

**ITEKA RYA MINISITIRI W'INTEBE N° 115/03 RYO KU WA 08/04/2016 RISHYIRAHU IMITERERE Y'INYANDIKO IKUBIYEMO AMABWIRIZA NGENGAMIKORERE MU BUTEGETSI BWA LETA**

**PRIME MINISTER'S ORDER N°115/03 OF 08/04/2016 DETERMINING THE STRUCTURE OF THE MANUAL OF ADMINISTRATIVE PROCEDURES IN PUBLIC SERVICE**

**ARRETE DU PREMIER MINISTRE N°115/03 DU 08/04/2016 DETERMINANT LA STRUCTURE D'UN MANUEL DES PROCEDURES ADMINISTRATIVES DANS LA FONCTION PUBLIQUE**

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**ITEKA RYA MINISITIRI W'INTEBE N°115/03 RYO KU WA 08/04/2016 RISHYIRAHO IMITERERE Y'INYANDIKO IKUBIYEMO AMABWIRIZA NGENGAMIKOERE MU BUTEGETSI BWA LETA**

**Minisitiri w'Intebe;**

Ashingiye ku Itegeko Nshinga rya Repubulika y'u Rwanda ryo mu 2003 ryavuguruwe mu 2015, cyane cyane mu ngingo zaryo, iya 119, 120, iya 121, iya 122, iya 27, iya 139, n'iya 176;

Ashingiye ku Itegeko n° 86/13 ryo ku wa 11/09/2013 rishyiraho sitati rusange igenga abakozi ba Leta, cyane cyane mu ngingo yaryo ya 63;

Bisabwe na Minisitiri w'Abakozi ba Leta n'Umurimo;

Inama y'Abaminisitiri yateranye ku wa 03/11/2015 imaze kubisuzuma no kubyemeza;

**ATEGETSE:**

**Ingingo ya mbere: Icyo iri teka rigamije**

Iri teka rigena imiterere y'inyandiko ikubiyemo amabwiriza ngengamikorere mu butegetsi bwa Leta.

**Ingingo ya 2: Imiterere y'inyandiko ikubiyemo amabwiriza ngengamikorere**

Imiterere y'inyandiko n'imirongo ngenderwaho mu gutegura amabwiriza ngengamikorere byometswe ku mugereka w'iri teka.

**PRIME MINISTER'S ORDER N°115/03 OF 08/04/2016 DETERMINING THE STRUCTURE OF THE MANUAL OF ADMINISTRATIVE PROCEDURES IN PUBLIC SERVICE**

**The Prime Minister;**

Pursuant to the Constitution of the Republic of Rwanda of 2003 revised in 2015, especially in Articles 119, 120, 121, 122, 27, 139 and 176 ;

Pursuant to Law n° 86/13 of 11/09/2013 establishing the General Statutes for Public Service, especially in Article 63;

On proposal by the Minister of Public Service and Labor;

After consideration and approval by the Cabinet, in its session of 03/11/2015;

**HEREBY ORDERS:**

**Article One: Purpose of this Order**

This Order determines the structure of the manual of administrative procedures in public service.

**Article 2: Structure of the manual of administrative procedures**

The structure and guidelines for developing the manual of administrative procedures are annexed to this Order.

**ARRETE DU PREMIER MINISTRE N°115/03 DU 08/04/2016 DETERMINANT LA STRUCTURE D'UN MANUEL DES PROCEDURES ADMINISTRATIVES DANS LA FONCTION PUBLIQUE**

**Le Premier Ministre;**

Vu la Constitution de la République du Rwanda de 2003 révisée en 2015, spécialement en ses articles 119, 120, 121, 122, 27, 139 et 176;

Vu la Loi n° 86/13 du 11/09/2013 portant statut général de la fonction publique, spécialement en son article 63;

Sur proposition du Ministre de la Fonction Publique et du Travail;

Après examen et adoption par le Conseil des Ministres en sa séance du 03/11/2015;

**ARRETE:**

**Article premier: Objet du présent arrêté**

Le présent arrêté détermine la structure d'un manuel des procédures administratives dans la fonction publique.

**Article 2: Structure de manuel de procédures administratives dans la fonction publique**

La structure et les lignes directrices pour développer le manuel de procédures

**Ingingo ya 3: Inshingano yo gushyiraho inyandiko ikubiyemo amabwiriza ngengamikorere mu butegetsi bwa Leta**

Buri rwego rwa Leta rugomba gushyiraho kandi rugakoresha inyandiko ikubiyemo amabwiriza ngengamikorere mu buryo bujyanye n'imiterere y'urwego.

**Ingingo ya 4: Ivanwaho ry'ingingo zinyuranyije n'iri teka**

Ingingo zose z'amateka abanziriza iri kandi zinyuranyije naryo zivanyweho.

**Ingingo ya 5: Igihe iri teka ritangira gukurikizwa**

Iri teka ritangira gukurikizwa umunsi ritangarijweho mu Igazeti ya Leta ya Repubulika y'u Rwanda.

Kigali, kuwa **08/04/2016**

(sé)  
**MUREKEZI Anastase**  
Minisitiri w'Intebe

**Article 3: Obligation to put in place a manual of administrative procedures in public service**

Every public institution shall put in place and use a manual of administrative procedures customized to the institutional organization.

**Article 4: Repealing provision**

All prior provisions contrary to this Order are hereby repealed.

**Article 5: Commencement**

This Order shall come into force on the date of its publication in the official Gazette of the Republic of Rwanda

Kigali, on **08/04/2016**

(sé)  
**MUREKEZI Anastase**  
Prime Minister

administratives sont en annexe du présent arrêté.

**Article 3: Obligation de mettre en place et utiliser un manuel de procédures administratives dans la fonction publique**

Chaque institution publique doit élaborer et utiliser un manuel de procédures administratives qui doit être en accord avec l'organisation de l'institution.

**Article 4: Disposition abrogatoire**

Toutes les dispositions antérieures contraires au présent arrêté sont abrogées.

**Article 5: Entrée en vigueur**

Le présent arrêté entre en vigueur le jour de sa publication au Journal Officiel de la République du Rwanda.

Kigali, le **08/04/2016**

(sé)  
**MUREKEZI Anastase**  
Premier Ministre

(sé)

**UWIZEYE Judith**

Minisitiri w'Abakozi ba Leta n'Umurimo

**Bibonywe kandi bishyizweho Ikirango cya  
Repubulika:**

(sé)

**BUSINGYE Johnston**

Minisitiri w'Ubutabera/Intumwa Nkuru ya Leta

(sé)

**UWIZEYE Judith**

Minister of Public Service and Labour

**Seen and sealed with the Seal of the Republic:**

(sé)

**BUSINGYE Johnston**

Minister of Justice/Attorney General

(sé)

**UWIZEYE Judith**

Ministre de la Fonction Publique et du Travail

**Vu et scellé du Sceau de la République:**

(sé)

**BUSINGYE Johnston**

Ministre de la Justice/Garde des Sceaux

**UMUGEREKA W'ITEKA RYA MINISITIRI  
W'INTEBE N°115/03 RYO KU WA 08/04/2016  
RISHYIRAHO IMITERERE Y'INYANDIKO  
IKUBIYEMO AMABWIRIZA  
NGENGAMIKORERE MU BUTEGETSI BWA  
LETA**

**ANNEX TO PRIME MINISTER'S ORDER  
N°115/03 OF 08/04/2016 DETERMINING  
THE STRUCTURE OF THE MANUAL OF  
ADMINISTRATIVE PROCEDURES IN  
PUBLIC SERVICE**

**ANNEXE A L'ARRETE DU PREMIER  
MINISTRE N°115/03 DU 08/04/2016 FIXANT LA  
STRUCTURE D'UN MANUEL DES  
PROCEDURES ADMINISTRATIVES DANS LA  
FONCTION PUBLIQUE**

**STRUCTURE OF THE MANUAL OF ADMINISTRATIVE PROCEDURES IN RWANDA PUBLIC  
SERVICE**

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## **Introduction**

A manual of administrative procedures for a public institution serves to help the institution organize its written procedures documentation that will act as a resource for administrative direction.

A manual of administrative Procedures describes how policies, laws, regulations and practices should be implemented. The manual clearly and accurately describes the process/steps and responsibilities for accomplishing actions under a given institution. Therefore, the manual needs to be well organized for ease of use, and to clearly specify the required chronological series of steps to accomplish each task.

However, a manual of administrative procedure is neither a marketing document nor a creative writing piece. The goal of a well written manual of administrative procedure is to clearly explain how to accomplish a specific process with minimal problems, aggravation or risk of non-compliance.

### **1 Rationale for administrative procedures manual**

Institutionalizing the process for documenting procedures to implement policies, laws and regulations as well as their daily management and administrative practices will increase efficiency in public service management by addressing a number of issues:

#### **1.1 Cost Effectiveness**

Availability of a well written manual of administrative procedures will result in the following benefits:

- 1 ° Less time spent seeking guidance;
- 2 ° Errors prevention; and
- 3 ° Consistent and reliable solutions.

#### **1.2 Facilitated Induction and Change Management**

Efforts to make procedures information widely accessible will provide institutional staff with the tools needed to effectively move to action and learn quickly how they have to proceed to perform their tasks. The manual of administrative Procedures will help in streamlining administrative processes and providing a basis for individual and departmental accountability.

Also, the ability to quickly update and disseminate procedures enables the concerned institution to meet change management strategies and to adapt to new environments.

#### **1.3 Accountability**

Further, the availability of a well written manual of administrative procedures is one of the fundamental elements of any system in which individuals and various units are held accountable for adherence to institutional policies, laws, regulations and procedures.

## **2 Definition of administrative procedures**

A manual of administrative procedures is a document describing how policies, laws, regulations and practices should be implemented in a given public institution. The manual

clearly and accurately describes the administrative process, chronological series of administrative steps required and responsibilities for accomplishing a given activity in any public institution.

Procedures should not be confused with "policy" or "guidelines" or felt as their duplication. Procedures are the required steps a user must take to be in compliance with policy or laws, while guidelines are recommended best practices for departments/units to accomplish tasks but are not required to be in compliance. A policy document includes the governing principles of a given subject. It explains why you have certain procedures or guidelines, but not how to accomplish tasks.

### **3 Scope of procedures in Administration**

There are four areas covered by management procedures in Rwanda Public Administration:

- 1 ° Financial management procedures;
- 2 ° Human resources management procedures;
- 3 ° Procurement procedures;
- 4 ° Administrative procedures.

### **4 Scope of the manual of administrative procedures**

A manual of administrative procedures describes how actions related to the following are carried out in order to effectively implement policies, laws and regulations:

- 1 ° Internal mailing management procedure;
- 2 ° Internal procedures for acquisition of goods and services;
- 3 ° Internal documentation, archive management and communication procedures;
- 4 ° Internal logistics management procedures;
- 5 ° Internal planning, implementation and reporting procedures.

For the financial, procurement and human resource management procedures, respective specific manuals of procedures implementing relevant legislation shall apply.

### **5 Characteristics of a good manual of administrative procedures**

A good manual of administrative Procedure is intended to provide practical administrative guides both in style and content as may be determined by users. Therefore each and every procedure should be developed, written, and updated with the user in mind. In that perspective a manual of administrative procedures should:

- 1 ° consider why the user needs the information;
- 2 ° be written in a simple, clear and concise language;
- 3 ° avoid jargons and overly technical descriptions;
- 4 ° be written in a way that even a user with basic knowledge of the institution or an inexperienced user of the manual understands it with no difficulty.

### **6 Principles for developing the manual of administrative procedures**

The process of developing a manual of administrative procedures should be based on the following three fundamental principles:

#### **6.1 Direct participation of involved actors**

It is necessary, while developing a manual of administrative procedures, to consult with concerned staff of the institution and their senior managers in order to obtain the relevant

information relating to management and coordination processes. This facilitates fast analysis of existing administrative and management processes.

The manual developer is required to conduct a thorough consultation on the process of each procedure, with individual staff and concerned senior managers. Alternatively, the manual developer may opt to organize a meeting of all managers and staff involved in the given procedure. It should be noted that a meeting is much more effective since it allows a comprehensive description of the procedure, whereby each participant checks the accuracy of the given information with regard to the procedure being analysed. Also, It is important to note that the purpose of these consultations is to be able to precisely describe the existing procedures and proposals for improvement.

## **6.2 Chronological description of tasks**

The proposed manual of administrative procedures should describe the process through which activities are performed in a sequential manner by clearly indicating the intervention of every actor.

## **6.3 Use of standardised tools**

The proposed manual of administrative procedure should also make a reference to known and standardized tools such as templates or forms which allow all the users to have the same understanding of the management mechanisms. Where there is a need for a standardized tool, it should be developed for correct implementation of the proposed procedures.

## **7 Steps for developing a manual of administrative procedures**

There are four steps for developing a manual of administrative procedures. These are:

### **7.1 Assessment of existing legal framework**

Procedures serve to support implementation of existing policies and laws. Therefore, it is important to understand relevant legal instruments in force to ensure that prospective procedures conform to the existing laws. In this case, the following should be taken into consideration:

- Operating rules:
  - 1 ° General Statute for Public service;
  - 2 ° Sector laws and regulations;
  - 3 ° Rules of delegation of authority;
- Organisational structure of the concerned institution:
  - 1 ° Mission of the institution;
  - 2 ° Organisation chart;
  - 3 ° Job description;
- Existing manuals of procedures:
  - 1 ° financial Management manual;
  - 2 ° procurement procedures manual;
  - 3 ° human resource manual;
  - 4 ° any other procedural manual.

### **7.2 Understanding of procedures currently applied**

This stage consists of identifying major tasks involved, mode of data processing, information flow and communication tools (Courier, file, e-mail, verbal instruction, etc) as well as identifying the actor(s) involved at each stage and the scope of their respective intervention.

### **7.3 Critical analysis of the procedures currently applied**

The purpose of this step is to conduct a critical analysis of procedures currently applied. All issues related to procedures of accomplishment of tasks must be highlighted including problems based on:

- 1 ° information flow;
- 2 ° place and nature of controls;
- 3 ° level of decision making;
- 4 ° mode of archiving, etc.....

### **7.4 Design of the new manual of administrative procedure**

On the basis of critical analysis and documents consulted in relation to the existing procedure, the new manual of administrative procedure is developed by taking into account the following:

- 1 ° consulted documents related to categories of procedures;
- 2 ° principles of information flow such as respect of hierarchy or chain of command;
- 3 ° level of controls and their application, and
- 4 ° Proposals' justifications.

### **8 Structure of the manual of administrative procedures**

A manual of administrative procedures shall comprise the following:

#### **8.1 Introduction**

An introduction of a manual administrative procedures should contain its objectives, definitions of terms, scope of application and references.

##### ***8.1.1 Objectives of the manual of administrative procedures***

Under this part, it is necessary to clarify the purpose of the manual of administrative procedures for a given institution. The statement of purpose should inform the user why the manual of administrative procedures was put in place and what information is contained therein.

##### ***8.1.2 Definitions of terms***

When the content of the manual requires a precise understanding of terms, these terms should be defined under this section. This allows a user to approach the content in a more knowledgeable manner, and to easily refer back to the definition as may be required when the term is used frequently throughout the manual. When a term has more limited use, it can be defined in the body of the manual and definitions may be omitted.

##### ***8.1.3 Scope of application***

Under the scope of application, it is necessary to explain the range of activities and procedures covered by the manual. It is also important to provide, as a matter of guidance, reference to other related procedures or other types of available procedures for specific matters addressed elsewhere.

##### ***8.1.4 References***

It is necessary to list down all the sources upon which the manual of administrative procedures is based, including sector policies, laws and regulations, and other useful documents referred to in the manual. Users of the manual may be interested in obtaining

more information and subsequently to better understand the procedures contained in the manual.

### **8.1.5 Mission and brief description of departmental responsibilities**

As the procedures involve roles and responsibilities, levels of decision-making, hierarchy and chain of command to mention but a few, the manual of procedures needs to reflect the institutional mission, organizational structure and brief description of responsibilities of various units/departments to highlight the circulation/flow of information.

## **8.2 Description of the procedures**

The description of procedures illustrates all required stages and tasks an activity passes through from the beginning to the end. The manual developer must clearly indicate all interventions of an actor on every stage of an activity, by taking into account the following:

- 1 ° What are the elementary tasks which are chronologically connected to carry out the procedure?
- 2 ° What elementary tasks are to be performed at each stage (position) of a procedure?
- 3 ° When is an elementary task to be performed and who performs it?

While describing the procedure, the manual developer must also indicate a task and the responsible actor. Guiding questions include the following:

- 1 ° who initiates a task?
- 2 ° who informs?
- 3 ° who drafts the initial task?
- 4 ° who controls?
- 5 ° who decides?
- 6 ° who signs?
- 7 ° who should be consulted?
- 8 ° who is the recipient?
- 9 ° who is informed?
- 10 ° who sends?
- 11 ° who files? etc.....

Where applicable, the manual developer must indicate timelines for completing an elementary task. This element reflects complementary aspect between the manual of administrative procedures and the service charters since the former defines the smooth internal flow of activities that enables the institution to meet standards committed towards the public in terms of service delivery.

In terms of some tasks, it may be difficult to define timelines due to changing parameters involved such as policy development process.

## **9 Designing an administrative procedure**

After collection of information, the manual developer must design an administrative procedure whereby elementary tasks and responsible actors are described in a table. The example used below describes the administrative procedure of handling a Letter inviting MIFOTRA representative to attend training. Attending the training is made up of various procedures. The example, however, is limited to handling an incoming invitation letter up to the stage of paying the public servant's training fees. It should be noted that after completion of the procedures described below, procedures related to acquiring means of transport and attending the training will follow.

<b>Elementary Tasks</b>	<b>Responsible</b>
<ol style="list-style-type: none"> <li>1. Reception of an invitation Letter;</li> <li>2. Checking an invitation Letter;</li> <li>3. Recording;</li> <li>4. Dispatching to concerned Department /Unit;</li> <li>5. Informing the Minister and PS of the received invitation and the concerned Unit to which the letter was submitted.</li> </ol>	Central Secretariat
<ol style="list-style-type: none"> <li>1. Reception by concerned Unit (DAF);</li> <li>2. Checking the training plan;</li> <li>3. Designating an employee to attend the training;</li> <li>4. Sending the file to Secretary to DAF for drafting a Memo and Mission Authorization.</li> </ol>	Director of Administration and Finance
<ol style="list-style-type: none"> <li>1. Reception of the file;</li> <li>2. Drafting a Memo and Mission Authorization documents;</li> <li>3. Submission to DAF for checking</li> </ol>	Secretary to DAF
<ol style="list-style-type: none"> <li>1. Checking contents and quality of Memo and Mission Authorization documents;</li> <li>2. Submission to PS for approval</li> </ol>	Director of Administration and Finance
<ol style="list-style-type: none"> <li>1. Approval of Memo and signing Mission Authorization documents</li> </ol>	Permanent Secretary
<ol style="list-style-type: none"> <li>1. Reception of approved Memo and signed Mission authorization documents;</li> <li>2. Sending the file to Accountant for preparation of payment of mission fees.</li> </ol>	Director of Administration and Finance
<ol style="list-style-type: none"> <li>1. Reception of approved Memo and signed Mission authorization documents;</li> <li>2. Preparation and signature of payment documents;</li> <li>3. Sending the file to DAF for checking and signature.</li> </ol>	Accountant
<ol style="list-style-type: none"> <li>1. Checking and signature of payment</li> </ol>	Director of Administration and Finance

documents; 2. Sending the file to PS for approval and signature.	
1. Approval and signature of payment documents 2. Sending the file to DAF	Permanent Secretary
1. Sending the file to Accountant and instruct him/her to deliver check/mission fees to designated ministry representative; 2. Notifying the designated ministry representative of the approval of the training and orient him to accountant for reception of check/mission fees;	DAF
1. Deliver check/mission fees to the designated ministry representative; 2. Reception of check/mission fees	-Accountant -designated ministry representative to attend the training.

## 10 Process of approval and implementation of the manual of the new administrative procedures manual

The implementation of a new manual of administrative procedures within an institution will require prior approval by the concerned institution's competent authority. If implementation of the manual of procedures reveal gaps or loopholes or has become obsolete it must be updated to overcome identified loopholes and reflect current practices and methods of work.

## 11 Annexes

Other supplemental information may be included as Annex if desired. The most typical Annex that may be included in a manual is *standard forms* used by your institution, and referenced in the manual. If considered necessary, you may also include other information such as copies Organizational charts, job descriptions, or other guidelines as Annexes related to the manual of administrative procedures. It is important, however, to remember that Annexes are meant to be supplemental information, and they should not necessarily contain the main parts to convey significant information.

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**Bibonywe kugira ngo bishyirwe ku mugereka w'Iteka rya Minisitiri w'Intebe n° 115/03 ryo ku wa 08/04/2016 rishyiraho imiterere y'innyandiko ikubiyemo amabwiriza ngengamikorere mu butegetsi bwa leta**

Kigali, ku wa **08/04/2016**

(sé)  
**MUREKEZI Anastase**  
Minisitiri w'Intebe

(sé)  
**UWIZEYE Judith**  
Minisitiri w'Abakozi ba Leta n'Umurimo

**Bibonywe kandi bishyizweho Ikirango cya Repubulika :**

(sé)  
**BUSINGYE Johnston**  
Minisitiri w'Ubutabera / Intumwa Nkuru ya Leta

**Seen to be annexed to the Prime Minister's Order n° 115/03 of 08/04/2016 determining the structure of the manual of administrative procedures in public service**

Kigali, on **08/04/2016**

(sé)  
**MUREKEZI Anastase**  
Prime Minister

(sé)  
**UWIZEYE Judith**  
Minister of Public Service and Labour

**Seen and Sealed with the Seal of the Republic:**

(sé)  
**BUSINGYE Johnston**  
Minister of Justice / Attorney General

**Vu pour être annexé à l'Arrêté du Premier Ministre n°115/03 du 08/04/2016 fixant la structure d'un manuel des procédures administratives dans la fonction publique**

Kigali, le **08/04/2016**

(sé)  
**MUREKEZI Anastase**  
Premier Ministre

(sé)  
**UWIZEYE Judith**  
Ministre de la Fonction Publique et du Travail

**Vu et scellé du Sceau de la République :**

(sé)  
**BUSINGYE Johnston**  
Ministre de la Justice Garde des / Sceaux



