

REPUBLIC OF RWANDA



MINISTRY OF CIVIL SERVICE  
AND LABOUR  
*B.P. 403 KIGALI*

**POLICY FRAMEWORK FOR RWANDA'S CIVIL  
SERVICE REFORM**

**MaY 2002**

## **POLICY FRAMEWORK FOR RWANDA'S CIVIL SERVICE REFORM**

### **BACKGROUND**

The Rwanda Government is striving to reform its civil service under its general development programme and, in particular, within the scope of its strategy to alleviate poverty. This reform is in line with the concern for good governance, as it is a continuous management process designed to bring about public service efficiency in Ministries, public institutions and specialized bodies. The Civil Service Reform should help the Government to have a civil service that can satisfy the basic needs of the people and contribute to solving problems affecting various communities. The civil service is indeed the driving force behind socio-economic development, especially given its unique role in the following :

- Ensuring compliance with laws and regulations, while looking after the smooth running of the Government machinery within civil service ambit;
- Initiating management policies for the different Government departments;
- Working out management norms and procedures to be followed in the various areas of civil service;
- Carrying out supervision and control of Government human resource management, including control of the quality of services offered to the public;
- Carrying out training, education and information for the benefit of the population in its development activities.
- Setting up policies and programmes relating to the various sectors of the national Development

It is important to stress here that this Policy which so far applies to the Civil Service Reform should be extended to public administration in a wider sense. The latter reform, consisting of adjusting Government services to the new role of the State should also be consistent with the new Government mission.

The purpose of this document is to bring into focus the vision, objectives and guidelines of this Government policy, as well as the achievements and prospects for the future. The fact that Rwanda has been pursuing, for some time now, the process of structural adjustment for its economy provides justification for this Civil Service Reform. So does the predicament of a catastrophic situation following the 1994 genocide, which caused significant loss of human resources in all areas of public service, along with the collapse of public infrastructure and management systems. The Government has had to adopt emergency measure to bring its real supply capacity in line with the demand for internal goods and services.

The Civil Service Reform is therefore an imperative requirement to restore public service efficiency, improve services to the public and contribute to the implementation of the policy for both good governance and poverty alleviation. The development of a strong

civil service, with greater delegation of power and responsibility and involving more the local communities in the management of public affairs, is a matter of primordial importance to achieve the economic recovery of those priority areas marked out for poverty alleviation. This decentralization demands better management and allocation of human, financial and material resources, both at central and local administration level. Lastly, a well oriented civil service reform will contribute significantly to Government efforts to implement its policy on human resource development.

## **1. Vision**

The purpose of this reform can be best described in terms of what Rwanda's civil service should achieve in the years ahead. The new civil service is expected to be:

- A civil service that has functional structures in line with the Government's major missions, without any overlapping of functions, nor any dysfunction, and that is commensurate with the Government's financial capacity;
- A civil service in which technical functions are differentiated from political functions, with security of tenure and a permanent status for technical posts.
- A civil service that is fair-sized, effective and efficient, with greater delegation of powers and responsibilities.
- A civil service mindful of crucial needs and problems of Rwanda's citizens and ready to offer services tailored to their expectations;
- A civil service comprising locally run decentralized administration, under the guidance of a central administration that is fair-sized, which would retain the responsibility of supervision as well as control of policies, norms and procedures for public interest and the well-being of the people;
- A civil service for development, which is creative, result-oriented and focused on the development of the private sector, economic growth and poverty alleviation.

## **2. Objectives**

The Civil Service Reform objectives can be summed as follows :

### **2.1 General Objectives**

The Civil Service Reform aims at achieving, in general, the two following objectives:

- Enhancing the efficiency and effectiveness of Rwanda's public administration, through radical transformation of structures, management systems, attitudes and mentality, professional aptitudes and human resource know-how, applied technologies, working methods and practices, legislation, norms and procedures;
- Improving the quality of services rendered by public institutions with better cost-effectiveness.

## **2.2 Specific Objectives**

- Introducing a common management culture centred on new effective practices and methods for Rwanda's public administration;
- Capacity building for Rwanda's public administration employees;
- Modernising civil service departments with a computerized system that integrates management of funds with corresponding posts, and human resources with corresponding payroll (Computer programme known as "Système de postes budgétaires")

## **2.3 Major Results Expected**

- Mission re-assignments for the different Government institutions;
- Streamlining the structures of Government institutions;
- Modernisation of civil service control through a computerized system that integrates human resource and payroll management (Computer programme known as "Système de postes budgétaires");
- Human Resource Capacity building;
- Good control of civil service staff data;
- Review of civil service laws (public servants' Standing Orders and related regulations);
- Setting up systems to formalize management procedures (through procedure manuals), for better transparency in the running of Government departments;
- Creation of training and upgrading institutions for civil servants and employees in other sectors;
- Establishing motivation mechanisms to attract and retain staff in the civil service.

## **3. Strategies**

In order to make this Civil Service Reform a success, the following strategies will be applied:

- Decentralisation of civil service departments and participation of local communities in decision-making for better provision of quality services to the people;
- Government divestiture of certain production sectors and privatization of certain public institutions;
- Streamlining management systems and improving civil service performance in all institutions through the introduction of efficient, modern management practices, including especially systems to promote accountability, along with result-oriented management, performance evaluation, planning and development of human resources, obligation to have precise schedules for carrying out any activities and doing so at the optimum;
- Creation of national institutions for capacity building in favour of human resources in the civil service;
- Enhancing the functional organization of public institutions for more efficiency in their performance.

## **4. Civil Service Reform Areas**

As pictured in figure.1 below on page 10, the activities of the Civil Service Reform are carried out under four important and inter related areas as follows :

- (i) Streamlining of structures;
- (ii) Development of human resources and capacity building;
- (iii) The Government's financial capacity; and
- (iv) Systems of management, technology and working methods.

### **4.1 Streamlining Structures**

Concerning the structures of institutions, the following problems have been identified:

- Absence of officially approved organizational staffing structures that are known to all Government departments and other public institutions;
- Confusion in the identification and definition of posts and lack of job descriptions;
- Absence of updated laws and regulations for the civil service;

In order to solve these problems, the following activities have been carried out:

- In-depth analysis of the functioning of civil service institutions;
- Review of powers reserved for Ministries and Provinces;
- Restructuring and approval of organization charts and staffing structures of public institutions;
- Working out job descriptions;
- Working out new job classification for the civil service.

### **4.2 Development of Human Resources and Capacity Building**

The major problems observed in the early stages of the reform exercise were as follows:

- The public servants' Standing Orders issued in 1974 had never been fully applied and have actually become obsolete;
- Proliferation of special rules and regulations without any coordination mechanism among them (rules and regulations for teachers, for central Government personnel....);
- Civil servants' ignorance of rules and regulations;
- Low qualifications of most civil servants; in 1998 only 6.5% of civil servants had a university degree and only 2.7% had a Master's degree or higher qualifications;
- Weaknesses in the system of performance evaluation;
- Misallocation of most Government employees without taking into account their profile, their training and experience;
- Laxity and lack of diligence among most junior employees, with, on the other hand, considerable work overload for certain civil service employees and senior staff;
- Overstaffing in some cases and payroll ghost workers in others.

In order to solve these problems, the following activities have been carried out:

- Drafting the law governing Civil Service Standing Orders;
- Identifying training needs for Central Government personnel;
- Organizing training sessions for Government employees with courses on organization and public management;
- Drafting the document on standard policy for human resource development;
- Effecting redeployment, right-sizing, retrenchment and recruitment of Government employees;
- Compiling Records for all Government employees in readiness for their computerization;
- Approval of the draft bill setting up the Public Service Commission;
- Establishing the Rwanda Medical Insurance (RAMA);
- Setting up the Rwanda Institute of Administration and Management (RIAM).

#### **4.3 The Government's Financial Capacity and Assets**

The major problems observed in the early stages of the reform exercise were as follows :

- The Government's own financial resources are meager compared to expenditure;
- Civil servants' salaries have no bearing with the country's cost of living and stand disproportionately very low in comparison to salaries offered in autonomous bodies, projects and other sectors of Rwanda's development;
- The payroll bills vary considerably from one month to another;
- There is shortage of facilities in terms of buildings, logistics and working means.

In order to solve these problems, the following activities have been carried out:

- Proposal submitted for new salary scales of Rwanda's civil service;
- Settlement of salary arrears for some employees;
- Fixing annual wage and salary bills in accordance with approved job positions (budget items);
- Proposal submitted to standardize salaries for personnel under projects, commissions and public institutions.
- Proposal submitted to allocate special allowance for scarce skills requiring jobs

#### **4.4 Systems of Management, Technology and Working Methods.**

The major problems observed were as follows :

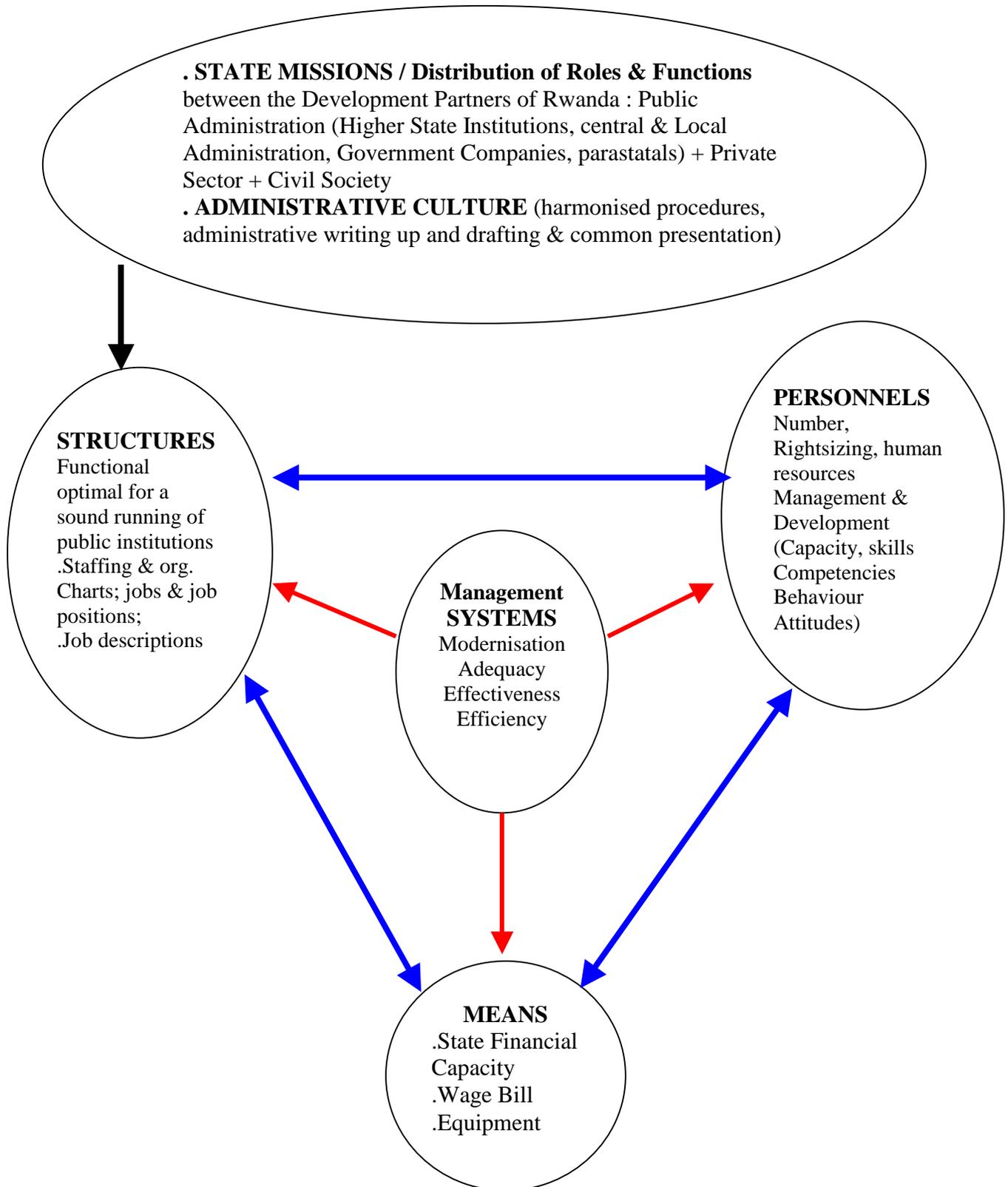
- Existence of several management systems used as reference in public administration, according to the diversified experience of different officials;
- Absence of standard reference in management systems, especially with regard to personnel and public finance management;
- Lack of clearly defined management procedures.

In order to solve these problems, the following activities have been carried out :

- Setting up a computerized system for the management of human resources and their payroll (Computer programme known as “Système de postes budgétaires)
- Working out a communication plan for the Civil Service Reform;
- Decentralisation of the teaching personnel in the Provinces.

(See the figure.1 on the next page)

**Fig.1 : Civil Service Reform Major Areas**



## **5. Prospects**

Recent Government efforts have focused on creating conditions that are conducive to the transformation of the civil service into a modern institution oriented to development. The Government would like to have a civil service that is fair-sized, well performing and efficient, with greater delegation of powers and responsibilities. This requires continuation of activities already undertaken, as well as the strengthening of some others and initiation of new ones. To bring this to fruition, the following measures will be undertaken as planned under strategies for the reform programme implementation.

### **5.1 Legal Framework**

The priority here is to change the legal basis and management principles by introducing new Civil Service Standing Orders. These will bring about innovation with a view to replace the existing career management system, according to which the appointed person is recruited on the basis of his or her level of education and gets promoted on the length-of-service criterion, with a system centered on new principles of employment. The main feature of this new system is that employees are appointed to specific posts for which they are qualified and can only be promoted on the basis of their performance. It will therefore be easier to motivate the personnel, since the evaluation system will be based on performance, with remuneration and advancement being tied to promotion on merit and upgrading courses followed by the employee. This approach allows also the officials in supervisory posts to evaluate the staff under them on the basis of specific results.

One important innovation in the new Standing Orders is the introduction of the legal requirement that funds must be available for each post. The Annual Budget will take into account appropriations approved by the Government as recurrent expenditure which will be included in the Finance Law. In order to bring this innovation into play, a computerized system integrating personnel-payroll management (Computer programme known as “Système de postes budgétaires) is in the pipeline.

#### The way forward

- Developing tools and rules to supplement Civil Service Standing Orders, with detailed definition of categories and their underlying criteria as well as standard forms to describe and analyse each job;
- Developing rules and tools to complement the Standing Orders, and to enable the Civil Service to shift from the career system to post-based system.
- Drafting the texts of implementation related to the Civil Service Standing Orders

### **5.2 Remuneration and Motivation**

The salary policy and motivation system are important factors for good management of human resources. The Government policy in this respect is to make salary scales commensurate with the cost of living. These salary scales will be indexed to the country's

economic growth. Additional measures regarding transport, medical insurance, housing and access to credit have been undertaken by the Government in a bid to improve the civil servants' living conditions and to attract and retain the best human resources in public administration. Further, the Government plans to set up a special salary support scheme for posts that require rare qualifications in efforts to achieve development.

Under the new Standing Orders the pay package is as follows :

- Basic salary according to the category of the post;
- Allowances, bonuses and other fringe benefits;
- Salary increments based on promotion to a higher step or higher category.

Remuneration will therefore be based on the post held and salary increments on performance.

#### The way forward

The remuneration system will have to be modified in order to fit in with the principles and requirements of the new Standing Orders, which will entail the following :

- Updating the categorisation and evaluation of posts and creating new salary scales;
- Bringing into play the new performance evaluation system and performance contracts;
- Working out a special salary scheme within a support programme for jobs requiring scarce skills as well as a programme aiming at supplementing the wages related to the other jobs while expecting a potential salary increase to come for the civil servants.

### **5.3 Performance Evaluation**

The process of evaluating human resource needs in the light of tasks to be performed, prior to filling posts, will go hand in hand with productivity evaluation based on specific tasks and expected results (pointed out in advance), using workplans and performance contracts between the employee and his or her supervisor. This will streamline to near perfection the staff performance evaluation system and will help further to clarify, in precise terms and through pre-established criteria, the results to be achieved and the impact to be produced, while creating a link between results and remuneration.

### The way forward

- Submitting proposals on a system of rules and tools to make supervisory staff accountable by way of laid down performance evaluation criteria;
- Strengthening the link between evaluation, tasks and results and ensuing remuneration.

## **5.4 Public Service Commission**

The new Civil Service Standing Orders establish an independent Public Service Commission whose main mission will be to make prevail in public administration the following tenets:

- Objectivity and neutrality in the recruitment and management of human resources;
- Discipline and professional ethics;
- Compliance with management norms, methods and procedures which will guarantee greater productivity within the civil service, in accordance with existing laws and administration acts;
- Promotion and harmonisation of efficient methods and practices of management in the different Government departments.

### The way forward

- Establishing the Public Service Commission;
- Finding the resources needed to make it functional.

## **5.5 Modernisation of Civil Service Management Systems**

### **5.5.1 Computerized System of Integrated Personnel and Payroll Management ( known as “Postes Budgétaires”)**

Under the new personnel management system, as laid down in the Standing Orders, the post has become the central point in management, around which incumbents and salaries revolve. Following this innovation, the Government will put in place a computerized system of integrated personnel-payroll management. This system is designed to establish a local and country-wide network covering the entire civil service. Its center will be within the Ministry of Civil Service and Labour, from where it will be connected to the different Ministries, Government institutions and all provinces in the country.

This computerized system will help achieve the following:

- Day-to-day control of personnel movements;
- Efficient control of payrolls and monitoring of posts to be filled;
- Forecasting and planning personnel requirements;

- Adapting better the personnel in place to approved posts, on the one hand, and the same personnel to available budget appropriations, on the other hand.
- Getting prompt access to data on civil servants

#### The way forward

- Installing the computerized system of integrated civil service resource management;
- Preparing the training programme and training sessions for users of the above system in Ministries and Provinces;
- Extending the computerized system to the entire public sector.

### **5.5.2 Working Methods**

The working methods to be applied should be in conformity with the local features of the working environment, and in conformity with the new information and communication technologies while getting the assurance that the Human Resources of the public services have the required capacity to use them effectively.

#### The way forward

- Elaborating Manuals on management procedure addressing human, material, financial and ICT resources;
- Editing a Document on ethical Values to be implemented throughout the entire Civil Service;
- Editing a Document containing the harmonized major administrative procedures of the Civil Service;
- Editing a guidebook for the beneficiaries of the services delivered by the Civil Service to be presented by each institution spreading out clearly the procedure to be followed to benefit of them.

### **5.5.3 Communication and Marketing of Public Services**

The services to be delivered by Civil Service Institutions should be more accessible to the population because they constitute the main goal of Them. To that effect the Government will put in place a communication programme to make smooth and comfortable the relations between public services and the various levels of the population.

#### The way forward

- Implementing a sensitization and information programme on the major services delivered by the Civil Service, on the rules, regulations and procedures in force within the Civil Service as well as moral values to be promoted throughout rwandese Public Administration;

- Enabling the implementation of the marketing programmes of services by the Civil Service Institutions;
- Enabling more transparency and openness in the relations between Public Administration and the population

## **5.6 Redeployment, Forecasting and Planning of Human Resources**

The Government is committed to improving civil servants' qualifications and boosting both knowledge and skills in specific areas required by its personnel. It so happens, however, that a certain number of Government employees hold posts for which they have no required skills, while others lack basic qualifications for employment in the civil service. It would mean a wastage of resources if such employees are maintained in their current posts, when the new structure based on merit is put in place. The Government, therefore, envisages to redeploy these human resources to more appropriate areas, using initially a programme of incentives in order to bring about better adjustment of qualifications.

The civil service plans to set up a mechanism for elimination of jobs by attrition (forecasting and planning of posts), with a temporary programme to induce early retirement from civil service of employees lacking the profile required for new posts, through a resettlement fund. This fund will support the projects of those civil servants retrenched under changes arising from these reform measures.

### The way forward

- Preparing and launching the staff redeployment and recruitment programme;
- Replacing civil service employees whose profile does not match their post's requirements with qualified staff;
- Providing support, assistance and advice to retrenched persons who have promising projects, so as to help them become self-reliant on the job market, by creating and developing their own business or self-employment;
- Finding funds for the above-mentioned programme.

## **5.7 Civil Service and Human Resource Development**

The Rwanda Government has conducted in-depth studies of the major constraints and problems affecting development, with a view to devise management strategies and policies that will help achieve economic growth as well as sustainable human development. This concern is equally pertinent for all resources in the country, but top priority must be given most urgently to capacity building for human resources working or required to work in all sectors of national life.

In its National Policy for Human Resource Development, the Government targets two major objectives

- Developing for the public and private sectors, as well as civil society bodies, managerial, administrative and technical skills required for the planning and implementation of sustainable development as defined under Vision 2020;
- Developing a culture of consistent professional capacity building so as to help the different economic sectors to offer quality services in line with citizens' expectations — this culture being conducive to the emergence of new stakeholders and development partners likely to boost wealth and create employment.

### The way forward

- Raising the level of training and qualifications for civil service employees;
- Training users of the new Standing Orders on the innovations and related measures;
- Designing monitoring and evaluation programmes for the Civil Service Reform process;
- Creating a distance-learning internet programme in the areas of public management, human resource management and different other professional and technical areas;
- Improving the qualifications of civil servants appointed to posts that require training programmes not available locally, by sending them for crash courses abroad.

## **6. Supervision and Control of Reforms by the Government**

The administration and civil service reforms require political and technical support at the highest level. They need a management and coordination body that can enhance execution, monitoring and evaluation of decisions taken under these changes.

Regarding Civil Service Reform, the Ministry of Civil Service (MIFOTRA) will play a catalyst role in this reform process. As a result, this Ministry will require consistent support for it to plan and bring about the needed changes.

In that perspective the achievements of the Civil Service Reform already completed under MIFOTRA supervision, such as the restructuring of public departments, the legal framework review, the development of human resources, the elaboration of management procedures, the setting up of a computerized system for integrated personnel–payroll management, the categorization of posts and salary scales require more technical support and backing.