GIGO) terminology.

CPAR Report, (2004) states that it is not surprising that many procurement entities at both the central and local government levels have not taken planning as a serious activity. The reasons for lack of procurement planning by such entities have been the actual lack of understanding of the value of procurement, proper enforcement of rules relating to planning. It could also relate to lack of capacity due to limited procurement professionals and lack of commitment and support from management of those organizations. It has been experienced that the planning stage in the procurement process can be subjected to abuse. Sometimes decisions do not follow a rational policy or an existing need but the desire to channel benefits to particular individuals within the organization.

According to Kempe and Chikulo, (2000), supplies may be over procured due to poor planning and there are also instances where some autocrats search for expensive capital projects that can be a source of kickbacks. The amounts of kickbacks normally depend on the value of the items to

be procured. As part of procurement planning it must be ensured that there is confirmation of availability of funding. It would be so disastrous to start and complete the procurement process without a clear source of funding. The Anti Corruption Resource Centre article on: *Corruption in Public Procurement* (<http://www.transparency.org>) points out the risks associated with award as follows; the evaluation criteria may not be clearly stated in the tender documents, evaluation of bids is subjective or leaves room for manipulation and biased assessments, contract awards are not published. Normally the Accounting Officer is supposed to communicate the award decision.

Gakwandi (1998) suggests that Government should consider adopting a “no bribery” pledge similar to the one being used in Ecuador and overall the public procurement systems by involving the private sector more actively in its design and implementation).

Sometimes the evaluation criteria are not set from the start or are not objective, thereby making them prone to abuse. Experience has shown that in some cases the evaluation team disregards the set criteria and makes decisions that favor specific suppliers or contractors (www.corruption and public procurement)

The Anti Corruption Resource Centre article on: *Corruption in Public Procurement* (<http://www.transparency.org>) points out the risks associated with award as follows; the evaluation criteria may not be clearly stated in the tender documents, evaluation of bids is subjective or leaves room for manipulation and biased assessments, contract awards are not published.

Normally the Accounting Officer is supposed to communicate the award decision. Gakwandi (1998) suggests that governments should consider adopting a “no bribery” pledge similar to the one being used in Ecuador and overall the public procurement systems by involving the private sector more actively in its design and implementation.

The inefficient use of funds can be generated from problems across the entire procurement process from the definition of the needs and creation of the bidding documents, to a lack of transparency and competition in the process of bidding, evaluation and award of contracts, to poor contract supervision (Harmonizing Donor Practices for Effective Aid Delivery, 1999).

The stage of contract management and administration is associated with a number of risks such as; contract change and renegotiations after the award that are of a nature that changes the substance of the contract itself, the supervising individuals may be unduly influenced to alter the contents of their reports so that changes in quality, performance, equipment and characteristics go unnoticed, contracts claim may be false or inaccurate and are protected by those in charge of detecting them or in charge payments, and subcontractors and partners may be chosen in a non transparent way and they can be used to channel bribes (<http://www.transparency.org>)

However, the researcher identified some gaps during the review. The literature does not adequately make mention of how procurement

planning affects quality and timeliness of services delivered. On top of the above it does not ably point out how evaluation and award influence quality and timeliness of services delivered. Finally, it does not clearly show how contract management and administration affects service delivery in the dimensions of quality and time. However, a number of challenges and risks associated with the procurement process were pointed out. A lot more is expected to be identified. This study will therefore be conducted in attempt to address these gaps.

CHAPTER THREE

RESEARCH METHODOLOGY

Research Design

This study was a descriptive design and the researcher used RTA management of the key processes in the procurement process in the parastatals in Rwanda. The study was carried out using a cross-sectional survey design which is defined as the procedure for gathering information from a large number of people by collecting information from a few of them. Focus was on the management of the key stages in the procurement process. Both quantitative and qualitative research methods were used to investigate the opinions of individuals and groups. Quantitative data was gathered through questionnaires while qualitative data was generated from interviews with stakeholders. The qualitative approach enabled the researcher collect data that was not to be captured through questionnaires.

Research Population

Groups (strata) were selected basing on the level of involvement and knowledge in the procurement process. Therefore, the population of the study was one hundred and forty three (143) and this included directors of units and factories, members of the tender committee, heads of sections, contractors/suppliers, RPPA officials and officials from the Auditor General's office.

Sample size and selection

Each member or case in the sample is referred to as a subject.

Sometimes, the terms “respondent” or “interviewees” are used. Details of population, sample size and selection methods are shown in the table below.

Table 1: Population, sample size and selection methods

Category	Population	Sample size
Directors of units and factories	10	07
Tender committee members	07	05
RTA Professionals	38	28
RPPA Officials	22	16
Contractors/Suppliers	47	35
Auditor General’s Office	19	14
Total	143	105

Source: Primary data, 2011

Sample size

The researcher applied the sample determination formulae stated as

follows:
$$n = \frac{N}{1 + Ne^2}$$

Where, N is the target population, n is the sample size and e is the level of statistical significance. The confidence level in this study is 5%. Hence the level of statistical significance is 0.05. In this case, $n = 143 / 1 + 143 (0.05)^2$ which comes to 105. The formulae approach was adopted because it is likely to yield less bias. The study sample was therefore 105 respondents.

Sampling procedures

The following sampling procedures were used by the researcher to select the sample while in the field:

Purposive sampling

In this method, the researcher targeted a specific group of respondents and administrators since they are believed to be reliable and knowledgeable about the procurement process and service delivery, so they were in position to give dependable and detailed information about the topic of investigation.

Simple random sampling

The researcher applied simple random sampling technique to select respondents because of their large population in order to have a manageable sample for the study. According to Amin (2005), a good sample for academic research is between 60 to 120 respondents and this study will use 105 respondents. Simple random sampling is advantageous because it is free of classification error, and it requires minimum advance knowledge of the population other than the frame. For these reasons, simple random sampling best suits situations where not much information is available about the population and data collection can be efficiently conducted on randomly distributed items, or where the cost of sampling is small enough to make efficiency less important than simplicity (Castillo, 2009).

Research instruments

Data for the research was obtained from the primary source. Questionnaires were used as the instrument for data collection. A

questionnaire is a carefully designed instrument for collecting data in accordance with the specifications of the research questions and hypotheses. It consisted of a written set of questions to which the respondents write down the answers. Since all categories of respondents composed of persons who were reasonably knowledgeable, self administered questionnaires were used and where necessary, assistance was rendered by the researcher and/or her research assistants. The researcher considered this instrument most appropriate considering the sensitivity of the matter and the need for honesty and confidentiality. Data was also generated from interviews through interview guides.

Validity and Reliability of the instrument

Reliability

The reliability of instruments was established basing on the preliminary results derived from the pilot study. The study instruments were set for the pilot run. Specifically, 10% of the questionnaires were selected randomly and pre-tested to a few respondents, in order to evaluate data collected, and then any possible amendments were done accordingly. The reliability of the questionnaire was established using CRONBACH Alpha Coefficient.

$$\alpha = \frac{K}{K-1} \left(1 - \frac{\sum \sigma^2 k}{\sigma^2} \right)$$

Where;

α = Reliability, Alpha Coefficient (CRONBACH)

K = Number of items in the instrument

$\sum \sigma^2 k$ = Variance of individual items

σ^2 = Variance of the total instrument

\sum = Summation

Therefore;

K=48,

$$\sum \sigma^2 k = 2$$

$$\sigma^2 = 6$$

$$\alpha = \frac{48}{48-1} \left(1 - \frac{2}{6} \right)$$

$$\frac{48}{47} (0.667) = 0.68$$

47

Therefore, the reliability of questionnaire using Alpha Coefficient (CRONBACH) = 0.68 which implies that the questionnaire is reliable.

Validity

For purposes of this study, validity of instruments was ascertained by discussing the questionnaire and interview schedule drafts with the supervisor. The errors that could have been left out unidentified were detected and removed through pre-testing of instruments by undergoing a pilot study. After constructing the questionnaire the researcher contacted the supervisor and three other experts in order to get expertise judgment on the validity.

CVI = Number of items regarded relevant by judges

Total number of items

The total number of items was 48 but 38 items were regarded as relevant.

CVI=38/48

CVI=0.79166, an instrument is valid if the CVI greater than 0.5.

Therefore, the questionnaire was a valid tool.

Data gathering procedure

The researcher obtained a letter of introduction from the University. The letter was given to the relevant authorities for purposes of this research.

The researcher sought consent from respondents before the start of data collection process. Data was collected using questionnaires and interview guide, analyzed using SPSS and later interpreted. The results were discussed with the supervisor before the final report was written.

Data Analysis

The study was both quantitative and qualitative. It was quantitative given the structure of the questionnaire which is of a likert scale type (this is a questionnaire format with a range of alternative answers eg 'strongly agree', 'agree', 'uncertain', 'disagree', and 'strongly disagree').

A five point likert scale was used to rate responses under procurement planning, evaluation of bids and award of tender, and contract management and administration. Responses like 'strongly agree' 'agree' 'disagree', 'strongly disagree' and 'uncertain' were used to express the levels of agreement with statements.

The raw data obtained using the questionnaires was sorted and coded. The coded data was entered, checked and then analyzed using a

computer program called Statistical Package for Social Scientists (SPSS) version 16 which is believed to be more widely available. Focus was on descriptive analysis which basically offers general description of data through descriptive statistics such as percentages, charts, and frequencies.

The qualitative data obtained using interview guides was analyzed and categorized basing on patterns of repetitions. The data was used to reinforce information gathered using questionnaires and to draw conclusions and some were in form of direct quotations from the respondents. The relationships between variables were compared using Pearson correlation coefficient (from SPSS data base).

Ethical considerations

Data collected from the respondents was treated as confidential and was used solely for purposes of the study. Respondents were not required to put their names and /or identities on the questionnaires. Respondent were assured of confidentiality by the researcher.

Limitations of the study

Respondents: Some of the respondents were hesitant to give information about the study and did not want their names to be mentioned during report writing. This problem was solved by assuring them that information obtained was only for academic purposes and that no body's name would be mentioned during report writing.

Time: The researcher experienced some limitations in terms of time and

the researcher solved this by being time conscious and also by working extra hours of the day and night.

The anticipated threat to validity in this study will be as follow:

Intervening or confounding variables which will be beyond the researchers control such as honesty of the respondents and personal biases. To minimize such conditions, the researcher will request the respondents to be as honest as possible and to be impartial when answering the questionnaires.

The research environments are classified as uncontrolled setting where extraneous variables may influence on the data gathered such as comments from other respondents, anxiety, stress, motivation on the part of the respondents while on the process of answering the questionnaires. Although these are beyond the researcher's control, efforts shall be made to request the respondents to be as objective as possible in answering the questionnaires.

Testing: The use of research assistants may render inconstancies such as differences in conditions and time when the data were obtained from respondents. This was minimized by orienting and briefing the research assistants on the data gathering procedures.

CHAPTER FOUR

PRESENTATION, ANALYSIS AND INTERPRETATION OF DATA

Table 2: Demographic characteristics

Background Information	Frequency	Percentage	Quality of service delivery	
			Chi-Square	Pearson Correlation
Category				
Director (unit/factory)	12	11.4	N/A	N/A
RTA head of section	33	31.4		
RPPA official	21	20		
Contractor/supplier	13	12.4		
Tender committee	11	10.5		
Auditor Gen./official	15	14.3		
Gender				
Male	64	61	38.9	0.054
female	41	39		
Age				
Below 20	9	8.6	93.04	0.129
21-30	24	22.9		
31-40	37	35.2		
41-50	30	28.6		
51-60	5	4.8		
61 and above	-	-		
Years of service				
Less than 3	25	23.8	42.9	0.043
4-11	52	49.5		
8-11	9	8.6		
Above 11	19	18.1		
Education level				
Less than S.4	1	1	67.09	0.614
S.4	2	1.9		
S.6	1	1		
Diploma	3	2.9		
Degree	98	93.3		

Source: Primary data, 2011

From table 2 above, the following analysis were obtained;

Category of respondents

Regarding the category of respondents, 31.4% of the respondents were from the RTA head of section, followed by 20% who were from RPPA officials, 14.3% were from Auditor General Officials', 12.4% were contractors/suppliers, 11.4% were director of the unit/factory and 10.5% were from the tender committee. The findings were relevant in this study in that it was obtained from different categories of people.

Gender of respondents

Regarding the gender, 61% of the respondents were males whereas their female counterparts were 39%. The findings however implied that both male and female respondents participated in the study but more males participated in the study. The males were the majority in the study because they constituted majority of the employed people in the parastatals. However, using Pearson's correlation coefficient, there was a significant relationship between sex of respondents related to procurement activities and quality of service delivery.

Age of respondents

Majority of the respondents (35.2%) were aged between 31-40 years, followed by 28.6% who were aged between 41-50 years and 22.9%, 8.6% and 4.8% were aged between 21-30, below 20 and between 51-60 years of age respectively. The above findings therefore, implied that all the respondents were mature and therefore the information they provided was reliable and accurate. However, using Pearson's correlation coefficient, there was a significant relationship between age of

respondents related to procurement activities and quality of service delivery

Years of service

Regarding the years of service, 49.5% of the respondents had been working with RTA for a period between 4-11 years, followed by 23.8% who had worked for less than 3 years but 18.1% and 8.6% had worked for a period above 11 years and between 8-11 years respectively. The findings above implied that the period spent by the respondents working for RTA was enough to provide the required information about the study.

Quality of service

From the table above, while a good number of the respondents indicated that quality of procurement service was good (39%), there were a good number of them (37.2%) who pointed out that quality of service delivery were very poor. In an interview with one employee, the poor quality of procurement services was attributed to lack of flexibility which may result from strict rules and regulations of the procurement process limits the opportunities for the public purchaser to react strategically when confronted with unlawful co-operation among potential bidders seeking to increase profits.

In support of the above finding, one respondent is quoted to have said as follows;

"Even though there are approaches considered to enforce and implement procurement law in Rwanda, there are still factors that affect the enforcement of this law in the country and one of such factors is corruption"

In the context of this study, it can be said that corruption during the procurement process affects the quality of service in several ways. First, it is likely to have a direct impact on cost. If firms have to pay bribes to win contracts, more is likely to be paid than they would have otherwise so that the firms can recoup those costs. In support of these findings, Hunja, R (2003) indicates that in many developing countries public procurement was not previously viewed as having a strategic impact on the management of public resources. It was treated largely as a process oriented 'back door' support function often implemented by non professional staff of the buying agencies.

Procurement process

More so, 37.2% of the respondents noted that the procurement process was good while a good number (27.6%) revealed that the procurement process was poor and 35.2% of the respondents were uncertain. In the context of this study, recommended procurement process should involve timely acquisition of goods, services and works taking into account the following guiding principles; that is, best value for money, fairness, integrity and transparency, effective international competition and the interest of stakeholders. However, in an interview with one tender committee member, it was revealed that because of corruption in the procurement process, there was no realization of best value for money which means the selection of offer was not based on optimum combination of factors such as appropriate quality, life-cycle costs and other parameters which can include social, environmental or other strategic objectives which meet the end-user needs. In most cases best

value only took into account the lowest initial price option, but not representing the best return on the investment.

In addition to the above, one Supplier is quoted to have said;

"Competition is not conducted in a fair and transparent manner. It is not guarded against collusion and is not conducted on the basis of clear and appropriate regulations, rules and procedures that should be applied consistently to all potential suppliers. The procurement process is not carried out in a manner that gives all interested parties, both inside and outside the organization the assurance that the process is fair".

The above quotation was an indication that the procurement process was not satisfactory by the time of this study. Procurement function is part of an organization structure setting, which is charged with receiving requisitions, soliciting quotations, negotiating with suppliers, placing orders, receiving supplies; making payments and managing contracts. Procurement along with such activities as production, warehousing and transportation is one of the links in the processes by which designs and resources are converted into finished goods that satisfy the needs of customers.

Speed of service delivery

The results also showed that the speed of service delivery in RTA was good as noted by 39.1% whereas 32.3% revealed that the speed of service delivery was poor and 28.65 were not sure about the idea. The findings above therefore implied that the quality of service, procurement process and speed of service delivery were just fair and therefore, needed

attention.

On a positive note, through interview with some tender committee members, it was revealed that in RTA, Procurement usually involves a bidding process in which the bidders or sellers quote their prices and the buyer accepts the lowest possible bid in addition to the quality of supply. In addition, the process of procurement usually begins when the procurer starts to search the market for bidders. After identifying the suppliers, a request for bids, proposals, quotes, and information can be made.

They further indicated that after selecting the suitable bidders, a quality check is made in order to confirm the suitability of the goods/services in question. The next step is negotiation of the terms, conditions, quality, and delivery schedules. Logistics and payment are the next two important processes that determine the safe delivery and the payoff of goods. Service delivery in procurement function is measured in obtaining supplies and services of the right quality, in the right quantity, from the right source and delivered to the right place at the right price. This helps the organization to acquire value for money services and supplies, which conform to customers' specifications.

Procurement planning and service delivery in RTA

In the context of this study, procurement Planning is one of the most important and vital business processes in every company. It gives a procurement plan aimed to provide productions with necessary resources.

The focus on this section was due to the fact that procurement planning gives the following benefits for the company, that is, materials are

always available for production, optimization of material and resources prices , costs and procurement time are minimized , reduction in risks , balanced execution of production plan and effective partnership between the company and its suppliers.

Table: 3 Extent of Public Procurement Management Process in terms of procurement planning

Categories	Mean	Interpretation	Rank
Procurement planning			
I participate in the procurement planning process	3.26	Fairly satisfactory	1
I have had training in procurement planning process	2.93	Fairly satisfactory	2
I take part in needs identification in RTA	2.80	Fairly satisfactory	3
Common user items are procured jointly	2.17	Un satisfactory	4
The minimum bidding periods are observed in all procurement methods.	1.92	Un satisfactory	5
The user departments complete and submit sect oral needs to PU	1.87	Un satisfactory	6
Procurement plans indicate the funds available for each item	1.76	Very unsatisfactory	7
The procurement plan is prepared and approved in time	1.76	Very unsatisfactory	8
Procurement plans indicate planned dates for submission to procurement unit, bid invitation	3.5	Satisfaction	1
The consolidated procurement plan is approved before implementation.	1.68	Very unsatisfactory	10
Needs are identified considering the strategic objectives of RTA	1.51	Very unsatisfactory	11
Procurement planning is linked to the RTA Budget	1.46	Very unsatisfactory	12
The PU prepares and consolidates the procurement plan	1.43	Very unsatisfactory	13
Open bidding is the most frequently used procurement method in RTA	1.40	Very unsatisfactory	14
Evaluation committee adhere to the evaluation criteria put in the advertisement	2.8	Fairly satisfactory	3
The nature and complexity of an activity/ item determine the procurement method	1.26	Very unsatisfactory	16
Methods of procurement are always within set threshold by RPPA	1.25	Very unsatisfactory	17
SUB-TOTAL	1.850	Un satisfactory	

Source: Primary data, 2011

Mean range

4.21-5.00 Very satisfactory

3.41-4.20 Satisfaction

2.61-3.40 Fairly satisfactory

1.81-2.60 Un satisfaction

1.00-1.80 Very unsatisfactory

From table 4 above, showing frequencies and percentages of responses, the following results were obtained;

Identification of needs considering the strategic objectives of RTA

The focus on needs identification was due to the fact that the initial catalyst for procurement of an asset is either the identification of a need or a response to an opportunity. Regarding the procurement planning in RTA, the mean of 2.80 shows that needs are identified considering the strategic objectives of RTA. No doubt this was a positive aspect of the procurement process of RTA and it is fairly satisfactory. Any procurement begins with the planning decision to make the purchase and this will involve in the first place, deciding whether there is a need for the particular goods or services, ensuring that the purchaser has the legal powers to undertake the transaction, obtaining any relevant approvals within the government hierarchy and arranging the necessary funding.

Taking part in needs identification in RTA

From the table above, the mean of 1.51 of the respondents indicated that they took part in needs identification in RTA procurement planning. This shows that very few people of RTA, participate in needs identification

which is very unsatisfactory. However, in an interview with one member of the tender committee, is quoted to have said as follows;

"Not all stakeholders are involved in procurement decision making and this creates room for one to question the credibility of the process".

Adherence of evaluation committee to the evaluation criteria put in the advertisement

A mean of 2.8 agreed that the evaluation committee adhered to the evaluation criteria put in the advertisement. In support of the above finding, one member indicated that the Evaluation Plan outlines the policy and procedures in the evaluation of response to the RTA.

However, one committee member indicated that some suppliers did not fill full the requirements in the advertisement. The above quotation was an indication that the evaluation criteria put in the advertisement was fairly satisfactory despite a few supplier problems.

Participation in the procurement planning process

The focus on procurement planning was due to the fact that procurement planning is one of the primary functions of procurement with a potential to contribute to the success of local government operations and improved service delivery. It is a function that sets in motion the entire acquisition/procurement process of governments' parastatals. A mistake in procurement planning therefore has wide implications for local governance, measured from the two indicators of accountability and participation.

On a positive note, the results indicated that Procurement planning is linked to the RTA Budget as indicated by a mean of 3.26 of the respondents. This is positive and fairly satisfactory.

From the table above, minority of the respondents that is shown by a mean of 1.4 disagreed saying that they don't participate in the procurement planning process.

A mean of 3.5 were of the view that procurement plans indicate planned dates for submission to procurement unit, bid invitation among others. In addition, the current procurement process was criticized by one evaluation committee member who indicated as follows;

"In some cases the procurement process is conducted without following what is stated on the procurement plan, and yet doing things without following the plan can tantamount to making mistakes, hence affecting the quality of procurement process"

The above quotation is an indication that the organization has not taken planning as a serious activity. As pointed out by one RTA Professional, the reasons for lack of respect to procurement plan by such entities have been the actual lack of understanding of the value of procurement, proper enforcement of rules relating to planning.

Training in the procurement process

From the table above, a mean of 2.93 indicate that they had training in procurement planning process and 1.46 agreed that procurement planning is linked to the RTA Budget. Furthermore, 2.71 show that common user items were procured jointly. This finding was an indication that there were substantial improvements in the training and procurement process in RTA

and the way common user items are procured.

Preparation and approval of procurement plan in time

Very unsatisfactory mean of 1.68 noted that the procurement plan was prepared and approved in time. Others through interviews with some tender committee members indicated that there was poor planning which was likely to affect the quality of procurement service. One official from the Evaluation Committee summarized these consequences as; procurement failing to timely meet the actual needs of user departments, advantages of scale and bulk purchasing was not achieved, packaging and timing are not utilized to achieve value for money.

Methods of procurement are always within set threshold by RPPA

A mean of 1.25 revealed that methods of procurement are always within set threshold by RPPA. However, according to RPPA, the underlying principle of procurement policies is that public sector contracts should normally be awarded on the basis of open competitive bidding. Only in special cases should contracts be awarded on the basis of selective bidding or direct purchase. The laws and practices for carrying out procurement should not discriminate between foreign and local products, suppliers or contractors and the procedures should be transparent and fairly applied and set rules and regulations.

The nature and complexity of an activity/ item determine the procurement method

From the table above, a mean of 1.26 also agreed that the nature and complexity of an activity/ item determine the procurement method. In support of this finding, one supplier is quoted to have said as follows;

"The procurement process is so long and requires one to fulfill so many requirements, for example, if supply of an item requires a lot of money, it involves advertisements, both nationally and internally and it takes many days in the press".

The above finding was a further indication of dissatisfaction with the procurement process particularly by the suppliers.

Use of open bidding

The focus on open Bidding procedures is due to the fact that these are procedures under which all interested suppliers or contractors are given adequate notification of purchase requirements and all such bidders are given an equal opportunity to submit a bid. They provide the greatest opportunity for competition and satisfy the need for economy and efficiency. However, Open bidding is not the most frequently used procurement method in RTA as shown by a mean of 1.40 which is not satisfactory at all.

Observing of minimum bidding periods and bidding process

In addition, 1.92 agreed that the minimum bidding periods were observed in all procurement methods and the user departments did not receive communication of the minimum bidding periods in time. However, one

supplier indicated that they did not have regular access to News papers where advertisements are commonly placed. The suppliers were also not satisfied with some other methods of procurement such as short listing and restricted tendering because they thought such methods were vulnerable to corruption. There was also submission of sector needs to PU as revealed by unsatisfactory mean of 1.87 respectively. More so, only 1.43 agreed that the PU prepared and consolidated the procurement plan. Again on a unsatisfactory note, plan was approved before implementation as noted by a mean of 1.76 response. This was an indication of unsatisfactory performance of RTA procurement process.

The above findings implied that procurement planning has an effect on the quality of service delivery in RTA. Since most of the respondents agreed to the planning statements, it also shows that the procurement planning is done fairly well in Rwanda Tea Authority to enhance service delivery. Rwanda Tea Authority also followed the normal process for public sector procurement involves the following steps:

- Notification of opportunities for bidding;
- Prequalification, where appropriate;
- Invitation to bid and issuance of bid documents;
- Receipt of bids, evaluation of bids and contract award; and
- Contract administration.

The extent of the process and specific procedures to be followed for each step will depend on the method of bidding that is used.

Bid evaluation and service delivery in RTA

The focus on bid evaluation was due to the fact that after the submission deadline, the process of opening and evaluating bids to determine the bidders' responsibility, responsiveness, and other factors associated with selection of a bid for contract award.

Table 4: The level of relationship between bid evaluation and service delivery in RTA

Bid evaluation	MEAN	INTERPRETATION	RANK
The contract is always awarded to the lowest bidder	3.60	Satisfaction	1
Announcement of results of technical evaluation is open to the public	2.34	Un satisfactory	2
Quality and cost based selection method is used in case of design and building contracts	1.69	Very unsatisfactory	3
Evaluation of bids and award influences speed of service delivery	1.67	Very unsatisfactory	4
The best evaluated bidder always wins the contract	1.63	Very unsatisfactory	5
Technical compliance selection method is used in the evaluation of works	1.61	Very unsatisfactory	6
Evaluation of bids and award influences quality of services delivered	1.50	Very unsatisfactory	7
SUB-TOTAL	2.004		

Source: Primary data, 2011

From table 4 above, showing frequencies and percentages of responses, the following results were obtained;

Use of technical compliance selection method in the evaluation of works

In the context of this study, an appropriate procurement system is a catalyst to the success of a construction project. In practice, the solutions and outcomes of procurement selection decisions could be extremely useful in supporting decision making. As a technique that captures and reuses experiential knowledge, case-based reasoning (CBR) has a high potential for modeling the procurement selection decision within a complex dynamic environment. In this study, regarding the effect of bid evaluation and service delivery in RTA, a mean of 1.61 noted that technical compliance selection method is used in the evaluation of works. Basing on the above findings, it can be noted that there was need for some attention on the technical compliance selection method in the evaluation of works.

Use of quality and cost based selection method of design and building contracts

A mean of 1.69 indicate that quality and cost based selection method is used in case of design and building contracts. The quality and cost based selection considers both technical quality and the cost of each bid, with the relative weighting of technical and cost elements decided in advance. And in the context of this study, it can be said that the aspects of quality were realized in the procurement process despite a few complaints by some stakeholders such as suspicion of corruption and strict rules and regulations in the procurement process.

Announcement of results of technical evaluation is open to the public

In the context of this study, after the submission deadline, the process of opening and evaluating bids to determine the bidders' responsibility, responsiveness, and other factors associated with selection of a bid for contract award. And on the question of whether announcement of results of technical evaluation is open to the public, a mean of 2.34 revealed that announcement of results of technical evaluation is open to the public. Basing on the results above, it can be said that while announcement of results of technical evaluation was open to the public, there was still need for attention on this subject.

Awarding of contract to the lowest bidder

Furthermore, a satisfactory mean of 3.6 said that the contract is not always awarded to the lowest bidder. These results were attributed to the fact that it is not a must that the lowest bidder has to be selected because the supplier may be lacking other qualities such as quality of goods, timely supply and failure to provide the requirements of the advertisement. In the context of some suppliers, the above finding was an indication that there was corruption in the procurement process in the Tea Company. In support of the above finding, one supplier is quoted to have said;

"Although there is open domestic bidding and that the RPPA publishes procurement guidelines, open opportunities, contract awards and other related information on its website, provide advice, guidance and capacity training, while also monitoring and evaluating compliance, the process still has a number of weaknesses such as fear of taking decisions by managers and suspicion of corruption".

Looking at Rwanda as a whole, the World Bank Enterprise Survey conducted in Rwanda in 2006 indicates that Rwanda performs relatively well in terms of corruption compared to other low income and African countries. Only 4.4 % of the firms surveyed identified corruption as a major constraint to doing business in the country. 20 % of the firms report making unofficial payments to get things done, compared to an average of 48 % in other African countries. Basing on this observation, we can make a generalization that the level of corruption in RTA cannot be solely responsible for lack of satisfactory procurement service delivery in the RTA.

Best evaluated bidder

From the table above, 1.63 indicate that the best evaluated bidder always wins the contract. However, some contractors identified procurement as one of the areas most prone to corruption RTA. They added that corruption in procurement affects the efficiency of public spending and donors' resources, creates waste and, ultimately, affects the quality of health and education services and the opportunities they present to improve quality of life. Corruption also harms companies (RTA) in its production process; it increases operational costs, reduces competitiveness in terms of quality of tea produced and in the medium term is not a good business.

However, from the researcher's personal observation, corruption in Rwanda is not as widespread as in many other African countries. In the

words of the government itself, "Rwanda has minimal corruption compared to many African countries". Where corruption is found, it is being punished through serious sentences or disciplinary measures. There have been incidences of publicly exposing corrupt officials and dismissing senior officials on the grounds of corruption.

Evaluation of bids, award and quality of services delivered

Evaluation of bids and award influences quality of services delivered as shown by 1.50 mean. Evaluation of bids is the most important phase in a public procurement procedure and it is at this juncture that the public procurement entity decides which bidder will be awarded the contract. The reliability, integrity, and transparency of this key step in the process depend mainly on how clearly the bid evaluation criteria were originally expressed in the bidding documents and whether those criteria were faithfully applied in the selection process. Traditionally, the key performance indicators for evaluation of supplier performance have been price, quality and delivery. In the context of this study, evaluation of bids, award and quality of services delivered was satisfactory.

Evaluation of bids and award and how it influences speed of service delivery

A mean of 1.67 indicate that the idea that evaluation of bids and award influences speed of service delivery. The findings above implied that bid evaluation has a very unsatisfactory effect on service delivery in RTA.

From the above findings, it can be said that either at the beginning of the

procurement phase, a tender committee should be established. The composition of the committee will often be prescribed by Ministry of Finance Decree. The role of the tender committee is to oversee the procurement process from the stage of opening bids to the award of their contracts and recommend key decisions pertaining to whom to give the tender or to council the tender.

Contract management and administration and service delivery in RTA

In regard to this study, Procurement is the full range of activities related to purchasing goods, services and works. Procurement can range from contracting for an entire service to purchasing small assets such as office equipment/supplies. The procurement process does not end at the commissioning or contract award stage, but spans the entire life cycle of the product or service from inception and design through to contract management and disposal of any redundant assets. Effective procurement and contract management is a key component to any organization, as it enables them to deliver high quality services which meet their current and future needs.

The importance of this phase is further reinforced when we consider that this is the phase where the output of the procurement project occurs – the delivery of the required goods or services. From the supplier's perspective, this phase is also important because it is its performance in this phase that will often be the basis on which future business will be won or lost. Not only its performance in terms of delivering the required goods or services in full, on time and to specification, but also its

performance in terms of the relationship it builds with the agency and the added value it delivers.

Contract management and administration and service delivery in RTA

In the context of this study, contract management or contract administration is the management of contracts made with suppliers/contractors. Contract management includes negotiating the terms and conditions in contracts and ensuring compliance with the terms and conditions, as well as documenting and agreeing on any changes that may arise during its implementation or execution. It can be summarized as the process of systematically and efficiently managing contract creation, execution, and analysis for the purpose of maximizing financial and operational performance and minimizing risk.

Table 5: Public Procurement Management Process in terms of Contract management and administration

Contract management and administration	Mean	Interpretation	Rank
Relevant technical officer usually inspects the supplies for conformity with specification	3.06	Fairly satisfaction	1
Payment to suppliers / contractors is sanctioned by the Accounting Officer	3.06	Fairly satisfaction	2
Payment to suppliers, contractors and service providers is done promptly	2.58	Un satisfaction	3
The RTA has adequate personnel with required skills to supervise contracts	2.31	Un satisfaction	4
Contract management is done by the user departments	2.29	Un satisfaction	5
Technical officers from user departments participate in supervision	2.09	Un satisfaction	6
PU follows up performance of contracts	2.01	Un satisfaction	7

Policy makers normally follow up (monitor) ongoing projects	1.95	Un satisfaction	8
Contract management and administration affects speed of delivery of services	1.89	Un satisfaction	9
Sometimes payment to contractors is made before completion of works.	1.88	Un satisfaction	10
Contract management and administration affects quality of services delivered	1.84	Un satisfaction	11
Payment to contractor /s suppliers is made after certification	1.78	Very unsatisfaction	12
Payments to suppliers are only made on receipt of deliverables specified in the contracts	1.62	Very unsatisfaction	13
Quarterly progress reports (financial and physical) are usually prepared	1.46	Very unsatisfaction	14
Monthly progress reports (financial and physical) are usually prepared	1.44	Very unsatisfaction	15
Final acceptance certificate is normally issued after works completion (i.e. after all defects are rectified)	1.33	Very unsatisfaction	16
SUB-TOTAL	2.035	Un satisfaction	
OVERALL TOTAL	1.963	Un satisfaction	

From table 5 above, showing frequencies and percentages of responses, the following results were obtained;

Contract management is done by the user departments

Regarding contract management and administration, 2.29 revealed that contract management is done by the user departments. However, it was revealed from interviews with one tender committee members that;

"The contract management phase of the procurement life cycle often receives the least management attention and effort (at least until something goes wrong). However, if we take a typical two-year procurement project and look at the elapsed time and expenditure by phase, a fairly clear picture is painted of the importance of the contract management phase and the need for both parties to devote appropriate effort and resource".

From the above quotation, the researcher made a generalization that although there seem to have been good contract management in the procurement process, and that contractual relationships play a central and fundamental part in the delivery of services and touch the lives of every citizen, the situation was not yet satisfactory. This is because good management of the operational phase of the procurement is e key to successful service delivery.

On unsatisfactory note, 2.09 indicate that the idea that technical officers from user departments participate in supervision and 2.31 of the mean show that the RTA has adequate personnel with required skills to supervise contracts.

Regarding PU follows up performance of contracts, 2.01 showed that Procurement Unit follows up performance of contracts. In addition, 1.95 indicate that policy makers normally follow up (monitor) ongoing projects. Furthermore, a mean of 1.44 indicate monthly progress reports (financial and physical) are usually prepared.

Furthermore, then a mean of 1.46 indicate that quarterly progress reports (financial and physical) are usually prepared and a mean of 2.58 revealed that payment to suppliers, contractors and service providers is done promptly. Regarding payment to suppliers / contractors is sanctioned by the budget manager. Then a mean of 1.88 indicate that sometimes payment to contractors is made before completion of works.

The above findings implied that contract management and administration is done properly in RTA in order not to compromise the quality of services

provided by the organisation. It should however be noted that the respondents many have agreed that there is good contract management as shown by the responses above but the relationship between contract management and service delivery is established by Pearson correlation as shown in the table below.

Table: 6 Level of service delivery in RTA

	Mean	Interpretation	Rank
Quality of service	3.17	Fairly satisfaction	1
Speed of service delivery	2.98	Fairly satisfaction	2
Procurement process	2.85	Fairly satisfaction	3
TOTAL	3.000	Fairly satisfaction	

Table 7. The Relationship between Public Procurement Management Process and service delivery

Variables correlated	R-value	Sig-value	Interpretation	Decision on Ho
Service delivery Vs Procurement	.935	.000	Significant relationship	Rejected
Service delivery Vs Evaluation	.926	.000	Significant relationship	Rejected
Service delivery Vs Management	.935	.000	Significant relationship	Rejected
Service delivery Vs PPMP	.937	.000	Significant relationship	Rejected

Mean range

4.21-5.00	Very satisfaction
3.41-4.20	Satisfaction
2.61-3.40	Fairly satisfaction
1.81-2.60	Un satisfaction
1.00-1.80	Very unsatisfaction

Table 8: Correlation showing the relationship between Contract management and administration and service delivery in RTA

Contract management and administration	Quality of service delivery	
	Pearson correlation value	Sign value
Involvement of user departments	0.195	0.046
Participation of technical officers from user departments in supervision	0.074	0.455
Adequacy of personnel with required skills to supervise contracts	0.745	0.032
Follow up performance of contracts	0.096	0.330
Monitoring of ongoing projects by policy makers	0.143	0.144
Preparation of monthly progress reports	0.060	0.545
Preparation of quarterly progress reports	0.660	0.043
Prompt payment of suppliers, contractors and service providers	0.719	0.036
Sanctioning of payment to suppliers / contractors by the Accounting Officer	0.029	0.766
Certification of payment to contractor /s suppliers	0.112	0.256
Payment before completion of works	0.239	0.014
Issuing the acceptance certificate	0.240	0.014
Inspection of the supplies for conformity with specification	0.224	0.022
Payments made on receipt of deliverables	0.074	0.453
Effect on quality of services delivered	0.218*	0.025
Effect on speed of delivery of services	0.149	0.130

Source: Primary data, 2011

The analysis above also shows that contract management and administration in procurement positively affects the quality of service delivery in RTA. This is shown by the contract management statements most of which are positive, thus, involvement of user departments (0.195), The RTA has adequate personnel with required skills to supervise

contracts (0.745), follow up performance of contracts (0.096), monitoring ongoing projects (0.143), preparation of monthly progress reports (0.060), preparation of quarterly progress reports (0.660), prompt payment to suppliers, contractors and service providers (0.719), certification of payment to contractor /s suppliers (0.112), payment before completion of works (0.239), issuing of final acceptance certificate (0.240), inspection of supplies for conformity with specification (0.224), effect quality of services delivered (0.218*) and effect on speed of delivery of services (0.149). The findings above therefore, implied that proper contract management and administration has a positive relationship with the quality of service delivery in RTA. This therefore calls for the rejection of the hypothesis and conclude that contract management and administration is positively related to service delivery.

Contract management and administration aims at achieving three broad goals: i.e. quality products and services, timely delivery of products and services, and cost effectiveness.

Table: 9 Regression analyses showing the relationship between Procurement planning, bid evaluation, contract management and service delivery in RTA

Independent variables	Quality of service delivered	Sign value	relationship
Procurement planning	0.212	0.073	Positively related
Bid evaluation	0.485	0.148	Positively related
Contract management	0.588	0.26	Positively related

The goal of regression analysis is to determine the values of parameters for a function that cause the function to best fit a set of data observation that are provided.

In this study, regression was used for the investigation of a relationship between variables. Using the regression analysis from (SPSS), the results indicated a positive relationship between all independent variables and dependent variables,

CHAPTER FIVE

FINDINGS, CONCLUSION AND RECOMMENDATIONS

This chapter presents the findings, conclusion and recommendations about the study findings and it is arranged according to the findings which are to establish if procurement planning has any effect on service delivery in RTA, to assess how bid evaluation and award process influence service delivery in RTA, to ascertain how contract management and administration affects service delivery in RTA and identifying problems in the public procurement process which hinder effective service delivery in RTA

Findings of the study

From the findings of the study, the results indicated that there was a positive and significant relationship between procurement planning and service delivery in RTA. There was also a significant relationship between bid evaluation, award process and service delivery in RTA.

In addition, there is need for improvement in the contract management and administration because of the effect it has on service delivery in RTA as this was found to be significant in enhancing service delivery. On a positive note, most of the procurement management processes were practiced in RTA, although there were indicators of some cases of corruption and delays in service delivery.

Regarding the Procurement planning and service delivery in RTA, the study findings showed with agreements that procurement planning in RTA is good and is basically done to improve service delivery and that is why majority of the respondents agreed that needs are identified considering the strategic objectives of RTA and the tender committee adhere to the evaluation criteria put in the advertisement.

The study found out that procurement planning is linked to RTA budget on a whole though some participants in the study also noted that they don't participate in the procurement planning process, despite some weaknesses in the procurement planning process, the general planning procedure were rated satisfactory by most respondents.

On bid evaluation and service delivery in RTA, it was found out that in some cases the lowest bidder did not necessarily win the contract and in the face of some suppliers attributed this to possibility of corruption in the procurement process.

Concerning contract management and administration, the study indicated that phase of the procurement life cycle often receives the least management attention and effort (at least until something goes wrong). However, there was negligence of the user departments in the contract management to make a follow up of the contract execution by the suppliers/contractors. This in turn led to loss of funds (value for money), supply of poor goods/services hence poor service delivery. Evaluation of bids and award influences quality of services delivered and

evaluation of bids and award influences speed of service delivery.

Conclusion

Public procurement process which includes; procurement planning, bid evaluation, contract management and administration have a relationship with the service delivery in RTA.

In the context of the study it can be said that there was lack of clear communication of bid evaluation guidelines. Furthermore, most respondents said that the contract is not always awarded to the lowest bidder but majority agreed that the best evaluated bidder always wins the contract.

Considering the explanation of the argument of one of the tender committee in the interviews carried out and looking at the procurement laws in Rwanda the lowest bidder may not have satisfied other requirements which may lead to the loss of contract.

Evaluation of bids and award influences quality of services delivered and evaluation of bids and award influences speed of service delivery. Nevertheless, using Pearson correlation coefficient, there was a positive and significant relationship between bid evaluation and procurement service delivery.

Recommendations

Based on the stated findings, the following recommendations were made; There is need for the procurement process to be conducted in accordance with the procurement planning document. This is because the success of any organization is a function of its planning process.

Tender evaluation criteria should be described clearly in the tender documents to be purchased by interested prospective bidders. Furthermore, the documents should be based, to the greatest extent possible, on objective factors to avoid favouritism or subjectivity in the evaluation process. While the tender documents contain a clear schedule including the duration of the evaluation period and the date on which results are announced, there is need to respect all these aspects of evaluation by the purchasing organization (RTA).

The evaluation team should be drawn from various subject experts e.g., an engineer, a lawyer, a financial expert, an economist, somebody with a business background and possibly a procurement specialist, depending on the advertised tender. Sometimes consultants or other outside experts (e.g. an insurance broker) should be part of the evaluation team to add expertise and provide an added independent view.

Evaluation criteria should be the same criteria that are spelled out in the bidding documents, which need to be met to satisfy the technical requirements. The compliance checklist of the bidding documents should cover all the necessary criteria, and can be used by the bidders to check if

they have covered the criteria as well as the evaluation team. The tender committee should continue to reserve the right to reject bids that do not conform to all minimum requirements.

To summarize, the process, bidders' proposals should be announced as acceptable or unacceptable based on the criteria set out in the bidding documents. These criteria include but are not limited to the following:

- Does the bidder meet the minimum corporate qualifications such as a minimum net-worth, financing capacity, proper incorporation and operational experience;
- Has the minimal service level target been offered;
- Has the required quality of service level been guaranteed;
- Are the means of supplying allowable in accordance with current law and regulation.

The evaluation work must be strictly conducted on a basis of fairness and impartiality, with due attention to considerations of economy, efficiency, transparency and non-discrimination among eligible bidders, which are general principles laid down by the Procurement Guidelines.

Once the evaluation team has determined the winning bid, notification letters should be sent to all bidders, notifying them of their level of success for their bid. These letters give chance to the bidder who did not win the bid to complain if not satisfied by the process.

After a certain period, the winning bidder acknowledges the award and the evaluation results should be made public to all participating bidders.

Bidders that did not qualify have the opportunity to obtain information on why they did not qualify and may lodge a complaint if they are not satisfied with the reasons given to them.

The contract management plan should include but not limited to;

A summary by date of milestones and deliverables, including contract review and lead time for any re-tender or renewal

Key individuals and their responsibilities (both the agency and the supplier), e.g. the contract manager,

A schedule of risks that have been identified are being monitored and managed by reporting.

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APPENDIX I: QUESTIONNAIRE

Introduction

Dear respondent,

This questionnaire is purely for conducting academic research on public procurement process. The results are intended to help in policy formulation. All the information given by you will be treated as confidential and your participation will be highly appreciated. However, you are requested to answer all questions with utmost sincerity and honesty. You do not need to indicate your names or identity.

The questionnaire was designed using the following Likert scale;

Thanks for your cooperation.

Tengera Twikirize Francesca

Student (KIU)

QUESTIONNAIRE

Please tick the appropriate box

A. BACKGROUND INFORMATION

1. Category of respondent

Director (unit/factory) ☐

Contractor/supplier ☐

RTA Professional ☐

Tender Committee ☐

RPPA Official ☐

Auditor Gen. Official ☐

2. Gender Female ☐

Male ☐

3. Age below 20 ☐

41-50 ☐

21-30 ☐ 51-60 ☐

31-40 ☐

61and above ☐

4. Years of service / engagement with RTA

Less than 3 ☐ 4- 7 ☐ 8 – 11 ☐

Above 11 ☐

5. Highest education level/qualifications attained

Less than S.4 ☐ S.4 ☐ S.6 ☐ Diploma ☐

Degree ☐

6. How do you rate the procurement process in RTA?

Very good	Good	Uncertain	Poor	Very poor
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

7. How do you rate the quality of service delivery in RTA?

Very good	Good	Uncertain	Poor	Very poor
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

8. How do you rate the speed of service delivery in RTA?

Very good	Good	Uncertain	Poor	Very poor
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Key. SA - Strongly Agree, A – Agree, U– Uncertain,
DA – Disagree, SDA – Strongly Disagree.

Rating the response index

Response index	index	interpretation
Strongly agree	5	I agree with no doubt at all
Agree	4	I agree with some doubt
Disagree	3	I disagree with some doubt
Strongly disagree	2	I disagree with no doubt
uncertain	1	I am not sure

A	PROCUREMENT PLANNING	SA	A	U	DA	SDA
	Needs are identified considering the strategic objectives of RTA					
	I take part in needs identification in RTA					
	Evaluation Committee adhere to the evaluation criteria put in the advertisement					
	I participate in the procurement planning process					
	I have had training in Procurement planning process					
	Procurement planning is linked to the RTA Budget					
	Common user items are procured jointly					
	Procurement plans indicate the funds available for each item					
	Procurement plan indicates planned dates for submission to Procurement unit, bid invitation					

	etc.					
	The procurement plan is prepared and approved in time					
	Methods of procurement are always within set threshold by RPPA.					
	The nature and complexity of an activity /item determine the procurement method					
	Open bidding is the most frequently used procurement method in RTA.					
	The minimum bidding periods are observed in all procurement methods.					
	The user departments complete and submit sectoral needs to PU					
	The PU prepares and consolidates the procurement plan					
	The consolidated procurement plan is approved before implementation.					
B	EVALUATION OF BIDS AND TENDER AWARD					
	Technical compliance selection method is used in the evaluation of works.					
	Quality and cost based selection method is used in case of design and building contracts.					
	Announcement of results of technical evaluation is open to the public.					
	The contract is always awarded to the lowest bidder.					
	The best evaluated bidder always wins the contract.					
	Evaluation of bids and award influences quality of services delivered					
	Evaluation of bids and award influences speed of service delivery					
C	CONTRACT MANAGEMENT AND ADMINISTRATION					
	Contract management is done by the user departments.					

Technical officers from user departments participate in supervision.					
The RTA has adequate personnel with required skills to supervise contracts.					
PU follows up performance of contracts.					
Policy makers normally follow up (monitor) ongoing projects.					
Monthly progress reports (financial and physical) are usually prepared.					
Quarterly progress reports (financial and physical) are usually prepared.					
Payment to suppliers, contractors and service providers is done promptly.					
Payment to suppliers / contractors is sanctioned by the Accounting Officer.					
Payment to contractor /s suppliers is made after certification.					
Sometimes payment to contractors is made before completion of works.					
Final acceptance certificate is normally issued after works completion (i.e. after all defects are rectified)					
Relevant technical officer usually inspects the supplies for conformity with specification.					
Payments to suppliers are only made on receipt of deliverables specified in the contracts.					
Contract management and administration affects quality of services delivered					
Contract management and administration affects speed of delivery of services					

END

Thanks a lot for your time and effort.

APPENDIX II: INTERVIEW GUIDE

1(a) What are the problems encountered at the procurement planning stage?

(b) Suggest appropriate solutions to curb the above problems.

2 (a). What are the problems encountered at evaluation and award stage?

(b) Suggest appropriate solutions to curb the problems above.

3(a) What are the problems encountered at the stage of contract management and administration?

(b) Suggest appropriate solutions to the problem above.

4(a) State any general problems associated with the entire procurement process in Rwanda

(b) Suggest general recommendations in order to improve the procurement process in Rwanda.

Appendix III Transmittal letter



OFFICE OF THE COORDINATOR, BUSINESS AND MANAGEMENT SCHOOL OF POSTGRADUATE STUDIES AND RESEARCH (SPGSR)

January 3, 2011

Dear Sir/Madam,

**RE: REQUEST FOR TENGERA TWIKIRIZE FRANCESCA MBA/26618/881/DF
TO CONDUCT RESEARCH IN YOUR ORGANIZATION**

The above mentioned is a bonafide student of Kampala International University pursuing a Masters of Business Administration (Supply and Procurement). She is currently conducting a field research of which the title is **"The Public Procurement Process and Service Delivery in Rwanda Tea Authority"**. As part of her research work; she has to collect relevant information through questionnaires, interviews and other relevant reading materials.

Your organization has been identified as a valuable source of information pertaining to her research project. The purpose of this letter is to request you to avail her with the pertinent information she may need.

Any information shared with her in your organization, rest assured the data you provide shall be treated with utmost confidentiality.

Any assistance rendered to her will be highly appreciated.

Yours truly,

Mr. Malinga Ramadhan

Coordinator

Business and Management (SPGSR)



Appendix IV

CURRICULUM VITAE

PROFILE:

SURNAME: TENGERA TWIKIRIZE

FIRST NAME: FRANCESCA

SEX: Female

NATIONALITY: Rwandan

MARITAL STATUS: Married

DATE OF BIRTH: 29/09/66

CELL PHONE: +25 0788567638

B.P 3500 KIGALI

EDUCATION:

1. Master of Business Administration (Majoring in Supplies and Procurement) from Kampala International University (*Graduating in November 2011*).
 - **Thesis:** The Public Procurement Management Process and effective service delivery in Rwanda Parastatals.
2. Bachelor of Business Administration (Accounting option) from Kigali Institute of Science, Technology and Management From 2001-2004.



3. Diploma in Accountancy from KUMBA University Entebbe Uganda from 1985-1987.
4. Advanced Certificate of Education from Immaculate Heart Nyakibale Rukungiri 1983-1985.
5. Uganda Certificate of Education from Mary hill High School 1979-1982.

OTHER TRAININGS:

- Successfully completed Lead Auditors course for ISO 9001:2008 (Quality Management Systems) by BVQI Nairobi branch.
- Successfully completed Lead Auditors course for ISO 22000:2005 (Food Safety/HACP) by BVQI Nairobi branch.
- Two months training in Management of Public Investment by SETYM International
- Two months Micro-Credit training from BCR (Commercial Bank of Rwanda)
- Two weeks training in Public accounting organized by ADB (African Development Bank) in support of Ministry of Finance and Economic Planning.

PROFESSIONAL EXPERIENCE

1. National Agricultural Export Development Board: *To date*
2. Rwanda Tea Authority (OCIR THE):

POSTS HELD: FROM APRIL 2006 UP-TO-DATE

- i. Director of Procurement Unit:
- ii. Director of Quality Assurance Unit:
- iii. Director of Strategic Management and Planning Unit:

3. CEPEX (Central Public Investment and External Finance Bureau) under the Ministry of Finance and Economic Planning

November 1999 to 31st September 2005

POSTS HELD WHILE AT CEPEX:

i. POST: PROGRAMME OFFICER BILATERAL DONORS

Responsibilities:

To enhance and improve the performance of physical and financial implementation of the projects of bilateral donors:

It included the following:

- Together with projects management team to put in place accounting plans, operational guidelines to be used by project accountants;

- Do the follow up of disbursements by donors, physical implementation and performance of development projects and programs;
- Monitoring of efficiency and effectiveness of development projects and programs;
- Monitor transparency and accountability in management of projects and programs;
- Verification of expenditure by projects and programs, to see if transparency in accounting was respected and ensure that the projects funds were spent on what it meant for;
- To follow-up project audits.

ii. POST: PROJECT AUDITOR

Responsibilities:

- To do projects' audits in Rwanda on behalf of the Government of Rwanda;
- Ensure that the accounting system of development projects is in order;
- Analyze and follow up of audits done by other audit agencies;
- Together with project management see those terms of references for audit agencies are exhaustive;

4. RWANDA DEMOBILISATION AND REINTEGRATION COMMISSION

1st October, 1998 - 30th October, 1999.

POST: Reintegration assistant

Responsibilities:

- Provision of information on credit to veterans (Demobilised soldiers);
- Train veterans in procedures of credit requirements and help them in credit acquisition from Commercial bank of Rwanda;
- Receive project proposals from veterans, analyse and correct them and forward them to Commercial Bank of Rwanda for financial support;
- Mobilise veterans for production;
- Monitor veterans' projects and loan repayments.

5. REGIE DES AEROPORTS DU RWANDA (AIR PORT AUTHORITY)

October, 1994 to 30th September, 1998

Internal audit department and accounts department respectively

Posts held were Internal auditor and Treasurer respectively

POST: Internal auditor

Responsibilities:

- Identifying and numbering of all the assets of the airport;
- Guiding accounts department employees in keeping proper books of the accounts;
- Carrying out the internal audit of the airport's financial and physical assets;
- Daily comparison of cash receipts and bank balances of the airport;
- Advising the management on the staffs' appraisal and sufficient number of employees;
- Submitting a monthly report in relation to what we were doing.

ACCOUNTS DEPARTMENT:

Post held: Treasurer

Responsibilities:

- Preparation and filing of financial reports and financial statements
- Keeping and releasing financial information
- Monitor and control the flow of cash receipts and disbursements
- Kept the cheque books
- In charge of banking cash received and with drawing of Petty cash.

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OTHER RESPONSIBILITIES HELD

- President of the National Women Council at the National level
- Board member Pro-femme twese hamwe
- City Councillor (Secretary to the city council) - City of Kigali from 2006 to 2010

TENGERA TWIKIRIZE FRANCESCA.