

REPUBLIC OF RWANDA



MULTI SECTOR CAPACITY BUILDING PROGRAMME (MSCBP)
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MULTI-SECTOR CAPACITY BUILDING PROGRAMME [MSCBP]

A SUMMARY PROGRAMME DOCUMENT

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1.0 INTRODUCTION

The Multi-Sector Capacity Building Programme (MSCBP) is a home grown, long-term Government Strategic Framework meant to guide and direct the preparation and implementation of capacity building actions in Rwanda. The programme targets at developing human resources and improving institutional work environment, to enhance capacity in public sector institutions, the private sector and civil society organizations, in order to render them more efficient, effective, transparent and accountable, in the course of performing their roles, as the main actors in the country's development process.

MSCBP was designed mainly to enable public sector institutions to deliver priority sector programmes envisaged in Vision 2020, PRSP, and the National Investment Strategy. One of the cardinal focuses of the MSCBP is to strengthen the institutional capacities underpinning a decentralization approach to service delivery and enhancing public - private partnerships to enable the private sector to effectively take on the desired prominent role in the process of delivering services to the public.

To that effect, the MSCBP will provide a strategic vision aimed at fostering greater coherence, consistency, and coordination in formulating and implementing capacity building interventions, as well as facilitating Government's control and ownership of these interventions.

2.0 BACKGROUND AND CONTEXT

The current capacity building situation in Rwanda is an outcome of historical developments in the Pre-Genocide period, the genocide of 1994, and the post-genocide administration.

The pre-genocide public administration was characterized by over centralized and dictatorial systems of governance, which reduced Rwandese to near government tools and this accounts for the efficiency with which genocide was planned (by state agencies), and implemented by sections of the population.

The genocide of 1994 led to protracted insecurity, culminating into massive loss of lives including the professionals and destroyed considerable infrastructure resulting into substantial de-capitalization. These episodes had considerable impact and posed a major challenge on the GoR's capacity to deliver the required development agenda.

The post genocide administration inherited a vacuum in public administration characterized by deficiency in infrastructure, lack of guiding policies, and yet the personnel in public service were not deployed in accordance with the required proficiency.

Since 1994, the GoR has been pre-occupied with restoring law and order, as well as re-establishing public administration structures. Other state Agencies to promote good governance were established and Public Sector Institutions restructured to improve efficiency and effectiveness in the delivery of essential public services to the population. However, the functioning of these institutions is still far from optimal due to a number of capacity constraints.

Against this background, the GoR decided to design a multi-sector capacity building programme (MSCBP) to improve coherence, consistency and coordination of capacity building interventions in the public sector, private sector and civil society organizations. This would provide a national framework within which all capacity building initiatives would be designed, implemented and results monitored and evaluated. The design of MSCBP took into consideration the past and ongoing capacity building interventions in Rwanda, lessons of experience in other countries with socio-economic conditions similar to Rwanda and best practices in undertaking capacity building actions elsewhere in the world.

MSCBP was therefore developed through a consultative process which brought together stakeholders from government ministries, other public sector Agencies, the private sector, civil society organizations and development partners. A national workshop to define way forward for capacity building in Rwanda was convened in May 2003 and facilitated by experts in designing capacity building programmes with a specific experience of the region. A five-day retreat for senior government officials was also organised to deepen their understanding of the capacity building issues, and through a logical framework, developed a matrix of capacity building issues which was used as the basic source of information in the preparation of the following MSCBP documents; *Vision and Strategic Framework (VSF) for the Multi Sector Capacity Building Program, Medium Term Strategy, Action Plan and Budget (MTS,AP&B) and Programme Operations Manual (POM)*.

3.0 STRATEGIC FEATURES OF THE MSCBP

Building on observations, analyses, conclusions and recommendations made during the consultative process, the design of MSCBP was shaped around a set of strategic imperatives that define the strategic features of the programme (MSCBP). These strategic imperatives are briefly described here under;

3.1 A total systems perspective

The tradition of designing capacity building interventions basing on the narrow definition of capacity building shall, under the MSCBP be changed to embrace a more holistic approach. Training or staff development shall for example, be arranged in accordance with the demand for skills. Procedures and practices at work places shall be developed in addition to training to ensure a more total perspective approach in designing capacity building interventions. Furthermore, capacity building gaps emanating from the system shall be closed to avoid lopsidedness and ensure effectiveness as well as sustainability.

3.2 Embedment of capacity building in the development process.

Capacity building interventions shall under the MSCBP be designed focusing on development results. The three dimensions of *capacity creation, effective utilisation of capacity and capacity retention* shall be thoroughly scrutinised to ensure that capacity building interventions are in

tandem with the development results-oriented process. Therefore, capacity building interventions shall be imbedded in and tagged to the development process.

3.3 A Demand-driven approach.

Past experience reveals that capacity building interventions have been characterised by a number of deficiencies leading to mismatches, overlaps and duplication. This is due to dominance of supply-driven approach to capacity Building where central authorities abstractly assume the needs of subordinate organisations and then go ahead to *“identify, design and implement”* capacity building interventions for those organizations without involving them in the process. Under the MSCBP, a demand-driven approach to capacity Building shall be preferred and adopted. However inevitable cases of supply-driven capacity building interventions such as the implementation of scholarship schemes shall be critically scrutinised as they arise within the demand-driven components of the programme.

3.4 Maintaining a long term perspective

A long-term perspective in designing and implementing capacity building interventions shall be adopted to ensure ultimate achievement and sustainability of the capacity levels needed to sustain Rwanda’s development tempo. For example, the use of Technical Assistance (TA) as a stopgap measure, shall be complemented by development of local skills to ensure continuity and sustainability. These local skills shall therefore be motivated and retained. Secondly, adequate financial and material resources shall be secured to maintain and sustain the installed capacity.

3.5 A programmatic approach

To facilitate coordination, linkages, synchronisation and complementarity of disparate capacity building projects, the GoR and development partners shall, under the MSCBP agree on common strategic frameworks for the design and implementation of capacity building projects across government institutions. This will minimise incidences of conflicting and duplicating efforts, which impede progress and constitute a waste of resources.

3.6 Integrated technical cooperation.

Both, government and development partners, underscore the need to reduce transactions burden through improved coordination of development partner’s assistance. The recommended instrument for this improvement, is pooling resources meant for development assistance into a basket fund. Under this arrangement, all external assistance shall be disbursed, utilised and accounted for under a common system. The planning, implementation, monitoring and evaluation of all development actions shall therefore be greatly facilitated. However, those development partners who choose not to integrate their assistance in the basket fund, will still be accommodated under the MSCBP arrangements, provided information on this assistance is

availed and incorporated in the national monitoring and evaluation system to be established under the MSCBP, to ensure that there are no overlaps and duplication.

3.7 Cognisance of resource constraints.

Activities under the MSCBP are primarily designed to kick start the development process, because government cannot afford to mobilise sufficient resources required to deliver the development agenda as enshrined in Vision 2020, PRSP and the National Investment Strategy (NIS). In this regard therefore, all proposals for capacity building under MSCBP, shall be subjected to a value for money test due to cognizance of resource constraints.

3.8 Public sector pay reform.

The design of MSCBP took into serious consideration the aspect of pay reform in the public sector. Although there is an ongoing public sector reform process, its component relating to pay reform is lagging behind, and this could easily undermine the process due to weak capacity utilization and retention measures. Under the MSCBP, deliberate actions shall be initiated to enhance and decompress public sector pay to levels that will enable the public sector to compete with other sectors, both in the country and in neighboring countries.

3.9 Public-private partnerships

It is envisaged in Vision 2020 and the NIS that Rwanda's development agenda shall be private sector-led. Activities under the MSCBP shall be designed to facilitate the public sector to fuel the primary growth engine and facilitate the growth of the private sector to take on this important role of leading the economic development process. This strategy is particularly significant for anticipated private sector role in developing and rehabilitating infrastructure (roads, electricity, telecommunications and water supply). There is also scope for public-private partnerships in implementing reforms to improve the quality of service delivery in priority sectors such as education and health.

3.10 Taking full advantage of modern information and communication technologies.

As reflected in Vision 2020 and the PRSP, the GoR recognises the high potential and critical role of ICT in not only improving efficiency in the functioning of public sector institutions but also in offering opportunities for investments in the private sector, in line with the government policy objective of transforming Rwanda from a predominantly peasant agriculture to a services-oriented economy. In this regard, MSCBP will facilitate the achievement of this policy objective.

4.0 MSCBP STRATEGIC OBJECTIVES AND PROGRAMME COMPONENTS.

4.1 MSCBP Strategic objectives.

The MSCBP is guided by strategic objectives which in turn define the scope and components of the programme. The strategic objectives evolved from the vision and aspirations of the political leadership in Rwanda and the consultative process carried out by an inter-agency task force set up by the government to design the MSCBP.

In line with the government policy to build an economy that has a strong services-orientation and that is based on exploitation of modern information and communication technologies, seven (7) strategic objectives were formulated. These include;

- ❖ Closing gaps in long term human resources development
- ❖ Improving the overall institutional environment for development management
- ❖ Enhancing government ability to recruit, motivate and retain a critical mass of technical and professional skills
- ❖ Attaining sustainable improvements in capacity and performance of individual government organizations
- ❖ Meeting challenges and harnessing opportunities from new technologies and globalisation.
- ❖ Building capacity for effective coordination of capacity building programmes.
- ❖ Promoting and improving public-private partnerships.

4.2 Programme components

The definition and scope of MSCBP components have been guided by the need to address the afore-mentioned strategic objectives in a coordinated framework. Seven (7) components have therefore been defined as briefly described here-under;

4.2.1 Strategic Human Resources Development (SHRD) component

This component addresses the core issues of scarcity in skilled human power that critically affects the country's development tempo. Capacity building actions under this component shall be accomplished under the following subcomponents;

- ❖ Establishing and implementing a scholarship scheme to facilitate cohorts of “high fliers” young and middle-age public servants who have served for at least 3 years to pursue post graduate courses of professional development studies.
- ❖ Providing Technical Assistance [TA] to fill critical gaps in public institutions left by public officers undergoing training.

- ❖ Strengthening local professional training institutions (RIAM, IFB and CNFPP) to deliver the training required to create a critical mass of trained Rwandese capable of competing in the national and international labour markets.
- ❖ Putting in place a programme to restructure vocational technical education and training, with components for adapting supply to demand and forging linkages between vocational and technical training on the one hand, and on-the-job training, on the other.
- ❖ Restructuring the educational and training system to lay more emphasis on the teaching of science and technology as well as developing appropriate curricula for political socialisation aimed at instilling a spirit of tolerance and conflict management rather than hatred and conflict generation among young Rwandese.
- ❖ Supporting implementation of the national HIV/AIDS policy to ameliorate the impact of the pandemic among public servants.

4.2.2 Improving institutional environment (IIE) component.

Under this component, capacity building actions address capacity building issues relating to improvement of work environment. These can pervasively impact on the success of other capacity building interventions, if not sufficiently addressed. These include; systems, procedures and practices at work places, as well as enabling policy and legal environment. Capacity building actions under this component shall be accomplished under the following sub-components;

- ❖ Training senior public servants in leadership and strategic management development to render them less bureaucratic and more strategic in the course of managing development actions in their respective institutions.
- ❖ Establishing an institute for policy analysis and research [RIPAR] to spearhead capacity building in policy analysis and undertaking independent policy research as well as providing policy advice.
- ❖ Supporting the on-going reforms in the public service and legal reforms to improve performance in public sector institutions and provide the necessary legal environment for the implementation of public sector development policies.
- ❖ Mobilising resources to finance activities aimed at implementing fiscal and sectoral decentralization in support to the national decentralization programme implementation strategy.
- ❖ Supporting the ongoing reforms in public expenditure management and procurement with a view to improving efficiency in the public financial

management systems and ensuring value for money while undertaking public procurement actions.

- ❖ Supporting establishment and strengthening of a national monitoring and evaluation system to track performance and assess impact of development projects and programmes undertaken across government by public sector institutions.
- ❖ Designing and supporting implementation of a programme to ensure adequate management and maintenance of office and transport equipment used in public sector institutions.

4.2.3 Public sector pay reform (PSPR) component.

This component could have been conveniently treated as a sub component of the previously highlighted “*improving institutional environment*” component (4.2.2). However, the strategic importance of “pay reform” necessitates treating it as a separate component. Improving public sector pay is a strategic imperative if other capacity building measures are to bear fruits and their impact sustained. The ability of government to recruit, retain and motivate personnel with technical and managerial skills and experience will hinge on implementation of an effective programme of enhancing and decompressing public service pay.

Under the MSCBP therefore, Public sector pay reform shall be supported through the following actions;

- ❖ Supporting periodic reviews and analyses of existing public sector pay structures and implementing appropriate policy measures to improve public service pay, and align it with wage bill allocations in the MTEF.
- ❖ Supporting the design and implementation of “interim salary enhancement scheme” to attract, motivate and retain with integrity, a critical mass of skilled technicians, professionals and managers in the public sector.
- ❖ Supporting the review and improved design of pension and terminal benefits schemes to make them commensurate with modern schemes. This should also include supporting rational management of retrenched public servants.
- ❖ Supporting formulation and facilitating implementation of policies on incentives and performance recognition in the public service.

4.2.4 Integrated capacity and performance improvement in Ministries Departments and Agencies (ICPI in MDAs).

At the organizational level, capacity building interventions shall be integrated with focus to improving performance. Under the MSCBP, a Capacity Building Fund (CBF) shall be established and availed to public sector institutions, on a demand-driven and relatively flexible basis, to enable them prepare and implement their strategic plans. The management of this fund shall be detailed out in the memoranda of understanding that will be signed between beneficiary public sector institutions and the agency (HIDA) responsible for implementation of MSCBP.

4.2.5 Knowledge Management and E-Government (KME) component.

Through this component, exploiting opportunities in knowledge management and information and communication technologies (ICT) will be a central plank of MSCBP. Capacity building interventions under this component shall include;

- ❖ Facilitating locally based academics and professionals as individuals or teams to undertake research and innovations in development and technology. A fund shall be established for that purpose and procedural arrangements to access the fund shall be developed by the Agency (HIDA) responsible for implementing the MSCBP.
- ❖ Supporting activities aimed at developing and implementing e-government development policies. This will include funding studies and learning by top public service managers on appropriate strategies and modalities for transformation to e-government, developing a nation wide ICT infrastructure, dissemination of latest developments in application of ICTs in public service delivery and strengthening institutions that can provide technical guidance and standards for ICT application by public and private agencies.

4.2.6 Strengthening public-private partnerships (SPPP) component.

In line with development strategies in PRSP and NIS, the public sector will be strengthened first, so as to enable it facilitate the growth of the private sector. The government will consolidate investments in key sectors; infrastructure (roads, energy, telecommunication etc), education, health and decentralised service delivery, to fuel the primary growth engine. MSCBP activities under this component shall include;

- ❖ Strengthening the capacity of RIEPA to undertake actions aimed at promoting public-private partnerships. In particular, a department to handle public-private partnership shall be established at RIEPA.
- ❖ Supporting implementation of specific activities under taken by the private sector federation to create better business environment for its members.

4.2.7 Building and strengthening mechanism for effective coordination of the programme (BSMCP) component

An implementation framework for the MSCBP has been designed to ensure successful delivery of activities there-in. An agency (HIDA) to coordinate the MSCBP activities has been established through an act of parliament. To this end, MSCBP activities under this component shall include;

- ❖ Building the capacity of HIDA to enable it discharge its mandate, role and functions, including actual management of the programme (MSCBP).
- ❖ Installing a monitoring and evaluation system to continually assess progress towards achieving the MSCBP objectives and link with other systems for monitoring and evaluating changes in Rwanda's development out comes especially in the areas of human resource development, institutional capacity building and public service delivery. In the latter context MSCBP will secure resources to fund such activities as public expenditure tracking studies, service delivery and clients' satisfaction surveys.
- ❖ Supporting the development and implementation of a strategic IEC programme that will facilitate information sharing and knowledge on all capacity building projects undertaken under the MSCBP. The IEC programme will use all types of communication channels, including conferences, newsletters and mass media outlets.

5.0 IMPLEMENTATION ARRANGEMENTS.

To ensure successful implementation and enable the MSCBP stand the test of time, distinct strategic features have been identified to underpin appropriate implementation arrangements. These include;

- Arranging its implementation through a series of five-year medium term programmes. This is in recognition of the fact that MSCBP is planned with a long-term perspective. Its primary development objective and the underpinning vision cannot be realized in less than a decade. At the same time, it is difficult and quite unrealistic to attempt to plan implementation, budget and mobilise the required resources in a decade long framework. Therefore, the more realistic implementation arrangement is through realizable medium term programmes.
- Establishing an agency (HIDA) with a mandate and responsibility to provide strategic leadership, implementation oversight and coordination of activities under the MSCBP.
- Putting in place mechanisms (basket-funding) to facilitate pooling of resources meant to support the programme activities.
- Enforcing stringent accountability arrangements to ensure credibility of the Agency (HIDA) so as to attract increased funding of MSCBP activities. Proposals/applications for funding will contain procedures and formats for validating the achievements of planned outputs. Spending Agencies will be required to file expenditure returns accompanied by verifiable

evidence that planned outputs have been realised, and with explanations for variances from what was contained in the original proposal/application for funds.

- Installing and strengthening capacity at the Agency (HIDA) level to continuously monitor and evaluate implementation results.
- Designing and implementing an IEC programme that will keep stakeholders as well as the public, aware and informed about the MSCBP goals and objectives, implementation modalities and implementation results.

6.0 WAY FORWARD

The first Medium Term Strategy, Action Plan and Budget (MTS,AP&B) for the MSCBP has been developed around seven programme components highlighted under 4.2, above and it is scheduled to be implemented over a period of five years (2005-2009). The total estimated cost for the programme is 77,151,300USD.

The World Bank, which provided funds to prepare the programme, has in addition accepted to avail 20,000,000USD to support implementation of the programme through the Public Sector Capacity Building Project (PSCBP). This project was designed in line with the spirit and in the framework of MSCBP (see summary document on PSCBP).

The Africa Capacity Building foundation (ACBF) has also agreed to avail 4,000,000 USD in addition to its on going capacity building interventions to support the programme.

Other development partners are expected to come on board and support implementation of the programme when the philosophy of MSCBP is fully disseminated to them.

7.0 CONCLUSION

The design and implementation of MSCBP derives primarily from the need to successfully implement development actions envisaged in PRSP. It is developed deliberately to coincide with the ongoing process of identifying priority actions under the PRSCs to ensure that there is sufficient capacity to implement projects in selected priority sectors of the economy.

However its design took into consideration the fact that there are ongoing capacity building interventions across government, albeit lack of comprehensiveness in their design and implementation. In the course of implementing activities under MSCBP therefore, care and caution shall be taken to ensure no duplication and overlaps in carrying out capacity building activities in public sector institutions. In this sense, utilization of resources under MSCBP shall entail greater flexibility aimed at adding value to existing interventions, without disrupting the original operational arrangements.