



MINISTRY OF PUBLIC SERVICE AND LABOUR

Functional Review of MININTER

Draft Report



PRELIMINARY NOTE

Project Name: Functional Reviews in 16 Public Institutions

This report is the result of a team work in which the executives of the Ministry of the internal security particularly the Secretary General, the Director of Planning, policies and cooperation 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.

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INTRODUCTION

This study concerns the functional review following a range of reforms that were undertaken after the year 2000. It covers several areas such as missions and functions, organizational structure, linkages between planning documents and policy documents. It also focused on operational aspect with a bid to analyse management tools, documentation management, time management, the use of ICT and the system of internal and external communication.

MININTER

The Ministry of internal Security is the Ministry that provides service to the population and whose activities are implemented by agencies and Districts in the framework of decentralization.

The Budget of the MININTER is part of Micro economic sector of Good governance.

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

MININTER was created by the Cabinet of 08/02/1999. Missions, responsibilities and organization of MININTER were determined by the Decree of the Prime Minister N°20/03/2001 establishing organization and responsibilities of the internal security

At its creation, MININTER had 78 posts, 13 divisions, 4 directorates but in 2002 and 2003 the structure of MININTER was slightly increased to 81 posts distributed in 16 divisions, 4 directorates, the office of the Secretary General as well as the Office of the Minister

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.

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.

Following this reform, divisions were cancelled and units were created to replace directorates. In addition, in order to put in place more efficient administration, execution posts were replaced, in most cases, by the positions of professionals who are responsible for developing sectoral policies. At the same time, public service delivery was transferred to Districts, specialized agencies and the private sector partners. In this context, MININTER personnel were reduced from 81 posts to 32 posts. Following the 2004 administrative reform, it remained with 4 units including 2 operational units and the unit of prisons inclusive.

Currently, MININTER remains with 3 units only including 1 operational unit and 1 support units

POLITICAL, LEGAL AND REGULATORY ENVIRONMENT¹

1. The general policy document, Vision 2020 from November 2002, sets direction of Government policy up until 2020 and serves as a fundamental document for the development of sector policies.
2. The Economic Development and Poverty Reduction Strategy (EDPRS) aims to implement Vision 2020. Developed in July 2007, this document presents the strategy for implementing the government policy as set by Vision 2020 for the five years from 2008 to 2012. It is a strategic document which has received the approval of international donors who work together on its implementation.
3. The Government's 7 year programme was presented to the two parliamentary chambers on the 7th November 2003. It sets out the 4 principle axes for government work for the period covered by the legislation (2003-2010):
 - Good Governance
 - Justice
 - An economy built on nature and the resources of the country, and on the population itself
 - The well-being of each Rwandan citizen.
4. The MININTER action falls under complementary objectives set by the Economic Development Poverty Reduction Strategy Paper

The policy on internal security is in the process of elaboration. The policy is in line with the following policy documents:

5. The policy framework for the Reform of Public Service developed in 2002, which sets out the government policy on Institutional Reform.
6. Law n°08/2006 of 24/02/2002 establishing organization and functioning of districts.
7. The strategy for the implementation of the programme for re-structuring and transforming the Rwandan Public Administration developed in 2004 to apply the Reform Policy Framework. It sets out the direction for the reform in the following way:
 - Review the role of the State with a view to decentralisation of the powers and development of partnerships :
 1. Revision of the missions of various government institutions
 2. Overhaul of the structure of institutions, in coherence with newly decentralised missions and powers
 3. Development of the partnership between the public sector, private sector and civil society
 - Improve the suitability of missions and increase the professionalism of public agents :
 1. Skills and Performance improvement;
 2. Remuneration of jobs and measures for performance based rewards for public servants;
 3. Promotion of an ethical culture in favor of public welfare.
 - Modernise the management of institutions and develop strategic systems and management tools:
 1. Development and standardisation of manuals, guides and legal texts that are linked to administrative management

¹ Annex 1: Regulations
13/11/2008

2. Improvement of human resource management
3. Implementation of Information and Communication Technology

8. The Statute of the Public Service developed in 2002 and which is still in force at present. A proposed new statute which takes into account the objectives of the Reform – including the implementation of a job-based public service and remuneration based on performance - is currently being reviewed by the National Assembly.
9. The Labour Code which was approved in 2003 that governs the employment of contractors
10. The Prime Minister Decree N°20/03/2001 establishing organization and responsibilities of the Ministry of the internal security

AREAS OF ANALYSIS

The functional review of the Ministry of Internal Security should be focused on all aspects of its functioning both in terms of its strategies, action plans, mandate and structure as well as the functioning of its units.

1. Structure and Organization

- Missions and Attributions of the Ministry need to be examined in terms of their relation to the Policy Framework of the Government and how clearly each is defined for the relevant units;
- The Structure and Organization of the Ministry should allow it to fulfill its missions and manage its operations and resources;
- The method of development and respect of Strategic Plans and Action Plans which are a reflection of the ability of the Ministry to fulfill its mission;
- The system for monitoring the performance of the institution which allows the Government to monitor the implementation of its policy and to make possible adjustments to the work of the Ministry in charge of the concerned sector in the event of difficulties in the implementation of the action plans

2. Resources of the Ministry

- Human Resources that are the engine of the administrative work;
- Material and Financial resources which are necessary fuel for the functioning of the administration;

3. Structure and functioning of the information system

- Information processing tools (including archiving systems and access to information)
- Management procedures
- Documentation management (including archiving system and access to information) that is the one of basic tools of administrative work
- Internal and external communication systems (courier, telephone (mobile, fixed, IP), messaging, etc.) without them the administrative work cannot be done.
- Time management (diaries management, sharing plans, meeting management, etc.) which is the main source of productivity improvements in administrative work.

The analysis was carried out in two phases:

- The diagnosis which identifies dysfunctions and problems related to the Ministry organization;
- Development of recommendations of two types:
 - Objectives for improvements and the methodology to achieve each;

- Proposals for concrete solutions wherever possible.

DIAGNOSTIC ANALYSIS

STRUCTURE AND ORGANIZATION

MISSIONS AND TTRIBUTIONS

The missions of the MININTER were determined to directly implement the Government General Policy Paper “Vision 2020”.

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

- a) Supervise elaboration, monitoring and evaluation activities of the National policies on security and maintenance of the public order;
- b) Supervise and coordinate organs in charge of security and maintenance of public order;
- c) Initiate and develop programs aiming at capacity building and make professional the police and prison personnel;
- d) Mobilize partners and necessary resources in order to maintain national security.

In the Prime Minister Decree N°20/03/2001 establishing organization and responsibilities of the Ministry of Internal Security, its mission is defined as follows:

- Initiate and develop policies and programs promoting public order and public security on the entire national territory;
- Supervise institutions and organs in charge of maintaining public security, particularly the National Police and the prisons services

Critical analysis²

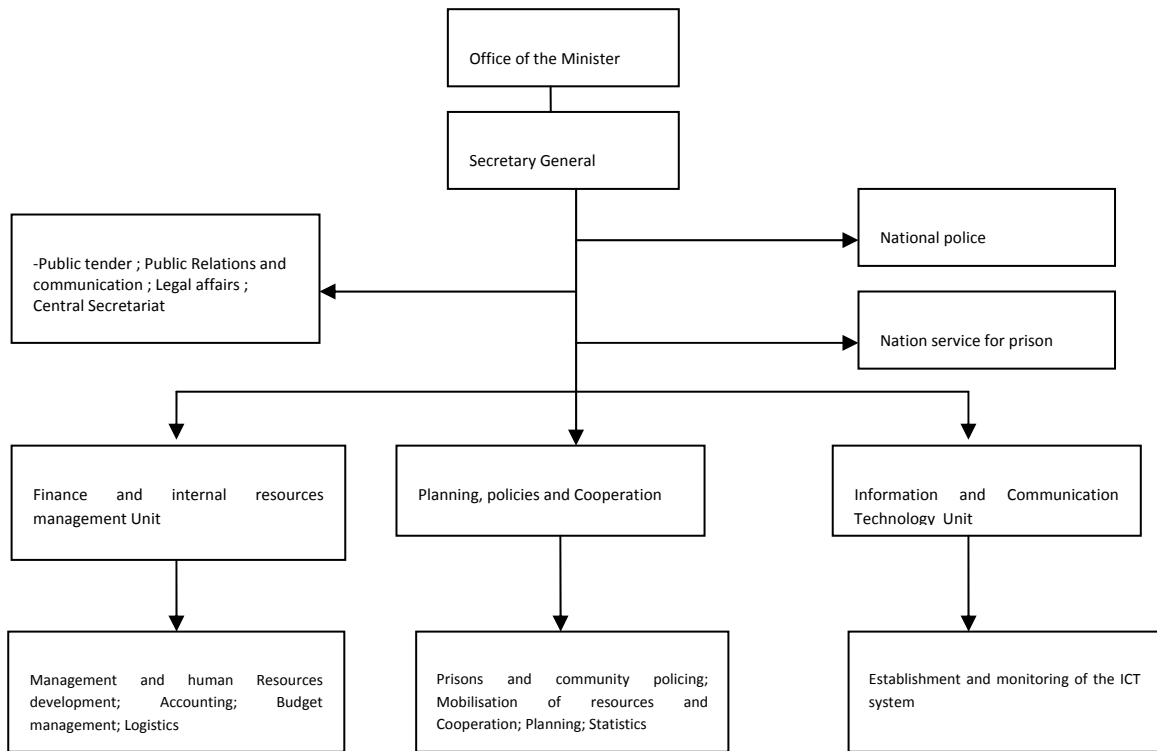
It is noteworthy that the missions of the Ministry of Internal Security are not defined in the Prime Minister Decree N°20/03 of 16/03/2001 establishing organization and attributions of the Ministry of internal security. The tasks are found in the Organizational structure though it should not be its role. This embryonic definition of tasks for all posts can be considered as a brief definition of tasks in the related structure.

The missions of Ministries are in line with EDPRS objectives.

² Annex 2 : Missions and Functions of the Ministry
13/11/2008

STRUCTURE AND ORGANIZATION OF THE MINISTRY

The MININTER structure that has not been defined in any text is presented as follows³ :



The MININTER structure is composed of support units and operational agencies (the National police, the National Service for Prisons) and two support units.

The MININTER provided material means to the two agencies on one hand, to ensure implementation of the public tender procedure for the national service of prisons and the police, on the other hand by mobilizing international and national partners on public security.

The National Service for prisons works in close collaboration with prisons in different districts. It is closer to local authorities. Public tender award for prisons is the task of districts since they are responsible for management of targeted funds transfers allocated to prisons.

Normally, the ICT unit has the role of promoting computer skills and communication within the Ministry.

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

³ Annex 3 : description of human resources as described in the structure
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There are 2 agencies under MININTER supervision:

- The National Police
- The National Service for Prisons

Critical analysis :

The current MININTER structure has never been defined in a legal text and its tasks have never been specified anywhere other than in the Organizational structure in which posts are defined. This situation runs the risk in the long term of generating conflicts in the structure.

The MININTER is in charge of implementing the internal security policy of which activities are distributed by the Action Plan between the Unit of planning, Policy and Cooperation and Agencies under its supervision.

The Ministry ensures financial management control of the institutions under its supervision (the National police and the National Service for Prisons). Moreover, it coordinates the implementation of the internal security strategy with its external partners and particularly with private security companies.

Nevertheless, working procedures with organizations under its supervision and private sector partners that are not codified can partly be the possible cause of malfunction of collaboration between MININTER and the partners of the sector.

As a Unit, the ICT cannot easily play fully its role of modernizing the information system, communication and training of its users. In addition, it is not easy to see how a unit with only two members of staff can meet the need of a modern administration given the multitude of different ICT jobs which would normally be required to assist an organization in specific areas such as (Organization, Documentation, Networks, System, software development, etc...). Currently, the ICT structure of the Institutions does not ensure the sharing of skills and does not implement the common ICT policy in development, security, documentation management and the flow of information. In addition, its level of a directorate is justified only by the necessity of paying higher salary to a computer specialist whose salary on the market is higher compared to other civil servants having the similar education level in the public service.

Finally, at the level of designing, several computer specialties which normally should complement organization and method tasks in specific areas such as documentation management, procedures analysis, jobs and posts analysis, etc., shows that it is not easy for a unit with two staff members to meet needs of administration modernization.

LEADERSHIP OF THE INSTITUTION

At MININTER, the leadership structure is as follows:

- The leadership structure does not allow the proper functioning of the institution
- Management tasks are not delegated
- Applied procedures are very decentralized

Critical analysis

Lack of codified procedures and reflection on delegation of responsibilities results in significant concentration of responsibilities at the levels of Units and Office of the Secretary General.

POLICY, STRATEGIC PLAN AND ACTION PLANS

GOVERNMENT POLICY AND SECTORAL POLICY

The Government policy as regards to the internal security is stated in Vision 2020.

The corresponding government strategy has been well defined in the Economic Development Poverty Reduction Strategy of 2007 (EDPRS).

Currently, the MININTER is developing a policy document that will be submitted to the cabinet before the end of 2008 as recommended by the EDPRS.

Critical analysis⁴ :

The sectoral strategy document of MININTER that was drafted in 2005, could not take into account all the objectives defined in the EDPRS whose latest drafting dates from 2007. Therefore, it is necessary to update sectoral strategies. The updating will be done through the policy document that is in the process of elaboration.

The EDPRS has multiple objectives and necessary programmes for protection of internal security of the country until 2012. All the objectives of the Ministry strategic plan are included in the EDPRS for the year 2008.

STRATEGIC PLANS AND ACTION PLANS

Sectoral strategies of 2005-2008 correspond to the definition of strategic objectives of the Ministry and to their priorities. They are clearly defined in objectives, strategies, programmes and sub-programmes.

The Strategic Plan is specific and has programmes and sub-programmes with a precise budget and objectives. It has four programmes that are managed by the Ministry and the agencies it supervises. Collaboration between MININTER and Districts in the implementation of sectoral strategies is ensured through the National Police and the National Services for Prisons.

The Annual action Plan is coherent compared to the Strategic Plan. It was formulated in conformity with MINECOFIN procedures and was clearly divided into sub-action plans for each unit and partner with clear definition of the role of each partner.

However, expected results from the Action Plan activities are sometimes confused with impacts whereas several deadlines are presented as periods but not due dates.

⁴ Annex 4 : analysis of links between the General Policy Documents of the Government and the strategy of the Institution
13/11/2008

Critical analysis:

The action plan of the Ministry is linked to its Strategic Plan but its results are confused with impacts and deadlines are confused with periods. Lack of schedule of due dates does not facilitate the mid-term assessment to readjust the planning.

The Action Plan does not have all procedure indicators for its monitoring and particularly a detailed implementation schedule, concrete results and the impact of achievements.

METHODOLOGY TO DEVELOP STRATEGIC PLANS AND ACTION PLANS⁵

The Strategic Plan and Action Plans are developed in collaboration with Agencies under the ministry supervision and other partners.

Each unit formulates its quarterly action plan basing on the Annual action plan.

The MININTER activities are decentralized and jointly managed by agencies under its supervision and the Districts. Currently, the activities are planned by Agencies under its supervision in collaboration with concerned Districts.

Critical analysis:

The work plan development process for MININTER respects the MINECOFIN procedure.

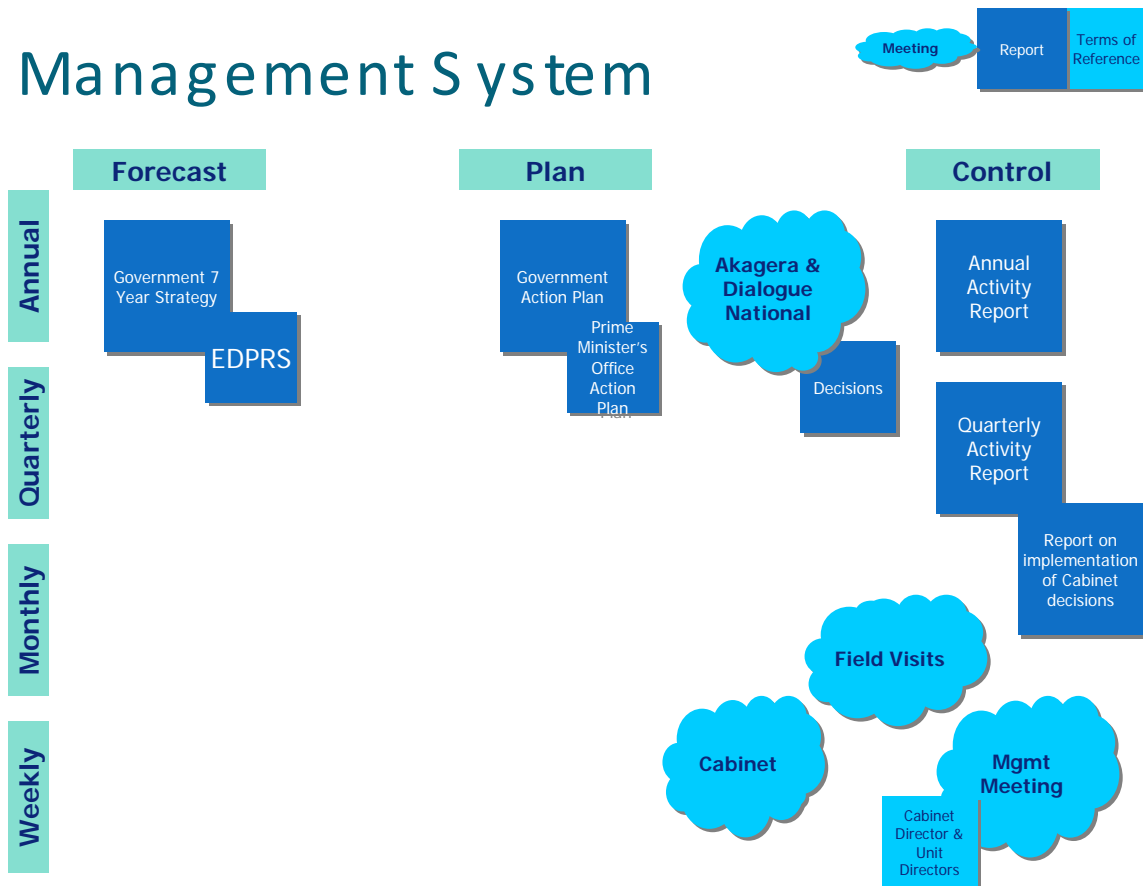
A SYSTEM OF MONITORING PERFORMANCE OF THE INSTITUTION AND RESPECT OF THE ACTION PLANS

A performance management system is made up of information, documents and meetings which allow for ongoing improvement of the performance of an organisation. It is essential that each element of the system be used at the right intervals to ensure that activities can be adjusted if necessary before it is too late to rectify a problem.

The following diagram shows all of the elements of the system currently in place and their frequency.

⁵ Annex 5:analysis of links between the strategy document and the action Plan
13/11/2008

Management System



The critical work of forecasting, planning and controlling results are carried out annually or quarterly. This situation is further reinforced by the fact that field visits to check the reality of the implementation of sector action plans are organised on an ad hoc basis and that the management meeting – which is supposed to be weekly – is not actually held regularly.

At the level of MININTER, performance evaluation has necessary elements to ensure efficient monitoring of the institution except tools which can measure the impact. Therefore, the current system allows for the implementation of almost the whole action plan. Thus, the budget was used at the rate of 98% in 2007.

The main elements of the current system are based on quarterly and annual reports that are submitted to the PMO and on the annual retreat held at Akagera where results for that action plan of the past year are assessed. In addition, the management meeting enables to assess the progress of weekly activities and readjust the Action plan.

Moreover, a performance evaluation system has been adopted by the Cabinet and will allow to rapidly fill possible gaps identified in the current system;

Critical analysis:

Quarterly and annual reports that are submitted to the PMO are used to see activities that were achieved or not instead of being at the same time reflection tools on Ministry performances and monitoring of activities.

In the context of the new sectoral strategy of the Public Administration, it is planned to put in place a new institutional performance evaluation system.

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

RESOURCES OF THE MINISTRY

HUMAN RESOURCES

DEMOTIVATED HUMAN RESOURCES

- **A transitory system of remuneration which does not reward abilities, performance or the quantity of work:**

The system of remuneration in place in the Rwandan Public Service which is also applied to agents of the Central Administration at the MININTER was developed in 2004 and implemented at the start of 2006. It puts in place the system of remunerating jobs and put an end to the system of a career-based Public Service in which people were rewarded for their qualification and seniority. It includes 14 levels and 7 grades. Agents at the MININTER are mostly categorised between the levels 10 and 1.

To achieve a promotion from one level to another it is necessary for there to be a vacancy while to be promoted horizontally (from one grade to another), the civil servant must have at least 3 years of seniority at the same grade and have performed well in the former post.

- This new transitory system of remuneration is de-motivating because it does not take into account the seniority of agents. Although the majority of staff recognise that salaries increased significantly in 2006, they consider the current system is unfair because the experience that is required for increased productivity is not rewarded. As a result, an inexperienced member of staff can receive the same salary as one who has 20 years of experience, for the simple reason that their jobs are categorised at the same level.

- **Careers are not managed:**

The former statute of the Public Service was based on the careers of civil servants depending on his or her seniority in the corps and grading. This system can no longer operate in the new transitory system which links the remuneration of the agent to the post occupied and in which the notion of a corps has been removed.

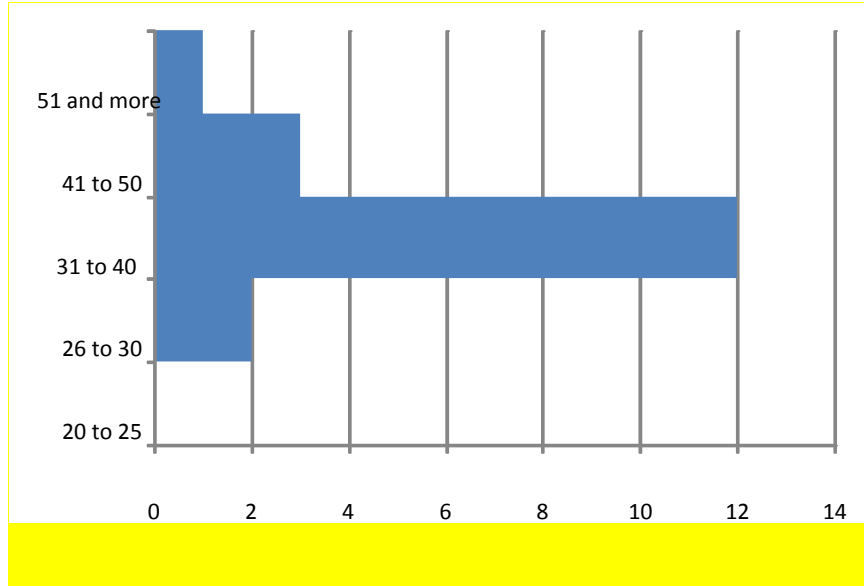
Given that a system for managing careers within the Administration has not yet been put in place (vacant posts are currently only available through external competition), the careers of agents are no longer management and so staff find themselves stuck in their post for an indeterminate period without a vision of how they will progress in the future.

- **The lack of delegation of responsibility increases the sense of not having any responsibility among professionals :**

For managerial staff that is responsible for implementing activities that are fundamental to the Ministry of Internal Security, the fact that they are not able to take a decision at any level is a real factor in their de-motivation.

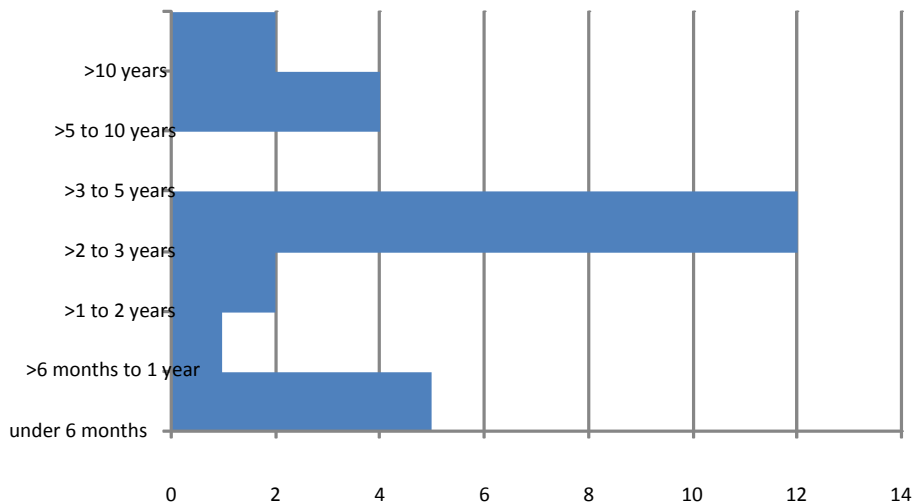
- **Human resources are young without enough experience in their posts**

The age pyramid of professionals within the Ministry is presented as follows:



These senior staff, about 66 % of whom are under 40 years would expect to have a clear vision of their career given that they all have at least 20 years of service to the State before their retreat.

However, analysis of the seniority of professionals in their post can be done using the following graph:



About 80 % of professionals within the ministry have been in their post for less than 3 years and 20 % for less than 6 months!

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Given this, for this category of managerial staff and in the absence of codified working procedures, it is impossible to delegate responsibilities to agents who have no experience and who are likely to leave the Administration as soon as a more attractive job is offered to them elsewhere. In addition, this situation takes up a lot of time of senior staff who constantly have to train new recruits.

It is important to note that from 2005 to 2007, 14 professionals left MININTER.

In the context of shortage of labour, the very important turnover of professionals of MININTER and its difficulty to fill the management vacant posts obviously shows that corresponding jobs are not much attractive.

THE MATCH BETWEEN HR AND NEEDS (ORGANIZATIONAL STRUCTURE)

Currently the MININTER does not have the right number of qualified agents to match its needs.

The young senior staff associated with the significant turnover is the major cause of losses of human resources. Indeed, an executive becomes entirely operational when they have a few years of experience. Likewise, when he benefits from professional training, he/she must use his/her acquisitions to the benefit of the administration service. Given this, the lack of career management and processes for rewarding human resources results in significant losses for the Administration, made worse by the COMBINED deterioration in its image on the job market.

- Staff who have been offered much training in the course of their job

Since 2005 professionals were offered a little training related to their jobs besides agents working in the Finance and Resources management who benefited from more professional training during the course of their jobs compared to the staff members working in the operational unit that is responsible for the sectoral policy.

REGULATIONS APPLICABLE TO CIVIL SERVANTS:

Currently the texts that cover state employees are obsolete or are no longer adapted to the current situation in terms of decentralisation and the decision by the Government to migrate to a job-based Public Service.

- The statute for civil servants currently in force is no longer adapted to the new Public Service
- The system of remuneration of civil servants is no longer adapted and today staff are paid on the basis of a transitory system which is not official and which is in no sense a management and motivation tool.

Critical Analysis:

At present there is no system for career management through posts and jobs and this situation is particularly demotivating.

Equally, the lack of regulations for managing human resource deprives managers of basic tools which are indispensable.

MATERIAL AND FINANCIAL RESOURCES

The MININTER has sufficient office equipment⁶.

Equally, the institution's budget mostly meets its needs.

Critical analysis:

The functioning problems at the MININTER are not related to lack of resources

STRUCTURE AND FUNCTIONING OF THE INFORMATION SYSTEM

Information is the main product of Administrative work.

Information is only useful if it is codified on a transferable support, for example:

- Talks between two people (code) waved though the air (support). Non transferable
- The word in a given language (code) recorded on a tape (support). Transferable
- The picture (code) drawn in software (support). Transferable
- The writing (code) on a piece of paper (support). Transferable

The information system of an administration is linked to the entirety of the procedures which allow information to circulate between various users, to be controlled, archived etc...

It is therefore essential to analyse the information system and its possible dysfunctions in detail.

INFORMATION AND COMPUTER MANAGEMENT SYSTEM

In a modern Administrative structure the ICT system is the support for the information system.

The MININTER has a complete ICT system which is recent and provides a very fast internet connection. All managerial staff are linked to the network and this is open to the exterior via the internet connection. There is no intranet network for the MININTER⁷.

There is a documentation policy and some improvement is underway:

- The systematic scanning of physical documents is underway in collaboration with the Justice sector

⁶ Annex 6 : analysis of office tools of the Ministry

⁷ Annex 7 : description of the computer system of the Ministry

- The documentation will be managed by the “Document Flow Management” that is in the process of development.

However, this tool is currently insufficiently and badly used:

1. Computers are often used as type writers. The lack of knowledge about the functions of the tools available, combined with the lack of standardisation of how information is dealt with and presented, results in only basic use of word processing and spreadsheet tools. This means that potential productivity gains - which would result from more efficient and complete use of the tools – are lost.
2. The MININTER computer network is better protected than elsewhere although there is much to do.

There is no policy on security and safety of the information system:

- Physical security (fire protection, protection against theft or accidental destruction etc...)
- Security against external intrusion due to internet access (management of firewalls, filters against abuse or excessive use, anti-virus etc...)
- Security and safety of data (protection of access to data, procedures for saving etc...) all the employees have CD R burner for saving data but the use is not frequent.

It is important to note that access to the Internet network is automatically filtered

3. Messaging tools or file transfers via the network are sufficiently used:
 - The use of modern communication tools has been spread in the Ministry (IP telephony of Skype, instant messaging, etc.)
 - Internal messaging “Exchange Server” will be installed in June 2008
 - However, the courier signature is very concentrated at the level of managers and remains manual
4. The main information support is paper:
5. Despite ICT equipment that is of a good standard, habits and the lack of thought given to the subject by the institution on policies means that the exchange of information is still extremely dependent on moving papers around although this is the method that is the most fragile and expensive to produce.
6. Paper support is still used by the Administration just so that manual signatures can be applied. It should be emphasised that manual signatures are not at all secure and in addition, signatures are often applied to documents for which there is very little risk of fraud (invitations to meetings, arranging meeting dates, passing on information, etc...)

Modern electronic signature tools (scanning a manual signature, digital fingerprint, encrypted signatures etc...) are in fact far more practical and far more secure.

The rational use of such tools, combined with the implementation of a policy on the exchange of ad hoc documents, would generate significant paper savings and facilitate work on electronic documents which is far easier to manage.

Critical analysis:

At the MININTER the information system in place is complete and modern. As it is, without additional investment, it allows for the implementation of the majority of the tools that the Office needs in order to modernise its information and communication systems.

However, specific thought must be given to define an actual security and safety policy for the ICT system (materials, network, and software) and for data.

In addition, effective use of office tools and of the network that are currently available to users via the ICT system requires adequate and targeted training for all staff.

MANAGEMENT PROCEDURES

Except for specific procedures in the budget and public tender codes preparation, management processes of the Ministry are not codified in formal manuals.

At the MININTER the situation is as follows:

1. Human Resources Procedures:

There are not formal procedures. Some practices have been developed in order to implement current administrative rules but these are not codified in a specific guide.

Instead of a manual for human resource management, MNINTER uses:

- A holiday request form
- An absence form
- A salary modification form
- A salary confirmation form
- A salary cancellation form;

2. Financial management Procedures:

The only reference document used for financial management is the financial and accounting procedures manual produced by the Ministry for Finance and Economic Planning (MINECOFIN) in 2001.

3. Correspondence Management⁸ :

The MININTER has recording and follow up software for courier that is partly operational. Nevertheless, there is no formal courier management system at MININTER courier management is done in the following way:

The incoming mail is registered at the Central Secretariat, transferred to the Secretary General and forwarded to the technical units. Confidential mails are first and foremost identified by the Central Secretariat and directly handed in enclosed envelopes either to the Private Secretary or the Administrative Assistant of the Minister. The urgent mails are also immediately forwarded to the in in question by the Secretary General.

Outgoing correspondence is delivered in 2 different ways:

⁸ Annex 8 : description of communication tools
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- Electronic mail;
- Fax;
- Normal national couriers are transported by a private courier company.

The couriers signed by the SG are registered at the Central Secretariat. The couriers signed by the State Minister or by the Minister are immediately recorded at the level of offices in question.

This traditional procedure is not described in any specific manual.

Critical analysis:

The procedures currently applied are only practices that are passed on orally from one employee to another.

This situation is particularly dangerous because each transmission to a new user can result in the deterioration of the procedure and the loss of the *raison d'être* for certain tasks.

Equally, it is difficult to re-work procedures when systems are modernised, or structures are changed or administrative functioning is changed (for example with decentralisation). Improving procedures which are not captured anywhere runs the risk of not taking into account certain essential tasks.

DOCUMENT MANAGEMENT

MININTER has a documentation policy. Most of the documents are electronic and electronic documents are shared by users. The systematic scanning of hard copy documents related to the justice sector is underway and the documentation will be managed by "Document Flow Management" that is under the development process.

However, there is no real standard rule for filing and labelling of these documents specifically which would help subsequent searches. When documents are filed, it is according to the system of the person who has created the document and on his or her machine using his or her own logic.

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

Given this, documents which need to be used by several people are printed on paper and filed in the traditional paper filing system.

Security and safety of documents is not assured, likewise fire protection for archives has not been planned and access to documents is not protected. There is no specific policy for this.

Searching for documents is disorganised and documents are not shared on the network.

Critical analysis:

Information is the main product of the MININTER. Its documentation is its “business”. This documentation has no real value only if it is not protected, managed and accessible. Currently, the documentation management of the Ministry is in the improvement process.

SYSTEM OF INTERNAL AND EXTERNAL COMMUNICATION

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

- Weekly management meeting has been replaced by periodic management meetings held on a regular basis;
- Personal mobile telephones are the main tool for communicating over a distance;
- E-mails from private email addresses are used for work purposes.
- Group mails and messaging (skype...)

The external communication system depends on the following tools:

- Traditional paper mail
- Communication« Group-mail » used by the SG with colleagues from other institutions.
- e-mails from professional addresses
- Personal mobile phones
- Fixed phones
- Mail groups mail and messaging (skype,...)

Critical analysis⁹ :

Mobile phones are the communication system that is the most expensive, the least secure and the least easy to manage. Although it is the easiest method of communicating, it has resulted in the loss of filters such as the service provided by a secretary which allowed urgent and non-urgent calls to be managed and for communications to be prioritised.

Mobile phones forces a person to spend their time managing other people's urgent problems to the detriment of his or her own priorities. The same phenomenon occurs when office visitors are not controlled.

It is therefore necessary to prioritise communication tools which allow the user to manage his or her time and to prioritise tools which are the least expensive.

These would be easy to implement at the MININTER. Their rational and efficient use assumes users have a rigorous discipline and that they have benefited from sufficient training.

TIME MANAGEMENT

Given the constraints on human resource numbers which are imposed by the draconian necessity to control the wage bill, productivity gains are an absolutely necessity.

Currently, the executives of the MININTER manage their time well; however, they should use modern time management tools. This situation is partly due to lack of use of tools to manage the time and partly because of a lack of discipline when faced with supposedly urgent.

Critical Analysis:

Time management is a factor of comfort and efficiency in the work of the staff of an Administration. It is also an important source of improvements in productivity.

Effective time management depends on the implementation and use of tools and specific procedures and the respect of a rigorous discipline.

At the MININTER, given the obligation to maintain the current number of staff, it should be an important method of improving the quality of work and the comfort of agents.

⁹ Annexe 5.2 : Description of communication tools
13/11/2008

RECOMMENDATIONS

FUNDAMENTAL PRINCIPLES

The decision taken in 2004/2005 to reduce the number of staff in the Administration accompanied by the restructuring were decisions that were essential and irrevocable and which have allowed for the rehabilitation of the public service in Rwanda.

These actions nonetheless rendered obsolete the principle management rules and systems.

The proposals for reform should allow the Administration to better function and to rehabilitate management systems, without fundamentally questioning the process which has been undertaken.

REFORM THE STRUCTURE AND THE ORGANIZATION OF THE MINISTRY

THE STRUCTURE OF THE MINISTRY MUST BE CHANGED AND MISSIONS MUST BE OFFICIALLY DEFINED

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

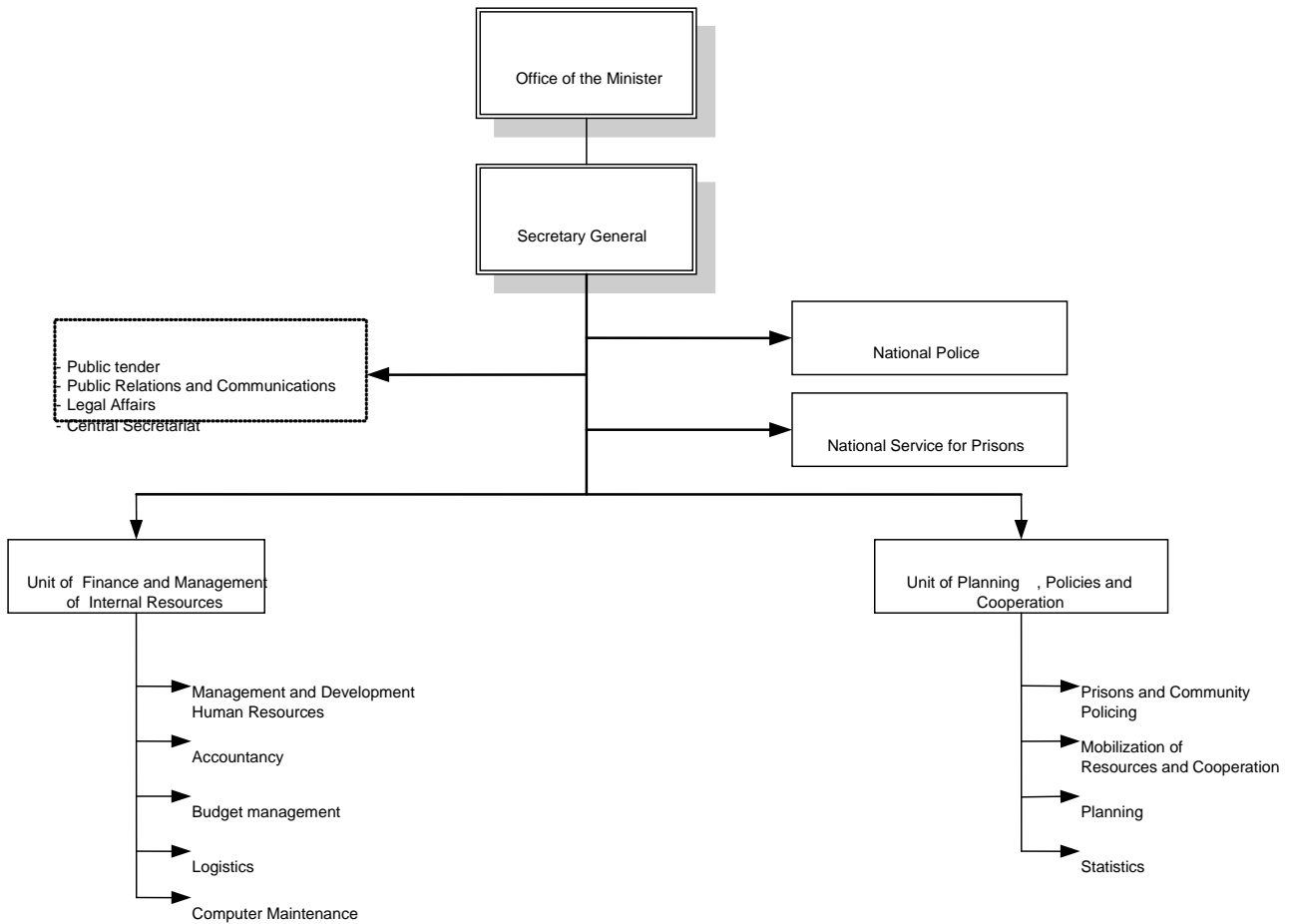
Given this, the proposition was to assign computer design of work related to organization and computer method to "Service Company" shared by all the institutions and regrouping high specialized specialists able to design and put in place complete integrated systems.

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

The support functions are concentrated in the Unit of Internal Management Resources in charge of administration functions.

The planning unit is in charge of sectoral coordination and support to the implementation of the sectoral policy.

The proposed structure is shaped as follows:



The structure and missions of the ministry must be updated by a decree or an order and attributions by a ministerial order.

REFORM THE LEADERSHIP MODE OF THE INSTITUTION

As we have earlier mentioned it in the diagnostic analysis, responsibilities are concentrated to the Minister and the Secretary General.

Thus, the execution personnel feel that they have no responsibility vis-à-vis the institution.

To cope with this situation, it is proposed to establish coherent and permanent delegation of responsibilities to heads of units and professionals in charge of operational functions basing on nature of activities and risks.

It is obvious that this delegation must be concomitant with establishment of performance contract up to the operational level and with a precise evaluation system based on indicators of respect of the schedule, results and a real impact.

Moreover, the codification procedures will enable a more serious functioning mode at all levels and a better time organization that must aim at improving productivity of personnel in order to enable them to implement their performance contract.

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

In order to strengthen coherence in the strategic plan, it is necessary to involve Administration partners and Districts in the preparation of the strategy.

In addition, a format of the strategy document should allow the breakdown of objectives into sub-objectives on the other hand, the systematic connection to the EDPRS. Finally, the strategic plan must assess the impact indicators for each sub objective.

EVALUATION OF PERFORMANCE FOR BETTER RESPECT OF THE ACTION PLANS

The important condition to ensure compliance with action plans is to put in place a monitoring system of achievements and evaluation of effective performance.

The indicators of action plans that will allow the assessment and actual monitoring of the implementation of the action plan should be developed in consultation with all involved actors. In addition, indicators must be realistic and allow continuous monitoring throughout the implementation of the action. Finally, impact indicators are essential because they will allow monitoring the relevance of the action taken.

The monitoring and evaluation procedure that must be defined should aim at the continuous readjustment of actions, including actions implemented by partners or Districts. In the event of unexpected errors in achievements, it will be necessary to quickly undertake the process of corrective actions to avoid high losses in resources and the budget.

Respect for these principles necessary for monitoring of the implementation of action plans should be ensure:

- On the one hand, the definition of specific indicators in collaboration with all actors involved
- On the other hand, putting in place an accurate process of standard reporting that will enable the systematic analysis of indicators according to a specific schedule for each action

The assessment should be positive and allow any questioning of programs and priorities as well as the revision of the strategy if necessary.

Performance Assessment System which was approved by the Cabinet and that will be set up soon should solve the problems in part.

Besides, it is necessary to reform the public tender procedure so that it is not a factor for delay in implementing the budget, thus enabling respecting for the implementation of action plans while preserving security and clarity the tender award process.

REHABILITATE AND REDEEM THE STATE HUMAN RESOURCES

MATCHING HR TO NEEDS

The senior management positions should normally be held by employees who have vocation to work in the public service. In addition, the majority of management positions require skills that can be acquired only through experience.

It is in the interest of the administration to keep its employees spurred by a sense of the State and having acquired a sequence of complementary experiences in their working areas. These objectives can be achieved only through the establishment of comprehensive human resource management of the State (see the paragraph above).

In the first stage a number of measures should help address some problems, therefore it should be pertinent to:

- Define work positions described in the Organizational structure basing on criteria such as the kind of the task, workload, competence, experience and capacity;
- Carry out recruitment and staff turnover basing on criteria of competence and capabilities
- Organize mutual training activities among institutions in order to allow the organization of inter-agency specialized training;

It is crucial to note that motivation of employees is not only based on their salaries. It actually implies several components:

- Technical interest of the post
- The ease with which you perform your tasks
- The level of responsibility you are given
- Recognizing the work done
- Job security
- Training granted
- The impartiality of the evaluation system
- The clarity of evolution in positions of the administration

This is the implementation of a system that will allow the implementation of all these principles which will enable the administration to have attracted, faithful and effective human resources.

QUICKLY PUT IN PLACE ALL OF THE TOOLS FOR EFFECTIVE MANAGEMENT OF THE STATE'S HUMAN RESOURCES

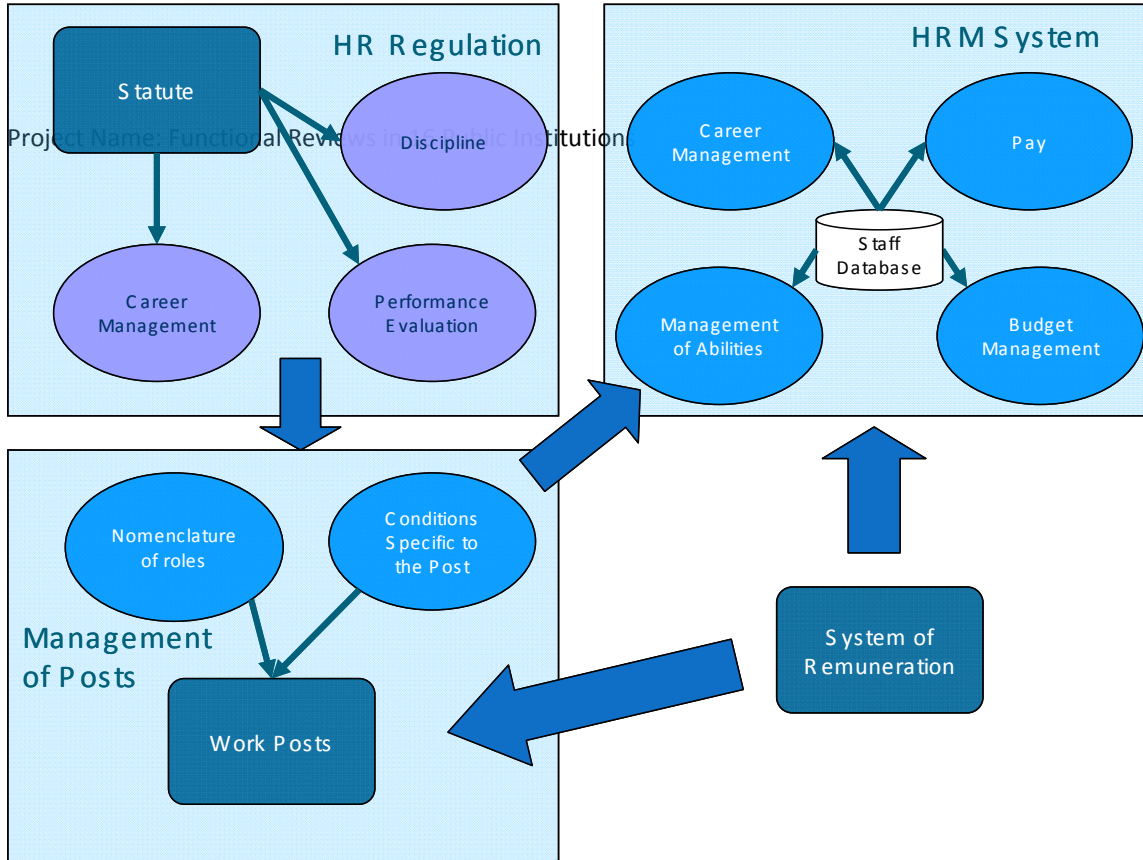
To have tools that will enable it to ensure stability of the public administration and its independence vis-à-vis the politician. The Administration has an urgent need for tools which will allow it to:

- Ensure an effective match between its needs and the human resources available to it
- Have tools for motivating staff which will allow it to manage them more effectively and to ensure the quality of staff
- Plan for the demographic evolution of its staff and the evolution of its needs in terms of quantity and quality in order to maintain the best possible match between needs and staff
- Have tools which allow it to ensure the stability of the public Administration and its independence from politics

To achieve this, it is important to quickly complete the reform of the public service that is already underway, and in particular:

- To finalise the Statute of the Public Service and the possible special statutes which are related to it and which detail :
 - The rights and the obligations of civil servants which ensure their independence vis-à-vis politics
 - Confirm that the Public Service is a job-based public service in which posts are qualified by the role and specific conditions for carrying out that role
 - Rules for career management which - within the context of a job-based public service – should allow a person to progress through the hierarchy depending on his or her experience, abilities, capacity and performance.
- To put in place nomenclature of roles, qualified by their characteristics in terms of abilities and necessary experience and positioned in relation to others
- To create a directory of posts characterised by the role and the specific conditions for carrying out the role in the post
- To design a system of remuneration attached to the post which takes into account the role, the specific conditions attached to the role, experience acquired in the post and the performance of the agent
- To implement the performance management system which is under examination for approval by the Cabinet and which should be implemented in 2008
- To put in place a system for human resource management for the State based on a single database, secure procedures and an ICT network which helps managers and decision-makers and which will enable to:
 - Ensure the right tools are available to improve the stability of the public service
 - Plan for demographic evolution of staff and the evolution of needs in terms of both quantity and quality
 - Ensure an effective match between human resource needs and existing staff and those to be recruited
 - Ensure tools are available to motivate staff

All of the necessary tools for Management of State Human Resources can be shown as follows:



It should be emphasized that if one of the tools is not operational the system as a whole cannot operate.

CAREER MECHANISM

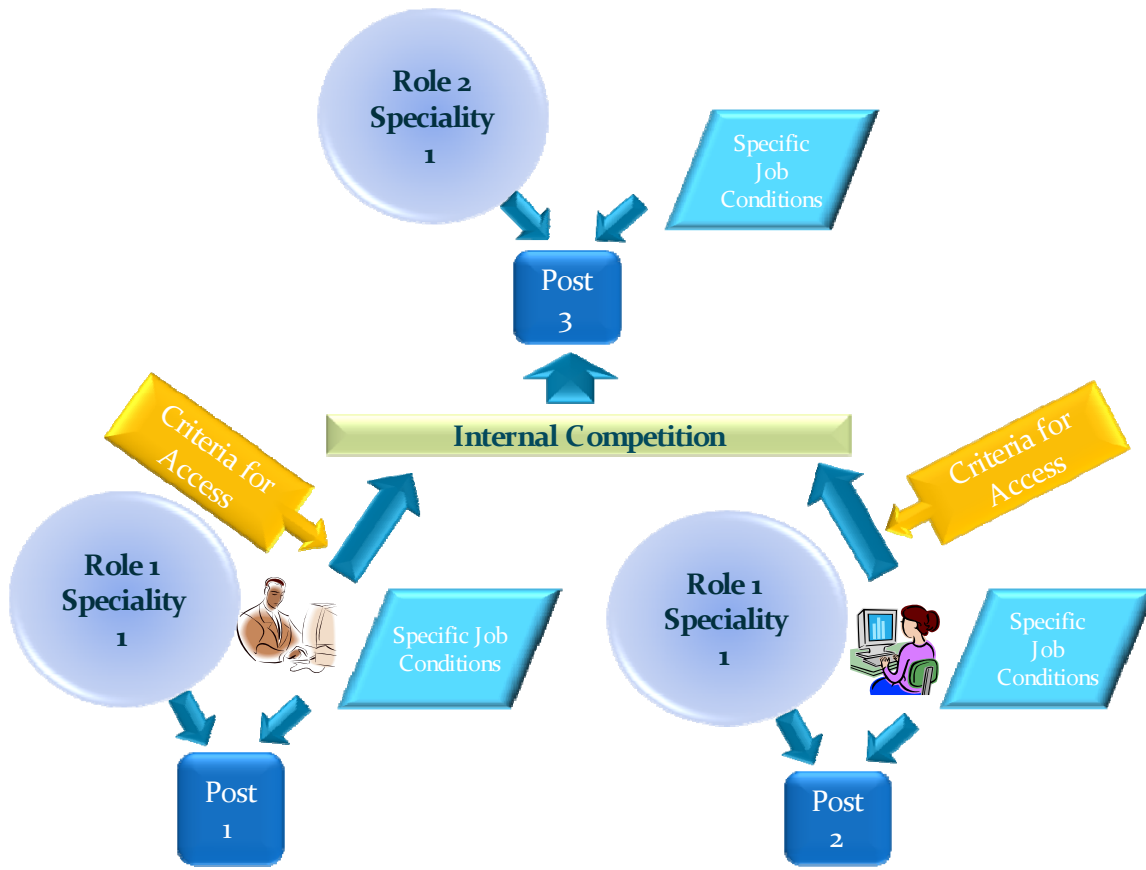
Increasing loyalty of managerial staff necessitates the implementation of a system of professional development which will allow staff to develop their career.

In a job-based public service such a career can only be achieved by ongoing promotion within the hierarchy of posts. Such a system depends on the following principles:

- Posts in the Administration are defined by roles which are categorised within the nomenclature of Administration roles and by conditions specific to the job
- Access to the role is defined by criteria based on ability and experience
- Access to a post which is a different role to the one previously carried out but which is the same type of role, is based on internal competition in order ensure professional development for the managerial staff of the institution. The right to compete in an internal competition is defined by:
 - Experience acquired in a post with the same type of role as that applied for
 - Satisfactory performance evaluation results

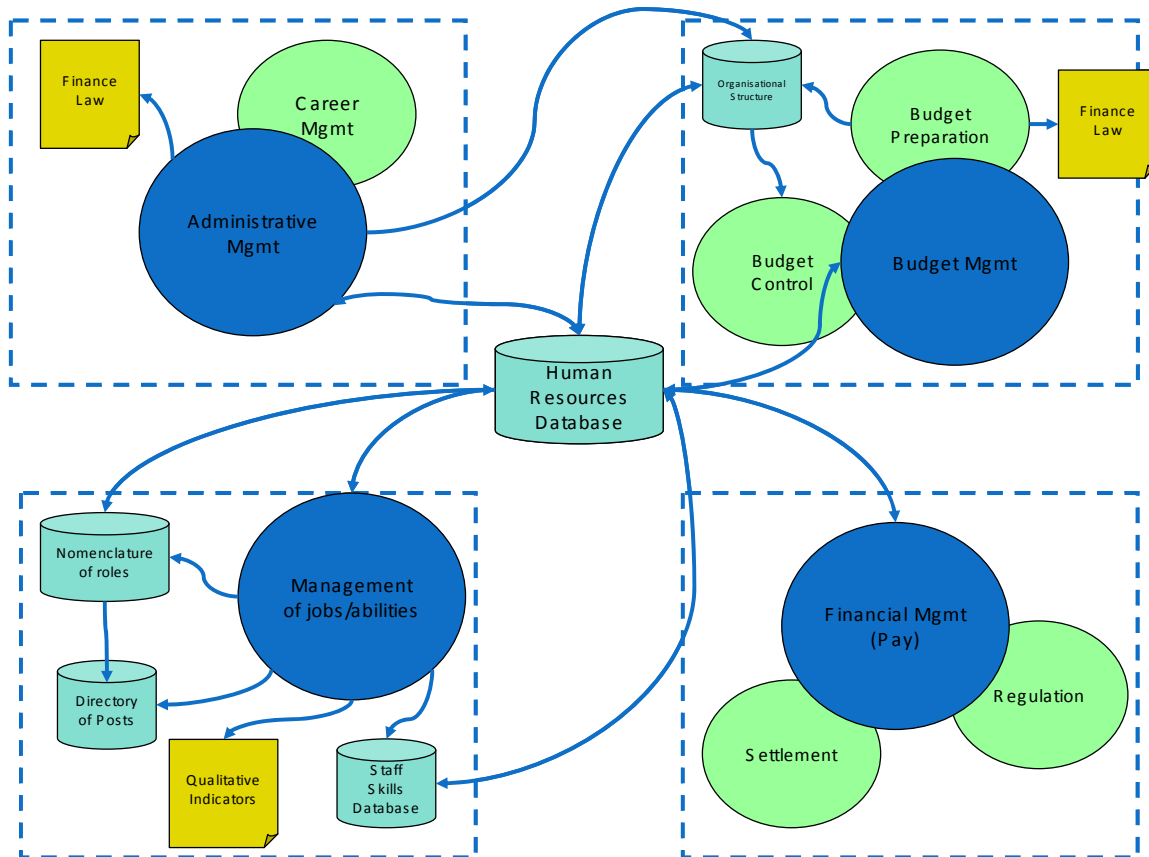
External competitions are organised only if the internal competition does not produce a successful candidate.

The mechanism for careers can be described as follows:

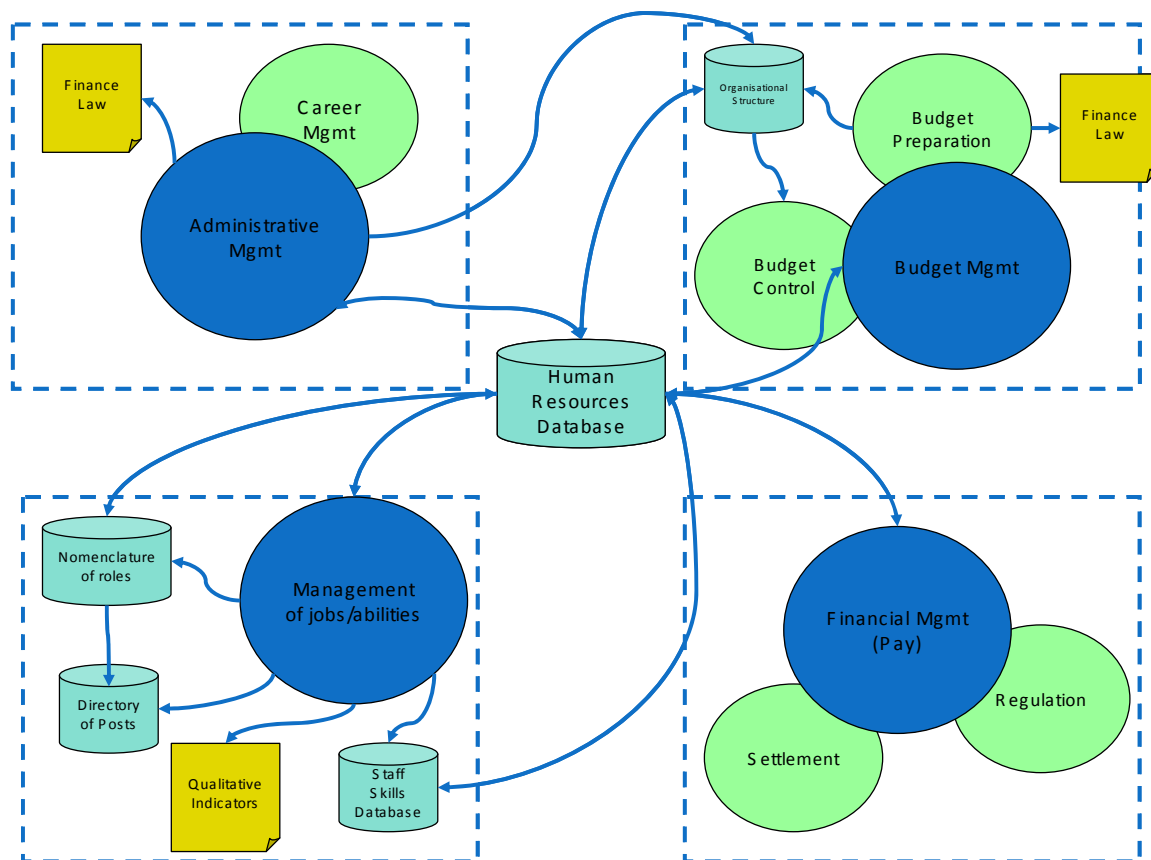


INTEGRATED HUMAN RESOURCES MANAGEMENT SYSTEM

The implementation of a new Human Resource Management System such as the one described below, implies the combined use of complex tools manipulated by various HR services and requires that a genuinely integrated management system be implemented based on a single and complete database.



General diagram of the HRM information system



General diagram of the HRM information system

This integrated HRM system can be represented as follows:

The system depends on the integration of all of the elements of HRM grouped around a single database which has to be fed at source by a specific collection of information, the specifications of which should take into account all of the information needs of the system.

REORGANISE AND MODERNISE THE INFORMATION SYSTEM, THE COMMUNICATION SYSTEM AND THE DOCUMENT MANAGEMENT SYSTEM

BUILD TECHNICAL COMPETENCE OF STAFF TO IMPROVE PRODUCTIVITY

Given the limit on the number and quality of human resources in the Administration, and taking into account other inviolable constraints such as the stabilisation of the salary bill, improvement in the productivity of staff is the most suitable solution for increasing the efficiency of the Ministry.

Although the computer tool of MININTER is correctly used, Improved use of ICT tools for dealing with information and for communicating should run alongside improvements in productivity and efficiency.

To achieve this, computer users need to be properly trained on the different uses of their tools especially in the following domains:

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- Advanced word processing
- Use of OLE functions (transferring graphics between different Microsoft Office tools)
- Saving
- Protection of documents
- Transfers to other users via the network
- Revision
- Instant messaging between users
- Use of Outlook diaries and sharing with other users
- Group mail
- etc.

Equally, managerial staff should be trained in management techniques, in particular:

- Team management
- Time management
- Effective meetings
- Evaluation methods
- Delegation
- Etc.

REORGANISE DOCUMENT MANAGEMENT

The majority of documents produced were created on the computers of individual staff at the Ministry. It is therefore created electronically.

Given this, the most obvious solution for management of documents involves installing a central documentation server which is accessible via the network and on which all documents are systematically and automatically stored.

The organisation of this store should meet certain norms.

Thus, the following should be associated with each document:

- Author's name;
- Subject;
- Key words to summarise its content (to assist in searches);
- Date of creation;
- For reports, a short summary.

Software packages for document management exist on the market and will allow the database to be effectively used if constructed in this way.

Of course, the rules of filing and access to documents need to be set out in a specification document in which the individual needs of the Ministry will be taken into account.

Document management should be the subject of a specific procedure manual.

ENSURE THE SECURITY OF INFORMATION SYSTEMS

An information system which is contained on a networked ICT system is particularly vulnerable if it is not protected by a security system which meets a specific policy.

Security and safety of ICT systems include two complementary components:

- Security and safety of materials and the network;
- Security and safety of data.

The concept of security covers the means put in place for the physical protection of an object (fire protection, destruction etc...)

The concept of safety covers the means of protecting access (filters, passwords, encryption etc...)

- Security of the electricity supply
- Security of materials
 - Security of the buildings, temperature control...
 - Fire security
 - Preventative saving in case of sabotage (external hard drive, safe)
 - Access to the network

Given the sensitivity of information that circulates on the network, a specific security strategy should be implemented:

The following security system is possible:

- Control over access to the network;
- Control over access to servers and individual workstations;
- Control over access to the document database;
- Control over access to various functions;
- Definition of the responsibilities of network Administrators and users;
- Internet access filters;
- Implementation of an automatic data saving system.

The establishment of an Intranet network for the MININTER would significantly ease the management of security and safety of the information system.

IMPROVE AND MODERNISE THE COMMUNICATION SYSTEM IN THE MINISTRY

Control of the use of mobile telephones and the implementation of a secure and controlled communication system requires a global view of needs and this can be achieved using a specifications document.

The communication system at the MININTER needs to be designed globally so that each type of interaction is held using the most appropriate tool (in terms of efficiency and efficacy) and the best procedure.

In general it is clear that priority should be given to the implementation of communications which depend on the following tools depending on the type of interaction:

- **Professional** mobile telephone for urgent communication which demands an immediate response
- IP telephony on a system which is used exclusively for professional reasons and which can replace fixed line telephones. This tool should be filtered by an assistant where possible
- Instant messages using a professional tool such as Microsoft Exchange which would allow management of communication on a network that is restricted to the Ministry (or to the administration...) (in the process of being put in place);
- Systematic use of email for sending written messages. Rules for use should be codified:
 - Style of contents of the messages depending on the recipient (use of Word templates)
 - Method of signature
 - Method of transferring attachments (reducing the size, type of file (PDF, Version of Word etc...))
 - Method of filing emails
- Traditional correspondence should be replaced wherever possible by electronic mail and attachments.

COFIDY AND PUT IN PLACE RULES FOR THE FUNCTIONING OF THE INSTITUTION AND MANAGEMENT PROCEDURES¹⁰

The rules of operation and procedures are guarantees of the security, safety and quality of the various tasks which contribute to the successful implementation of the Administration's missions.

This is why, it is essential that these rules and procedures should be developed according to the rules and principles of the institution and that they should be codified in a specific document so that they can be communicated and maintained.

At present only the procedures for the preparation of the budget are codified along with the procedures for personnel which are being validated at the MININTER.

All management procedures should be examined and codified:

- Correspondence management procedures should be modernised :
 - Put in place a computer application for monitoring of internal correspondence
 - Increase the transfer of electronic documents instead of using paper
 - Put in place a system for electronic signatures for Managerial staff of the Ministry
- Administration management procedures
- Document management procedures
- Procedures on how action and strategic plans are developed
- User guides
- Etc.

Each procedure that is identified should be analysed:

- Identify basic documents and information that form part of the procedure
- Establish which documents and which information is produced during the procedure and who is their recipient

¹⁰ Annex 9 : work necessary for the implementation of the HRM procedures
13/11/2008

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- Establish the successive steps of all the tasks which contribute to the successful completion of the procedure
- Identify the movement of information and those responsible for each task
- Put in place controls

Once the analysis is finished, maps showing each procedure are developed and the procedures manual can be written.

Following validation by the leadership of the institution and/or an inter-ministerial commission if the procedure concerns several administrations, manuals are published officially as a regulation.¹¹

REVIEW TIME MANAGEMENT ENTIRELY

Time management is an absolute necessity in order to achieve significant productivity gains in administrative work. The diagnostic analysis carried out showed that senior staff tend to spend their time on other people's urgent work rather than on their own planned work. In other words, they respond to problems that are imposed on them by replying to their mobile phones – over which they have no control – to the detriment of their own urgent work.

At the MININTER staff do not really use diaries and do not control the work they are doing, it is essential that an appropriate system for time management be put in place urgently.

Mastering time management requires the implementation of rigorous procedures and tools which are designed for each work situation:

1. A tool for planning meetings
2. Electronic diaries both for managing contacts as well as the calendar
3. Tools for sharing diaries with assistants and colleagues
4. Delegation of arranging meetings
5. Delegation of management responsibilities :
 - Delegation needs to be studied globally in order to identify which responsibilities can be delegated, to which post and the nature of the delegation (permanent or temporary);
 - Tasks that are identified can be listed and communicated to all via a memo from the Cabinet Director. Delegation of responsibilities is approved by the Ministry through a signed text and communicated to all concerned people.
6. Prioritise electronic correspondence over paper (using paper-based letter makes the process too long and complex)
7. Automatically filter internet connections to limit abuse during working hours
8. Prioritise communication tools which allow better control (instant messaging rather than mobile phones, email etc...)

These tools of course need to be used in combination with rigorous discipline around planning (managing priorities, rules on timing of meetings, delegating arranging meetings etc...)

The high number of meetings often has a very negative effect on a person's ability to work efficiently and is too often given priority over important work requiring thought and reflection.

In order to remedy this situation, the choice of attendees at each meeting should be formally defined by ensuring that only the staff who are genuinely affected by the contents of the meeting attend with the obligation to provide a report to others on the outcome of the meeting.

¹¹ annex10 : Methodology of the reform of the information system
13/11/2008

Improvements in time management, as with other reforms in the functioning of the Ministry Office should be set out in a specification document which is developed collaboratively by all managerial staff. Indeed, such a reform cannot ignore the cultural and practical constraints that are specific to the environment. Equally, specific training should be given to staff so that they have the means to change their habits.

ANNEXES

ANNEX 1 : REULATIONS

Reference text	Date of signature	object	Description	Situation : in force or not
The Prime Minister Decree No 20/03 of 16/03/2001 establishing organization and attributions of the Minister of the Internal Security	2005	Define missions and organization of the MININTER	Set out main missions of the MININTER its structures and responsibilities	In force
Sector strategy document 2005-2008	2005	Strategic plan of the MININTER	The document describes objectives, strategies, programs, sub programs, results and activities for the period of 2005-2008	In force
The Prime Minister Decree No 27/03 of 15/11/2007 establishing the structures, organization and organizational structures of Prisons and National Prisons Commission	2007	Define the organisation of prisons and the National Prisons Commission	Define the structures, organizations and organization structures of the Prisons and the National Prisons Commission	Not in force
Law No 09/2000 of 16/6/2000 establishing creation, general organization and competence of the National Police	2000	Define missions and establish organization and competence of the National Police	Establish the missions, structures and organization of the National Police	In force
Presidential Decree No 155/01 of 31/12/2002 establishing the statute governing the National Police	2003	Set conditions for recruitment and career within the National Police	Define conditions to join the Police, ranks, rights and duties of the policeman/woman promotion criteria, discipline, treatment and other advantages and modalities of suspension of work	In force

ANNEX 2: MISSIONS AND FUNCTIONS OF MINISTRIES

2.1 Description of missions and responsibilities according to official documents

Missions	Functions/ objectives	Responsible structure	Comments
Initiate and develop policies and programs to promote the public order on the entire national territory	<ul style="list-style-type: none"> * Supervise the evaluation of national policies and programs for security and public order maintenance; * Mobilize partners and necessary resources for national security maintenance 	<ul style="list-style-type: none"> *Planning, policies and Cooperation Unit *Finance and Internal Resources Management Unit 	In fact, the only operational Unit is that of Planning, Policies and Cooperation which is really responsible for the Missions of the Ministry. The finance unit is only involved in the formulation of sectoral policies and strategies of the Ministry
Supervise institutions and bodies in charge of keeping public order and security, particularly the National Police and the Prisons service	<ul style="list-style-type: none"> *Initiate and develop programs for capacity building and making the police and prisons staff more professional *Supervise and coordinate bodies in charge of keeping security and public order *Mobilize partners and necessary resources for keeping the national security 	<ul style="list-style-type: none"> *Planning, policies and cooperation Unit * Finance and internal Resources Management Unit 	

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

Missions	Responsibilities	Responsible structure	Comments
Initiate and develop policies and programs likely to promote public order and public security on the entire national territory	<ul style="list-style-type: none"> *Supervise the evaluation process of national policies and programs for security and public order maintenance; *Mobilize partners and necessary resources for the national security. 	<ul style="list-style-type: none"> *Planning, policies and cooperation Unit * Finance and internal Resources Management Unit 	* Written missions and functions are those that are really implemented by the MININTER personnel
Supervise the institutions and bodies in charge of keeping order and the public security particularly the National Police and the Prisons service	<ul style="list-style-type: none"> *Initiate and develop programs for capacity building and making the police and prisons staff more professional *Supervise and coordinate bodies in charge of keeping security and public order *Mobilize partners and necessary resources for keeping the national security 	<ul style="list-style-type: none"> *Planning, policies and cooperation Unit * Finance and internal Resources Management Unit 	

ANNEX 3 : DESCRIPTION OF HUMAN RESOURCES BY STRUCTURE

3.1 Distribution of staff according to the organisational structure

Office of the Minister	Staff			Contract staff	Consultants	Support personnel
	Director	Professionals	Execution			
Office of the Ministry	1	0	1	0	0	0
Secretary General	0	3	3	0	0	0
Planning, Policies and Cooperation	1	4	1	0	0	0
Finance and Internal Resources Management	1	4	0	0	0	0
ICT Unit	1	1		0	0	0
Prisons Unit	1	7	1	0	0	0
TOTAL	5	19	6	0	0	0

3.2 Distribution of staff in the structure:

Structure	Personnel		
	Director	Professional	Execution
Office of the Minister	1	0	1
Planning, Policies and Cooperation Unit	0	3	2
Finance, Internal Resources Management Unit	1	4	1
ICT Unit	1	4	0
ICT Unit	1	1	0
Prison Unit	1	7	1
TOTAL	5	19	5

ANNEX 4: ANALYSIS OF LINKS BETWEEN GENERAL POLICY DOCUMENTS OF THE GOVERNMENT AND THE INSTITUTIONAL STRATEGY

Vision 2020	Objectives of the EDPRS vis-à-vis the missions of the MININTER	Objectives set by the Strategic Plan of MININTER	Comments
<p>By 2020, Rwanda will successfully have reached the national reconciliation, restored unity of the Nation and the climate of peace and internal security at the level of the Sub-region due to efforts for good governance, political economic stabilization as well as regional integration</p>	<p>Develop and implement the overall policy of the national security. This implies consultations with different partners, elaboration of the security policy, search for legal and constitutional approval at the national level, establishment of action plans and periodic budgets as well as conception and implementation of a monitoring and evaluation mechanism</p>	<ul style="list-style-type: none"> *Fight against terrorism *Fight against HIV/AIDS *Capacity building *Catastrophe management *Reduce criminality *Keeping community order *Ensure road security 	<p>Although the strategic plan was developed before the EDPRS, almost all the objectives are there and are in line with the vision 2020.</p>
	<p>Building capacity of institutions through efficient training, equipments supply and adequate infrastructure as well as recruitment of personnel. Training needs assessment for the security sector will be done; a training strategy as well as the recruitment strategy to secure the loyalty of the staff will be developed. Specific training centres for different personnel categories will also be established. The recruitment the rate of staff royalty will be used as one of the measures for progress and efficiency of the Security Sector</p>	<ul style="list-style-type: none"> *Capacity building *Catastrophe management *Keeping the community order 	
	<p>Implement crime prevention measures and community policing. The sector will contribute to the improvements of imprisonment conditions and the strengthening of income generating projects and reintegration program for detainees.</p>	<ul style="list-style-type: none"> *Capacity building *Keeping the community order 	
	<p>Ensure maintenance and the strengthening of law and order</p>	<ul style="list-style-type: none"> * Ensure road safety 	

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

Objectives set by the strategic plan of the	Projects defined in the annual work plan	Comment
*Fight against terrorism	*Ensure security for genocide survivors *Putting in place community policing structures to solve security problems *fight against small arms proliferation	All the objectives of the strategic plan have corresponding projects in the action plan except the objective related to the catastrophe management that has no project for its implementation in the action plan
*Fight against HIV/AIDS	Fight against HIV/AIDS in the police	
*Capacity building	*Capacity building for the navy police *purchase boats for patrol *Infrastructure for specific services of canine department *Launch police school of the bachelor's degree level *Establish data base *Put in place the National Prisons service and recruit personnel *Develop a policy project for management of the prisons *Evaluate the implementation of the sectoral policy as well as that of the strategic plan	
*Catastrophe management	*Absent in the Action Plan	
*Reducing the criminality	*Create the data base	
*Keeping the community order	*Put in place the structures for the community policing to solve security related problems	
Ensure road safety	Fight against road accidents	

ANNEX 6: ANALYSIS OF OFFICE TOOLS OF THE MINISTRY:

Structure	Photocopier	Overhead projectors	Scanner	Binding machines	Comment
Office of the Minister	2	0	1	0	The Ministry plans to increase binding machines and overhead projectors
Secretary General	1	0	1	1	
Planning, policies and Cooperation	2	0	3	0	
Finance and Internal Resources Management	2	0	2	0	
ICT Unit	1	1	1	0	

ANNEX 7: DESCRIPTION OF THE ICT SYSTEM OF THE MINISTRY

7.1: Computer Equipments for personnel:

Service/structure	Personnel	Computers	Desktops	Laptops	Operating system	Connected to the network ?	DD Connetected to the Network	Comments
Office of the Minister	3	4	0	1	Win XP	Yes	No	
Office of the Secretary General	6	6	0	3	Win XP	Yes	No	
Planning, policies and cooperation Unit	7	8	0	2	Win XP	Yes	No	
Finance and internal Resources management Unit	7	8	0	1	Win XP	Yes	No	
ICT Unit	2	4	0	2	Win XP	Yes	No	

7.2 Network security :

Type of access to the network	Security for access to the network yes/no?	Internet filtering	Protection of documents	Protection of access to the machine	Comments
CAT6 FIBER WAN	Yes	Yes	No	No	The Ministry is putting in place the system to share documents and machines

7.3 Description of the printing system:

Service/structure	Number of printers	Number of DJ	Number of LJ	Network or local ?	Shared	Comment
Office of the Minister	3	1	2	0	No	
Office of the Secretary General	4	0	4	1	Yes	
Planning, policies and cooperation Unit	3	0	3	3	Yes	
Finance and Internal Resources management Unit	3	0	3	2	Yes	
ICT Unit	2	0	2	2	Yes	

ANNEX 8: DESCRIPTION OF COMMUNICATION TOOLS:

7.1 Analysis of courier management :

Number of mails		Period
Incoming mails	Outgoing mails	
1672	357	4th quarter of 2007

7.2 Description of Communication tools

Structure	Photocopiers	Overhead projectors	Scanners	Binding machines	Comments
Office of the Minister	2	0	1	0	The MININTER plans to increase binding machines and overhead projector
Office of the General Secretary	1	0	1	1	
Planning, policies and cooperation	2	0	3	0	
Finance and Internal Resources Unit	2	0	2	0	
ICT Unit	1	1	1	0	

ANNEX 9: WORK NECESSARY FOR THE IMPLEMENTATION OF NEW HRM PROCEDURES

New management procedures have only been validated so far on a technical level by a small sample of users. To be applicable, they need to be validated by the political authorities who have to create rules regarding human resource management that are respected by all those involved in HRM for the State.

The implementation of new procedures should be preceded by training of all users via a process that is jointly controlled by MIFOTRA and MINALOC.

Finally, the procedures need to be maintained to take into account all possible modifications of working methods either to improve them in terms of efficacy and reliability, or to take into account new management methods (computerisation, integration of processes, administrative restructures, changes in management rules (statute etc...)).

- Formation des acteurs gestionnaires du personnel dans toutes les Administration et Institutions Publiques.

In order to achieve this, the following approach is suggested:

- Organisation of a presentation and validation workshop for the procedures that are destined for the principal Ministries concerned: MIFOTRA, MINALOC, MINECOFIN, MINISANTE, MINEDUC and the main public institutions.
- Presentation of the project to the Cabinet so that they can make a decision on the implementation by issuing a regulatory text
- Choice of trainers of trainers in each Administration and training of these trainers in the new procedures
- Creation of a new maintenance structure for procedures within MIFOTRA
- Training of HR managers in all public Administrations and Institutions
- Decision on the implementation of new procedures
- Creation of a special inspection function in order to control the implementation of procedures

ANNEX 10: METHODOLOGY FOR REFORM OF THE INFORMATION SYSTEM

Project Name: Functional Reviews in 16 Public Institutions

The reform of the information system should be carried out using a methodology based on the development of documents which will be validated at each step by users.

Computers are a tool at the service of the organisation and related technical documents should therefore be developed taking into account the specifications of the organisation.

Work on this should be carried out in a participative manner by a project team which brings together specialists and agents who are chosen for their understanding of the existing system and their ability to adapt to changes.

Documentation will include:

- Specification document on the organisation
- Specification document on ICT
- Procedure manuals
- User training supports

Development of organisational specification document:

The specification document is aimed at describing in a detailed manner the Information System and the organisation which supports it.

The information and computer systems are then described on the basis of the organisation specification.

It is necessary to develop an organisational specification for each major management function:

Each will include:

- A detailed description of management procedures;
- A detailed analysis of the movement of information for each management procedure;
- A description of the information supports;
- A definition of archiving methods;
- Rules for access to and transfer of information;
- Detailed rules on the process controls in all their forms;
- Volumes of work

Development of ICT specification document:

ICT specification documents which are developed for each application must define each piece of work identified that can be carried out using a computer:

- The aim
- The volume of work
- The collection of data
- The files of analysis
- The material means and software to be implemented
- The links between information systems

Choice and implementation of software packages:

ICT specification documents that have been validated will allow the choice of a software package and for the means of implementation to be established: environment, conditions and modality of maintenance, security standards and safety measures...

Development of procedure manuals:

Procedure manuals are related to organisational specification documents and they describe the movement of information by specifying the type of information and the tasks to be completed.

Procedure manuals are written for users.

Each manual includes:

- Tables explaining the basic tasks that make up each procedure
- Procedure forms which describe each of the tasks in each management procedure
- Descriptions of the screens the user will see on the computer application
- An example of each information support used
- Forms which explain the role of each person, the order of tasks and a profile of the job.

Training of users on the new method of working and implementation of new procedures:

- Learning the new management tools;
- Training in new work methods.