COPCOM

REQUEST FOR PROPOSALS (RFP)

CONSULTANCY SERVICES TO REVIEW, UPDATE AND FINALIZE THE POLICIES AND PROCEDURES MANUAL

COOPERATIVE POUR LA PROMOTION DES COMMERCANTS DE MATERIELS DE CONSTRUCTION
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INVITATION TO SUBMIT PROPOSALS

COPCOM invites eligible and qualified consulting firms or individual consultants to submit proposals for the review, updating, development and finalization of its policies and procedures manuals. The assignment aims to improve COPCOM's governance, financial management, human resources administration, procurement, asset management, internal controls, risk management and fraud prevention arrangements.

COPCOM currently has three manuals available: the Cooperative Governance and Management Manual, the Financial Management and Accounting Manual, and the Human Resources and Staff Administration Manual. These manuals require review to determine whether they remain appropriate, complete, consistent and aligned with COPCOM's current operations.

COPCOM does not currently have dedicated manuals for Procurement and Contract Management, Asset and Inventory Management, IT Policies and Procedures Manual, Risk Management and Fraud Prevention. The consultant will therefore assess the existing documentation and develop the missing manuals or procedures as appropriate.

The assignment will follow a practical and risk-based approach. Existing manuals will be updated where necessary, while new manuals or procedures will be developed where suitable documentation does not exist. The final structure will take into account COPCOM's nature of business, organizational arrangements, available resources, applicable requirements and the time available for completing the assignment.

Interested bidders shall submit separate technical and financial proposals in accordance with this RFP. Proposals shall be evaluated using the criteria stated in this document and the applicable procurement procedures. COPCOM reserves the right to seek clarifications, verify information submitted by bidders, reject proposals or cancel the procurement process where justified and permitted under the applicable procurement procedures.

PART 1: BACKGROUND AND OBJECTIVES

1.1 Background of COPCOM

COPCOM (Coopérative pour la Promotion des Commerçants de Matériels de Construction) is a cooperative operating in Rwanda that brings together traders in construction and building materials. Effective governance, transparent decision-making, proper financial management, clear staff responsibilities, sound procurement practices and adequate internal controls are essential to COPCOM's accountability, operational efficiency and sustainability.

COPCOM has developed some policies and procedures manuals to guide its operations. However, not all the required manuals are currently available. Furthermore, the existing manuals may require updating to reflect current operational practices, organizational responsibilities, identified risks and applicable legal and regulatory requirements.

COPCOM therefore intends to engage a qualified consultant to review the available manuals, identify gaps and inconsistencies, update the relevant provisions, and develop missing manuals or procedures where required. The assignment shall not automatically replace all existing documents. The consultant shall first assess their adequacy and recommend whether each subject requires an update, a new manual, an additional section or a supporting procedure.

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1.2 Purpose of the RFP and ToR

This document sets out the assignment objectives, scope of services, expected methodology, deliverables, timeframe, minimum qualifications, proposal submission requirements and evaluation methodology for selecting the consultant.

1.3 Overall Objective

To review, update and finalize COPCOM's existing policies and procedures manuals and develop missing manuals or procedures, resulting in a coherent, practical and implementable framework that strengthens governance, accountability, operational efficiency, compliance and internal control.

1.4 Specific Objectives

The assignment shall seek to:

1. Review the existing manuals and assess their adequacy, relevance, consistency and practical application.
2. Identify missing policies, procedures, responsibilities, approval arrangements and internal controls.
3. Develop the Procurement and Contract Management Manual, Asset and Inventory Management Manual, and Internal Control, Risk Management and Fraud Prevention Manual, or suitable integrated procedures where justified.
4. Assess the adequacy of existing financial, administrative, human resources, procurement, asset management and operational practices.
5. Establish clear responsibilities, authorization limits, segregation of duties, documentation requirements and reporting arrangements.
6. Ensure that the manuals reflect COPCOM's actual operations, organizational structure, resources and risk exposure.
7. Consider applicable Rwandan legal and regulatory requirements relevant to the cooperative.
8. Consult COPCOM's leadership, relevant committee members, managers and staff to ensure that the manuals are practical and understood by their intended users.
9. Validate and finalize the manuals, incorporating agreed comments and recommendations.
10. Provide an implementation roadmap and practical supporting tools, templates, registers and checklists where appropriate.

PART 2: SCOPE OF CONSULTANCY SERVICES

The consultant shall undertake all activities reasonably necessary to achieve the objectives and deliverables specified in these Terms of Reference.

2.1 Inception and Document Review

The consultant shall:

- Hold an inception meeting with COPCOM's designated representatives to confirm expectations, scope, responsibilities, communication arrangements and the work plan.
- Obtain and review the three available manuals.

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- Request and review relevant supporting documents, including internal regulations, Articles of Association, organizational charts, job descriptions, committee mandates, financial records and procedures, procurement documents, staff records, asset registers, forms, registers, audit findings and other relevant materials made available by COPCOM.
- Identify applicable Rwandan legal and regulatory requirements relevant to the assignment, including cooperative governance, employment, taxation, accounting, procurement where applicable, recordkeeping and data protection.
- Determine which existing provisions remain appropriate, which require revision and which are missing.
- Prepare a document review matrix showing the documents reviewed, identified gaps and proposed actions.

2.2 Operational Assessment and Gap Analysis

The consultant shall:

- Compare the written procedures with actual practices and workflows.
- Identify unclear responsibilities, overlapping duties, approval gaps, inadequate segregation of duties, weaknesses in documentation and risks of error, misuse or fraud.
- Assess controls over revenue collection, expenditure, bank transactions, procurement, contracts, staff administration, asset custody, information access and recordkeeping, as relevant to COPCOM.
- Determine whether missing procedures can appropriately be integrated into existing manuals or require separate manuals.
- Prioritize gaps according to their significance, risk and practical implications.
- Prepare a gap analysis report and a proposed structure for the revised and newly developed manuals.

The consultant shall distinguish between deficiencies that can be addressed through documentation and those that require management decisions, additional resources or changes to actual operating practices.

2.3 Stakeholder Consultation and Process Mapping

The consultant shall:

- Consult COPCOM leadership, relevant committee members, managers, supervisors and staff identified by COPCOM.
- Map important processes from initiation through authorization, implementation, recording, review and reporting.
- Identify the responsible positions, approval points, supporting documents and control checks for each process.
- Consider practical operational constraints and the cooperative's available resources.
- Maintain a consultation and decision record showing key issues raised, agreed actions and matters requiring COPCOM's decision.

2.4 Development and Updating of the Manual

The consultant shall undertake the work described below, subject to the findings of the initial assessment.

2.4.1 Governance and Administrative Operations

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The consultant shall review and update the existing manual where necessary, covering:

- Governance structures, roles and responsibilities of the General Assembly, Board or other competent governing bodies, committees and management, as applicable to COPCOM's approved arrangements.
- Decision-making, meeting procedures, minutes and recordkeeping.
- Delegation of authority and approval responsibilities.
- Management accountability, reporting and follow-up of decisions.
- Conflict of interest, ethical conduct, confidentiality and complaint-handling arrangements.
- Internal communication, document control and records management.

The consultant shall preserve provisions that remain adequate and recommend revisions where gaps, inconsistencies or outdated arrangements are identified.

2.4.2 Financial Management and Accounting

The consultant shall review and update the existing manual where necessary, covering:

- Annual budgeting, budget approval, monitoring and reporting.
- Revenue collection, receipting, deposits, cash handling and bank reconciliations.
- Expenditure initiation, authorization, payment processing and supporting documentation.
- Accounting records, financial statements and management reporting.
- Bank accounts, cash controls, payment approvals and access to financial records.
- Segregation of duties and review of financial transactions.
- Advances, imprests, reconciliations and outstanding balances, where applicable.
- Financial documentation, retention of records and audit trails.
- Financial risk identification, monitoring and corrective action.

The updated manual shall be consistent with COPCOM's approved governance arrangements and applicable financial reporting and legal requirements.

2.4.3 Human Resources and Personnel Management

The consultant shall review and update the existing manual where necessary, covering:

- Staff planning, recruitment, selection and appointment.
- Employment contracts, onboarding, job descriptions and personnel files.
- Attendance, working hours, leave and staff administration.
- Performance management, staff development and training.
- Staff conduct, discipline, grievances and complaints.
- Confidentiality, workplace conduct and protection of staff information.
- Separation from employment, handover of responsibilities and return of organizational property.
- Compliance with applicable Rwandan employment requirements.

The consultant shall ensure that the manual is consistent with COPCOM's staffing structure and actual employment practices.

2.4.4 Procurement, Contract and Asset Management

The consultant shall develop a new manual or appropriate procedures covering:

- Procurement planning and consolidation of requirements.
- Purchase requisitions, specifications and approval of procurement needs.
- Selection of procurement methods appropriate to the nature and value of purchases.
- Requests for quotations, tender documents, solicitation and receipt of offers.
- Bid opening, evaluation, evaluation records and approval of procurement decisions.
- Supplier selection, due diligence and management of supplier information.
- Conflict-of-interest declarations and measures against collusion, favouritism and fraud.
- Purchase orders, contract preparation, award and contract administration.
- Verification of goods received and services delivered.
- Invoice verification, payment authorization and procurement documentation.
- Contract variations, extensions, disputes, termination and supplier performance monitoring.
- Procurement recordkeeping, reporting and accountability.
- The manual shall establish clear approval responsibilities and appropriate procurement controls while remaining proportionate to COPCOM's operational needs and applicable requirements.

The consultant shall not introduce procurement thresholds or approval powers without confirming their basis and obtaining COPCOM's direction where formal approval is required.

2.4.5 Asset and Inventory Management Manual

The consultant shall assess the need for a dedicated manual and develop one where appropriate. If integration into an existing manual is more practical, the consultant shall prepare sufficiently detailed and identifiable procedures and obtain COPCOM's agreement. The procedures shall address:

- Asset and inventory identification, acquisition and recording.
- Assignment of asset custodians and responsibility for physical items.
- Asset tagging, coding and maintenance of an asset register.
- Inventory receipts, issues, transfers and stock records.
- Storage, safeguarding, access and physical security.
- Periodic physical verification and reconciliation with accounting records.
- Asset maintenance, repairs and reporting of damaged, lost or missing items.
- Asset transfers, disposal, write-offs and approval requirements.
- Asset handover when staff change roles or leave COPCOM.
- Investigation and reporting of losses, discrepancies and suspected misuse.

The consultant shall recommend practical registers, forms and verification checklists suitable for COPCOM's asset base and operational capacity.

2.4.6 Information Technology and Data Management

the consultant shall review existing controls and recommend practical procedures covering:

- Acceptable use of computers, IT equipment and information systems.
- User access authorization, password management and access termination.
- Data confidentiality, storage, backups and recovery arrangements.
- Protection of records and information from unauthorized access, alteration or loss.

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- Reporting and handling of IT incidents.
- Server room access, physical security and environmental controls, where applicable.
- IT equipment inventory, maintenance records and responsibility for equipment.
- Assignment of responsibility for system administration and information security.

Any detailed technical IT policies shall be proportionate to COPCOM's actual systems and infrastructure and coordinated with any separate IT assignment or existing technical documentation.

2.4.7 Risk Management, Internal Control and Compliance

The consultant shall develop a new manual or appropriate integrated procedures addressing:

- Identification, assessment, documentation and prioritization of financial, operational, compliance and reputational risks.
- Assignment of responsibility for managing and monitoring identified risks.
- Internal control principles, including authorization, segregation of duties, independent review and supporting documentation.
- Prevention, detection and reporting of suspected fraud, theft, conflicts of interest and misuse of organizational resources.
- Reporting and escalation of control weaknesses, incidents and suspected irregularities.
- Complaints, whistleblowing or reporting channels appropriate to COPCOM's structure.
- Investigation responsibilities, confidentiality, documentation and follow-up, subject to applicable law and approved procedures.
- Monitoring of control implementation and tracking of corrective actions.
- Periodic risk reviews and reporting to the appropriate governing or management body.
- Follow-up of internal and external audit findings, where applicable.

The manual shall clarify that responsibility for internal controls rests with the relevant governing bodies, management and staff according to their assigned duties. It shall not assume that COPCOM has a separate internal audit department unless such a function exists or is formally established.

2.5 Validation, Revision and Finalization

The consultant shall:

- Submit the draft revised and newly developed manuals to COPCOM for review.
- Facilitate at least one validation workshop or structured validation meeting with designated representatives.
- Present the main findings, proposed changes, new procedures and outstanding decisions.
- Maintain a feedback matrix showing comments received, actions taken and matters requiring further direction.
- Incorporate agreed revisions.
- Identify provisions requiring formal approval and recommend the appropriate approving authority based on COPCOM's governance arrangements.
- Submit the final manuals in editable electronic format and PDF.
- Provide an implementation roadmap, an executive summary and relevant supporting tools and templates.

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The consultant shall not represent any manual as formally approved or adopted until COPCOM's competent authority has approved it.

PART 3: METHODOLOGY AND QUALITY ASSURANCE

3.1 Expected Methodology

Bidders shall propose a practical, participatory and risk-based methodology. The methodology shall distinguish between reviewing existing manuals and developing missing manuals. The consultant shall use existing documentation wherever it remains adequate. The assignment shall not involve unnecessary rewriting or the introduction of controls that COPCOM cannot reasonably implement.

3.2 Professional Conduct and Independence

The consultant shall act professionally, protect confidential information, disclose actual or potential conflicts of interest, avoid unauthorized disclosure or use of COPCOM information, and ensure that all work is original or appropriately attributed. The consultant shall not make commitments on behalf of COPCOM or represent that the manual has been formally approved unless COPCOM confirms such approval.

3.3 Ownership and Confidentiality

Subject to the final contract, deliverables prepared specifically under this assignment shall be handed over to COPCOM for its use. The consultant shall not publish or disclose COPCOM's non-public information or assignment materials without prior written authorization, except where disclosure is required by law.

PART 4: DELIVERABLES AND REPORTING ARRANGEMENTS

The consultant shall clearly identify the manuals and procedures submitted at each stage. Where integrating procedures into existing manuals is considered more practical than developing separate manuals, the consultant shall justify the approach and obtain COPCOM's agreement.

The assignment shall be completed within sixty (60) calendar days, subject to any extension formally approved by COPCOM.

4.1 Submission and Acceptance of Deliverables

Deliverables shall be submitted electronically to COPCOM's designated focal point.

COPCOM shall review each deliverable and provide consolidated comments within a reasonable period agreed at inception. The consultant shall address comments relevant to the agreed scope and resubmit the deliverable.

A deliverable shall be considered accepted when COPCOM confirms acceptance in writing. Formal approval or adoption of the manuals remains the responsibility of COPCOM's competent authority.

4.2 Reporting Line

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The consultant shall report to COPCOM's committee formally designated by COPCOM in writing.

The consultant shall provide progress updates at agreed intervals and promptly report any risks, delays or decisions that may affect the scope, quality or timetable.

PART 5: DURATION AND INDICATIVE WORK PLAN

The assignment shall be completed within sixty (60) calendar days from the effective date of the contract, unless an extension is approved in writing by COPCOM in accordance with the contract.

Bidders shall submit a realistic work plan showing the activities, milestones, allocation of responsibilities and review periods required to complete the assignment within the specified duration.

PART 6: MINIMUM QUALIFICATIONS AND COMPETENCIES

6.1 Academic and Professional Qualifications

- The lead consultant shall hold at least a Bachelor's degree in Business Administration, Accounting, Finance, Public Administration, Strategic Management, Corporate Governance, Human Resource Management, Law or another closely related field.
- Having professional certification such as CPA, ACCA is a must and relevant training in organizational development, auditing, management consulting, risk management or corporate governance shall be an added advantage.
- Where the bidder is a consulting firm, the firm shall nominate a qualified lead consultant and clearly identify the responsibilities of each proposed team member.

6.2 Professional Experience

- At least five (5) years of relevant professional experience in organizational development, governance, policy drafting, procedure manual development or institutional review.
- Demonstrated experience undertaking at least three (3) comparable assignments involving development, review or updating of policies, procedures, administrative manuals or internal control frameworks.
- Experience working with cooperatives, commercial organizations, membership-based organizations or non-profit institutions in Rwanda or the region is desirable.
- Demonstrated experience facilitating stakeholder consultations, validation workshops and practical implementation of policies or procedures.

6.3 Technical and Personal Competencies

- Strong understanding of governance, financial management, internal controls and operational risk.
- Knowledge of procurement, contract administration, asset management and human resources procedures.
- Working knowledge of applicable Rwandan legal and regulatory requirements relevant to the assignment.
- Strong analytical, drafting, editing and report-writing skills.
- Ability to communicate effectively in English and/or French; Kinyarwanda proficiency is an advantage.

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- Strong facilitation, planning and stakeholder-management skills.
- Ability to deliver quality work within the agreed timeframe.

Bidders shall provide documentary evidence supporting the qualifications and experience claimed. COPCOM may verify credentials and references before contract award.

PART 7: INSTRUCTIONS TO BIDDERS AND SUBMISSION REQUIREMENTS

7.1 Eligible Bidders

This procurement is open to eligible consulting firms and individual consultants with the qualifications and experience required by this document. A bidder shall disclose any actual, potential or perceived conflict of interest that could affect its independence or performance of the assignment.

7.2 Contents of the Technical Proposal

The technical proposal shall include:

1. A signed cover letter identifying the tender and confirming the validity of the proposal.
2. An understanding of COPCOM's context, the status of the existing manuals and the purpose of the assignment.
3. A proposed methodology for reviewing existing manuals, conducting the gap analysis, developing missing manuals and validating the final documents.
4. A detailed work plan showing activities, milestones, consultations and quality assurance arrangements.
5. The CV of the lead consultant and CVs of other proposed team members, where applicable.
6. Evidence of relevant assignments, including the client, assignment description, period, scope and references where available. Completion certificates or similar evidence should be attached where available.
7. Valid business registration Certificate and relevant professional or statutory documents, as applicable.
8. A signed declaration covering eligibility, accuracy of information, confidentiality and conflicts of interest.

7.3 Contents of the Financial Proposal

The financial proposal shall:

- State the total lump-sum fee for completing the assignment.
- Provide a breakdown of professional fees and other relevant costs, including consultations, validation workshop, travel, printing, administration and any other necessary expenses.
- Identify all applicable taxes and state whether the total price is tax-inclusive.
- State the currency and validity period of the proposal.
- Cover all costs necessary to complete the agreed scope, unless exclusions are clearly identified and accepted by COPCOM before contract award.

The financial proposal shall cover the review and updating of existing manuals and the development of missing manuals or procedures. Bidders shall not assume that the missing manuals are excluded from the assignment.

7.4 Administrative Documents

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Bidders shall submit the following, as applicable:

1. Valid business registration certificate.
2. Tax clearance certificate or other relevant tax compliance evidence, as required.
3. Evidence of relevant professional registration or qualifications, where applicable.
4. Signed bidder declarations.

7.5 Submission Format and Deadline

Proposals shall be submitted electronically to copcom2050@gmail.com no later than 5 November 2026. Physical submissions shall not be accepted. Tender particulars:

- Tender Reference: COPCOM006/10/26
- Submission Email: copcom2050@gmail.com
- Clarification Deadline: 2 November 2026
- Contact Person: UFITEYEZU Marie Rose
- Telephone: (+250) 788 849 163
- Proposal Opening: 6 November 2026 at 10:00 a.m. at COPCOM offices.

Bidders shall submit two separate PDF files in the same email:

- Technical Proposal: Including administrative documents, eligibility documents, technical proposal and supporting evidence.
- Financial Proposal: A separate PDF protected by a password.

The email subject shall state: Tender Title – COPCOM005/10/26 – Bidder's Name. Both files must be clearly labelled, complete and readable.

The financial proposal password shall not be included in the submission email. After technical evaluation, COPCOM shall request passwords only from bidders who qualify for financial evaluation. Financial proposals of technically unsuccessful bidders shall not proceed to financial evaluation.

Late submissions may be rejected in accordance with the applicable procurement procedures. Bidders shall submit clarification requests to the designated contact before the stated deadline. COPCOM shall communicate material clarifications fairly and consistently to all bidders.

7.6 Costs of Preparing Proposals

All costs incurred in preparing and submitting a proposal shall be borne by the bidder. COPCOM shall not reimburse such costs, regardless of the outcome of the procurement.

7.7 Accuracy and Verification

Information submitted by bidders must be accurate and verifiable. Material misrepresentation, falsified evidence or failure to disclose a relevant conflict of interest may result in rejection or other action permitted under applicable rules.



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PART 8: EVALUATION AND SELECTION METHODOLOGY

8.1 General Principles

Proposals shall be evaluated against the criteria stated in this document. Evaluation shall be conducted consistently, transparently and on the basis of the information submitted and any permitted clarifications or verification. COPCOM shall document the evaluation and apply any applicable procurement rules.

8.2 Stage 1: Administrative and Eligibility Screening

COPCOM shall check whether the proposal was received on time, follows the required submission method and includes the mandatory administrative documents. Proposals that fail mandatory requirements may be rejected in accordance with the applicable procurement rules. Any requirements treated as mandatory must be clearly identified in the tender notice before publication.

8.3 Stage 2: Technical Evaluation

The technical proposal shall be scored out of 100 points using the criteria below. A minimum technical score of 70 points is required to qualify for financial evaluation.

Technical criterion	Assessment focus	Maximum points
1. Qualifications and expertise of lead consultant/team	Relevant academic qualifications, specialist skills, role allocation and adequacy of the proposed team.	25
2. Relevant experience and track record	Comparable policy/manual assignments; relevance, scale and evidence of successful delivery; experience with similar organizations.	25
3. Methodology and technical approach	Quality of document review, gap analysis, consultations, process mapping, policy drafting, validation and quality assurance approach.	25
4. Understanding of COPCOM's context	Understanding of cooperative governance, functional areas, operational risks and practical implementation needs.	15
5. Work plan and deliverability	Realistic sequencing, milestones, allocation of effort and feasibility within 60 calendar days.	10
TOTAL		**100**

8.4 Stage 3: Financial Evaluation

Only bidders who achieve the minimum technical score shall proceed to financial evaluation. Financial proposals shall be checked for arithmetic errors, completeness, tax treatment and consistency with the scope. Any correction or clarification shall be handled consistently with applicable procurement rules.

For a combined quality-and-cost evaluation using a 70% technical and 30% financial weighting, the following formula shall apply:

Technical weighted score (TS) = (Bidder's technical score ÷ 100) × 70.

Financial score (FS) = (Lowest evaluated financial price ÷ Bidder's evaluated financial price) × 30.

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Combined score = TS + FS.

The bidder with the highest combined score shall be recommended for award, subject to verification, any permitted negotiations and approval under COPCOM's applicable procurement procedures. If COPCOM is required to use a different method under applicable rules, the method must be revised and clearly stated before publication.

8.5 Due Diligence and Verification

COPCOM may verify the authenticity of submitted certificates, contact references, confirm the availability of proposed experts and request clarification of information relevant to evaluation. Any verification shall be conducted fairly and consistently.

8.6 Notification and Award

The successful bidder shall be notified in writing after the required approval. The contract shall be awarded only after completion of the applicable approval process and agreement on contract terms. Unsuccessful bidders may be notified in accordance with COPCOM's applicable procedures.

PART 9: RESPONSIBILITIES

9.1 Responsibilities of the Consultant

- Perform the assignment professionally, diligently and in accordance with the approved methodology, work plan and contract.
- Provide appropriately qualified personnel and obtain COPCOM's written approval before replacing the lead consultant or key experts, where applicable.
- Attend meetings and consultations agreed in the work plan and keep adequate records of decisions and deliverables.
- Protect COPCOM's confidential information and disclose any actual or potential conflict of interest promptly.
- Submit deliverables on time, address consolidated comments and provide editable final files.
- Notify COPCOM promptly of material risks, delays, assumptions or decisions that may affect quality, scope or timing.

9.2 Responsibilities of COPCOM

- Designate a focal point and identify the management or committee representatives responsible for reviewing deliverables.
- Provide available documents and reasonable access to relevant personnel and operational information.
- Coordinate consultations and provide consolidated comments and decisions within agreed timelines.
- Review deliverables and communicate acceptance or required revisions in writing.
- Make decisions on policy options, delegated authority and governance matters that fall within COPCOM's mandate.

9.3 Fees and Payment Terms

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The financial proposal shall state a lump-sum fee inclusive of all costs and applicable taxes. The payment schedule below is proposed for inclusion in the contract and must be confirmed by COPCOM before publication.

9.4 Changes to Scope and Time

Any material change to the scope, deliverables, price or duration must be agreed in writing by authorized representatives of both parties before the change is implemented. No additional fee shall be payable for work outside the agreed scope unless formally approved through a written contract amendment.

Chairperson:

MUHOZA Celestin

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