Leadership, governance and public administration training in countries emerging from conflict

A case study Burundi, Rwanda and Southern Sudan

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ABSTRACT

Our research (2009)[2] with public servants in Rwanda, Burundi and Southern Sudan points to the importance of training both leaders and managers for both democracy and socio-economic development. Public sector education and training rooted in constitutional and administrative law, sensitive to the history and culture of a specific country can enhance public sector leadership and management and enhance governance. A 2010 study by the United Nations also points to "ineffective leadership, weak governance institutions, inappropriate human resources, lack of mechanisms to engage citizens in public policy-making decisions and lack of or ineffective delivery of public services as some of the central causes of violent conflict". The corollary therefore is equally important – that leadership steeped in the principles of democracy, accountability and transparency, secure in outreach to the community and respectful of the rule of law and the constitution are essential to avoiding a return to violence, avoiding stalled peace and ensuring effective post conflict reconstruction of the nation state. Essential to successful peace building, political and economic stability is a continuous, sustained and targeted approach to training and development of professional public servants in the public service. The latter in particular requires the immediate and effective transformation and training of conflict driven institutions into democratic institutions that are inclusive, responsive and representative. These in turn require leadership and vision steeped in a democratic ethos that promotes better governance, national integrity systems, respect for the rule of law including administrative law and the Constitution. Conventional debates about the leadership/management dichotomy are rooted in the more traditional literature and reflect the false dichotomies embedded in

the argument that separates public administration and politics. At the heart of this debate is the argument that managers have subordinates and leaders have followers and at another level public administration is the preserve of managers who are appointed and politics is the preserve of leaders who are elected.
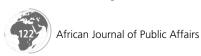
INTRODUCTION

In the context of countries emerging out of conflict, these dichotomies not only make no sense they are inimical to one of the most important realities – namely that both politicians and administrators need to earn, build and nurture trust. Much of the recent literature on post conflict reconstruction point to the importance of trust building and governance and is centrally about accountability, legitimacy and participation with the latter speaking not only to formal political participation via electoral politics but to political engagement by non-state actors through non-government organisations (Saloojee and Pahad 2008; Brinkerhoff 2005; the United Nations 2010; the United Nations 2007; Rondinelli 2006). This argument is also advanced by Knight, (2003), who concludes that peace building is a complex and multidimensional exercise that encompasses tasks ranging from the disarming of warring factions to the rebuilding of political, economic, judicial and civil society institutions. For Knight, peace-building has to utilise a variety of actors in the construction of a culture of peace and democracy to replace a structure of violence and anarchy.

Issues of public trust, legitimacy, accountability, governance and responsiveness are vitally important to ensuring that a country emerging out of conflict, or even one well on the path to peace and socio-economic recovery and development requires a public service that is representative, accountable, professional, meritorious and steeped in a democratic ethos, capable, functioning and fully cognizant of both its strengths and its weaknesses. Strengthening such a public service requires ongoing and even lifelong training and development.

The first proposition being advanced in this article is quite simple – successful peace building requires socio-economic development and political and economic stability. Conversely sustainable development and political stability requires a successful comprehensive peace building initiative. The simplicity of the proposition however belies its immense complexity for it involves security, humanitarian/emergency assistance, consolidating democracy and political gains through responsible and accountable governance, sustainable socio-economic development, advancing human rights and social justice and dealing with issues of gender, disability, youth and the rights of the child. The second proposition being advanced is that leadership steeped in the principles of democracy, accountability and transparency, secure in outreach to the community and respectful of the rule of law and the constitution are essential to avoiding a return to violence, avoiding stalled peace and ensuring effective post conflict reconstruction of the nation state.

A review of post-conflict literature (Saloojee and Pahad 2008; Cliffe and Kostner 2004; Deng and Kategile 2004; Mack 2002) suggests that conflict:

- destroys physical infrastructure;
- induces the flight of vital human resources to seek refuge abroad (if they are not killed);

- diminishes fiscal resources and damages financial management systems;
- weakens networks of civic engagement and significantly decreases social capital;
- reduces the capacity of both the public and private sectors to deliver services;
- increases poverty;
- makes vulnerable populations (e.g. women, children, the elderly and the disabled) more vulnerable; places them at greater risk and increases their marginalisation;
- inhibits democracy and hinders the emergence of institutions promoting democracy; and
- inhibits the functioning of governance structures, especially democratically accountable mechanisms at all levels.

The above is consistent with the conclusions of a United Nations Report (2010) which notes that countries emerging from conflict situations are almost always plagued by social upheaval, damaged infrastructure, reduced productive capacity, severe revenue shortfalls, seriously weakened human resources and greatly diminished security. This is equally true in the Central African Republic the conflict currently is having devastating impacts on the people of the CAR as well as on the social and physical infrastructure of the fragile country.

The debate around post-conflict reconstruction and development tends to centre on areas of peace and security with little emphasis being placed on issues of state building. In this endeavour, the public service is critical and the challenge remains prioritising governance and political and administrative affairs. In many countries emerging from conflict, the administrative apparatuses of the state have been largely if not completely destroyed so rebuilding the administrative apparatuses including rebuilding the human resources capacity of the public administration is vital.

Studies on post conflict reconstruction show that there can be no peace and security without paying significant and focussed attention to issues of poverty, inequality, gender inequality and oppression, underdevelopment, uneven development, unemployment pro-poor, employment generating sustainable development. In addition issues related to the post-conflict reconstruction of effective administrative apparatuses, the reconstruction of the enabling legislative (and constitutional) frameworks as well as the inculcation of good governance practices (including inclusive political participation, transparency, accountability, separation of powers, creation of a viable service driven public service, the rule of law and independent civil oversight) are essential to success.

Our research points to the importance of focusing on state building and reconstruction of the administrative apparatuses of the state. The four pillars crucial for public service reconstruction include:
- macro-organisation of the state;
- essential systems for public administration;
- strengthening capacity of MDI's; and
- restoring an ethos of service delivery

The move from immediate post war recovery to lasting peace, long term sustainable growth and development and poverty reduction requires significant public investment in physical infrastructure and in human resources. It also requires providing incentives to the private sector, reform of government and the institutions of governance and administration and

instituting policies and practices of good governance. The core components for successful post conflict reconstruction include:

- reconstruction of effective administrative apparatuses;
- reconstruction of the enabling legislative (and Constitutional) frameworks;
- inculcation of good governance practices (including inclusive political participation, transparency, accountability, separation of powers;
- creation of a viable service driven public service, the rule of law and independent civil oversight;
- socio-economic development in both rural as well as urban areas; and
- dealing effectively and swiftly to restore services (e.g. water, sanitation, education, basic health care and roads).

The research in Rwanda, Burundi and Southern Sudan calls for the development of a new praxis based on the following core principles:

- sovereign equality of all member states;
- solidarity, peace and security;
- respect for human rights, democracy and the rule of law;
- equity, balance and mutual benefit;
- commitment to eradicating poverty and inequality at national regional, continental and global levels; and
- peaceful settlement of disputes.

It is a praxis geared towards:

- promoting sustainable and equitable economic growth and socio-economic development that will ensure poverty alleviation with the ultimate objective of its eradication, enhance the standard and quality of life of the people of the affected country and region;
- promoting common political values, systems and other shared values which are transmitted through institutions which are democratic, legitimate, and effective;
- consolidating, defending and maintaining democracy, peace, security and stability;
- promoting self-sustaining development on the basis of collective self-reliance, and the interdependence of member states;
- achieving complementarity between national and regional strategies and programmes;
- promoting and maximising productive employment and utilisation of the resources of the region;
- achieving sustainable utilisation of natural resources and effective protection of the environment;
- strengthening and consolidating the long-standing historical, social and cultural affinities and links among the people of the region;
- combating HIV and AIDS and other deadly or communicable diseases;
- ensuring that poverty eradication is continually addressed in all activities and programmes;
- promoting greater cohesion within government departments and across different levels of government – national, provincial and local. This will begin to ease the "silo" effect in public administration;
- mainstreaming gender in the process of community building; and
- building a united, non-racial, non-sexist and prosperous society, region and Africa.

Bringing the various factions together in the peace building process and establishing trust between and among them are complex but necessary processes. But so too is democratic leadership, political governance and transition linked directly to the establishment of a representative, responsive public service, the promotion of good democratic governance, transparency, accountability, anti-corruption, the separation of powers, the rule of law, constitutional law and an independent judicial system.

Elsewhere, Saloojee and Pahad (2008) have argued that the actual process of post conflict reconstruction is a process that occurs in a number of overlapping phases. They also argue that recognising that public security is as important as state security brings with it the recognition that transformation of the public service and the security service requires a major cultural shift – from one that values secrecy and hierarchy (military hierarchy with its penchant for secrecy for example) to one that values accountability, transparency, efficiency and effectiveness. This means training, training and more training. This is very similar to the argument advanced by Rondinelli, (2006) who suggests that rebuilding public administration is a crucial reform for governments in countries recovering from civil war, insurgencies, or external military incursions. Restoring effective governance, argues Rondinelli, is at the crux of post conflict reconstruction. But training has to be practical and based on the needs of public servants facing the huge task of reconstruction and development.

In many post conflict countries, re-establishing the government's legitimacy depends on the ability of political leaders to gain the support of diverse and sometimes still hostile constituencies, rebuild a shattered economy, and extend or re-establish the authority of the central government over an entire national territory. But sustaining the peace also depends on the capacity of public administration to restore service delivery, reconstruct infrastructure, and reintegrate those who have participated in or suffered from conflict into a more unified polity.

Although reforming public administration is a crucial aspect of post conflict reconstruction, it is also one of the most complex and difficult aspects of restoring governance and rebuilding war torn societies. If public administration reform is difficult in countries with advanced economies and stable governments, the complexities are compounded in post conflict societies. Many post conflict governments are either still struggling to establish their legitimacy and support or are focused on regaining stability. Often, the feasibility of interventions is limited by the social, political, economic, and military conditions in the country and by the weak absorptive capacity of the government. As such, it may be useful to think about public administration reforms in post conflict societies in three distinct but related stages, each requiring different types of administrative capacity and government personnel. For Rondinelli, these are: the *immediate post conflict reconstruction period; a transition period; and a period of stabilized governance* beyond transition.

A public service capable of managing the post-conflict reconstruction effort requires practical, nuanced, needs based training of public servants, of politicians and of civilian oversight groups and organisations. In each of the three countries – Burundi, Rwanda and Southern Sudan training and development initiatives are undertaken in the context of the Constitution, as well as (emerging or developed) frameworks for training and development which are the responsibility of the respective Ministries of Public Administration.

The insights gleaned from the analysis of post-conflict economic, political and social reconstruction are shaping the new approach advocated in this article. Good governance, a coherent anti-poverty strategy; the promotion of macro-economic stability and sustainable

growth, the strengthening of democracy, the promotion of sound transparent administration and the importance of social-capital formation form the foundation of this new approach. As Obidegwu notes, "… social inclusion, participation, a broad sharing of the gains from economic growth, emphasis on social services and social protection, institution building; decentralisation; and partnerships between the governments, civil society and the international donor community are fundamental elements of the emerging new development paradigm" (Obidegwu 2004).

The United Nations Report (2010) points to the importance of trust and of building the legitimacy and credibility of public administration. The report suggests that post conflict recovery is possible if the public administration can earn the trust of the people, effectively provide services to all and operate in an efficient, effective, transparent and accountable way. Whereas the root causes of intrastate conflict are usually assumed to be poverty and economic inequality or clashes among different ethnic or religious groups, the central cause of violent conflict is ineffective leadership, weak governance institutions, inappropriate human resources, lack of mechanisms to engage citizens in public policy-making decisions and lack of or ineffective delivery of public services. The report emphasises that because post-conflict situations are heterogeneous, there are no *one size fits all* solutions to governance challenges. In each country, public administration reforms should be tailored to local needs. The report also highlights that contrary to commonly held belief, post-conflict situations not only present challenges, but also offer numerous opportunities to leapfrog stages of development by adopting innovative practices in public administration, particularly the application of ICTs in government and service delivery in the information age we all live in.

A UNDP case study on Liberia (2010) identifies trust and public administration as vital to recovery. The UNDP study found that for over a decade, a growing number of states have been unable to perform the primary functions of governance and provide basic human needs for their people. Known as failed states, these countries typically suffer from violence, economic breakdown, political paralysis, arbitrariness and corruption. These conditions are amplified in post conflict environments where normal development processes are overwhelmed by the need to bring the country back on track after violent conflicts. Meeting all these challenges during post war reconstruction in ways that reconnect the state with citizens, rebuild trust and legitimacy has become a core priority in development management for national leaders and international institutions.

The UNDP study represents an effort to understand how leadership can facilitate change in post conflict environments. It focuses on two questions: *Firstly* how leaders manage citizen expectations while ensuring trust and legitimacy; and *secondly* what allows leaders to transform societies in the aftermath of crises. The study contends that leaders can manage expectations by effectively mobilising and engaging their constituencies in the governance process through inclusive and participatory processes to achieve desired collective outcomes. This task also entails consistently communicating with key stakeholders to understand their spoken and unspoken expectations, while realistically shaping their perceptions into four areas. These areas are: the leadership's visions and character; the benefits of the long term change process; the short term success; and specific stakeholder responsibilities required to achieve both short and long term outcomes. The study strongly argues that leaders as change agents transform societies through context sensitive visions that are aligned with their constituencies' real needs and which promote active civic engagement and teamwork to achieve collective goals.

In countries where violence has ended or a formal peace settlement has been concluded, the population faces the massive task of rebuilding their nations. In this first post-conflict phase, the state's authority has often collapsed completely. What remains of the government has often lost its legitimacy because it has failed to provide its citizens with security or prosperity. Better and joint governance therefore plays a key role in rebuilding post-conflict countries. Since the human and institutional resources needed in that reconstruction have often fallen victim to the previous violence, the report concludes that countries in this transition phase require the assistance and co- operation of the international community.

THE RESEARCH AND METHODOLOGY

The research in Burundi, Rwanda and Southern Sudan began with a recognition of the importance of a professional trained public service capable of meeting the needs of a post-conflict state. We sought to assess *firstly* the knowledge base of a select group of senior and middle managers selected from different ministries in Rwanda, Burundi and Southern Sudan; and *secondly* the efficacy of previous training through the extent of knowledge retention in four important areas of public sector work.

The research was designed to see how best to improve the public service management and leadership capacity in Rwanda, Burundi and South Sudan. A total of 212 senior and middle managers in Burundi, Rwanda and Southern Sudan completed self-assessment questionnaires in the following four curriculum areas:
- Financial Management;
- Project Management;
- Monitoring and Evaluation; and
- Human Resource Management.

The four curriculum areas were chosen after careful consultation with the three management development institutes in the three countries (Ecole Nationale d 'Administration (ENA) in Burundi, the Capacity Building Unit (CBU) in Southern Sudan and the Rwanda Institute of Administration (RIAM) in Rwanda)[3]. Questionnaires were administered to a total of 225 senior and middle managers in the three countries in Ministries identified in collaboration with the Management Development Institutes in the 3 countries. In Burundi 75 questionnaires were administered to managers in 4 Ministries and the Burundian Parliament (National Assembly and Senate):
- Ministry of Public Service, Labour and Social Security;
- Ministry of Public Health;
- Ministry of Primary and Secondary Education; and
- Ministry of Internal Affairs.

In Rwanda 75 questionnaires were administered to managers in the following ministries:
- MINAGRI   Ministry of Agriculture
- MINEDUC   Ministry of Education
- MINISANTE Ministry of Health

- MINALOC   Ministry of Local Government, Good Governance, Community Development and Social Affairs
- MIFOTRA   Ministry of Public Service and Labour

In Southern Sudan, 75 questionnaires were administered to managers in the following 5 ministries:
- Ministry of Labour, Public Service, and Human Resource Development;
- Ministry of Education;
- Ministry of Internal Affairs;
- Ministry of Health; and
- Ministry of Agriculture and Forestry.

Each participant was asked to complete 4 separate self-assessment questionnaires – one each on Financial Management, Project Management, Monitoring and Evaluation and Human Resource Management. The response rate was over 90% as 212 of the 225 participants completed and returned the questionnaires (the profile of participants is detailed below). A series of in-depth focus group sessions were also held with both senior and middle managers in all three countries.

The data from the questionnaires were collated, tabulated, verified and analysed and a 100% verification of data input was aimed for and achieved. A total of 848 separate questionnaires (completed by 212 participants from the three countries) were collated, tabulated, verified and analysed and they formed the basis for the analysis. A separate process of statistical verification was also undertaken. Two statisticians undertook separate reviews of the statistical data to ensure that the formulas used were correct and were uniformly applied. Where they found statistical anomalies the data tables were adjusted and the new data was generated.

The following table provides a breakdown of the senior and middle managers who participated in the TNA, it also specifies the actual number of participants in each country, their level, gender and disability:

Table 1: The Profile of Public Service Respondents in Rwanda, Burundi and Southern Sudan

Country	Middle managers				Senior managers				Total of all Respondents
	Male	Female	Persons with Disabilities	Total	Male	Female	Persons with Disabilities	Total	
Burundi	18	19	0	37	11	22	0	33	70
Rwanda	11	39	2	50	6	14	2	20	70
Southern Sudan	49	4	3	53	10	9	1	19	72
Total	78	62	5	140	27	45	3	72	212

A total of 212 Senior and Middle managers completed the four questionnaire sheets. Results for a total of 848 questionnaires were tabulated. The response rate was 92,5%.

Participants were asked to rate their understanding of a core set of competencies in four curriculum areas. One of the challenges inherent is self-assessment is that participants may not always assess their skills and knowledge base accurately. Some participants may not have taken formal courses but their on the job training has developed their competencies in particular areas. Each of the managers from a deputy minister to a director are expected to carry out their responsibilities effectively based on a set of competencies they have as generic managers not as functional specialists. And while the competencies may actually be the same at different levels of management it is the depth and breadth of the competency (e.g. experience and training), which distinguishes one management level from another.

The identification of core competencies coupled with the adherence to the "Comprehensive Learning Cycle" required that the research captures the levels of proficiency of participants. Through the surveys both senior and middle managers in Rwanda, Burundi and Southern Sudan were able to identify which competencies in each of the four curriculum areas they needed to develop. Certainly Key Leadership Competencies will support departments and agencies in the three countries in improving the management of performance, talent and learning, and to promote leadership development.

The data compiled from the surveys points to one significant reality – senior and middle managers in the three post conflict countries have received training in the core competencies comprising critical areas of their work. However their retention rates with respect to the information is a real problem. Either the training is inadequate, or it does not relate directly to the participants in ways that enable them to integrate the learnings into their everyday work. All the post conflict reconstruction literature points to the importance of training in core competencies.

COMPARATIVE DATA: BURUNDI, RWANDA AND SOUTHERN SUDAN

The following tables provide a comparative analysis manager's own assessment of the level of knowledge they gained from previous courses in the four curricular areas:

Table 2 : Comparative Data Curriculum Area 1: Financial Management

Country	Senior managers self-assessment of level of knowledge from previous courses			Middle managers self-assessment of level of knowledge from previous courses		
	Total # of senior Managers	No knowledge, very weak or weak (% of total)	Good, very good (% of total)	Total # of middle managers	No knowledge, very weak or weak (% of total)	Good, very good (% of total)
Burundi	33	70,59%	8,82%	37	70,27%	13,51%
Rwanda	20	40%	25%	50	50	24 %
Southern Sudan	19	63,16%	21%	53	66,04%	18,87%

Country	Senior managers self-assessment of level of knowledge from previous courses									Middle managers self-assessment of level of knowledge from previous courses								
	Senior Managers			No knowledge, very weak or weak (% of total)			Good, very good (% of total)			Total # of middle managers			No knowledge, very weak or weak (% of total)			Good, very good (% of total)		
	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F
Burundi	33	11	22	70,59	63,64	77,27	8,82	9,09	9,09	37	18	19	70,27	77,78	63,16	13,51	22,22	5,26
Rwanda	20	6	14	40	33,33	42,86	25%	16,67	28,57	50	11	39	50	72,73	28,21	24	9,09	43,59
Southern Sudan	19	10	9	63,16	50	77,78	21%	20	22,22	53	49	4	66,04	63,27	100	18,87	20,41	0

Of the middle managers who responded, 70,27% in Burundi, 50% in Rwanda and 66,04% in Southern Sudan found the courses they had taken on Financial Management were weak, very weak or they had no knowledge of the course. 13,51% in Burundi, 24% in Rwanda and 18,87% in Southern Sudan rated their previous courses as good or very good.

Of the senior managers who responded to the questionnaires, 70,59% in Burundi, 40% in Rwanda and 63,16% in Southern Sudan found the courses they had taken on Financial Management were weak, very weak or they had no knowledge of the course. 8,82% in Burundi, 25% in Rwanda and 21% in Southern Sudan rated their previous courses as good or very good.

A very high percentage (over 50%) of middle and senior managers in Burundi, Rwanda and Southern Sudan (with the exception of senior managers in Burundi) found the courses they had taken on Financial Management were weak, very weak or they had no knowledge of the course. The data disaggregated by management level, by country and by gender all point to the reality that in this curriculum area the previous courses taken by middle and senior managers have not been very useful as knowledge retention has been problematic.

Table 4: Comparative Data Curriculum Areas 2: Project Management

Country	Senior managers self-assessment of level of knowledge from previous courses			Middle managers self-assessment of level of knowledge from previous courses		
	Total # of senior Managers	No knowledge, very weak or weak (% of total)	Good, very good (% of total)	Total # of middle managers	No knowledge, very weak or weak (% of total)	Good, very good (% of total)
Burundi	33	67,65%	11,76%	37	75,67%	8,10%
Rwanda	20	60%	25%	50	56%	20%
Southern Sudan	19	26,32%	36,84%	53	52,83%	32,08%

Table 5: Comparative Disaggregated Data Curriculum Areas 2: Project Management

Country	Senior managers self assessment of level of knowledge from previous courses									Middle managers self assessment of level of knowledge from previous courses								
	Senior Managers			No knowledge, very weak or weak (% of total)			Good, very good (% of total)			Total # of middle managers			No knowledge, very weak or weak (% of total)			Good, very good (% of total)		
	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F
Burundi	33	11	22	67,65	54,55	77,2	11,76	18,18	9,09	37	18	19	75,67	66,67	84,21	8,10	16,67	0
Rwanda	20	6	14	60	66,67	57,14	25	16.67	28,57	50	11	39	56	45,45	58,97	20	18,18	20.51
Southern Sudan	19	10	9	26,32	30	22,22	36,84	20	44,44	53	49	4	52,83	48,98	100	32,08	34,69	0

Of the middle managers who responded to the questionnaires, 75,67% in Burundi, 56% in Rwanda and 52,83% in Southern Sudan found the courses they had taken on Project Management were weak, very weak or they had no knowledge of the course. 8,10% in Burundi, 20% in Rwanda and 32,08% in Southern Sudan rated their previous courses as good or very good. Of the senior managers who responded to the questionnaires, 67,65% in Burundi, 60% in Rwanda and 26,32% in Southern Sudan found the courses they had taken on Project Management were weak, very weak or they had no knowledge of the course. 11,76% in Burundi, 25% in Rwanda and 36,84% in Southern Sudan rated their previous courses as good or very good.

More than 50% of the managers at both levels of management in all three countries (with the exception of senior managers in Southern Sudan) found the courses they had taken on Project Management were weak, very weak or they had no knowledge of the course. The data disaggregated by management level, by country and by gender all point to the reality that in this curriculum area the previous courses taken by middle and senior managers have not been very useful as knowledge retention has been problematic.

Table 6: Comparative Data Curriculum Areas 3: Monitoring & Evaluation

Country	Senior managers self-assessment of level of knowledge from previous courses			Middle managers self-assessment of level of knowledge from previous courses		
	Total # of senior Managers	No knowledge, very weak or weak (% of total)	Good, very good (% of total)	Total # of middle managers	No knowledge, very weak or weak (% of total)	Good, very good (% of total)
Burundi	33	67,65%	11,76%	37	78,37%	2,7%
Rwanda	20	70%	15%	50	74%	12%
Southern Sudan	19	36,84%	31,58%	53	39,62%	35,85%

**Table 7: Comparative Disaggregated Data Curriculum Areas 3:
Monitoring & Evaluation**

| Country | Senior managers self-assessment of level of knowledge from previous courses | | | | | | | | | Middle managers self-assessment of level of knowledge from previous courses | | | | | | | | |
| | Senior Managers | | | No knowledge, very weak or weak (% of total) | | | Good, very good (% of total) | | | Total # of middle managers | | | No knowledge, very weak or weak (% of total) | | | Good, very good (% of total) | | |
	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F
Burundi	33	11	22	67,65	45,45	81,82	11,76	18,18	9,09	37	18	19	78,37	77,78	78,95	2,7	5,56	0
Rwanda	20	6	14	70	66,67	71,43	15	0	21,43	50	11	39	74	72,73	74,36	12	18,18	10,26
Southern Sudan	19	10	9	36,84	50	22,22	31,58	30	33,33	53	49	4	39,62	38,7	50	35,85	36,73	25

In Monitoring and Evaluation of the middle managers who responded to the questionnaires, 78,37% in Burundi, 74% in Rwanda and 3,62% in Southern Sudan found the courses they had taken on Monitoring & Evaluation were weak, very weak or they had no knowledge of the course. 2,7% in Burundi, 12% in Rwanda and 35,85% in Southern Sudan rated their previous courses as good or very good.

Of the senior managers who responded to the questionnaires, 67.65% in Burundi, 70% in Rwanda and 36,84% in Southern Sudan found the courses they had taken on Monitoring & Evaluation were weak, very weak or they had no knowledge of the course. 11,76% in Burundi, 15% in Rwanda and 31,058% in Southern Sudan rated their previous courses as good or very good.

A very high percentage (over 65%) of middle and senior managers in Burundi and Rwanda found the courses they had taken on M&E were weak, very weak or they had no knowledge of the course. The data disaggregated by management level, by country and by gender all point to the reality that in this curriculum area the previous courses taken by middle and senior managers have not been very useful as knowledge retention has been problematic.

Table 8: Comparative Data Curriculum Areas 4 Human Resource Management

| Country | Senior managers self-assessment of level of knowledge from previous courses | | | Middle managers self-assessment of level of knowledge from previous courses | | |
	Total # of senior Managers	No knowledge, very weak or weak (% of total)	Good, very good (% of total)	Total # of middle managers	No knowledge, very weak or weak (% of total)	Good, very good (% of total)
Burundi	33	67,65%	17,65%	37	70,27 %	8,10%
Rwanda	20	45%	50%	50	48%	44%
Southern Sudan	19	63,16%	21,05%	53	47,17%	33,96%

Table 9: Comparative Disaggregated Data Curriculum Areas 4: Human Resource Management

Country	Senior managers self-assessment of level of knowledge from previous courses									Middle managers sefl-assessment of level of knowledge from previous courses								
	Senior Managers			No knowledge, very weak or weak (% of total)			Good, very good (% of total)			Total # of middle managers			No knowledge, very weak or weak (% of total)			Good, very good (% of total)		
	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F
Burundi	33	11	22	67,65	63,64	72,73	17,65	27,27	13,64	37	18	19	70,27	61,11	78,95	8,10	11,11	5,26
Rwanda	20	6	14	45	33.33	50	50	50	50	50	11	39	48	54,55	46,15	44	45,45	43,59
Southern Sudan	19	10	9	63,16	60	66,67	21,05	20	22,22	53	49	4	47,17	4,94	50	33,96	32,65	50

In Human Resource Management, of the middle managers who responded to the questionnaires, 70,,27% in Burundi, 48% in Rwanda and 47,17% in Southern Sudan found the courses they had taken on Human Resource Management were weak, very weak or they had no knowledge of the course. 8,10% in Burundi, 44% in Rwanda and 33,96% in Southern Sudan rated their previous courses as good or very good. Of the senior managers who responded to the questionnaires, 67,65% in Burundi, 70% in Rwanda and 36.84% in Southern Sudan found the courses they had taken on Monitoring & Evaluation were weak, very weak or they had no knowledge of the course. 11.76% in Burundi, 15% in Rwanda and 31.58% in Southern Sudan rated their previous courses as good or very good.

A reasonably high percentage (over 45%) of middle and senior managers in Burundi, Rwanda and Southern Sudan (with the exception of senior managers in Southern Sudan) found the courses they had taken on Human Resource Management were weak, very weak or they had no knowledge of the course. The data disaggregated by management level, by country and by gender all point to the reality that in this curriculum area the previous courses taken by middle and senior managers have not been very useful as knowledge retention has been problematic.

The data captured, show that for those surveyed, public administration education and training have not been very effective. Their levels of knowledge retention have been relatively low. So how do we prepare leaders in post conflict countries to deal with the immense complexity which they face domestically and in a globalised world?

We all recognise the importance of training both political leaders and managers in public institutions. And we all reiterate the mantra that the quality of leadership found in government is greatly improved through effective education and training. But what precisely does this mean? Training has to be contextual, it cannot focus only on techniques (to be an effective managers or an effective leader) it needs to be rooted in the lived realities of what governmental leaders – both political and administrative – face as they re-build their countries from the ruins of civil war. At the same time they need to be provided with an understanding of the critical issues with which all governments increasingly have to deal with.

And in the context of post conflict reconstruction this education and training has to be grounded, at a minimum, in a clear discussion of:

- service to the public;
- a conception of management and leadership that is rooted in democracy not militarism;
- dealing with conflict at the workplace (as ex-combatants learn to work together);
- moving away from a model that emphasises secrecy and eschews consultation;
- an anti-corruption ethos;
- breaking down silos between and among departments;
- rule of law, respect for human rights and Constitutional law; and
- adherence to the rules and regulations of administrative law.

The surveys certainly point to one critical question: how do we achieve effective public administration education and training in countries that have emerged out of conflict? The questions of how to improve political and administrative leadership and how to develop effective public administration education are important, particularly in post conflict countries as the stakes are incredibly high – either the development of a peace trajectory or the descent into conflict and violence. In addition to this it is important for us to take a more nuanced approach to public administration education and training because often the leaders have only recently emerged from states of conflict where militarism, secrecy and combat dominated their lives. So there is a need for a rapid shift in thinking and understanding on the part of the leaders.

All the managers surveyed agreed that in the context of post conflict reconstruction political and administrative institutions should be based on clear rules–to have leaders:
- trained in conflict resolution;
- able to lead the rebuilding and the reconstitution of the public sector;
- as advocates for a pro-poor socio-economic development strategy;
- trained in new and innovative public management techniques (human resources, budgeting, project management);
- understand both Constitutional and administrative law;
- understand public policy and the policy making process; and
- be able to deploy public sector resources in an efficient and effective manner.

As Bertucci (2007), notes, "Developing strong leadership and adequate human resources in the public sector is a crucial task in order for any country to prosper and undertake programmes that are aimed at reducing poverty. In fact, the quality of government leadership has a great impact on the quality of governance, which in turn is often closely related to the level of development of a region. Finally, an effective public sector is essential in creating an enabling environment for private sector development and economic competitiveness." All of this is compounded in countries that have emerged out of conflict.

Countries throughout the developed and developing world are continually faced with the challenges of public sector reform and renewal. PCRD countries face even greater challenges because of:
- years of conflict have lead to devastation of the public service;
- the erosion of public sector human resource capacity due to the loss of generations of public servants (through death and migration);
- the changing role of the state in a post-conflict environment;
- the need to rebuild public trust and trust between former foes; and
- huge constraints in recruiting highly qualified personnel.

Rebuilding the public sector in post conflict countries is seriously hampered by capacity constraints and the absence of a large pool of highly qualified managers. Years and in some cases decades of civil war have led to huge loss of life and migration (the brain drain). Rebuilding the public sector must begin with the identification of core competencies needed in the public service – but competencies that are both generic and particular (addressing the particular circumstances of post conflict reconstruction). This incredible complexity requires that the public sector has to be trained in competencies such that managers as change agents are able to deal with transition issues, rebuilding challenges, and dealing with the challenges of globalisation and other social changes.

Thus the key that emerges from the research is that there must be a concerted focus on competency training because as noted above, the quality of political and administrative leadership found in government is greatly improved through effective education and training (which in turn has a direct bearing on governance). So as the state (and donors) move to strengthen public institutions and promote good governance, building public sector capacity requires a concerted effort rebuilding trust in the public sector, in the institutions of government and it requires nurturing, developing and promoting high-quality political and administrative leadership.

It is important therefore to develop public sector education and training that:
- develop core competencies in key areas – e.g. financial management, human resources management, managing diversity;
- reinforce human resources planning and management systems; and
- stress public service values and ethics (anti-corruption, respect for human rights, citizen centred service delivery, respect for democracy, lifelong learning).

Public sector education and training of leaders in post conflict countries must begin from an understanding of the particular history of the country, the specific causes of the conflict. An understanding is required of the peace process and settlement, and the challenges of reconstruction and the socio-economic location of the country in the regional and in the global order.

The Turin Expert Group meeting identified the following pressing issues that face current and future leaders in the world:
- understanding globalisation;
- developing strategic approaches to poverty alleviation;
- developing conflict prevention and resolution strategies as countries emerging from conflict need to develop strategies to ensure conflict does not recur;
- building legitimacy of state institutions–creating legitimacy and trust is essential and can be accomplished through creating a culture of transparency and accountability; reinforcing the rule of law and respect for fundamental rights;
- learning to lead in a world of increasing interdependency:
- learning to lead large-scale transformations; and
- learning to lead with contradictions and paradox.

Public Administration education and training initiatives for leaders in the public sector have to deal with all these issues. The research points out that in order for the education and training to be effective in post conflict reconstruction countries like Burundi, Rwanda and Southern Sudan the education and training have to be grounded in the realities and histories of the particular nation state. In summary, the research reveals the following:

- There is a great deal of country variation and as a result there are no discernible patterns with respect to training needs that managers in the different countries share in common. In some instances there is a high congruence in the needs of senior managers in Rwanda and Southern Sudan and in other instances it could be Burundi and Rwanda. The analysis above (by management level) is essential to the nuanced curriculum development process;
- Public sector education and training initiatives cannot take a *one size fits all* approach. There is a need for a differentiated curriculum (one for middle managers and one for senior managers);
- Public sector education and training initiatives should use case studies to bring to life the multiple and intersecting competencies from different curriculum areas. Through the use of case studies the training can break through the *siloing* effect of traditional training, which is largely restricted to one curriculum area at a time.
- Country specific case study training also has the added benefit of bringing to the fore country specific issues facing each level of management group and the case study can be designed to take account of which competencies in each of the four curriculum areas need to be thoroughly stressed and which need moderate to serious attention.
- Leadership training has to be both theoretical and practical and it must be outcomes based.
- A hands on project must be followed that combines in class learning, the case study and the functional responsibilities of middle and senior managers would be extremely beneficial to participants.
- While at least one focus group with stakeholders spoke of the importance of incorporating an *E Learning* component into the curriculum it is clear from all the focus groups with middle and senior managers that an *E Learning* course will be hampered by the challenges of access and availability (not all managers have after-hours access to internet or to computers and both are compounded by unreliable electricity availability in all three countries). *E learning* also requires a time and discipline and is often plagued by high incompletion rates. There is also a specific gender dimension to *E learning* as women in the three countries still bear the primary responsibility for domestic work even where they are a part of a two income household.
- Public sector education and training initiatives should give serious consideration to the issue of *credentials* for the courses to be taken by middle and senior managers. Participants should be given a *certificate* upon completion. Seamless credit transfer should become the norm.
- Developing three way learning contracts between the training participant, the MDI and the workplace are essential for accountability at all levels and for relevance to the participant who wants to develop competencies and interventions for the workplace.

CONCLUSIONS AND DEDUCTIONS

Peace in post and pro-poor socio-economic growth and development in post conflict countries like Rwanda, Burundi and Southern Sudan, can best be served by public administration education and training initiatives for effective leadership and management.

In the broadest possible terms, in all three countries, the roles and responsibilities of the public service are identified in the Constitution as well as in other legislation. That the Constitution embeds the role of the public sector means the state is obligated to give effect to the Constitution with respect to the roles and responsibilities of the public service (both explicitly and implicitly) or risk being in violation of the highest law of the land. This places a constitutional obligation on the state. But the real test is how the state gives effect to the constitutional obligation and in turn how public sector leadership education and training programmes seed and develop competencies that promote good governance, respect for the rule of law, respect for fundamental human rights and open, transparent citizen centered service delivery.

NOTES

1   This paper was first presented at the "IIAS-IASIA Congress 2010", Bali, Indonesia, July, 2010.

2   The training needs research was conducted on behalf of PALAMA (Now known as **The National School of Government**) which received funding from CIDA to undertake public service training in Rwanda, Burundi and Southern Sudan. A follow up research which could become a standing longitudinal study.

3   The actual identification of areas was based intensive consultations between PALAMA (South Africa), and the training institutes and Ecole Nationale d 'Administration (ENA), in Burundi, the Capacity Building Unit (CBU) in Southern Sudan and the Rwanda Institute of Administration (RIAM) in Rwanda. And it was done in the context of mutual respect based on equal partnership.

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