

Republic of Rwanda



Ministry of Finance and Economic Planning  
P.O Box 158 Kigali, Rwanda

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## REQUEST FOR EXPRESSIONS OF INTEREST

### **Recruitment of a consultancy firm to develop International Public Sector Accounting Standards (IPSAS) implementation strategy and plan (Blueprint)**

#### **Background**

Government financial management practices worldwide have come under scrutiny in response to the global financial crisis, which has revealed weakness in government reporting and generated a renewed focus on efficiency and effectiveness in government spending.

Advanced economies and developing nations alike are having to cope with substantial pressure due to restricted budgets and increased demand for public goods and services, and must respond to calls coming from the accountancy profession, international donor community, capital markets, and the general public for governments to improve the accounting and financial management practices.

In this context, the Government of Rwanda seeks to improve its financial reporting practices to produce comprehensive and reliable financial information for use by a wide range of government stakeholders to understand and evaluate the country's public finances and build confidence in its public sector management.

High-quality international accounting standards, based on a robust accruals-based financial reporting framework, are necessary to produce this information and demonstrate transparency and accountability for the use of public resources.

Since 2006, the GoR has been producing and progressively improving the quality of its annual financial statements according to a modified cash basis of reporting and a number of achievements have been realized including:

- The Identification of gaps against IPSAS standards and monitoring of progress against the cash basis commenced in 2012/13 with technical assistance (TA) from East AFRITAC – East Africa Regional Technical Assistance Centre.
- Improvement of the GoR financial statement formats, coverage and notes.
- A high level IPSAS implementation roadmap developed with a technical assistance (TA) mission from EastAFRITAC of the IMF. The road map requires full compliance to IPSAS accrual basis by 30 June 2022.

The Government seeks to build on the high level IPSAS implementation roadmap and the findings and recommendations of the previous IMF TA missions by engaging the services of a consultant to advise the government on a detailed implementation strategy and plan (IPSAS implementation blueprint)

towards the adoption and implementation of an accrual accounting framework compliant with the International Public Sector Accounting Standards (IPSAS).

### Objective of the assignment

The primary objective of this assignment is to assist the MINECOFIN in developing an “**IPSAS implementation blueprint**” which shall be followed by the government of Rwanda in the adoption and effective implementation of an accounting framework compliant with the international public Sector Accounting Standards (IPSAS)

### Scope of Work

The consultant shall design and carry out a wider review of the GoR IPSAS implementation issues and needs and how best to address and meet them so as to enable GoR to achieve full compliance of the accrual basis IPSAS by 30<sup>th</sup> June 2022.. Here below are some of the areas that might be covered, but it is expected that the consultant shall identify all issues, which are believed to be relevant to the broad objective of the assignment, for discussion and agreement with MINECOFIN.

- i. Gap analysis between GOR accounting policies and practices and the accrual IPSAS with recommended actions and their implementation timelines.
- ii. Improvements to the budget preparation including updated formats for the budget preparation
- iii. Detailed provisions and specific improvements for the preparation of both the reporting entities and consolidated financial statements together with updated templates/formats for the financial statements.
- iv. The total alignment of budget, financial statements and statistical reports including improvements to the GoR financial and accounts classification system. In this regard, the consultant shall review the GOR Chart of Accounts and provide specific recommendations to ensure that it fully complies with the requirements of the IPSAS, GFS and any other relevant statistical system.
- v. Specification of data needs from the government business enterprises and format in which the data shall be provided to be included in the government consolidated accounts.
- vi. Audit implications including audit and quality assurance programmes to be conducted by the internal and external audit functions of government in respect of the implementation of the “IPSAS blueprint”
- vii. Specification of specific enhancements and improvements to the IFMIS within the context of meeting the accrual IPSAS requirements. This will involve a mapping exercise of the IPSAS requirements onto the system requirements as a basis for the gap analysis and recommended actions.
- i. Human resource issues and plan to ensure GoR has the skills mix to efficiently and effectively cope with the demands of the IPSAS implementation. This shall make clear the external consulting assistance (local or expatriate/international) that will be required throughout the implementation and which elements of the IPSAS plan will require such assistance.
- viii. Sensitization, Training and communication aspects and plan

- ix. Implementation risks and mitigation measures including sustainability arrangements; Risk management & sustainability strategy and plan
- x. Monitoring and Evaluation framework including the detailed M&E arrangements and indicators.
- xi. Detailed cost estimates over the envisaged period for the implementation of IPSAS throughout government
- xii. Detailed Project Management and governance arrangements.
- xiii. An implementation strategy and plan (at a detailed level) covering all the above aspects, that will constitute a blueprint to be followed by GoR in the adoption and implementation of the accrual basis IPSAS .

### Consultancy qualifications

The GOR invites a qualified Consultant (firm/firms), with experience in the design and implementation of IPSAS implementation strategies and plans.

Previous experience in the implementation of IPSAS in both developing and developed countries will be an advantage. Working experience with government business enterprises and a decentralised government shall be a key requirement.

The Consultant will put together a team as they see fit with assignments overlapping as required. It is expected that the team will **comprise at least 2 key staff** with the following skills;

- i. Professional Accounting Qualification from a recognized accounting professional organization that is a member of the International Federation of Accountants is the principal qualification
  - ii. Be a senior Public Financial Management (PFM) expert;
  - iii. Specialized reputable training in International Public Sector Accounting Standards (IPSAS) and GFS systems is essential for the consultancy;
  - iv. 5 years of documented experience (including practical/on the job training) in implementing IPSAS and GFS requirements working with governments or other reputable public institutions;
  - v. Have demonstrable competencies in the development of roadmaps and detailed implementation work schedules for the implementation of International Public Sector Accounting Standards (IPSAS), and GFS systems
  - vi. Have extensive experiences in developing and managing change management strategies for government or large organizations;
  - vii. Experience in working with senior government officials and development partners;
  - viii. Have extensive experience in developing PFM systems and familiar with carrying out related work in developing countries or economies in transition,
  - ix. Be familiar with computerized government financial management information technology systems and how these can be designed/ enhanced to effectively support the implementation of IPSAS and GFS systems.
  - x. Should be fluent in spoken and written English;
- One of the staff shall be designated as the Team Leader

Interested firms must provide information indicating that they are qualified to perform the services including an expression of interest, curriculum vitae and description of similar assignments.

Firms will be selected according to the **Quality Based Selection** set out in the Consultant Guidelines in accordance with the Law N° 12/2007 of 27/03/2007 on Public Procurement as modified and completed to date.

Expressions of interest must be through E-procurement by 17<sup>th</sup> March 2017

Kigali, 21/02/2017

**Ingabire Hakiba Marie Ange**  
**Director General, Corporate Services**