

REPUBLIC OF RWANDA



**MINISTRY OF PUBLIC SERVICE,
SKILLS DEVELOPMENT,
VOCATIONAL TRAINING AND LABOUR.**

**RECONFIGURATION AND TRANSFORMATION OF
RWANDAN PUBLIC ADMINISTRATION :**

STRATEGIES AND IMPLEMENTATION PLAN

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Introduction

The Government of Rwanda has embarked on a new phase of national reconstruction after facing important socio-political challenges in previous phases, ten years after the 1994 genocide. This phase, known as «Rwanda Public sector transformation and reconfiguration», falls under the country's ongoing socio-economic and political administrative reforms on one hand, and under the dynamics of good governance on the other hand, in the context of the millennium development goals aiming at a sustainable economic growth in the country, significant poverty reduction, and at a durable human development of Rwanda in its all components. It comes to reinforce the measures taken and actions to undertake with the aim of boosting the country's economic development in the perspective of “ 2020 vision ”.

The commitment of Rwanda Government relies on its conviction that without an effective and well organised public sector, promising priority services and playing a catalytic role in promoting the activities of private sector, of civil society and of other development partners, no development can be achieved countrywide. Without a functional Public Administration, the door is widely open to serious outbreaks, corruption, all sorts of overlapping and overspendings which are against the well-being of Rwandans servants at all levels and in all the departments to insure transparent management and responsible of public services with emphasis on accountability.

The government of Rwanda recognises that good governance requires the presence of the civil servants at all levels and in all the departments to insure transparent management and responsible of public services with emphasis on accountability.

Therefore, the public service has the obligation to establish a combination of general principles and values which should motivate and constantly arouse work commitment for the well being of Rwandan; and to all socio-economic participants in Rwanda.

These principles and values to be promoted have an incentive characteristic and aim at accompanying each person participating in public service at all levels including those who will join the process in the due course to dissociate from retrogressive mentalities of egocentrism (selfishness), nepotism, leakage of information and all other forms of corruption.

A: Current situation

1: Socio-economic context

Rwanda is progressing towards a development of which the vision is contained in a reference document entitled « vision 2020 ». The main objectives pursued by GoR in relation to that development vision are following :

- Boost economic growth across the country
- Create wealth and an enabling environment for investment in Rwanda
- Ensure social cohesion and sustainable human development
- Address issues of poverty reduction by the promotion of no a culture, for not only consumers of good and services, but also for goods and service producers.

The issue of poverty is very crucial in Rwanda and is one among the GoR's major priorities

The table below illustrates the situation :

Table one: Selected indicators of economic development and poverty in Rwanda:

Indicator	Current level	Year
Population	8.128.553	2002
Proportion of population below the poverty line	59%	2001
Life expectancy	49 years	2000
Maternal mortality 100,000 births	1.071	2002
Infant mortality per 1000 (before first birthday)	117.4	2002
Infant mortality per 1000 (before fifth birthday)	206.7	2002
HIV prevalence (15 – 49 years)	14	2002
Total fertility rate	6.5	2002
Contraceptive prevalence rate	4%	2000
Proportion of children completely immunized < 5 years	72%	2000
Fertilizer used per ha	2kg/year	2002
Gross primary school enrolment	89.6%	2002
Net Primary enrolment	73.3%	2002
Gross secondary school enrolment	11.6%	2002
Net secondary school enrolment	8.2%	2002
Gross tertiary school enrolment or post secondary	0.8 %	2002
Net tertiary school enrolment or post secondary	0.7%	2002

Indicator	Current level	Year
Adult literacy (>15 years)	48 %	2002
Adult (>15 years female)	40.9 %	2002
Adult literacy (>15 years male)	29.1 %	2002
Proportion of population having completed secondary education level	87.7 %	2002
Proportion of population having completed secondary education level	10.5 %	2002
Proportion of population having completed tertiary education or post secondary education level	0.8 %	2002
Malnutrition: Low height for age (stunting)	42.7%	2000
Malnutrition: Low weight for age (underweight)	29 %	2000

(Source: Ministry of finance and Economic Planning: National Poverty Reduction Programme: The Government of Rwanda Poverty Reduction Strategy)

The proportion of households below the poverty line (1\$/person/day) was 40% in the 1985 household budget expenditure survey, then rose to 53% in 1993. It was estimated at 70% since 1996 and then rose to 60 % since 2002¹. The genocide-related poverty is a particularity of Rwanda. Vulnerability of some groups has increased since the 1994 genocide, resulting in the emergence of the “new very poor” people totally deprived of means and traumatised.

Poor households are now more likely to be female-headed and/or child-headed and are characterized by a lack of able-bodied labour. The proportion of the households considered “complete”-with able-bodied adults has fallen from 86% before the war of 1990-1994 to 16% after the war, with the remainder made up of female-headed households, widowers, child-headed households and the elderly, disabled and marginalized people such as street youth and other disabled.

There has been deterioration in Rwanda’s social indicators since the war. It is evident that Rwanda lags far behind the Sub-Saharan (SSA) average. For instance, Rwanda has a per capita income of 240\$ against 510\$ for SSA, foreign investment of 0.1% against 1.3% for SSA and unemployment of 31% as compared to 11% for Ghana. Table below shows statistics about Rwanda as having one of the lowest revenue bases in the world.

¹ Ministry of Finance and Economic Planning ; Poverty Reduction Strategic Paper , June , 2002

Table 2: Comparison between Rwanda and SSA.(Sub Saharan African Countries)

Social sectors comparison	Rwanda	SSA Average
Life expectancy in years	49	51
Literacy in % of population aged 15 and plus	48	43
Combined first-second-third GE Ratio in %	43	44
Gross primary enrolment in % of 2002 / 2003	78.3	75
Access to safe water % of population	67.2 ²	45
Access to sanitation % of population	86	37
Infant mortality per 1000 lives births	131	91
GNP per capita in \$US	216 ³	510
Foreign direct investment in % of GNP	0.1	1.3
Financial credit to private sector in % of GNP	8.1	65.1
Unemployment % of total labor force	31.1	11.1

Source: MINECOFIN: Direction de la Statistique/ Indicateurs de développement du Rwanda , Août , 2002

Banque Mondiale , indicateurs dans le monde,1999

Given the above illustrated situation, the main GoR major concerns are of two folds:

- (i) How to raise productivity and revenues of poor households through the creation of jobs and improvement of investments' level for a general growth ;
- (ii) How to cope with the regional disparity problem resulting to the lack of access to social services and then ensure efficiency and effectiveness in the delivery of services affordable by the population.

The sole reason for which the government embarked on public sector transformation and reconfiguration strategy is to enable the sector effectively support and collaborate with the private sector and civil society so as to create wealth, eradicate poverty, and redress the negative social situation described above.

The paper looks at providing a framework of public administration 's the reconfiguration and transformation programme, whose guiding principles, objectives , missions, vision and strategic orientations were adopted by cabinet in order to seek for appropriate ways and means for its implementation .

All Rwandan State Institutions, Commissions, Parastatals and public service providing Agencies are entirely concerned with this reconfiguration and transformation programme. Central and deconcentrated entities (Provinces, Districts and Towns) are also concerned with this programme.

² MINECOFIN /Indicateurs du 3ème Recensement Général de la Population et de l'Habitat du Rwanda , 2002

³ Division des statistiques des Nations Unies , 2001

2. Governance and public sector management situation

« ...building governance after 1994 began with a massive deficit, in terms of institutions, human, financial and material resources. Nonetheless, with considerable determination and enthusiasm on the part of government, Rwandan people and international partners, we have made modest progress in building good governance in our country.» H.E. Paul Kagame

“Rwandan society was deeply traumatized by the 1994 war and genocide. As a consequence, there was a total breakdown of institutions, systems, structures, facilities and equipment of public sector and governance in all sectors. In addition, the human capacity was severely reduced. Governance itself, by whatever yardstick defined, was totally ruptured. Since then, the country has gone through the painful challenge of rebuilding, reconstruction and reconciliation. From the period of emergency through the rehabilitation and reconstruction phase up to the current period of development, considerable work has been undertaken in the areas of re-establishing and strengthening good governance (on political, economical, administrative and social fronts), and considerable achievements have been made”⁴. They include:

2.1: Political reconstitution

Politically and administratively, post-colonial governments in Rwanda were characterized by authoritarian political power structures of strong centrality and hierarchical nature. However, following the 1994 civil war and genocide, even these completely collapsed and in political terms the country sunk into chaos. Since 1994, the Government of National Unity, acting within the framework of the Arusha accords has successfully reconstituted the political entity of Rwanda. There is in place a credible Government with all its components including (Executive, Judiciary, Legislature) which are functioning.

2.2: Restoration of relative peace and security of person and property

Special emphasis has been put on restoring security in all parts of the country. Rwandans who fled the country in 1994 and before are encouraged to return and participate in the development of the new Rwanda. A community police force has been established to ensure the security of person and property in the communes. Institutions in charge of security, law and order such as the police and the army are in place, functioning, disciplined and trusted by the population.

2.3: Strengthening legislative authority and parliamentary control

The rule of law presupposes that there is legislative authority to make good laws. A transitional Parliament was set up in July 1994 according to the Arusha Peace Accord . The transition period was originally planned for a four-year period, but was later prolonged to until 2003. The Transitional Legislature has been very instrumental in making the laws that have guided political and economic developments in the country since 1994. It has also served as an effective instrument for national debate, and for government oversight . It has hence served as a point of reference for government accountability.

⁴ Republic of Rwanda, Ministry of Local government and social affairs, National Program for strengthening good governance for poverty reduction in Rwanda, Kigali, May 3003

2.4: National reconciliation, resettlement and re-integration of the population

The returning populations have been resettled and the efforts of re-integration are still on going including the re-integration of ex-combatants. A National Unity and Reconciliation commission was established with the principal mandate to bridge the gaps within the deeply wounded community. It concentrates on returnees, and the youth, who are joining the university emphasizing the need for national unity. It has run “Ingando” during which intensive civic education courses were provided to all categories of the population and established therefore good climate and relationship among Rwandans characterised by ethnic division and hatred since ever before.

2.5: Promoting and encouraging respect for Human Rights:

Given the terrific Human Rights abuses carried out during the genocide, the Government has a strong commitment to the promotion and protection of human rights. A National Human Rights Commission was created and its capacity relatively strengthened.

The office of the Ombudsman is now established and has been assigned to fight against corruption and social injustice.

2.6: Administering justice, law, and order

A functioning judiciary has been re-established and rehabilitated from the debris of the 1994 genocide. Successful trial of about 5000 genocide suspects with differing verdicts and sentences has been accomplished. Thousands of genocide suspects have been released from detention on the grounds of tender age, old age, insufficient evidence, sickness or other compelling legal reasons. Gacaca jurisdiction have been established to support the judicial system in fulfilling the hopes of the population for sustainable reconciliation. Gacaca is an old Rwandan cultural and traditional judicial system .

2.7: Introduction, support, and promotion of participatory democratic governance

Given the highly centralized and exclusive governance of the past, the level of participation of the people of Rwanda in their governance is encouraging. Policies and institutions that support and promote democratic and participatory governance have been established: Notable among them are:

- i. Promoting decentralization and local governance for people’s empowerment**
- ii. Electoral democratisation and participatory politics**

An National Electoral Commission was established to spearhead the introduction and support the process of electoral democratisation. Elections of District Councillors took place in March 2001. The constitutional making process which has been concluded with the adoption of a new National constitution has determined the nature of democratic practice in the country.

- iii. Constitution making process**

The Government believed that all the efforts it is putting into strengthening good governance in the country which have been hinged on the Arusha Agreements, must be debated by the entire population and the peoples’ popular views on how they wish to be governed enshrined in a new National Constitution. A Legal and Constitutional Commission was established and spearheaded important participatory process of making a new National Constitution which has been voted by a referendum and promulgated on 4/06/2003. The governance and public sector management should be reconfigured in the context of the New National Constitution and the long term millennium goal (2020 vision).

iv. Encouraging and empowering civil Society:

The government, having realized that good governance and poverty reduction require effective participation of all actors in all sectors, encourages the developmental role and function that a large number of civil society organizations (CSOs) contribute positively to Rwanda's development, by providing services to the population such as health, education and training, assistance to vulnerable groups etc. Media has played a positive role in providing information to the population on issues such as reconciliation and gacaca, and also helped to promote transparency and accountability within public and private institutions.

2.8:Promotion of gender equality and women empowerment:

Even if the gender map of Rwanda's governance situation shows severe imbalances, some tangible achievements on which progress can be based have been realized during the last seven years. A Ministry of Gender and Women in Development was created and mandated to spearhead the elimination of gender imbalances in all sectors. National Women Councils with a structure from the grass-root were created. The Decentralization policy and laws formalized the affirmative action in decision-making organized in Local Governments. A law on succession and matrimonial regimes was enacted improving the rights of women for property ownership. The Government ratified the convention on all forms of discrimination against women and is in the process of implementing the Beijing Platform. Gender sensitisation campaigns have been on going across the country. A National gender Policy has been designed and a five-year gender action plan adopted. The new national constitution has made gender empowerment and inclusiveness a constitutional requirement. All Public sector institutions beginning with the civil service must be reviewed in their structures, behaviour and human capital to make them conform to the gender related provisions of the constitution

2.9:Protecting and managing the environment

This has been a major concern for the government of Rwanda because it is one of the issues that are core to equity in the country. The Government is aware that as it struggles to extract the present generation of Rwandans from the claws of abject poverty, the well-being and opportunities of future generations should not be compromised. A Ministry (MINITERE) is in place to champion the policies and programmes for protecting and managing the environment. A draft land policy is already written and so is a draft land law. Public sector institutions as well as private sector and civil society will have to integrate concerns of environment protection in their policies, programs, and activities.

2.10:Combating HIV/AIDS

A National AIDS Control Programme, which is multi-sect oral, was set up in 2000. The population has been sensitised about HIV/AIDS. The Centre for Treatment and Research has been set up to replace the National AIDS Control Programme. Provincial Commissions are already operational in some provinces and Districts Commissions are being set up. All sectors of society (public sector, private sector, Civil Society, Religious Communities etc) have engaged in the fight against HIV/AIDS. This provides a good beginning as a stepping stone for further integrated action against the scourge.

2.11:Reforming and strengthening the Civil service

The crucial role played by the Civil Service in policy formulation, implementation, monitoring, and evaluation and in direct delivery of services makes it imperative that the Civil Service be a highly effective, efficient, and economic instrument for government action. Having inherited a completely dismantled Civil Service in 1994, the government has been engaged in rehabilitating, reconstructing and reforming it. Although a lot still remains to be done to make the Rwandan Civil Service a highly performing results-oriented instrument, a number of accomplishments have been realized especially in the areas of designing new functional structures of the Civil Service, developing the human resources, restructuring the pay and wage bill management, and putting in place new management systems and work methods, some of them supported by information technology. At institutional level, it has however been noticed that at a few number of civil servants conscious and hardworking, are committed to their assignments on various fronts so as to bring Rwanda on development path, whereas others are really working contrarily.

It is thus necessary to make an administrative audit of public service in order to find out problems related to its performance and then design appropriate strategies for better improvement. As for instance, in the area of human resources management, there is a problem of confusing political job positions and technico-administrative job positions, a low civil servants' qualification level, inadequate remuneration system, that explains disparities in the current pay system and lack of attractive salaries within public sector. The most qualified elements are excluded.

2.12:Fostering transparent and accountable management of Public Affairs

The Government of Rwanda acknowledges the that good governance requires Public Servants at what ever level and in what ever sector to manage public affairs in a transparent, accountable and responsible manner. The following have been achieved in supporting the Parliamentary controlling role and sustaining the promotion of transparency and accountability:

i. Office of the Auditor General:

It was assigned to support the Parliament's role of carrying out the government oversight and make a honest reporting on government financial and other resources' management al as well as on efficiency and productivity in the public service. The institution is also influential in fighting and preventing corruption. However, being a recent creation, it requires a lot of input in terms of building its capacity in order to effectively fulfil its role. In addition it requires to be realigned with the Ministry responsible for finance to ensure synergy.

ii. The press:

Another instrument of Public transparency and accountability is the press. Unfortunately in Rwanda, following the role the press played in executing the 1994 genocide, one would work hard to present the image of the press with only this positive tag. Nevertheless, the government and the press and media organizations are currently working together to create a press that can play the positive role of educating and informing the Public thus serving as the Public's watch dog place.

2.14 Institutional capacity building for effective and efficient management

Several institutions have been established to streamline the socio-economic management in the country. Notable among them are:

- Rwanda Revenue Authority for strengthening the country's revenue collecting capacity;
- National Planning Commission to strengthen the capacity for formulating policies and mobilizing resources;
- Rwanda Investment Authority for strengthening mechanisms of attracting local and foreign investment;
- Office of the Auditor General of State Finances for ensuring transparency and accountability,
- National Tender Board for strengthening mechanisms of government procurement to ensure transparency, efficiency economy, and professionalism;
- Statistics Department to provide credible and reliable statistics for planning.

The establishment of these institutions provides a foundation for strengthening aspects of good governance that such institutions champion. The budgetary reforms within the MTEF have contributed to improvement of economic management and to the process of making coherence between planning and allocation of resources .

2.15: Human resources Development and capacity building

The Government is aware that neither good governance nor poverty reduction will be achieved without the support of a reservoir of Rwandans who are knowledgeable, skilled, and well informed. The efforts towards developing the Rwanda Human Resources have so far yielded the following modest achievements that could be used as spring boards to develop the country's human resource:

- The "Rwanda Institute of Administration and Management" was established and is currently conducting some training for both the Public and Private Sectors;
- The "Institut Supérieur des Finances Publiques" is being restructured to offer post-graduate training in finance, banking, and insurance;
- The "Human Resource Development Agency- HIDA" has been created to coordinate policy making in the area of Human resource development;
- There are several Universities, and institutions of higher learning, some of them initiated by the private sector which is contributing to the development of the human resource in the country.

II. Reform strategy

1. The Vision of the new Public Sector of Rwanda

The public sector comprises central administration and its external service providing Agencies including Provinces, Decentralised Entities, National Commissions charged with implementing the administrative, political, legal and social issues, and Parastatals delivering education, health, energy, transport and justice relating activities ,and so on .

The vision proposed for a new public sector has positive implications on all these institutions. Rwanda sees the new public sector to be:

- **A rule of law**, preoccupied with the promotion of ethical values of Rwandan society, resulting from all country's sensibilities and involved in the mission of accomplishing the population needs with transparency and equity .
- **A State responsive to the needs and problems of the Rwandan population**, with a smooth running by State institutions, Provinces and Districts, in rendering prompt, qualitative and highly qualified services to local communities (health and education notably) and supporting the private sector and civil society in service provision as well as wealth creation.
- **A State at the heart** of economic and social life of the country, striving for the population's welfare , strengthening its level of education and building the capacity of human resources, and promoting private sector and civil society, in a bid of their socio-economic development.
- **A light and none bureaucratic central administration**, charged with accomplishing the regaling State missions through the justice, diplomacy , territory administration , peace and security maintaining forces on one hand , and defining and controlling policies , democratic rules and mechanisms, economic , social , cultural activities and then promotion and coordination of poverty reducing and wealth creating programmes.
- **Generally , a more effective institution**, responsive to the basic needs of the populations , highly effective, efficient, and responsive instrument in its size, structure, systems, procedures, practices, knowledge, skills, and attitudes on which the State of Rwanda can rely on to execute the will of its people;
- **A public administration endowed with a combination** of principles, systems and modern methods of management which constantly put into action the anti-corruption rules establishing organs of control and reinforcing the professional code of ethics in the public service; and the inculcation of responsibility values and transparency in allocation of benefits for each service.

1. Strategic orientations

The Government and people of Rwanda have achieved a level whereby the whole community of socio- political and economic actors, partners of public and private sectors and civil society should work hand in hand within a configured development framework with rationalised and modernised missions, structures, workers , and reoriented management tools.

Strategic orientation 1: Review of the role of State in the context of decentralisation of powers and Partnership with private sector and civil society

The missions of today's institutions in both public and private sector as well as in civil society have so far been guided by Arusha Peace Accords. However, the New Constitution that was put in place in last June 2003 calls for the redefinition of State missions and those of other development actors in the country. It is thus possible to redefine missions of all country development partners, in an integrated manner , in order to create synergies that will sustain the harmonised ongoing transformation in Rwanda.

The government has adopted decentralisation as a policy of great significance in a bid to reinforce the population powers, sustained democracy, economic development stimulation, social reconciliation and integration, and to promote political , economic, legal, civic, administrative and managerial good governance culture. However, as long as the decentralisation process goes ahead, it appears that the central government size, its structures, delegation of powers, in cumbersome procedures and administrative process, as well as appointment and deployment of staff do not fit with the decentralised governance requirements. A review of the whole of the central government structures is required, in order respond to the decentralisation imperatives for an effective service delivery to the public. It assumed, even wished, that if service delivery is decentralised, human, material and financial resources of the central government should be re-allocated.

Strategic orientation 2 : Improve professionalism in the public sector

Within the framework of implementing decentralisation in Rwanda, the functions have been transferred but human resources have not followed. That is maybe, the reason why the implementation has faced problems even resistance, regarding especially some sectoral functions including (health, education, agriculture, and so on) At the same time, there is lack of human resources skills in Districts and Municipalities. Thus, it will be necessary to undertake “negotiations” between the central government and the decentralised entities in a bid of endorsing skills in human resources, from central government to local administrations, so that the functions newly decentralised may be effectively and easily exercised.

Priority is will be to realize initial ad equation of the reconfigured public service personnel either at the central government level or at its policy implementing agencies level (Parastatals), at the deconcentrated level (provincial administration), or at the decentralised level (districts and municipalities). This will be carried out through a significant contingent

staff transfer from the central level, towards the decentralised ones, according to the new organisational structures' requirements and staff required for their good functioning. This will be also done inevitably by reducing excessive staff, with the necessity to implement socio-professional accompanying measures.

Since colonialism, Rwandan Government was acting as “ a controlling Government “ rather than a “development promoting Government , nor even a serving Government. For instance, the civil servants didn't use to make accessible their services to the private sector, and do not consider the user as customer to whom they must kindly serve. It is therefore imperative to change mentality of civil servants in order to make them aware on their duties with regard to the public.

Strategic orientation 3 : Produce a functional analysis (management audit) of institutions and develop strategic management systems /tools for the sector

The organisation and functioning of institutions result mostly from an empirical process, structures and procedures which are supplement elements without a comprehensive “break -down”, and thus out of rationality and coherence. Otherwise, the lack of skills on one side, and lack of financial means on the other side, have led, at best , to the fact that the work methods remained traditional and at worst, that the attempts of computerization system undertaken beyond professional norms, failed. Significant delays in implementing reforms followed.

The empowerment of management capacity is a prerequisite to the modernization of institutions' management. The latter goes afterwards through the development of administrative norms and standards, rationalisation of process and procedures, implementation of professional work methods, then appeal to computerized communication and information processing means.

2. Program's components

The government is committed to the implementation of following programme's components grouped under the below strategic orientations :

Strategic orientation 1 : : Review of the role of State in the context of decentralisation of powers and Partnership with private sector and civil society

Component 1 : Review of the missions of various governmental institutions

Here it is about redefining the roles and missions of State and its institutions in relation to those of its private sector and civil society, according to the National Constitution of the Republic of Rwanda, in line with 2020 Vision, as part and parcel of national strategy for poverty reduction, within the national investment policy and in the light of decentralization policy and the public administration's reform policy, in a view of setting up effective partnerships and synergy between development partners. The state will have to play the facilitator's role and rule of law's, common interest, peace and security and Rwandans'

welfare's guarantor. Ministries and higher state institutions will essentially focus on sovereignty, orientation and supervision missions.

Component 2 : Review institutional structures in accordance with the devolved missions and decentralisation

Following the redefinition and sharing of State roles and missions, structures of institutions at central, deconcentrated and decentralised levels will be revised as well as their inter - relations in order to :

- (i) harmonise them better by setting up effective collaboration mechanisms;
- (ii) maximise their effectiveness and their efficiency in the area of production and service delivery while fostering on team working and synergy;
- (iii) reach a better devolution of functions and means of action at decentralised entities' levels. More specifically, it will be about elaborating the organisation charts and structures of each institution and plan for the corresponding staffing.

Component 3 : Promote partnership between Public sector , private sector and civil society

Actions linked with this component aim at fostering partnership and put ahead team working several partners / actors including those from private sector and civil society in order to not only redefine state missions, but also to address development issues in an integrated and sustained manner in the sake of the population's welfare. In this respect, the public /private sector and civil society's partnership forum will be heard out as a privileged plate-form for on broadest dialogue.

For instance, it will be about sub-contracting some activities relevant to missions of public sector, for more effectiveness and efficiency, by means of service contracts spelt out in tender books or by confiding achievement of some works into the hands of physical persons known as such by their competencies and experiences from private companies, civil society organisations or any specific projects and programs.

Strategic orientation 2 : Improve managerial capacity and professionalism in the public sector

Under this chapter, MIFOTRA being the main reform actor, will play an exemplary role, by organising itself, equipping itself with effective management tools and by building its own capacities. The Administrative reform's management unit will empower its human and physical capacities and improve its performance for a better reform's good running.

Component 1 : Redeployment of selected public servants , reconversion and /or reintegration of deflated public servants

The activities will be concerned with programming, organising and realising staff changes induced by the review of the role of State and that of its structures, from the center to the local Administration, and even outside of it. The new organization structures constitute clear reference enabling to identify jobs and resize required staffing. The evaluation of the existing staff will allow to identify rapidly

- (i) those who will be retained within public service,

(ii) those who will be redeployed towards other deconcentrated and decentralised entities and (iii) finally those who will not be retained within the public service, and will therefore enjoy assistance for their anticipated retirement (the oldest servants), or will be subjected to the reconversion and professionally reintegrated beyond the public service (for those who are still active). The already implemented system should be perpetuated for employment promotion and creation in future.

Component 2 : Skills and performance development strategy

This component aims at improving and building up human resources' skills in the public sector, by employing especially the required personnel in accordance with qualifications highlighted in organisational structures (cadres organiques), in the sake of suitability between job positions and staff profiles. There will be a need to retrain and develop skills of a great number of staff members on their jobs with regard to the new restructuring.

Rwanda Institute of Administration and Management (RIAM) and Human and Institutional Development Agency (HIDA) newly created, will significantly contribute to the preparation of jobs in the public service. E-Learning will be strengthened. Any initiative that is aiming at guiding, motivating and retaining the most qualified staff on key-job position (computer technician, economists, physicians, civil engineers...) will be welcomed.

Applying widely the power and responsibility delegation system within ministries and in any other public Administration, promoting effective management of public service with concrete and tangible results and implementing system of goals and performance appropriate based on results are, among many others, activities which should be carried out within this component.

Component 3 : Job remuneration and performance attractive measures

The essential of this component will be of :

- (i) carrying out evaluation of the existing public service's remuneration system, with a double view : competitiveness of wages compared with other employing sectors and their budget sustainability according to tax revenue level;
- (ii) putting in place consistent remuneration system. Remunerations within public service are now at a lowest level, not suitable with public service dynamisation's requirements. A medium and long-term strategy will be conceived purposely for putting in place some revaluing and attractive mechanisms, in order to attract the best talents in the public sector and mobilize civil servants in a bid of improving the public service.

Component 4 : Promotion of Ethics and sense of public service

Setting up a culture respecting professional ethics, transparency and accountability within the Rwandan public administration, by initiating change of mentalities among civil servants and lead them towards the populations they should serve ; that is the main objective of this component.

It aims also at elaborating and implementing effective strategies for fighting against corruption, arbitrary, exclusion of handicapped people, and striving for sex equality and integration of newly qualified work force. A public service commission, which will must be an independent organ, susceptible to give guarantee of new stringent values, equity and solidarity, will be implemented.

Strategic orientation 3: Produce a functional analysis (Management Audit) of Public Institutions and develop strategic management systems / tools for the Sector

Component 1 :Elaboration of legal texts and procedural manuals linked with administrative management

Public Administration reform should be based on coherent regulations formulated and adapted to the current situation. That is why the following should be carried out under this component :

- (i) to elaborate a whole series of legal texts grouped together in “codes” in order to facilitate their publication and use;
- (ii) to revise the existing management systems, procedures and practices and develop appropriate tools/systems;
- (iii) to establish administrative reform database : procedures, user’s manuals, job repertory, organization structures, relevant forms, instructions and organize consultation on this provisions with users and managers, as well as their updating.

The centralisation of data entry of the whole textual “compilation ”, both administrative and legal, and its regular publication in (official gazette), is a reform’s accompanying measure, indispensable for its popularisation.

Component 2 : Improvement of Human Resource Management

The improvement of human resource management is essential for the reform’s successfulness. Though it is neglected, particular attention should be paid on this function within the program. In addition to a human resource management typically administrative, reform activities should be oriented towards a result-oriented management by designing a relevant policy and by equipping human resource function with appropriate modern tools and by building up capacity of concerned officials.

It will be also be necessary to review human resource management systems and procedures so as to improve institutional effectiveness and efficiency at central and decentralized level.

Component 3 : Implementation of Information and Communication Technology (ICT)

The introduction of Information and Communication Technology (ICT) into current Rwandan public administration practices, is one of the major stakes faced by public administration’s reform.

ICT function is developed under several aspects: the first one concerns database set up, the second is about networks (intranet and internet), the third one is related to the automation of integrated management tasks and systems. Public administration decentralisation, inventory and management of State resources, especially human resources, expenditures' estimates and execution ,as well as civil servants' wage bill, all these activities constitute the ICT's favourite practice field.

The implementation of a global pay and human resource management system, in the respect of the organisational charts and budget constraints, is at the heart of the reform; it will be therefore an unavoidable support.

The management of documentary bases should also be widely facilitated by means of ICT.

4. Reform Program's Management

MIFOTRA will ensure coordination of all efforts related to reconfiguration process, it is thus responsible for the program's management in collaboration with other concerned State institutions and other development partners. In this respect, it has an administrative reform unit at its disposal . This reform unit was assigned to elaborate, coordinate, plan and evaluate the activities pertaining to the reform program. The unit has a small team of advisors at its disposal which should be reinforced. The unit can call for local and international consultants to provide technical assistance. It is part of an established institutional device assigned to run the reform program see the next chapter).

III. Challenges and conditions for successfullness

The achievement of public administration's reconfiguration, which is concerned with transforming the work methods and behaviours of human resources in various institutions of the whole public sector, faces the challenges including: difficult choices which are to be undertaken , likely unpleasant decisions to be taken in the sake of the Nation's interests, in order to avoid the occurrence of hard situations.

An analysis of risks and potential problems is very necessary to prevent them and maximize chances of coping with this change.

1. Challenges

➤ Fear of the unknown future

A big question mark hangs over the future of a great number of actors (workers, managers of institution, economic operators, family and association members, ...). They fear to lose some benefits that they are currently enjoying (even though they are insignificant with regard to potential reform benefits), and do not hope to get some facilities. All have fear, it is expected that some should be "negative effects" in case of the program's successfullness, whereas others should be "return effects" in case of failure.

➤ Disproportionate expectations

The expectation pertaining to the salary and working conditions will not be necessarily and totally satisfied. That may rapidly generate disappointments which can blemish the Government credibility, and have an effect on the workers' output /achieved results, especially in the priority sectors such as health, education, land and natural resource management.

➤ **Impatience**

It is a bit the corollary of the previous point : the time required for the implementation of the reform agenda can be relatively important, and the timeframe fixed in advance will not be always held on; it should not be better to fastly move the reform agenda: wishing to rapidly come to the target, can disrupt the dialogue /consultation and organization as well as methods required in any change process.

➤ **The risk of lacking resources and required means**

It is important from the start up, to have a very clear idea on the cost of the program and assurance of its financing. Failure to this plan should be catastrophic.

2. Conditions for successfulness

In consideration of the above mentioned challenges, it is wise to recall some initiatives and preventive measures that would enable Rwanda to effectively run the new public sector. It is therefore important to highlight the following prerequisite to overcome those challenges :

➤ **Sensitization and commitment of each and every one**

The objectives and vision of Public Administration's Reconfiguration must be well explained to the whole public. What should be again deeply explained is the consequences / effects of this program on the life and fate of workers on one hand, and on population and users at large, on the other hand.

➤ **Creativity and innovation**

Rwanda should witness creativity and innovation since the present program is a very big operation, that should not be restarted up before many years. All these ideas will be receivable; they must be subjected to several debates, analyzed and discussed ... All the expertises, especially those related to similar experiences met in other countries, will be welcomed.

➤ **Stringency and method**

These two principles are going to inspire all leaders in charge of piloting the reconfiguration process: scientific analysis, programmatic solutions, censual and gradual methods focusing on dialogue with all development partners, and the contribution of everyone, including the civil servants and the population beneficiary of the public services.

➤ **Rapid successfulness of some sensitive actions**

- **Review of organisational structures charts** of institutions of central administration, deconcentrated services and decentralised entities. This action linked with job description will enable to integrate civil servants into a new

job classification and then embark on redeployment and transfer of skills and delegation of responsibilities of human resources towards the decentralised technical services.

- **Updating of civil servants' files**

- (i) to avoid any identification error, with regard to the administrative, financial, qualification's and experience data for every civil servant;
- (ii) to appreciate objectively as possible the individual skills in relation to the new State missions, and the new new vacancies.

- **Integration and reconversion of civil servants**

None of the civil servants registered “without a job position “ will remain unconsidered: upon their needs, some of civil servants will benefit practical training courses related to the creation of micro-enterprises and income generating project management. A collaboration mechanism between public sector and the development / commercial banks will be concluded. During the training process, the civil servant will enjoy or get what if provided for in Rwandan legislation texts in terms of job termination or suppression; he will afterwards get access to a credit for his/her self-employment promotion.

These mechanisms / modalities are currently under study in order to request a prompt support from the national and international community to avail finance of this operation.

IV. Implementation of the program

The public sector reconfiguration program will be implemented by taking into account the participation and engagement of all the partners, including responsible managers within public and private sector institutions and organisations, and civil society in Rwanda.

The Rwandan government is aware of the task and the importance of various resources which will be necessary for the achievement of this program. That is why the program is open to any form of technical, material as financial support that could be availed by both National and International community and any solidarity initiative from national or local stakeholders will be welcomed.

1. Program management modalities

This program which falls under Rwanda developmental goal (2020 vision), is a product of all State organs and development partners.

Consultative councils for performance evaluation created at Presidency level will have to intensify their works in order to promote exchanges between different strata of the population and higher level decision making organs.

The inter-ministerial committees for consultation will consider coherence of Government diligent actions, especially those in relation to the public sector reconfiguration process in Rwanda.

The public and private sector’s partnership forum will establish a conducive environment In favour for the combined efforts of socio-economic transformation.

The ministry in charge public service , skills development , vocational training and labour (MIFOTRA) , is responsible for the running of the reconfiguration process. It will work under the steering committee that was established to carry out the process. The following Ministries are members of the committee. They include MIFOTRA , MINALOC, MINICOM and MINECOFIN.

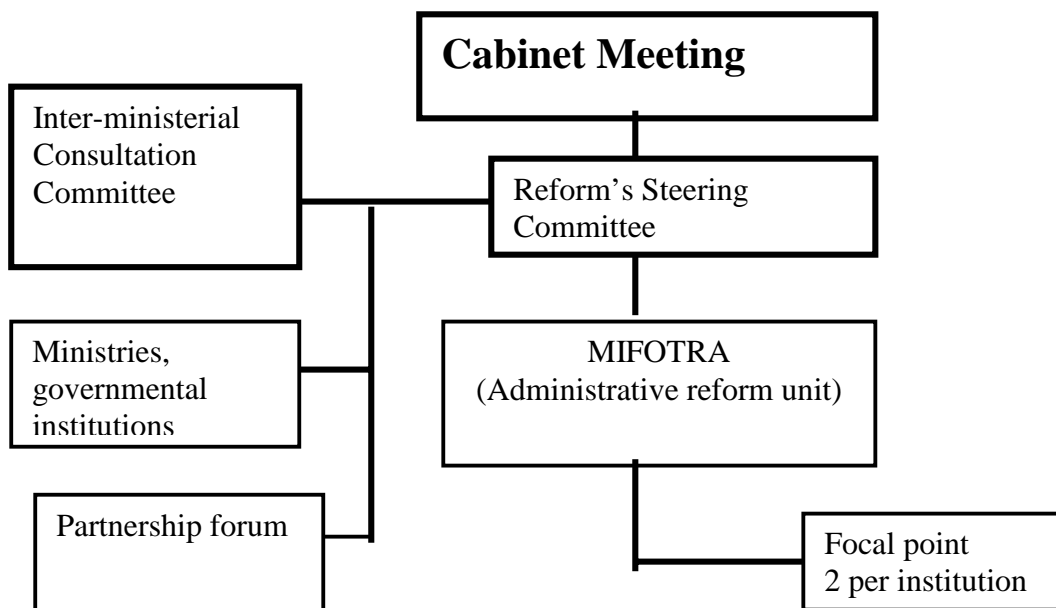
In each central institution, State Agency , National Commission, Parastatals and decentralised entities (Provinces and Districts), some “ focal points” will be nominated.

Focal points will be assigned to :

- coordinate the reform activities in their respective institutions;
- ensure liaison between their own staff and other institutions ;
- Provide technical support to the upper management of their institutions ;
- Identify and assess training needs of their staff in order to reinforce the reform process;
- Ensure follow up and evaluation the reform program’s activities,;
- Share ideas and experiences with other focal points and , generally, guide and support the current change process in their respective institutions. These staff (focal points) will work in close collaboration with MIFOTRA , more particularly with the Administrative Reform Unit.

MIFOTRA will set guiding mechanisms necessary for the coordination and follow up of the reform’s programme.

Reform’s implementation and Management Device



2. Reform program's financing

Rwanda relies on its own determination to carry out the process and commit itself to equip this important program with resources. Considering the importance and cost of the program, the contribution of donors and development agencies for cooperation purposes will constitute a great contribution to the successfulness of the program.

Several cooperation agencies and donors have already expressed their willingness to accompany Rwanda in this important undertaking. However, the reform process in Rwanda arrives at a point where the Government efforts and its partners should be conjugated, to ensure a sounding resource mobilization both financial and technical, necessary to this important process of the work methods and mentality changes for a sustainable human resource development in Rwanda.

3. Technical support to the coordination of the reconfiguration program

The government of Rwanda to appeal for a technical support from its partners to overcome the existing capacity shortage in Rwanda, and to ensure transfer of skills to the nationals in view of perpetuating the undertaken actions.

