

Effectiveness of Monitoring and Evaluation of Public Procurement Processes and Performance of Rwanda Public Procurement Authority (RPPA)

Jane Kembabazi¹, Dr. Patrick Mulyungi²

¹Student, Jomo Kenyatta University of Agriculture and Technology

²Lecturer, Jomo Kenyatta University of Agriculture and Technology

Abstract: *The main objective of the study was to determine the effectiveness of monitoring and evaluation of public procurement processes and performance of RPPA in Rwanda. Its specific objectives were: to evaluate the effect of M&E on procurement processes on performance of RPPA; to examine the influence of E-procurement on the performance of RPPA and assess the effect of M&E of supply chain management on the performance of RPPA. The study used a descriptive study design. The population of the study was 30 RPPA staff. The researcher carried out a census due to a small population. Primary data was collected from the respondents using questionnaires while secondary data was collected by review of previous literature related to the study topic. Statistical Package for Social Scientists (SPSS) computer program was used in data analysis. Data was analysed and tested using descriptive statistics such as percentages and inferential statistics including correlation and regression analysis was used to establish the relationship between the variables. The findings revealed that all the independent variables did not have a significant effect on the effectiveness of the M&E system, as indicated by the R square in the regression model summary and the co-efficient of R (p -values $> \alpha$), thereby establishing their contribution to performance of RPPA as not significant. The study recommends that the management of RPPA should give strong consideration to other procurement processes including capacity building for procurement staff, quality assurance and supplier evaluation alongside supply chain relations evaluation*

Keywords: Procurement processes, Performance, Public institutions, and Monitoring and Evaluation (M&E)

1. Background of the Study

Public procurement is an important for functional activities of any government. The magnitude of procurement outlays has a great impact on the economy and needs to be well managed. It has been estimated that financial activities of government procurement in most countries in the world are of the order of 10% – 30 % of GNP (Calendar & Mathews, 2010). Public procurement is the purchasing and logistics operations in the public sector or in public institutions.

In Africa, owing to the importance of public procurement, conferences on public procurement have been constituted to look at issues of integrity and transparency in public procurement Emmert & Crocker (2008). Similarly, scholars have developed interest on the subject of public procurement in the recent past conducting a number of studies on the subject for instance, (Quinot & Arrowsmith 2013; Osuga et al., 2015; Rotich, 2015; Gatsibage & Ngamije 2019). It is estimated that public procurement accounts for over 10% of the Gross Domestic Product (GDP) in Kenya, making it a large market for suppliers and contractors. With this amount of resource, public procurement tops the list of sectors with high opportunities for corruption (Transparency International, 2010).

Most public institutions in Rwanda do not have proper procurement practices; this came into practice due to force from world bank, IMF and other aid providers. According to joint Country Procurement Assessment Report (CPAR, 2009) by the World Bank and Government of Rwanda, it is estimated that at the national level about 20 percent of the government expenditure on procurement is lost through

fraud, theft and corruption. It is in this regard that Rwanda Public Procurement Authority was established.

2. Statement of the Problem

According to Pamela (2013), the biggest challenge of procurement function of goods, works and services involves failure to follow procurement guidelines. Monitoring and evaluation of government procurement process aims to minimize delays and to obtain financially the most advantageous and qualitatively the best services, (Daya, 2016). Delayed deliveries, poor quality products or services, non-completion of orders and even threats of litigation due to delayed payments is a common scenario experienced by public institutions in Rwanda (Gatsibage & Ngamije 2019).

A report by RPPA indicates that up to 30% of procurement inefficiencies in the public sector in Rwanda are attributed to supplier's performance issues. The current public sector M&E processes are not yielding the desired results in terms of performance. This could be deliberate or sheer ignorance on the value the effectiveness of procurement processes can heavily impact to organizational performance. According to Mamiro (2010), one of major impediments in public procurement is poor planning and management process which include needs that are not well identified and estimated, budget constraints and insufficient procurement skills for responsible personnel. Hence the study aimed to evaluate the effectiveness of monitoring and evaluation of public procurement processes and performance of RPPA Rwanda.

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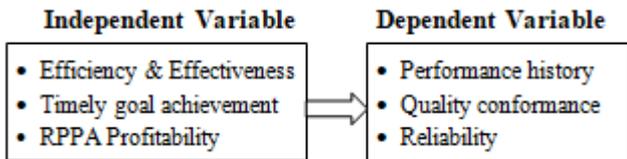
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2.1 Objective of the study

To determine the effectiveness of monitoring and evaluation of public procurement processes and performance of RPPA in Rwanda.

2.2 Conceptual framework



2.3 Research Design

The researcher used descriptive research study design, to demonstrate how M&E of procurement processes contributes to the performance of RPPA. Descriptive research design is used to describe an event or phenomena as it exists at present and is appropriate when the study is concerned in specific predictions, narrative of facts and characteristics concerning individuals or situations (Kothari, 2004).

2.4 Population

The population of the research included all staff of RPPA who had direct concern with procurement processes. Therefore, the target population was 30 staff members of RPPA.

2.5 Sampling Frame

The sampling frame displays a list of members of the research population from which a sample will be drawn (Kothari2004; Mugenda, 2003). The researcher carried out a census since the group was small. 30 respondents, including the 8 senior management staff, 14 staff from mid-level management and 8 junior management staff were involved in the survey.

Table 1: Sampling Frame

Category	Population
Senior Management staff	8
Mid-level Management staff	8
Junior Management staff	14
Total	30

Source: RPPA, 2020

2.6 Sample and Sampling technique

The population of the study was a small group and therefore the researcher did not calculate the sample. The study was a census. Therefore, the targeted population of the study = 30 respondents. A 95% confidence level and an error margin of 5% was used.

2.7 Data collection instruments

A questionnaire was used to collect information on the procurement processes being used by the RPPA. Primary data was collected through the administration of written

questionnaire to the respondents. Secondary data was collected using literature review

2.8 Data collection procedure

The respondents were given oral instructions and then handed the questionnaire to fill in. The questionnaires were picked later from them. The questionnaire focused on the M&E of procurement processes and performance of RPPA.

2.9 Data processing and analysis

This is the process of collecting, modelling and transforming data in order to highlight useful information, suggesting conclusions and supporting decision making (Mugenda(2003). A multiple regression model was developed to establish the relationship between the dependent and independent variables. The relationship equation was represented by the linear equation below;

$$Y = \alpha + \beta_1X_1 + \beta_2X_2 + \beta_3X_3 + \epsilon$$

Where;

Y= Dependent variable (Effectiveness of M&ESystem)

α = Constant

ϵ = Error

β = Coefficient of the determinant

X1 = Procurement processes

X2 = E-Procurement

X3 = Supply Chain Management

3. Research findings and discussion

Table 2: Supply Chain Management

Supply Chain Management	Frequency	Percent
Strongly Agree	9	30
Agree	21	70

As observed from the table It can be established that most respondents (70%) agree that supply chain management affects performance of RPPA while 30% strongly agree to the statement. According to Amaratunga& Baldry, (2012), by managing the supply chain, companies are able to cut excess costs and deliver products to the consumer faster.

3.1 Supplier Performance History

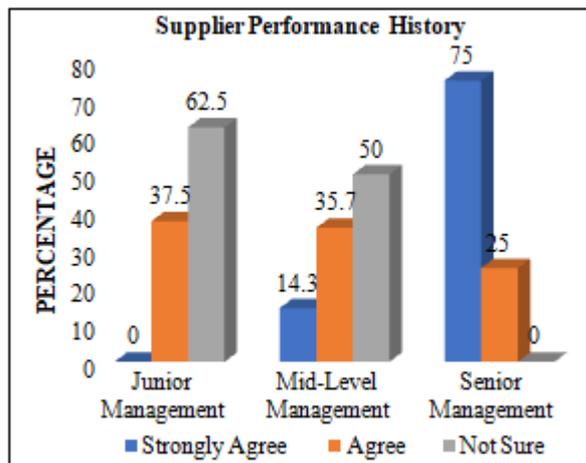


Figure 2: Supplier Performance History

Most respondents from senior management (75%) strongly agree that M&E of supplier performance history affects performance of RPPA. 37% from Mid-level and junior management respectively agree with the statement. However, a significant number of respondents (50% and 62.5%) from midlevel and junior management argued that they cannot be sure of the statement.

3.2 Supplier conformance to standards

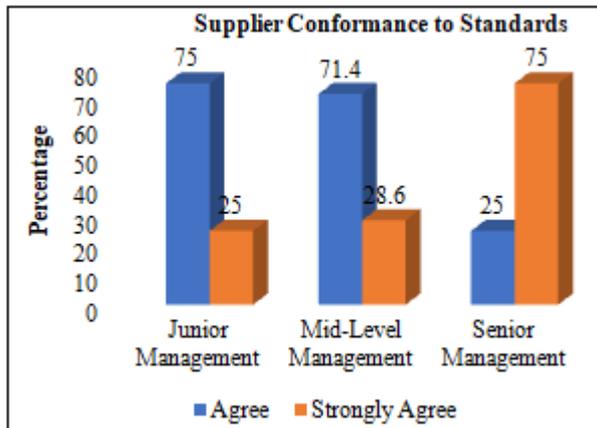


Figure 3: Supplier conformance to standards

Most respondents from senior management (75%) strongly agree that M&E of supplier performance history affects performance of RPPA. 28.6% from Mid-level and 25% from junior management strongly agree with the statement. However, a significant number of respondents (75% and 71.4%) from mid-level and junior management respectively agreed with the statement. M&E of standards conformance gives room to practice total quality assurance with in the procurement process hence leading to enhanced performance of the procurement institution.

3.3 Supplier Reliability

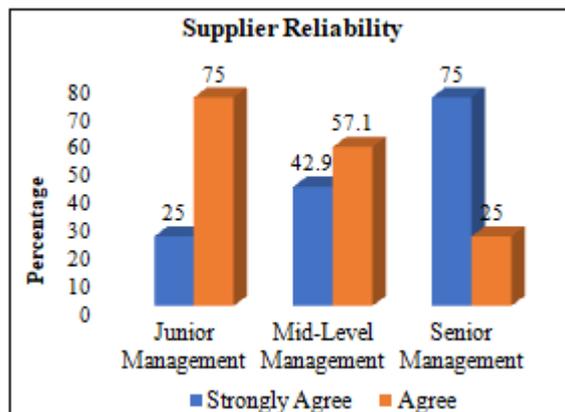


Figure 4: Supplier Reliability

A significant portion of respondents from senior, mid-level and junior staff (75%, 42.9% and 25% respectively) strongly agree with the statement that M&E of supplier reliability has an effect on performance of RPPA. Also 75%, 57.1% and 25% from junior, mid and senior management respectively agree with the statement.

4 Conclusion

There is need to have consensus with all stakeholders on the kind of processes and personnel to be involved in procurement. The procurement planning and administration processes should involve the creation of the official procurement management plan. Risk factors and budgetary constraints are also considered. Xu, (2009) suggests that organizations need to have a computerized database for storage and analysis of soft data. A centralized system of contract change monitoring and control should be used to evaluate and determine whether potential changes to contracts are needed.

Technical training for procurement personnel is essential for the effectiveness of the M&E system but should be considered alongside budget allocations. Visser *et al.* (2016) contend that, competencies make an essential part of one's job and are enhanced through training and professional development (World Bank, 2011).

5 Recommendations

RPPA is recommended to give a strong consideration to other procurement processes including capacity building for procurement staff, quality assurance and supplier evaluation alongside supply chain relations evaluations.

The RPPA administration board should ensure M&E system involves all staff handle the M&E tools effectively. The management should train stakeholders on the new technology used in the procurement system as well as ensure a good interaction between the employees, procedures, data and key stakeholders. Integration of modern technology into the M&E system will therefore bring about improvement of the system.

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