MINISTRY OF PUBLIC SERVICE AND LABOUR

Functional Review MIJESPOC

Final Report

PRELIMINARY NOTE

This report is the result of a team work in which the executives of the Ministry of Youth, Sports and Culture particularly the Secretary General, the Director of Planning took active part.

We wish to thank them for their availability, their real interest for carried out work and their willingness showed to very quickly implement the improvements of operation which will be proposed.

SUMMARY

13/11/2008

INTRODUCTION

MIJESPOC

The Ministry of Youth, Sports and Culture is the Ministry for public service whose activities are implemented by the Rwandan Football Association and districts in the framework of decentralisation.

The Budget of the MIJESPOC is part of Micro economic sector and Social Affairs.

Like all other institutions in Rwanda, the MIJESPOC underwent the reforms of 2004 and 2006 that led to the reduction of its workforce.

In 2004, the total number of personnel in central government institutions was reduced from 2000 to 1000 employees and then in 2006 the total workforce was reduced from 1000 to 500.

Likewise, this period was marked by reduction of provinces from 12 to 5, the City of Kigali inclusive, with decrease in workforce from 105 to 13 for each of them.

The number of Districts was reduced from 105 to 30 with personnel limited to 35 for each of them.

The MIJESPOC action falls under the complementary objectives set by the Economic Development and Poverty Reduction Strategy Paper.

The Policy it has to implement is defined in the policy documents on the Youth, Culture, Sports and Leisure of 2006.

POLITICAL, LEGAL AND REGULATORY ENVIRONMENT[1]

1. The general policy document of Vision 2020 drafted in November 2002 sets orientations of the Government policy at the end of 2020.It serves as a basic document to the sectoral policies development.

2. The Economic Development for Poverty Reduction Strategy aims at implementing Vision 2020. Developed in July 2007, it shows the strategy to implement the government policy proposed by Vision 2020 for five years (2008 – 2012). It was endorsed by international donors involved in its implementation.

3. The 7-year Government program was presented to the two chambers of the Rwandan Parliament on November 7, 2003. It defines 4 main orientation pillars of the Government work for the parliament term of office period (2003 - 2010):

   ➢ Good Governance;

   ➢ Justice;

   ➢ Economy depending on nature and the country's own resources and on the population itself;

   ➢ Welfare for every Rwandan citizen.

---

[1] Annex 1: Regulations
13/11/2008

4. The Sectoral strategies document for the Sector of the Youth, Culture and Sports 2004-2006 has not yet been updated.

5. The framework policy of the Public service Reform developed in 2002, defines the Government policy in institutional reforms.

6. The Strategy and implementation of the reconfiguration and transformation program of the Rwandan Public administration was developed in 2004 in accordance with the Reform Framework Policy. It defines orientations of the reform as follows:

   ➢ Improve adequacy of missions and improve the civil servants professionalism:

      1. Redeployment of retained staff, redeployment and/or reintegration of the staff who were not retained;
      2. Skills and Performance improvement;
      3. Remuneration of jobs and motivation measures encouraging public servants to reach performance;
      4. Promotion of the culture of ethics and common welfare.

   ➢ To modernize the institutions management and develop systems/strategic management tools of the sector:

      1. Development and standardization of manuals, guides and legal texts related to administrative management;

      2. Improvement of human resources management;

      3. Information and Communication Technologies (ICT) implementation.

7. The Public Service statute developed in 2002 is still in force. The draft public service statute taking into account objectives of the Reform aiming at setting up a Job based Public Service and remuneration based on performance is currently up for discussions at the Parliament.

8. The particular statute of the Diplomatic personnel currently in force was drafted in 1976 and modified in 1980. It is obvious that the text has become obsolete since the promulgation of the law of 2002 on the General statute of the Rwandan public service.

   A new text establishing the particular statute of the diplomatic career in Rwanda is being drafted.

9. The Labor Law enacted in 2003 that governs contract employees.

AREAS OF ANALYSIS

The functional review of the Ministry must examine all the Ministry function aspects, mainly the plan upon which are built its policy, strategies, action plans, its mandate and structure, and that of the operation of its units.

The review was therefore carried out in the following areas:

1. Mandates (Missions) and Attributions of the Ministry need to be examined on basis of their relevance according to the Government Policy Framework and the precision of their definition for each of the structures fulfilling the missions;

2. The Ministry Structure and the Organization that must enable it to fulfill its missions and manage its operations and resources;

3. Mode of elaboration and respect of the Strategic Plans and Action Plans reflect the capacity of the Ministry to fulfill its missions;

4. Performance monitoring system for the institution enabling the Government to supervise the implementation of its sectoral policy and bring possible adjustments to functions of the Ministry in charge of the concerned sector in the event of difficulties observed in the implementation of the action plans;

5. Information system and documentation management (including archiving system and access to information) constitute basic working tools of administrations;

6. Internal and external Communication systems (mail, telephone (mobile, fixed, IP), messaging, etc) without which administrative work can not be carried out.

7. Ministry resources:

    1. Human Resources constitute the driving force for the administrative work;

    2. Material and Financial means that include the fuel for Administration functioning;

8. Time management (agendas management, planning sharing, meeting management, etc.) which is the first source of productivity results in administrative work.

The analysis was carried out in two stages:

- The diagnostic analysis which allows to identify malfunctions and problems related to the Ministry organization;

- Search for solutions may be of two complementary forms:

    o Improvement objectives to be reached and the methodology to attain them;

    o Proposals for concrete solutions whenever necessary.

DIAGNOSTIC ANALYSIS

STRUCTURE AND ORGANIZATION

MANDATES AND ATTRIBUTIONS

Missions of the Ministry are defined in the Policy Document.

The missions of the MIJESPOC were determined as direct implementation of the Government General Policy Paper "Vision 2020".

In this framework, the decision of the Cabinet of 2003 defines attributions of the MIJESPOC as follows:

«Developing, monitoring and evaluation of national policies and programmes of mobilization and management of the youth, promotion of culture and sports and leisure";

Promoting actions and infrastructures enabling to develop sports, culture and leisure activities for the betterment of the population;

a) Establishing mechanisms for development and capacity building of structures and organizations of the youth;
b) Carrying out research on positive cultural values of the Rwandan Society to promote the unity and reconciliation among the Rwandan population;
c) Developing programs for research, conservation and protection of widows throughout the country;
d) Coordination of interventions and mobilization of necessary resources in youth, culture and sports promotion.

Critical analysis[2]

It is noteworthy that attributions of the Ministry structures have not been defined in any document or any legal text. Only the organizational structure, though is not its role has an embryonic definition of functions for management working posts that might be considered as a brief description of attributions of the corresponding structure

---

[2] Annex 2 : Missions and Functions of the Ministry, Description of missions and functions of the Ministry according to the official documents and Description of missions and functions according to the executives of the Ministry
13/11/2008

STRUCTURE AND ORGANIZATION OF THE MINISTRY

The structure of the Ministry of youth, Culture and Sports are as follows[3] :

```
                    ┌──────────────┐
┌──────────┐        │              │        ┌──────────┐
│ Private  │────────│   Minister   │────────│ Assistant│
│ Secretary│        │              │        │          │
└──────────┘        └──────┬───────┘        └──────────┘
                           │
                    ┌──────┴───────┐
                    │              │
                    │  Secretary   │
                    │   General    │
                    └──────┬───────┘
          ┌────────────────┼──────────────────────┐
          │                │                       │
   ┌──────────────┐ ┌──────────────┐      ┌───────────────────┐
   │ Director of  │ │Director for  │      │Director of Finances│
   │ Planning     │ │   I C T      │      │Internal Resources  │
   └──────┬───────┘ └──────────────┘      └───────────────────┘
          │
          ├── Professional for Culture
          ├── Professional for Arts
          ├── Professional for Sports
          ├── Professional for Youth
          │   Professional Planning
          └── Professional for Statistics
```
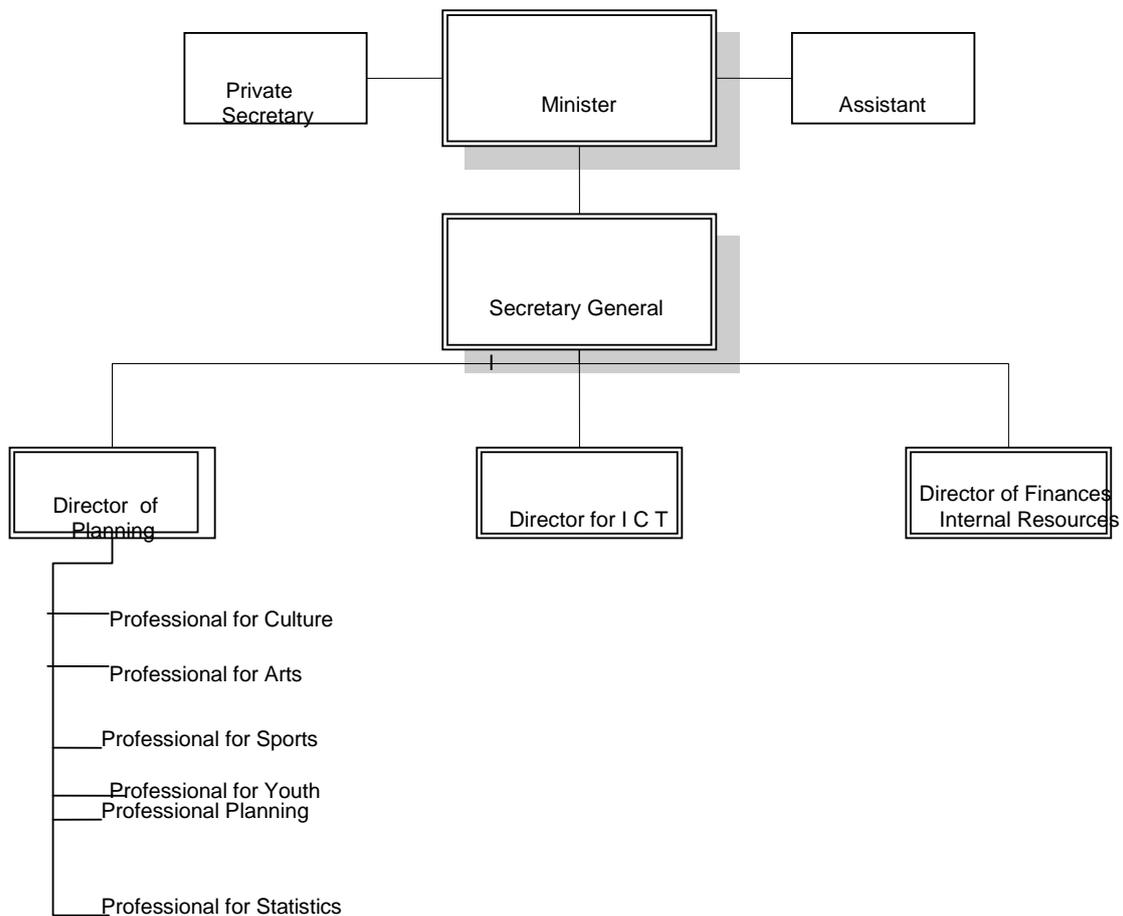
MIJESPOC structure is composed of an operational Unit (contributing to the implementation of the Ministry mission) headed by the Director of planning and two support units working for the operational units. Such a structure is the norm since 2005 in Rwandan government Ministries[4].

The MIJESPOC of which missions cover 3 separate sectors has not sectoral units. The latter are managed by professionals in the Planning Department.

The attribution of the ICT unit is normally to promote computer and communication techniques within the Ministry.

The ICT unit is managed by a Director assisted by a computer specialist.

---

[3] Annex 3.1 : Distribution of the Ministry staff
[4] Annexe 3 .2 : Ministry organizational structure
13/11/2008

Critical analysis:

The MIJESPOC structure has never been defined in any legal text and its attributions appear in the Organizational structure as job descriptions.

Every activity sector (Culture, Youth and Sports) has its action plan, its own decentralized activities and its own budget. They are assigned to professionals who are in charge of their implementation and monitoring decentralized activities of their sector.

Thus, it seems normal that every sector become an administrative unit of the same level as a Directorate.

Lack of codified procedures and reflection on delegation of responsibilities leads to the concentration of responsibilities at the levels of Directorates and the Secretariat General.

The ICT does not fully fulfil its role of modernizing the system of information and communication as well as the training of users. Moreover, the level of the Directorate is justified by the need to pay a higher salary for a computer specialist whose the pay on the market is higher than that paid to the holder of the equivalent degree in public service.

However, various areas of computer skills should complete the organisation work and method in specific areas such as the documentation management, procedures analysis, jobs and posts analysis, etc. This shows that it is not easy that the unit composed of two persons can alone satisfy the needs of modernizing the Administration.

POLICY, STRATEGIC PLAN AND ACTION PLANS

GOVERNMENT POLICY AND SECTORAL POLICY

The Government Policy as regards to the Youth, Sports and Culture was clearly stated in the vision 2020 document of 2002.

In addition, the Government strategy is well defined regarding the three sectors of the Economic Development for Poverty Reduction Strategy of 2006.

The MIJESPOC developed a document policy for Sports and leisure activities, a policy document on Culture that was approved by the cabinet in September 2006, in 2004 and in 2005 respectively. The documents are policy documents for each sector that define objectives to attain, major priorities and the role of different partners involved in the implementation of the policy.

Presently MIJESPOC has no strategy.

The strategy document used is the log framework that was used in developing EDPRS for sectors for which the Ministry is responsible. It was drafted in 2007.

Critical analysis[5] :

The Ministry policy documents have been recently developed and approved. They are well defined and usable.

The strategy document of MIJESPOC was developed to help establishing the strategy of poverty eradication that was drafted in 2007.

Thus, the strategy that is currently used does not correspond to the policy of three sectors whose policy documents were drafted in 2006 before the log framework.

STRATEGIC PLANS AND ACTION PLANS

The MIJESPOC is the Ministry whose activities are decentralized. Therefore, decentralized activities need to be planned in coordination with districts concerned.

This coordination is particularly important if activities planned by the central level are not included in the Action Plans of Districts, budgets are not transferred by the MINECOFIN.

Presently, MIJESPOC does not involve Districts in preparing the Action Plan and there is no real relationship between the Ministry Action Plan and the District Action Plan.

In addition, currently, the sequence used for the preparation of the Action Plan can not be used to establish the budget for its implementation. In these circumstances, it is a fact that the catalogue of justifications for the use of the allocated budget.

Critical analysis:

The Ministry Action Plan is partly linked to Log-frame which replaces the Strategy. However, it does not include decentralized activities which should be implemented by the Districts. From this viewpoint, one can say that the decentralization of MIJESPOC activities does not work6.

In addition, the sequence used now in the formulation of the action plan can not be used to establish the budget for its implementation. Therefore, it is merely the list of justifications of the use of the allocated budget.

FORMULATION METHODOLOGY AND COMPLIANCE WITH THE STRATEGIC PLANS AND ACTION PLANS

At MIJESPOC, the comprehensive strategy was defined in the document of the log-frame. The document is not used to establish the Mid Term expenditure framework.

The log-frame serves as a basis to redo the annual action plans.

In these circumstances, it is clear that the determination of expenses is not based on any logic of the project.

---

[5] Annex 4 : Comparative analysis of fundamental texts
[6] Annex 5 : Analysis of links between the strategy document and the action plan
13/11/2008

Project Name: Functional Reviews in 16 Public Institutions

Moreover, the estimated cost for the Action Plan achievement is comprehensive and corresponds to the total amount of the budget allocated to MIJESPOC.

On a theoretical point of view, the budget preparation should be prepared as follows:

- The action plan for each activity sector of the Ministry is developed in April of the year n - 1.
- In April-May, organization of the national forum of planners regrouping Ministries and Districts to improve and coordinate the Budget preparation.
- In June – July, meeting with Secretary Generals in the Ministries to finalize the budget project.
- August adjustment of the Budget between the MINECOFIN and central Ministries. In September, the Cabinet approves the Budget.
- The Budget project is submitted to the Parliament before October 5 for discussions
- Vote on the Budget before December 31.

Thus, the theoretical diagram of the budget preparation procedure is presented as follows (National framework for Planning and Budgeting):
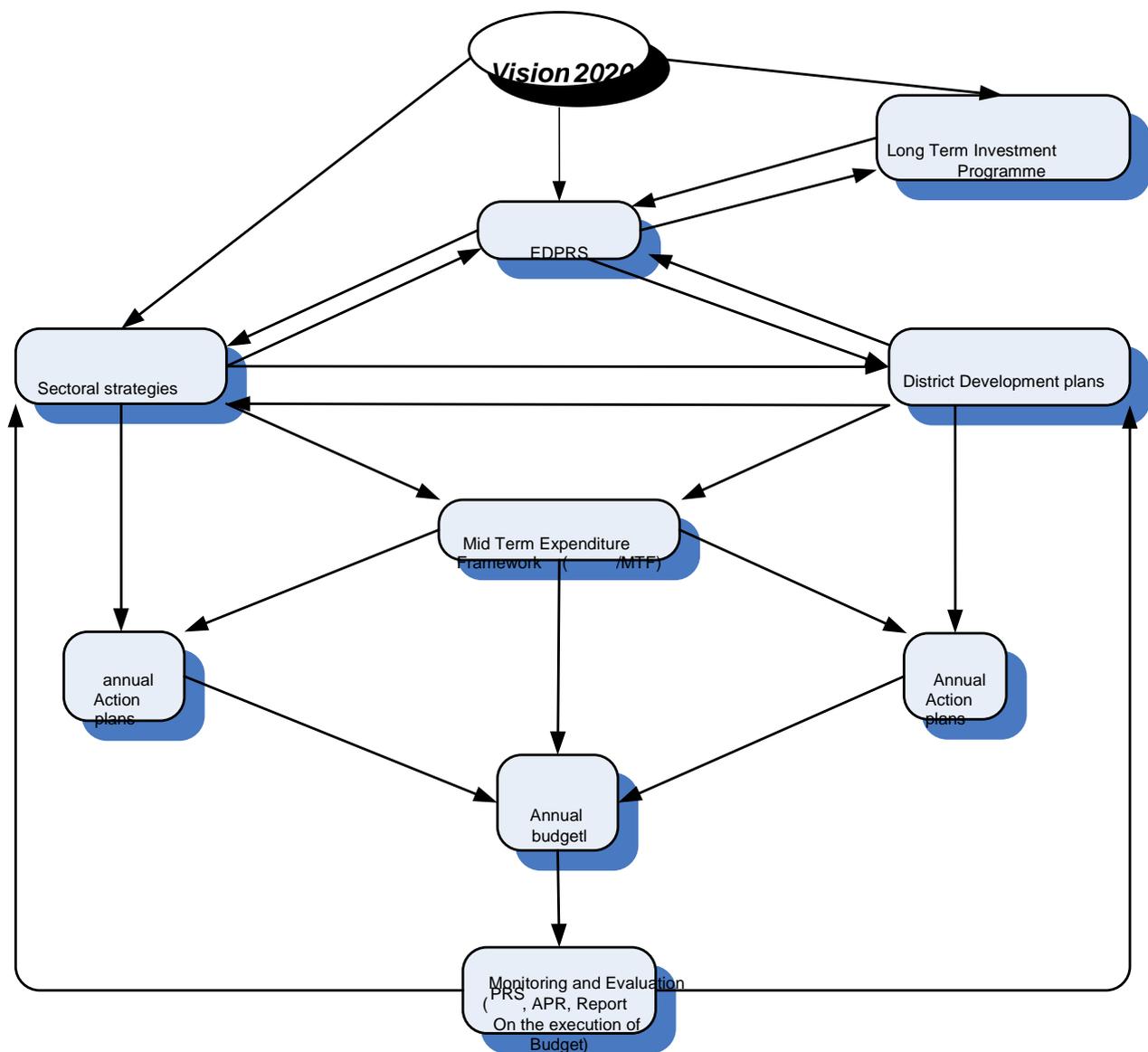
Project Name: Functional Reviews in 16 Public Institutions

Normally, each Ministry whose activities are decentralized prepares the corresponding budget through its action plan in collaboration with Districts. When decentralized activities do not appear in the Ministry Action Plan, MINECOFIN does not allocate the budget to corresponding activities even if they have been provided for in the Action plan.

It is obvious that Districts funds actions they have initiated.

In practice, the calendar of the budget preparation is as follows:

1. Preparation of the Budget within the limits of the ceiling of Macro Economic sector ceiling and the MTF document during the second quarter of the year n - 1
2. Vote on Budget in December n - 1
3. The Action Plan is developed in September-October of the year n - 1 on basis of the allocated budget
4. The Action Plan is submitted for approval by the Prime Minister Office in December n - 1

It should be noted, however, that in the current practice, districts are informed of the existence and the amount of planned transfers (the budget allocated to district activities are included in the Ministry action plan), only in the month of January of the concerned year. They are therefore obliged to readjust their action plan at that time.

Critical analysis:

In MIJESPOC, action plans are not really established in relation with this document.

In fact, MIJESPOC never took into account decentralized activities in its action plan. Therefore, no decentralized activity can be budgeted.

The only transfers done by MINECOFIN to districts in one of sectors of MIJESPOC is the budget allocated to Memorial Genocide sites maintenance.

The above described procedure clearly shows that the sequence of the action plan preparation does not require the Ministry to describe in detail all activities to undertake with a bid to achieve objectives identified in the Strategy. The action plan of the Ministry is not a project document.

If the action plan served as a basis in the budget negotiation on the one hand, it should be developed in the first quarter of the year n – 1, and on the other hand, it should present a list of all activities aiming to attain objectives of the sector in the following year with precise costs needed to implement each of the activities. Therefore, this would allow the government to provide an engagement letter to the Minister at the beginning of the implementation year. It is important to note that the procedure that would allow for proper use of Action plans for planning the Ministry activities and preparing the budget exists and corresponds to the needs of the budget preparation and decentralization.

However, the vote on the Budget that takes place in December is a bit belated to allow the drafting of the engagement letters for various ministries before the end of the year n-1.

It is particularly deplorable that this procedure is not used at MIJESPOC as regards to the preparation and negotiation of its own budget and for the implementation of the Central Policy in districts.

INSTITUTIONAL PERFORMANCE MONITORING SYSTEM

The only institutional monitoring system of activities carried out by the Ministry is the meeting held at Akagera Hotel where the Government assesses results and the work plan of the following year.

This method does not obviously permit to carry out an evaluation basing on performance indicators and does not allow the Ministry to carry out necessary adjustments of its programme in case of errors or change of objectives related to external events.

In the framework of the new public service sector strategy for Public administration, it is planned to establish a new institutional performance assessment system.

The project was submitted to institutions of the country to collect views and opinions before its approval by the cabinet. The new system should be implemented in 2008.

STRUCTURE AND FUNCTIONING OF THE INFORMATION SYSTEM

Information is an indispensable tool for administration work. It is only useful when it is codified on an information support that can be communicated.

The information codification may entail multiple forms:

- A word in a given language;
- The writing in a given language;
- The image;
- Signs;
- Telegraphic codifications;
- Digital codifications by bytes;
- Etc.

The codified information supports are also very numerous:

- The sound moving through the air;
- Paper for handwriting;
- The network cables;
- Radio wave;
- Etc

The administration information system corresponds to all its procedures enabling the information to circulate among its various users, to be controlled, archived, etc.

It is therefore essential to thoroughly analyze the information system and its possible malfunctions.

COMPUTER AND INFORMATION MANAGEMENT SYSTEM

In a modern administrative structure, the information processing system underlies the information system.

The MIJESPOC has a new and efficient computer management system. The installation of its network is in the process of finalization. All the Executives of the Ministry have the tools but only some of them namely the Office of the Minister, the Secretary General and the Director of planning and ICT are connected to the Network. This network is linked to the outside by a high speed internet connection. The MIJESPOC does not have an intranet for its own[7].

However, this tool is currently underused or misused:

---

[7] Annex 6.1 : Description of the Ministry computer system

1. Computers are very often used like typing machines. Indeed, the ignorance of functions of the text processing tools, combined with lack of standardization of the formatting of the processed data may lead to a low use of the text processing tools and spreadsheets, and this does not allow to benefit from productivity results that would allow a more rational and comprehensive use.

2. The MIJESPOC computer network is not sufficiently protected.

3. Thus, there is no documentation server which would allow the implementation of a documentation centralized management and the installation of a systematic security tool;

   In addition, there is no policy on security and safety of the information system in use[8]:

   - Physical security (fire protection, protection against theft or accidental destruction, etc)

   - Safety against external intrusions due to access on Internet (firewall management, filtering against abusive or excessive use, antivirus warfare, etc.)

   - Security and safety of the data (data access protection, saving procedures etc....)

4. Messaging tools or file transfers via the network are underused:

   - The fast messaging are only used on a personal initiative,
   - Transfers of computer files are generally carried out through e-mail and not through the network;

5. The principal information support is paper[9] :

6. In spite of high standard Information Technology equipment, the practice and failure to think on the policy of information sharing still leads to the high use of paper medium which however constitutes the most fragile and most expensive support.

7. Paper medium is very often used in Administration to facilitate manual signatures. It should be stressed that the manual signature is not assured and on the other hand, it is more used on documents where there is risk to fraudulent use (fixing appointments, meeting schedules, varied information, etc.)

8. Modern electronic signature tools (scanning of manual signature, fingerprint, encrypted signature, etc) are in fact much more practical and surer.

   Rational use of such tools allows, in the framework of establishing a policy of sharing ad hoc documents, to economize much paper and work on an electronic documentation which is easier to manage.

Critical analysis:

At the MIJESPOC, the computer system in place is inclusive and modern but the installation of the network is under finalization process. As it is now, before the installation of the network is completed, it permits the installation of the great majority of tools of modernization of information and communication management system necessary to the Ministry.

---

[88] Annex 6.2 : Network security

[9] Annex 6.3 : Description of the printing system

13/11/2008

However, there is a need to think specifically on the way to define a real policy on safety and security of the computer system (material, network, software) and data.

In addition, the efficient use of office tools at the disposal of users through the computer system requires that an appropriate and well targeted training be organized for the benefit of the user personnel.

MANAGEMENT PROCEDURES

Except for some specific procedures:

- Budget preparation

- Tender laws

At MIJESPOC, the practice is as follows:

1. Human Resources Procedures:

There are not formal procedures. There are some practices for usual administrative acts that are not codified in a specialized guide.
In the absence of Human Resource procedure manual, MIJESPOC uses:

- Leave Request Form;

- Absence Request Form;

- Record for salary changes;

- Record for attachment of earnings;

- Record for salary withdrawal

2. Financial management Procedures:

The single reference document used in financial management is the Financial and Accounting Procedures Manual of the Central Administration, published by the Ministry of Finance and Economic Planning (MINECOFIN) in 2001.

3. Courier management[10] :

There is no formal mail management system. At the MIJESPOC the mail management is carried out in the following way:

The incoming mail is registered at the Central Secretariat, sent to the Secretary General and forwarded to the technical units. The confidential mails are first and foremost identified by the Central administration and transmitted in enclosed envelopes to the Private Secretary or the Administrative Assistant of the Minister. The urgent mails are also immediately forwarded by the Secretary General.

The outgoing mail is dispatched in 4 different ways:

- Electronic mail (email);

- Faxes;

- The ordinary courier is transported by a private courier company

---

[10] Annex 7.1 : Analysis of the courier management
13/11/2008

Project Name: Functional Reviews in 16 Public Institutions

Every outgoing mail is registered at the Central Secretariat.

This traditional procedure is not described in any specific manual.

Lastly, there are no guides designed for administrative users.

Critical analysis:

The procedures currently applied in the Ministry are only transmitted orally.

This situation is particularly dangerous since each transmission to a new user may lead to the deterioration of the procedure and the loss of the raison d'être of certain tasks or transmission.

In addition, it becomes very difficult to redesign the procedures in the case of modernizing a system, changing the structure or administrative functions (for example: decentralization). Indeed, the establishment of the new procedures that cannot be based on a codified practice may not take into account certain essential tasks.

DOCUMENTATION MANAGEMENT

The documentation management is not really organized within the Ministry. The computerized documentation is not in fact managed.

The MIJESPOC is waiting for the final move to organize its archives.

The major part of the documentation produced by the Ministry is directly created on a digital support by the Administration executives on their own computers.

However, there is no standard rule for filing and labeling of these documents intended specifically for later research. When filed, it is done according to the system set up by the designer of the document on his/her computer and according to his/her own logic.

The same is true for documents received from outside through email or through the network.

In these circumstances, the shared documents are printed on paper and filed with corresponding documents.

The safety and security of documents is not properly assured.

Access to documents is not protected and there is no specific policy thereof.

The search for documents is poorly organized and it is particularly difficult to find an electronic document on the network since no filing system was set up. .

Critical analysis:

Information is an indispensable tool for the MIJESPOC. Its documentation is its "business". This documentation has actual value only if it is protected, managed and accessed. Currently, the documentation of the Ministry is not actually managed.

INTERNAL AND EXTERNAL COMMUNICATION SYSTEM

The internal communication system of the Ministry depends primarily on the use of the following tools:

- Weekly management meeting has been replaced by periodical management meetings held on a regular basis;
- The personal mobile telephones constitute the principal tool for remote communication;
- E-mails from personal addresses are used for the work purposes.

The external communication system depends on the following tools:

- Traditional courier ;
- The « Group-mail » communication for the SG with his colleagues from other institutions is not used;
- E-mail from the personal addresses;
- The personal mobile phones.

In general the instant Skype Messaging or Yahoo Messenger is not much used for work purposes. Computer IP calls to other telephones by a Skype system is not used because it is impossible to recharge the account due to lack of a credit card.

Critical analysis[11] :

The mobile phone is the most expensive communication system, the least protected and mastered by all. Although it is the simplest means of communication, it has been the cause of cancellation of the secretarial functions that facilitated management and enabled to sort out urgent issues and giving priority to communications.

In fact the mobile phone imposes management of the "urgency of the interlocutor" to the detriment of his own urgencies. The same phenomenon occurs when the visits at the office are not filtered.

It is thus necessary and advantageous to give more importance to communication tools that allow to better manage relations as well as those whose use is less expensive.

These tools can be easily installed at MIJESPOC. However, their rational and efficient use supposes ample training of users and adherence to rigorous discipline

---

TIME MANAGEMENT

In the context of Human Resources whose number depends on the need of strict control of the wage bill, the benefits of productivity are an absolute necessity.

Currently, the executives of the MIJESPOC mismanage their time. This situation is   partly due to the lack of tools for time control, and on the other hand to the lack of discipline in response to« urgencies [12]».

Thus, the executives do not have enough time to devote themselves to the conception work and on the whole, the personnel work as if they were in a crisis, without planning.

At the Ministry, the use of diaries is not generalized. When they exist, they are used; they are manual diaries sometimes shared with assistants.

---

[11] Annex 7.2 : Description of communication tools
[12] Annex 8.2 : Meetings management and individual meetings
13/11/2008

The managers have to participate in a number of meetings of which the schedule is not easily respected. It is true for individual appointments that are more and more disturbed by outside factors (telephone calls, intrusions in the office, etc.).

Critical analysis:

The time management is a factor of comfort and effectiveness of the work done by the executives in administration. It is an important source of productivity improvement.

The time management depends on the establishment and the use of tools and specific procedures as well as adherence to discipline.

At the MIJESPOC, in a context of the workforce management where Rwanda is particularly concerned, it is an important means to improve work quality and staff welfare.

MINISTRY RESOURCES

HUMAN RESOURCES OF THE MINISTRY

MATCHING HR TO THE NEEDS (ORGANIZATIONAL STRUCTURE)

Currently, the Ministry does not have the number of qualified personnel matching its needs[13].

However, the budget constraints that the Government is facing have forced institutions to prefer productivity gains rather than increasing the number of personnel.

REGULATIONS APPLICABLE TO CIVIL SERVANTS:

Currently, texts governing the Government personnel are obsolete or are not adapted to the present situation in the context of decentralization and decision of the Government to shift to the job based Public Service.

- Thus, the law governing the civil servants currently in force is not adapted to the new Public Service.

- Remuneration system for the civil servants is not applied any more and they are remunerated today on a basis of a non-official transitional system which is not in any way a motivating and management tool.

The pay system that is currently implemented works as follows:

The current remuneration system in the Rwandan Public Service, which is equally applied for the personnel of the Central administration at the MIJESPOC was developed in 2004 and implemented at the beginning of the year 2006. It is the pay system based on jobs and which ended the Public service career system whose remuneration is based on a degree or a diploma at the time of taking up one's post job and experience. It includes 14 levels and 7 grades. The MIJESPOC personnel are primarily classified between levels 10 and 1.

To vertically shift from one level to another, it is necessary that a vacant post be availed whereas to horizontally shift, from one grade to another, a civil servant must have 3 years experience at the same grade with satisfactory performance evaluation results.

---

[13] Annex 9: Analysis on matching Posts/Persons

Project Name: Functional Reviews in 16 Public Institutions

This new remuneration system is de-motivating since it does not take into consideration the personnel seniority. Although the large majority of the civil servants recognize that wages substantially increased in 2006, they also admit that the system is unfair since the experience generally required for great productivity is not remunerated. As a matter of fact a beginner earns the same salary as an employee having 20 years of experience, for the simple reason that their job positions are classified at the same level.

Critical analysis:

Presently, there is no career management system through posts and jobs in place and this situation is particularly de-motivating.

In addition, managers do not have indispensable management tools due to lack of a regulatory framework of the Human resources management.

MATERIAL AND FINANCIAL RESOURCES OF THE MINISTRY

MIJESPOC is appropriately equipped with office material[14]

In addition, the Budget of the Ministry does not correspond to the requested Budget. However, it is important to note that the budget preparation procedure is not respected by the Ministry.

Critical analysis:

When MIJEPROF does not respect the budget procedure, decentralized activities encounter difficulties to get funded.

Indeed, a great part of the Ministry budget corresponds to funds allocated to sports federations especially the Football federation for which the Ministry is just a cog in the machine.

---

[14] Annexe 10 : Analysis of the Ministry office tools
13/11/2008

PROPOSED SOLUTIONS

REFORMING THE MINISTRY STRUCTURE AND ORGANIZATION

THE STRUCTURE OF THE MINISTRY NEEDS TO BE REORGANIZED AND MISSIONS NEED TO BE OFFICIALLY DEFINED

As it was noticed in the diagnostic analysis, it was judged crucial to transform each activity sector of the ministry into a Unit with a bid to give them more decision powers to enable them to supervise, coordinate and monitor the implementation of action plans in collaboration with districts and partners.

Thus, the planning function would be assigned to the Unit of Internal resources.

It was equally necessary to restructure the computer support function and extend it to method and organization function that are an integral part of the computer tool use.

In these circumstances, it was proposed that computer design of work related to organization and computer method be externalized within "Service Company" shared by all the administrations and regrouping high specialized specialists who can conceive and put in place comprehensive integrated systems.

On the other hand, the role of computer maintenance would be assigned to a professional attached to the internal resources management unit.

The organizational structure of the Ministry is shaped as follows:
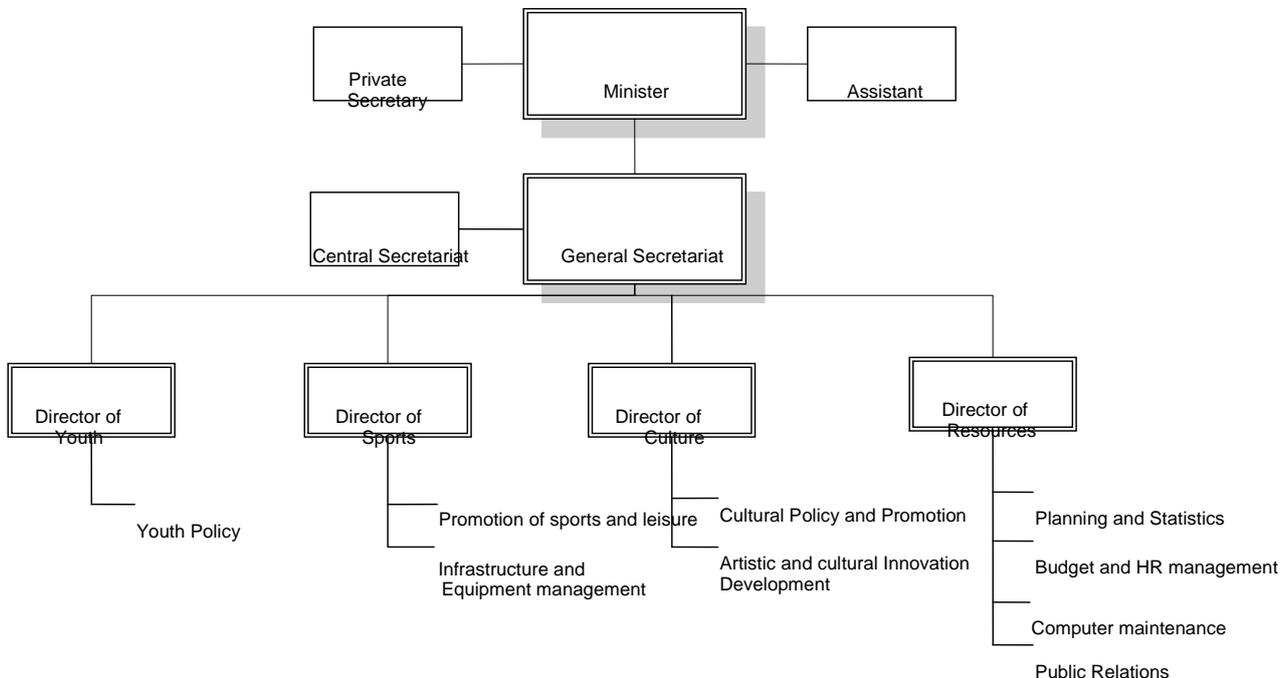
Missions of the Ministry that were defined in the Sectoral strategy document for sectors of Youth, Culture and Sports, should be described as follows:

"Ensure supervision of programmes for the Youth, promote Sports, maintenance of the Rwandan genocide memorial sites and preserve the Rwandan culture."

13/11/2008

Project Name: Functional Reviews in 16 Public Institutions

For that purpose, more emphasis will be put on:

- Mobilizing the youth so that they play their role in national unity and development of the country
- Promoting Unity, Social prosperity, Cohesion of the Society and the National Development through positive values of the Rwandan culture;
- Promoting sports and leisure for all the categories of people in order to enable beneficiaries to have experience in the community life.

It is obvious that the mission must be translated into clear and accurate responsibilities for each of the units in order to avoid duplication, conflict or losses in the implementation of corresponding activities.

Structures and missions of the ministry must be established by a text that may be a decree or an order and responsibilities by a ministerial decree.

MECHANISM TO DEVELOP AND PROPOSE STRATEGIES OF THE MINISTRY NEED TO BE IMPROVED

There is a need to involve Partners of Administration and Districts in the formulation of the strategy.

The format of strategy documents and the work plans need to be standardized in order to facilitate their linkage (MINECOFIN format).

The three-year strategy must reflect concrete objectives to implement the policy as well as their progress over the time according to achievements in the work plan.

The sequence of developing action plans must be in harmony with that of the budget preparation.

13/11/2008

PROCEDURE TO DEVELOP ANNUAL ACTION PLANS MUST BE REFORMED

The work of the Ministry will be improved by harmonizing chronology of developing action plans and the budget:

Action plans must include the sectoral proposition of the amount of the budget that will be detailed per program in order to be used in the budget negotiations. However, apart from the respect of budget preparation logic stating that the budget be prepared in accordance with expressed needs, it is clear that the action plan will be much more concrete and operational if it has to be quantified and justified in a detailed manner.

However, action plans must be formulated in close collaboration with District in order to coordinate with them the putting in place of decentralized activities that are the cornerstone of the Ministry public service activity.

The procedure to develop action plans and budget preparation is as follows:

Project Name: Functional Reviews in 16 Public Institutions

Sectoral strategy

Action plan
Preparationn

Identification of Actions and
Programs to implement
In order to attain objectives
Described in the Strategy

February n1

AP

Coordination AP

Coordination of the Action Plan with
District Action Plans

*Actions or
Programs supported by external
Projects must be mentioned*

Costs in the Action Plan

Determining detailed expenses
(RH + Functioning   +
Necessary   ) Investments to
Implement each Action and each
Programme of the Action Plan

AP Costs

March April n1

Budgetary
Negotiation

Budgetary negotiations
Is based on the Action Plan with details

Action Plan
costs revised

October November n1

Vote on the Budget

The Parliament votes on the Budget

Budget Vote

December n1

Adoption of the AP
By the Gvt

The Government adopts the Action Plan
Budgeted and drafts the engagement letter
Of the ministry for the concerned sector

Engagement
letter

The implementation of an action plan budgeted and adopted by the Government requires the establishment of performance evaluation procedure of institutions that will allow readjustment of action plans during their implementation. Indeed, during the course of the implementation of the action plan, a big number of unplanned events may occur and disturb planned activities.

In order to readjust programs according to the environment, it is crucial to organize a concerted mid-term evaluation, in collaboration with the government, based on set indicators at the end of the year.

Performance indicators must be based on results obtained taking into consideration the set objectives and their real impact.

The evaluation must be constructive and lead to the possible questioning of programs and priorities as well as the revision of the Strategy if necessary.

IMPROVING PRODUCTIVITY OF THE PERSONNEL BY REORGANIZING AND MODRNIZING THE INFORMATION COMMUNICATION AND DOCUMENTATION MANAGEMENT SYSTEM OF THE MINISTRY AND ESTABLISHMENT OF CODIFIED MANAGEMENT PROCEDURES

STRENGTHENING HUMAN RESOURCES COMPETENCES IN ORDER TO IMPROVE THEIR PRODUCTIVITY

Strengthening human resources competences to improve their productivity.

In a context of shortage of human resources both in quantity and quality, and taking into account the intangible constraints of stabilization of the total wage bill, the improvement of the personnel productivity is the most suitable solution to increase the effectiveness of the Ministry.

A rational use of data processing computer and communication tools must contribute to the improvement of productivity and efficiency of the Ministry.

Computer users must be trained in all dimensions of the use of their tools:

- ➢ Advanced Word processing
- ➢ Use of OLE functions
- ➢ Saving
- ➢ Documents protection
- ➢ Transfers to other users through the network
- ➢ Revisions
- ➢ Rapid messaging among users
- ➢ Use of the Outlook diaries and techniques of sharing agendas
- ➢ Group email
- ➢ Etc….

Moreover, senior managers need to be trained on management techniques notably:

Project Name: Functional Reviews in 16 Public Institutions

- ➢ Team management
- ➢ Time management
- ➢ Organizing meetings
- ➢ Evaluation methods
- ➢ Delegation of powers
- ➢ Etc.

DOCUMENTATION MANAGEMENT REORGANIZATION

Several documents produced were designed on the Ministry staff computers and are created electronically.

Therefore, the most obvious management solution consists in installing a central documentation server accessible through the network, on which all documents will be systematically and automatically posted.

The stock organization should meet documentation requirements.

Thus, each document should include the following:

- The name of the author;
- The object of the document;
- Key words characterising its content(documentary research) ;
- The date of its creation ;
- A summary for a report.

Software packages of information retrieval exist on the market and will make it possible to exploit the documentation base already in existence.

Obviously, filing and access rules to the documentation base must be specified in a book of specification details whose elaboration will take into account the specific needs of the Ministry.

The documentation management needs development of a specific procedure manual.

COMPUTER SYSTEMS PROTECTION

An information system operating through a network computer system becomes particularly vulnerable if it is not protected by a security system which will be a separate specific policy.

Security and the safety of computer systems include two complementary components:

- Equipment and network security and safety;

- Data security and safety;

The concept of security entails all means implemented for the physical protection of the tool (fire protection, destruction, etc)

The safety concept on the other hand, entails all means of access protection (filter, passwords, encryption, etc)

- Safety of power supply;

- Material safety;

  - Security of the buildings, air-conditioning…

  - Fire protection….

  - Preventive saving in case of sabotage…. (External hard disk, trunk…)

  - Accessing the network

Given the sensitivity of information on the network, a specific security strategy must be implemented:

The following security system can be anticipated:

- Control of access to the network;

- Control of access to the servers and the working stations;

- Control of access to the documentation base;

- Control of access to the various application functions;

- Definition of responsibilities of the network administration and users;

- Internet access filter;

- Installation of an automatic system to save data;

The installation of an Intranet network for the MIJESPOC would largely facilitate the safety and security management of the information system that would use it.

IMPROVING AND MODERNIZING THE COMMUNICATION SYSTEM OF THE MINISTRY

The control for use of mobile phones and the setting up of a safe and well controlled communication system supposes thinking on the overall system which will be materialized in a particular specification details book.

Indeed, communication for the Ministry needs to be conceived as a whole so that to each type of relation correspond the best tool (in terms of effectiveness and efficiency) and the best procedure.

In general, it is obvious that more emphasis will be put on communication based on the following tools according to the analysis of various kinds:

- The professional mobile phone for urgent communications requiring a direct answer.

- IP Telephony using a tool designed for exclusive professional telephone use from a fixed extension. This tool will have to be filtered by an assistant as much as possible.

- Professional instant messaging of the Microsoft Exchange type allowing the management of its communications on a message network for the Ministry (or for the Administration…)

- The most possible systematic use of e-mail for all transmissions of written messages. The rules for the use of e-mail will have to be codified:

  o Style of the content of the messages according to the interlocutors (use of Word models)

  o Way of signing

  o Mode of transmission of attachments (reduction of volumes, type of file (PDF, Word Version, etc.)

  o Mode of e-mails filing

- Traditional couriers whose transmission will be carried out as often as possible as attachments of electronic mail.

CODIFYING AND SETTING UP INSTITUTIONAL FUNCTIONING RULES AND MANAGEMENT PROCEDURES

Functioning rules and procedures of an institution ensure security, safety and quality of various tasks which contribute to the fulfillment of the administration missions.

That is why it is essential that these rules and procedures be conceived according to rules and principles of the organization and be codified in a particular specification details document in order to communicate and render them sustainable.

Currently, only budget preparation and execution procedures are codified or in the process of codification and personnel procedures are in the process of validation at the PMO[15].

All the management procedures need to be examined and codified:

- The mail management procedures need to be modernized:

    o   Setting up a computer tool to ensure internal courier follow-up;

    o   Developing digital document transfers to the detriment of paper documents;

    o   Setting up an electronic system to be used by Ministry executives when they sign

- Administrative management procedures;

- Documentation management procedures;

- Strategies and Action Plans formulation procedures;
- Users' Guide
- Etc.

Each identified procedure must be analyzed:

- Identification of documents and basic information which will start up the procedure;

- Determination of the document and the information which must be produced through the procedure and their final destination;

- Determination of the succession of all tasks which contribute to the implementation of the procedure;

- Identification of the information circuit and the persons in charge of the execution of each task;

- Establishment of control tools.

Once the analysis is completed, diagrams for handling the information circulation of each procedure will be drawn and the procedure manual will be drafted.

Once validated by authorities of ministries and/or an inter-ministerial commission, if the procedure concerns several administrations, the handbooks will be officially published in the framework of regulations.

---

[15] Cf. annex 11 : needed work to implement the new HRM procedures

13/11/2008

Information reform system methodology

The information reform system needs to be done through the methodology based on the elaboration of the documentation organized in a good order which will be validated at each stage by users.

Information technology is a tool at the service of the organization and corresponding technical documents will thus be developed in accordance with specification of the organization.

Activities will be carried out in a participatory manner by a project team regrouping concerned specialists and skilled employees selected for their great knowledge of the existing system and their capacity to accept change.

The documentation will include the following:

- Specification details documents for an organization;
- Computer specification books;
- Procedure manuals;
- Users' training tools.

Elaboration of specification details of the organization :

The specification details of the organizations are geared to describe in detail the information system and the organization underlying it.

The computerized and the information processing system will be described according to the specification details of the organization by the computer specification details books.

It is important to develop a specification detail book of the organization for each key management function:

Each of them will include the following:

- Detailed description of management procedures;
- Detailed analysis of the circuits and data processing for each management procedure;
- Description of information tools;
- Definition of archiving methods;
- Access and information transmission rules;
- Describe control rules in all their forms;
- Quantity of work and data processing.

Elaboration of computer specification books:

Computer specification details books that are developed for each use, must define for each of identified processing processes as being liable for the use of the computer tool:

- Goals;
- Quantity of work;
- List of data;
- Analysis files;
- Material and software means to be implemented;
- Inter and intra information linkages systems.

Selection and installation of the software package:

Validated computer specification details will allow to select the software package and determine implementation means: environment, conditions and maintenance procedures, security requirements, safety measures...

⚜ elaboration of procedure manuals:

Like the specifications details for the organization, the corresponding procedure manuals describe information flow process in detail and specify tasks to be achieved.

Procedure manuals are destined to the users.

Each manual has the following components:

➢ Tables of basic tasks classification for each procedure;
➢ Procedures forms describing each of tasks for each management procedure;
➢ Narrative description of screens for data entry;
➢ A copy of each information tool used;
➢ A copy of each data processing status produced;
➢ Link stations forms that provide for each working link station, tasks sequence, organic station links as well as the use of profile to access it.

⚜ Training of users on operating modes and implementation of new procedures :

➢ Learning new management tools;
➢ Training on new working methods

RAPID ESTABLISHMENT OF TOOLS FOR REAL STATE HUMAN RESOUCES MANAGEMENT

The Administration needs tools which will allow it at the same time:

The Administration needs tools which will allow it at the same time:

- To match its needs to human resources with the personnel at its disposal or that it intends to recruit;

- To have motivating tools for its personnel that will enable it to manage it according to its needs and to ensure quality professional production.

- To envisage the demographical evolution of its personnel and the increase of its needs in quantity and quality in order to maintain the best matching between its needs and personnel.

- To have tools that will enable it to ensure stability of the public administration and its independence vis-à-vis the politician.

To attain that, it is essential to quickly complete the reform of the public service in progress and in particular:

- To finalize the Statute of the Public Service and the possible related special statutes which specify:

  o Rights and duties of the civil servant which influences his/her independence vis-à-vis the politician.

  o The confirmation of the Public service as a Public Service based on employment, in which posts depend on their jobs and the specific conditions of the employment for these posts;

  o Rules for career management, which within the framework of a Public service based on employment must allow its promotion progress through the hierarchy of employment according to one's experience, competences, capacities and performances;

- To set up jobs nomenclature with their descriptions in terms of competences, required experience for their execution, and classified according to their importance;

Project Name: Functional Reviews in 16 Public Institutions

- To create a repertoire of the posts characterized by their job and specific conditions of its execution in that working position;

- To conceive a system of remuneration, taking into account the employment, and the specific work conditions for the post, the experience acquired in the post and the employee performances;

- To establish individual performance evaluation system that is currently under examination by the cabinet for its approval and which would be implemented in 2008;

- To set up a real integrated management system of human resources of the State based on a single data base, protected procedures and computer network for managers and decision makers;

RECONSIDERING TIME MANAGEMENT

The time management is an absolute necessity to reach significant productivity gains in the administration work. The diagnostic analysis revealed that, generally, executives are most of the time very busy with the management of the "urgencies of others" i.e. solving problems from instantaneous communications from the outside and which they do not control to the detriment of their own urgencies.

In MIJESPOC, where diaries are not really controlled and where the executives do not have the control over the management of urgencies, it is essential to set up a suitable time management system.

Efficient time management is possible when rigorous procedures and tools designed for each situation of work have been established:

1. A planning tool for meetings;

2. Electronic diaries for both management of contacts and management of schedules;

3. Tools enabling to share diaries with assistants and concerned colleagues;

4. Delegation of appointment arrangements;

5. Delegation of management responsibilities:

    - This delegation must be subject to a comprehensive study which will enable to define responsibilities that can be delegated to each post and the type of the delegation (permanent or temporary).

    - The delegations are granted by a signed note by the Minister and are communicated to all the concerned parties.

6. To give more importance to electronic mails than paper mail for which the procedure is much longer and more complex;

7. To automatically filter the use of Internet connection in order to limit the abusive use during working hours;

8. To give more importance to communication tools which allow maintaining the control of the action (instant messaging rather than mobile phone, e-mail, etc.).

Obviously these tools must be used by respecting rigorous discipline in planning (management of priorities, rules on appointment deadlines according to priorities and urgencies, delegation of fixing appointments, etc.)

Increase in number of meetings often hampers the achievement of effective work; unfortunately, it very often takes more time than conception work.

To cope with this situation, it is necessary to formally define the choice of participants in meetings by delegating only the employees who are really concerned by the issue to be dealt with provided that he/she produces minutes and communicates them.

The improvement of time management, like other reforms of the Ministry functions, will need development of a specification details book written in a participatory manner in collaboration with all the executives of the Ministry. Indeed, such a reform can not ignore cultural and practical constraints particular for the environment. However, there is a need to organize a specific training for executives of the institution so that they have their own means enabling them to change their habits (see. Contents of time management in the annex 10)[16]

---

[16] Cf. annex 12 : content of time management training
13/11/2008

ANNEXES

ANNEX 1: REGULATIONS

Reference	Date of signing	Object	Description	Status : in force or not
Law No.22/2002 the General statute of the public service	09/07/2002	Organic law governing the Rwanda public service	The first text of law intending to establish a job based public service law	In force
A draft law on protection of the intellectual property	Under the process of validation	Protect intellectual property of Rwandans	Establishment of a legal framework protecting the intellectual property rights	Not in force
Action plan for 2008	21/12/2007	Action plan for 2008	Describes activities to achieve in 2008	In force
The Culture Policy	2006	Sectoral policy	The document describes the national as regards to culture in Rwanda	In force
Sports and Leisure policy	2006	Sectoral policy	The document indicates the national priorities in sports and leisure	In force
Youth policy	2006	Sectoral policy	The document indicates national priorities regarding the youth	In force

ANNEX 2: MISSIONS AND FUNCTIONS OF MINISTRIES

2.1 Description of missions and functions of the Ministry as indicated in official documents

Missions	Functions/objectives	Structures	Comments
Ensuring supervision of the youth, promoting sports, preserving the Rwandan genocide memorial site and promoting the Rwandan culture: *The youth need to be mobilized on their role in the national unity and the development of the country. * the culture of positive values allows to promote unity, social prosperity, cohesion of the society and the national development. *It is important to promote sports and leisure for all the categories of the population in order to enable beneficiaries to have more experience in the community life.	Developing, implementing, monitoring and evaluating the national policy of sports, youth and culture	Unit of planning, policy and capacity building	All the missions related to sectors under the supervision of MIJESPOC are assigned to the Unit of Planning, policy and capacity building.

2.2 Description of missions and functions according to executives of the Ministry :

Missions	Functions	Structures	Comments
Promoting the youth, culture and sports	Developing national policies and strategies promoting the 3 sectors	Planning, policy and capacity building unit	The main policies of the Ministry are under the supervision of a single unit, the other two units are support units
Protecting national archives	Developing national policies and strategies of national archives management	"	"
National library management	Developing national policies and strategies for the National Library management	"	"

13/11/2008

ANNEXE 3: DESCRIPTION OF HUMAN RESOURCES OF THE MINISTRY AS DESCRIBED IN THE STRUCTURE

3.1 Distribution of the staff in the structure :

structure	Staff			Contract staff	consultants	Support personnel
	Director	Professional	execution			
Office of the Minister	1	0	1	0	0	0
Secretariat general	0	1	4	0	0	0
Financial and internal resources management unit	1	4	1	1	0	0
Planning, policy and capacity building unit	0	8	0	0	0	0
ICT Unit	1	1	0	0	0	0

3.2 Organizational structure of the Ministry:

Structure	personnel		
	Director	Professional	execution
Office of the Minister	1	0	1
Secretariat General	0	1	4
Finance and Internal resources management Unit	1	4	1
Planning, policy and capacity building Unit	0	8	0
ICT unit	1	1	0

13/11/2008

ANNEX 4: ANALYSIS OF LINKS BETWEEN THE STRATEGY DOCUMENT AND THE ACTION PLAN

Vision 2020	Objectives of the EDPRS according to MIJESPOC missions	Objectives set in the strategic plan of MIJESPOC	Comments
	Economic growth is basically related to jobs creation opportunities for the majority of the youth who will be on the job market in the coming 5 years	Efficient and integrated capacity programs for the youth, sports and culture.	No clear link between projects in MIJEPROF documents
	The MIJEPROF will have to encourage the youth to participate in social, economic and civic development of the country		Need to harmonize MIJESPOC objectives with EDPRS objectives
	Youth friendly centres will be a focal point for district to provide information, advice, psychosocial support in order to help the youth to access to services and available opportunities " " "	Increasing quality services and equipment for the youth, sports and culture	"
		Capacity building for agencies and partners in order to support the youth, sports and culture.	"
		Efficient control and Evaluation/information management system	"
		Efficient coordination and advocacy mechanism	"

ANNEX 5: ANALYSIS OF LINKS BETWEEN THE STRATEGY DOCUMENT AND THE ACTION PLAN

Objectives defined in the Strategic plan of the institution	Projects defined in the annual work plan	Comments
Efficient and integrated capacity building programs for the youth, sports and culture.	Support to youth as regards to job creation	No concrete project in the annual work plan
Improving quality of services and equipment for the youth, sports and culture		
Capacity building for agencies and partners in order to support the youth, sports and culture.	Protecting youth centres	
Efficient control and evaluation/information management system.		
Efficient coordination and advocacy mechanisms.		

ANNEX 6: DESCRIPTION OF THE MINISTRY COMPUTER SYSTEM

6.1: Computer Equipment according to the number of personnel:

Service/structure	Number of personnel	Total number of computers	Desktop	Laptop	Operating system	Linked to the network?	DD shared on the network?	Comments
Office of the Ministry	3	3	1	2	Win-xp	Not totally	No	
Secretariat General	6	6	5	1	Win-xp	Not totally	No	
Finance and Internal resource management Unit	6	7	6	1	Win-xp	No	No	
Planning, policy and capacity building unit	9	19	19	0	Win-xp	Not totally	No	8 computers of the MIJESPOC are servers
ICT Unit	2	12	2	2	Win-xp	Not totally	No	There are also 6 machines in the store including 4 desktops and 2 laptops

6.2 The network Security:

Kind of access to the network	Security of access to the network yes/no?	Internet filtering	Protection of documents	Protection of access to the machine	Comments
LAN	No	No	No	No	* There is no internet filtering system in the client machines. The filtering is only on the server * There is no system to protect documents and machines. any member of staff may create his/her password to protect his/her documents or the machine at his/her disposal

13/11/2008

6.3 Description of the printing system:

Service/structure	Number of printers	Number of DJ	Number of LJ	Network or Local?	Sharing	Comments
Officer of the Minister	3	0	3	Loc	No	MIJESPOC has 30 printers in use and 4 in the stock for 24 employees. This way of managing equipment is irrational since the institution has to buy consumables and ensure maintenance of 30 printers whereas with 4 or 5 computers on the network, or more or less 1 printer per 5 persons may enable the Ministry to economize
Secretariat General	4	1	3	Loc	No	
Finance and internal resources management unit	6	0	6	Loc	No	
Planning, policy, capacity building unit	16	3	13	Loc	No	
ICT unit	1	0	1	Loc	No	
Stock/repair	4	4	0	Loc	No	

ANNEX 7 : DESCRIPTION OF COMMUNICATION TOOLS:

7.1 Analysis of Courier management:

Number of the incoming mail		Period	Number of outgoing mail	Period
Internal	external			
	80	Per week	62	Per week

7.2 Description of Communication tools

Institution structure	Fixed phones	Mobile phones	Fax	IP phones	Radio BLU etc.
Office of the Minister	1	5	1	0	0
Secretariat General	1	8	1	0	0
Finance and Internal resources management unit	1	8	0	0	0
Planning, policy and capacity buliding unit	0	13	0	0	0
ICT Unit	0	2	0	0	0

ANNEX 8: TIME MANAGEMENT

8.1 Use of diaries:

Director/SG/Min	The kind of the diary (hard/soft copy)	Sharing with assistant	Synchronization with a co-worker
Office of the Ministry	Hard copy	Yes	Does not exist
Secretariat General	Hard copy	No	Does not exist
Finance and internal resources management Unit	Hard copy	She/he has not an assistant, shares with co-workers	Does not exist
Planning, policy and capacity building Unit	Hard copy	She/he has not an assistant, shares with co-workers	Does not exist
ICT unit	Hard copy	No	Does not exist

8.2 Management of meetings and individual discussions:

Concerned responsible	Number of meetings/ week	Number of appointment
Office of the Minister	2	Individual discussions are often confused with meetings
Secretary General	2	
Finance and internal resources management Unit	2	
Planning, policy and capacity building	2	
ICT Unit	1/month	

13/11/2008

ANNEX 9: ANALYSIS REGARDING MATCHING POSTS / PERSONS:

Administrative unit	Working post	Attributions in the organizational structure	Attributions From discussions	Required qualifications	Qualifications of the holder of the post	Comments
Office of the Minister	Private secretary	*Assisting the Minister in his administrative and political tasks * Analysing and making a summary of the content of files submitted to the Minister for approval * Providing advice and opinions on files from the Minister *Identifying priority files to submit to the Minister * Ensuring the smooth running of the Secretariat of the Ministry * Correcting files that are submitted to the Minister for signature *Recording, processing and filing confidential files of the Minister		Bachelor's degree in Education, Psychology, Social Sciences and related Sciences	Bachelor's degree in Arts and Humanities with 2 years of experience in the central administration	The organizational structure document dates from 2004 before the administrative restructuring. The qualifications of the holder of the post are closer to the required qualifications. The two years of experience allows to fill the gap.
Public Relations and Internal resources management Unit	Director in charge of Public Relations and internal resources manageme	* Supervising human, material and financial resources management * Coordinating elaboration of sectoral policies and strategies of the Ministry * Developing and promoting working relations with the Ministry		Bachelor's degree in management, Economics, Education, Social sciences with 5 years of experience in education or in public	Bachelor's degree in management with 8 years of experience in the Rwandan administration	The profile of the holder of the post corresponds to required qualifications. Since the organizational structure dates from April 2004, there are some attributions that are not performed by some posts. This is the case for " coordinating the elaboration of sectoral policies and strategies of the Ministry"

	nt Unit	having finances in his attributions *Coordinating elaboration of the budget of the Ministry and controlling its execution *Evaluating the performance of personnel of the Unit *Coordinating the evaluation of the performance of the Ministry personnel *Putting in place mechanisms to promote actions aiming to modernize services in collaboration with professionals		administration+ fluency in English and French		that can not be done by the Director of Public Relations and internal resources management Unit
Director of Planning, policy and capacity building Unit	Director of Planning, policy and capacity building Unit	* Coordinating elaboration of sectoral policies and strategies of the Ministry * Coordinating and planning implementation of programs and projects of the ministry *consolidating the action plan of the Ministry *Developing and keeping working relations with the Ministry having the economic planning in his attributions and other institutions specialized in statistical data processing *Assessing personnel performance of the Unit		Bachelor's degree in Sports, History, Social Sciences, Arts, Education, Planning, Economics, management, or Public finances, with 5 years of experience as a manager in the public or private sector	Vacant	Required qualifications are much diversified. It is not possible to have such qualifications. This is why the post has been vacant for three years.
ICT	ICT Director			Bachelor's degree in computer sciences + 3 years of experience as a programmer or a network manager	Master's degree: Airport planning and management	Since the unit did not exist before 2004, its attributions do not exist in the organizational structure.

ANNEX 10: ANALYSIS OF OFFICE TOOLS OF THE MINISTRY:

Structure	Photocopiers	Overhead projectors	Binding machines	comments
Office of the Minister	1	0	0	Since the two photocopiers of the MIJESPOC are in offices of high authorities and machines are not connected to the network, the work of technicians is not facilitated.
Secretary General	1	0	0	
Finance and Internal Resources management Unit	0	0	0	
Planning, policy and capacity building Unit	0	0	0	
ICT Unit	0	0	0	

ANNEX 11: WORK NEEDED TO IMPLEMENT NEW HRM PROCEDURES

The new management procedures are currently validated at the technical level by a sample of users. To be applicable, they need to be validated by political authorities who should make them a rule for Human Resources management respected by all actors of HRM of the State.

Then the implementation of new procedures must be preceded by training for all users through a process controlled jointly by MIFOTRA and MINALOC.

Finally, procedures must be maintained to take into account any possible changes in working methods either to improve their efficiency and reliability or to take into account new management methods (computerization, process integration, administrative restructuring, change of management rules (statutes, etc..)
To achieve this, it is proposed to proceed as follows:

- Organization of a workshop to present and validate procedures for main ministers concerned: MIFOTRA, MINALOC, MINECOFIN, MOH, MINEDUC… and the main public institutions concerned;

- Presentation of the project to the Prime Minister Office to decide on implementation through a regulatory text.

- Selecting trainers of trainers in each of the administrations concerned and training of the trainers in these new procedures.

- Creation of a new structure in charge of maintaining procedures within MIFOTRA;

- Training of personnel managers involved in all Public Institutions and Administration;

- Decision on implementation of new procedures;

- Creation of a special inspection to verify the application of procedures in the Administration.

ANNEX 12: CONTENT OF TIME MANAGEMENT TRAINING

Paradox of time
  Time on a clock
  Time in nature
  Time spent
  Psychological time
  Others' time
Time management rules
  Pareto's law: the rule of 20 / 80
  Parkinson's law
  Carlson's law (Professor Sune Carlson, Sweddish)
  Illich's law
  Fraisse's law (Paul Fraisse, French psychologist)
  Zeigarnik effect
  Douglas's law
  Ecclesiastes
  Murphy's law
Time management advantages
How to best control one's time
Self-evaluation
  How do you currently manage your time
  Self-evaluation : How do you lose time?
  Self -evaluation : Do you tend to postpone things until the following day ?
  Self -evaluation : Are you perfectionist ?
How to improve one's organization system
Time management principles
  A. Definition of the purpose of your work
  B. Definition of your objectives
  C. Action plan development
  D. The logbook or diary
  E. Planning
  F. Filing in order of priority
  G. Documentation management.
  H. Use of telephone
  I. Meetings
  J. Delegation
  K. Main obstacles to organization
  L. Research and information management: brainstorming
  M. Self-discipline