



**Ministry of Public Service and Labour**

**Functional Reviews – Overview report  
JUNE 2008**





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## 1 Executive summary

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The structure of this executive summary reflects that of the main body of the report, for further details on each section reference should be made to the corresponding section.

### 1.1 Background

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The Government of Rwanda set out on an ambitious and, to date, successful, programme of reforms for the Public Service in Rwanda. These reforms focused on the downsizing of the public service and the decentralisation and externalisation of services. These functional reviews are an opportunity to **assess progress in reforms, the impact on service delivery and institutional development needs** after the conclusion of the first Poverty Reduction Strategy (PRS) and at the commencement of the second generation, Economic Development and Poverty Reduction Strategy (EDPRS).

### 1.2 Methodology

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Each ministry received an **initial visit** by the review team to establish a consistent working methodology. This was followed by a **data collection** exercise including interviews, group meetings and document review. The data was analysed to produce a **draft report** for each ministry, which were then validated with ministry personnel. The validated reports are summarised into this **final report** covering all twenty three institutions. The key operating principle throughout these reviews is to be as **participatory** as possible to ensure ownership of the recommendations we have drawn.

### 1.3 Findings and recommendations

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The findings and recommendations of the functional reviews are structured into five fields, covering all aspects of an institution's operations.

#### 1.3.1 Work methods

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This section firstly covers the **planning processes** used by each institution to elaborate its strategy, the extent to which this is based on the EDPRS and Vision 2020, and how related action plans and budgets are developed. Secondly we provide an assessment of the ability of the institution's staff to **manage their time** effectively, plan their work, manage interruptions and be as productive as possible within normal working hours. Our recommendations are as follows:

- Make action plans the basis for budget negotiation.
- Design and implement a set of common national procedures for the development of strategic planning and annual action plans
- Adopt a program budgeting system
- Have clear meeting schedules and principles
- Introduce the use of electronic diaries
- Ensure all appointments are made with the secretariat
- Train all civil servants on time management and the use of diaries

#### 1.3.2 Decentralisation

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The move to decentralisation required a complete shift from the previous system of government. This necessitated a change to all functional aspects of government so that

sector reforms could be managed in a concerted and comprehensive way. This included changes to working procedures, delegation of power, cooperative links, standards and shared tools. But the new systems still remain to be designed and implemented and therefore national institutions work according to practices developed in an ad hoc manner that are not codified or standardized. Our recommendations are:

- Reinforce the process of cooperation between all different levels: ministry, agencies, districts and sectors.
- Launch a communication initiative on the division of roles and ways of working at all levels of the central, external and decentralized administration and publically.
- Undertake a functional review of these entities and the districts

### 1.3.3 Management systems

This section firstly evaluates whether the existing *organisational structure* is appropriate for the mission of the institution and whether it facilitates or hinders operations. Then we analyse *management support and tools* to determine the ability of the institution to evaluate its own performance and how internal processes and procedures are controlled and documented. Finally we assess the *human resource management systems* and tools in place to effectively manage the civil service so that it constitutes a productive and appropriate workforce. Our recommendations are:

- Review structure to fit more closely to the core delivery of each unit.
- Design and implement a procedure to review organisational structures through a common process.
- Lower the degree of compartmentalisation between entities acting in the same field.
- Train professionals in planning, analysis and synthesis
- Endow professionals in charge of monitoring, control and evaluation of activities with comprehensive applications and working procedures.
- Undertake a complete review of all administrative procedures: mail administration; information management; strategic and action plans; and monitoring and evaluation of the institution's performance.
- Develop new procedures referring to a codified practice and ensure that new modern tools and IP systems are taken into account.
- Design and implement National Policies for Training – To include recruitment (prioritizing the internal recruitment), career development, salary, etc.
- Design and implement dynamic HR management tools.
- Review the salary system to remunerate working posts, based on jobs qualification, experience and individual performances.
- Design and implement an integrated HR management system.
- Reinforce the performance system ensuring that: performance contracts of the institutions apply to indicators based on impact results of the activities conducted.
- Review the official measures in order to: Reintroduce professional experience for some jobs; Regulate the free mobility of agents inside national institutions; Apply more strictly the obligation made by civil servants to stay in their institution for a period of 1 to 2 years after training; and manage mobility according to the rules and in respect of the Constitution.
- Make training a priority ensuring that adequate budgets are allocated.

- Amend Technical Assistance contracts to stipulate for knowledge transfer. To balance this, the GoR's obligation must be fulfilled.
- Facilitate access to a first job for young people through a system of apprenticeship.

#### 1.3.4 Information systems

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An Information system includes all the procedures that allow information to be passed to different users, controlled, archived etc. In a modern administration ICT underlies the information system. The Rwandan central administration institutions all benefit from comprehensive and recently installed systems that allow them fast internet access and links them through a network. Our recommendations here are:

- Introduce the use of modern tools alongside a document sharing policy, to deliver significant paper savings and to develop more manageable electronic documentation.
- Establish safety and security systems and procedures.
- Introduce integrated computerised tools across different institutions to capitalise on the systems in place for better and more efficient services.
- Introduce a document and archiving application in all institutions.
- Manage all electronic data, information and documents on the central server.

#### 1.3.5 Management style

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Here we assess the nature and efficiency of communications systems used both within and outside the institution. Then we consider leadership, the level of responsibility given to members of staff and the extent to which open and honest discussion of the institution's performance is encouraged. Our recommendations here are:

- Introduce an e-communication system that relies on the following tools: mobile telephone for urgent communications; IP telephone for exclusive professional use; Professional instant messaging to allow for communication management on a network; Systematic e-mail use for all transmission of written messages.
- Design codified rules of mail use, with procedures relating to the different kind of mails and the appointed signatories.
- Establish a 'one stop shop' for all levels, central, externalized or decentralized.
- Reform leadership culture improving procedures on delegation and decision making.
- Introduce a new style of management for increasing capacity mobilization, better motivation and team spirit in order to influence service quality and performance.
- Delegate powers in order to increase manager's authority.

#### 1.4 Timing of actions

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In the next section we provide an outline timetable for the actions we are proposing, breaking activities into three sections, quick wins, short and medium term, with an indication of the resources required for each action.

#### 1.5 Summary of ministries

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In the final section we provide a summary for each institution reviewed, highlighting priority areas of focus. For the ministries that ASI did not review we provide summaries drawn from the OPM report, noting that this information may not be up to date.

## 2 Background

Rwanda's already weak public administration capacity deteriorated further after the 1994 genocide, which caused a drastic reduction in human resources as well as a collapse of public infrastructure and management systems. After 1994, the government embarked on a *thorough examination of the constraints to national development* in order to *develop strategies and management policies for poverty alleviation, economic growth and sustainable human development*.

In early 1999 *the government started the extensive reform of its public service* in the context of its development plan in general and its Poverty Reduction Strategy (PRS) in particular. In this it was supported by its development partners including UNDP, the World Bank and DFID. These reforms reflect a concern for good governance, ensure efficiency in public service delivery across government and operate in three spheres:

- **Civil Service Reform** (CSR), focusing on HR management across central and local government, government enterprises, national commissions and agencies.
- **Public Administration Reform** (PAR), which goes beyond HR management to target aspects of institutions' mission, organisation and function.
- **Public Sector Reform** (PSR), which extends to public enterprises and parastatals.

In 2002, the reforms were institutionalized with the approval of the *Policy Framework for Civil Service Reform*. To address emergent challenges in programme implementation a subsequent Rwanda Civil Service Reconfiguration and Transformation plan was developed. And in 2004, major decisions were taken that achieved:

- **Decentralisation** of administration management and service delivery
- **Externalisation** of operational activities to have the central ministries focusing on policies, strategies to pilot national sector reforms
- Extensive **staff reductions**

*The 2004/2005 decision to reduce staff in the institutions and their accompanying reorganisation was crucial and an irrevocable action that paved the way for the rehabilitation of the Rwandan public service.* However, those actions made obsolete the main management rules and systems of government. As a consequence, any proposed reforms should focus on better functioning administrative and reform management systems without revisiting the ongoing process and the above decisions.

Many activities have been conducted since 2004/05 *and the major achievements are in line with the objectives of the reform framework.* These include: restructuring of public institutions; improvement of management structures; legal reform; establishment of capacity building and institutional enhancement support; training needs assessments and implementation of the resulting training programmes; census of public servants and the subsequent removal of ghost civil servants; elaboration of guidelines for determining salaries together with general job classification in the public sector; control of the wage bill; utilisation of information technology; elaboration of organisational charts and structures; job analysis and descriptions; a reduction in the civil service and the establishment of a reconversion programme for retrenched civil servants and the design of a performance-based staff appraisal system.

The government is now implementing a second generation *economic development & poverty reduction strategy (EDPRS)* that places economic development as the major vehicle in the reduction of poverty. This strategy cites weak institutional capacity as one of the constraints in implementing activities under the first generation PRS. Therefore, the government commissioned these functional reviews to *assess progress in reforms, the impact on service delivery and institutional development needs.*



### 3 Methodology

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We developed our methodology in consultation with counterparts at MIFOTRA, other GoR personnel and in line with the previous functional analyses. In this section we provide details of this methodology.

Each ministry received an *initial visit* by a review team, lead by an international consultant, to establish a consistent working methodology. This was *followed by a data collection exercise* including interviews, group meetings and document review. This data was analysed *to produce a draft report* for each ministry, which were then *validated* with ministry personnel. The validated reports are *summarised into this final report* covering all sixteen institutions.

The functional analyses were conducted uniformly across all domains of each institution. This included reviews of: legal and statutory environment; mandates and functions; organizational structure; strategic plans and forecasts; mission definition; integration of mission and aims of EDPRS in daily work plans; performance management systems; administrative management systems and processes; information systems; internal and external communication; HR; office automation tools; material and financial means; time management; ownership and decision making processes of current and previous reforms; and potential functions for privatisation.

The *initial meetings* established the participatory principles that were employed in each institution this allowed for feedback on findings during a workshop where the people interviewed participated. These principles involve also the areas to be investigated and the means of data collection. Specific information collected for each domain was based on: the type of meeting/interview used; pre-established questions; data collection forms adapted to the nature of the data being collected; and an interview guide.

The method of data collection depended on the size of the institutions. In smaller institutions an interview with the Director of Planning and a few key staff and document analysis was enough to collect the data necessary. For larger institutions, an initial group meeting followed by individual interviews was more appropriate. For reasons of efficiency and practicality group work was used to gather more precise and objective information. We employed a blend of these two for the large institutions.

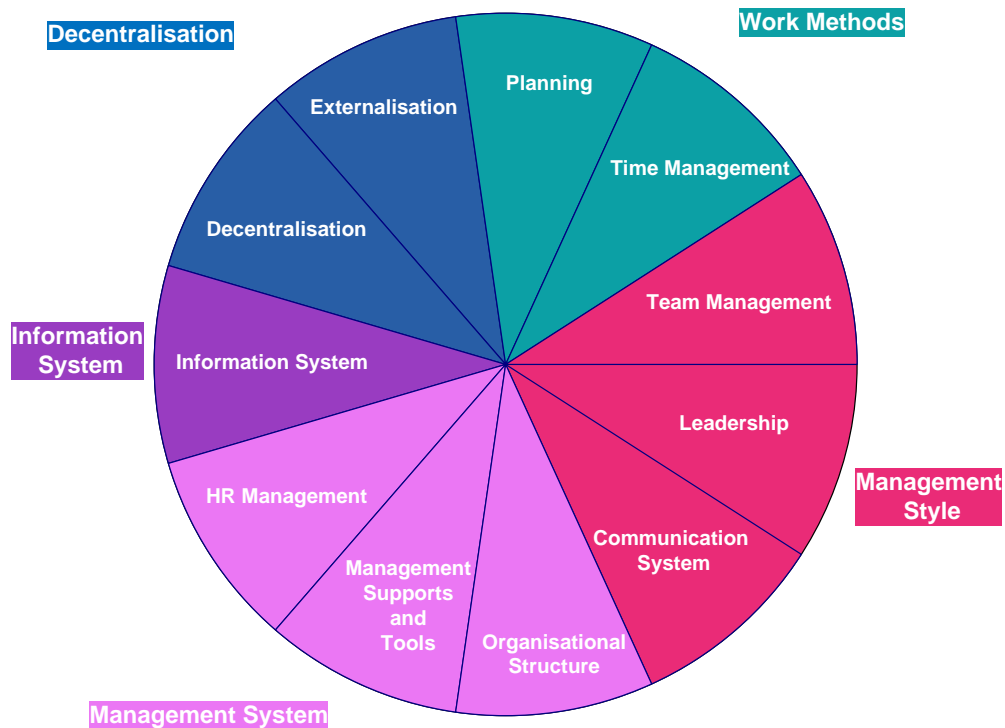
*Data collection* was carried out in two steps. An initial collection of ‘static’ data, collected with no analysis from the team of consultants. This was then analysed to determine further lines of investigation that were explored during a second, more in depth data collection exercise. During the initial data collection exercise we focused on documents that are particularly relevant to EDPRS. This was in line with our primary objectives, of assessing progress of government reforms and their service delivery impact and to identify institutional development needs to deliver on the objectives of EDPRS. The following documentation was considered especially important and was requested as a matter of priority: the EDPRS; strategic plans; annual work plans; Akagera decisions; list of principal strategic partners; projects being implemented with funding agencies; ministry organizing law; organizational chart and cadre organique.

A key principle of the functional reviews was a thorough *validation of the findings* and suggested reforms with each institution’s executives to achieve maximum consensus. After preliminary analysis discussions were held with the executives of the institutions. They were brought together to allow for corrections and the validation of the conclusions of the diagnosis and the addition of additional reforms. After this we *finalised an analysis report* for every institution and submitted it to Mifotra.

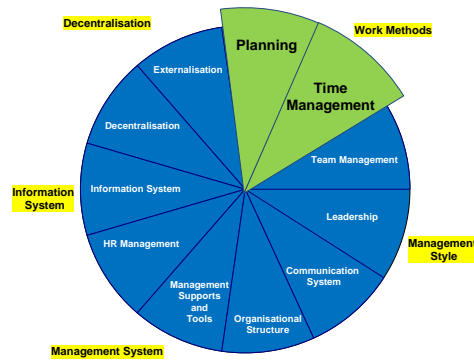
These reports were then used to draft this *final report*, which is produced in both French and English and highlights priority areas for reform of each institution. Care has been taken to ensure that comparison can be made with the initial functional reviews of the six ministries.

## 4 Main findings and recommendations

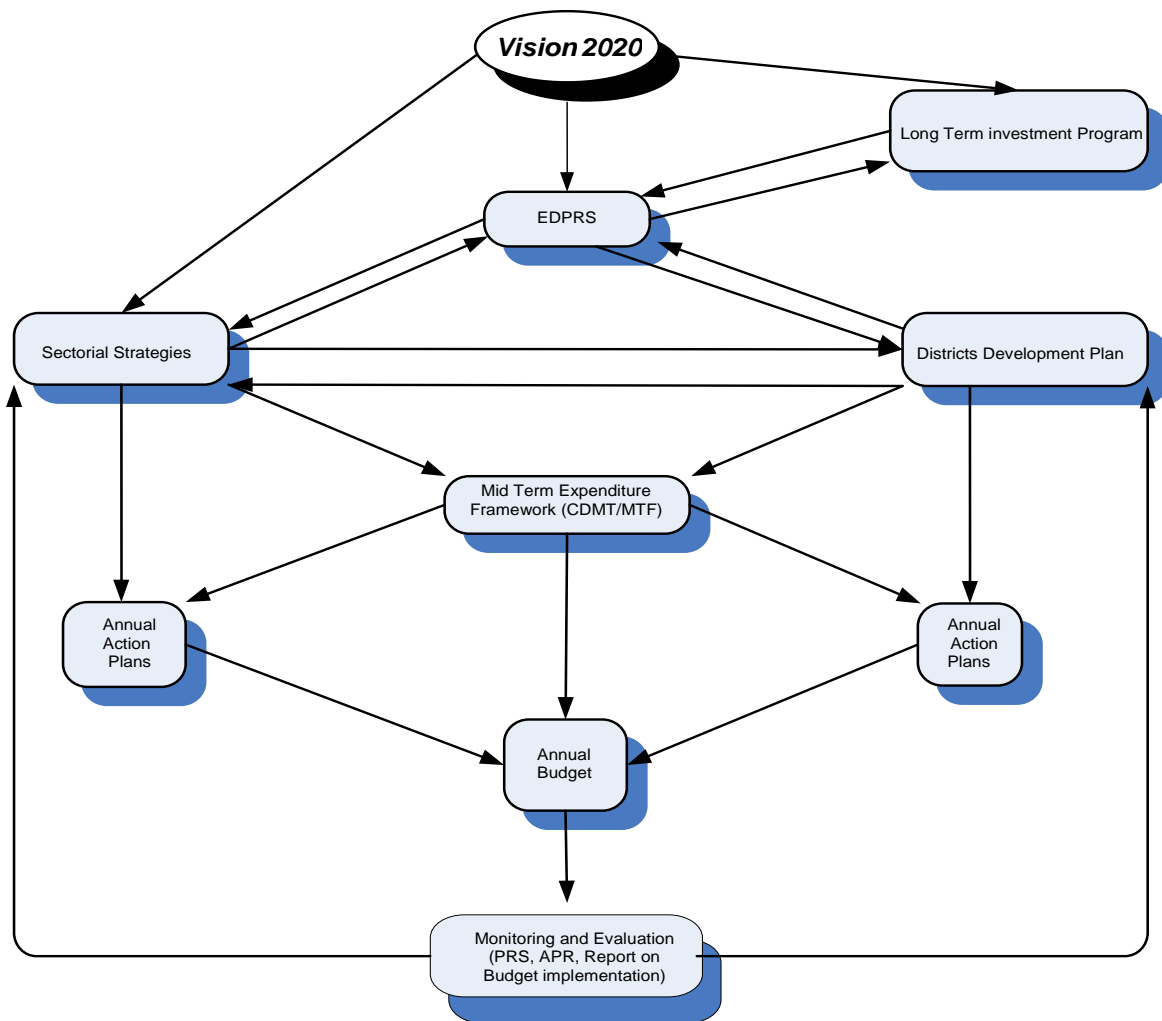
The findings and recommendations of the functional reviews have been structured into five fields, covering all aspects of an institution's operations. **Work methods** explains how work is planned and structured to achieve objectives and how time is managed on an individual basis and as a team. **Decentralisation** covers the working systems and relationship between the central administration and decentralised bodies and others such as agencies and development partners. **Management systems** describes how the organisational structure of the institution affects operations, how performance is evaluated at all levels (not just individual), how business processes are managed and how human resource systems function. **Information systems** examines how information is handled, moved and stored with particular emphasis on the use of ICT to facilitate this work. In **Management style** we describe how staff communicate with each other and partners, how institutional leadership operates and how teams are managed. Finally, we provide some brief **Concluding remarks** that highlight the need for significant behaviour change, provide some broader conclusions and detail some of the strengths of government in Rwanda. In the following section we bring together all our recommendations under a timetable for implementation.



## 4.1 Work methods



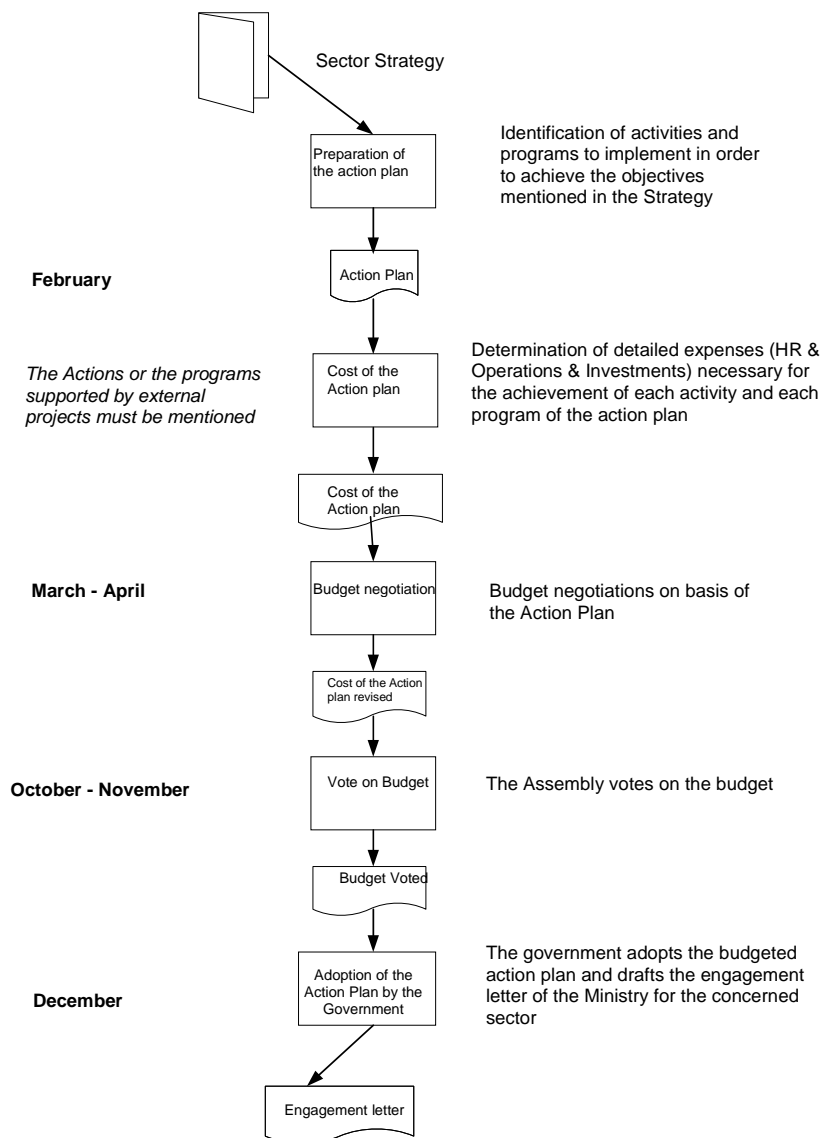
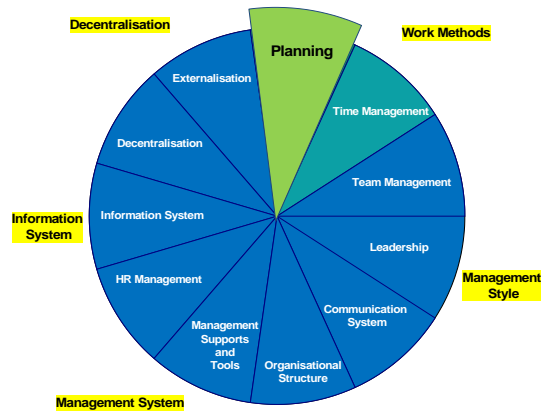
This section is split into the two fields of *planning* and *time management*. The first covers the planning processes used by each institution to elaborate its strategy, the extent to which this is based on the EDPRS and Vision 2020, and how related action plans and budgets are developed. The second field provides an assessment of the ability of the institution’s staff to manage their time effectively, plan their work, manage interruptions and be as productive as possible within normal working hours. The planning process is illustrated in the diagram above.



### 4.1.1 Planning

National institutions, entities under their supervision and districts base their five-year strategic and annual sector action plans on:

- VISION 2020 and EDPRS programs
- The Government Action Plan, based on the decisions and changes made at the annual Akagera Government retreat, and presented by the Office of the Prime Minister to the Cabinet at the end of the first quarter.



**National targets set are ambitious** and generally require resources beyond those available. Therefore, annual actions plans are developed after MINECOFIN announces the budget ceilings, allowing for the inclusion of additional support from donors and

technical assistance to top up national budget limits. The diagram on the previous page shows how action plans are developed.

Following the completion of annual action plans the tender process can also cause further problems as *the procurement process can take up to three months*, causing delays in the implementation of annual work plans. Also, having agreed a contract, it is not unusual for suppliers to withdraw or find themselves unable to complete an order. The institution is then obliged to restart the entire tender process.

We therefore see that *the current planning process leads to a significant delay in implementing annual sector action plans*. That may partly explain the difficulty encountered by government institutions in attaining their objectives in any fiscal year.

*Every institution has its own methodology for preparing strategic and action plans* despite the template developed by MINECOFIN. As a result there is significant variation in both the quality and nature of content in these plans and making comparisons between them is difficult (for example to identify overlaps or duplications).

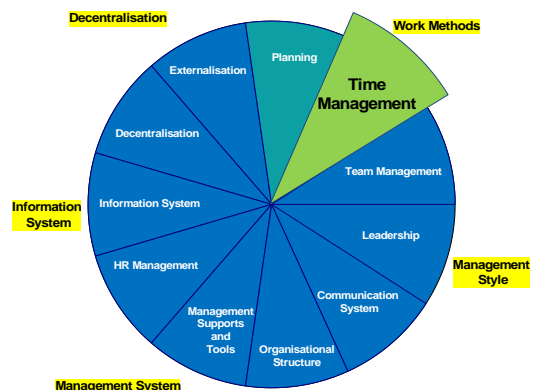
Although the program of activities within plans is generally well defined, *the prioritization of activities is not clear*, neither are the indicators, the expected results and the measure of their impact. Indeed, few action plans have all these components. This approach impedes the effective achievement of national priorities and of strategic sector planning. *Linking the action plan to results in line with the national targets would put ministries in a far stronger position to argue and negotiate for the necessary funds* and, in the future, move to a program budgeting system.

**Recommendations for planning**

- **Make action plans the basis for budget negotiation.** For that, they should be prepared in the last quarter of the prior year and should be based on a national planning template drawn from EDPRS and strategic sector programs. It should list all activities contributing to sector objectives for the next year along with precise costings for the implementation of each, giving indicators, delays, expected results and impacts. This should facilitate the Government in issuing performance contracts for each minister at the beginning of the implementation year.
- **Design and implement a set of common national procedures** for the development of strategic planning and annual action plans. These procedures will put national sector priorities as the prime targets when designing strategies and actions plans. They should take into account the results already achieved and the ones to be achieved. They will clearly identify concomitant development, broken down in sub programs and sub activities. These procedures should also describe the renewal process to continue sectorial development avoiding interruption or suspension of the planning process.
- **Adopt a program budgeting system** linked with annual action plans as per the procedure schematized above.

4.1.2 Time management

*Time management is a major problem in all institutions* and has a significant impact on productivity. Very few senior managers use a diary and if they do few share it with their assistants. The story is the same for many professionals, who do not share their schedules with either their colleagues or the secretaries of their unit. They don't plan their activities, which often change according to emergencies that occur.



This doesn't allow for the screening of appointments or the prioritization of meetings.

The management of external emergencies prevails to the detriment of the activities of each institution's units. **Managers participate in a large number of meetings**, the timings of which are not respected. The same is true for individual appointments, which are often disturbed by external events, such as telephone calls, external intrusion, etc. Thus, **they do not have enough time for conception tasks and professionals work in a rushed way, with little to no planning**. The Planning Unit often deals with emergencies, seeing its role as to limit external interferences and interruptions.

**Time management requires the implementation of rigorous procedures and the utilisation of specific tools for improving each work situation.**

#### Recommendations for time management

- **Have clear meeting schedules and principles**, which are respected
- Introduce the **use of electronic diaries**
- Ensure **all appointments are made with the secretariat**, for screening and prioritising.
- **Train all civil servants on time management** and the use of diaries

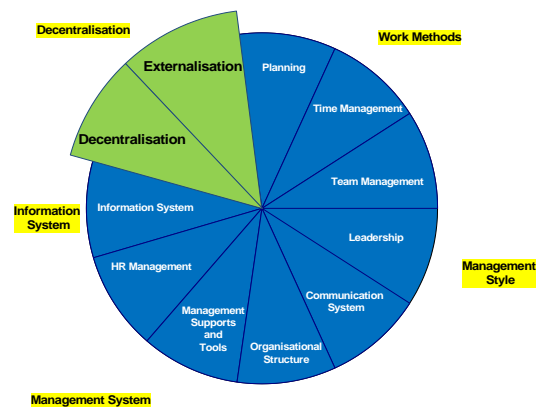
## 4.2 Decentralization

The move to decentralisation required a complete shift from the previous system of government. This necessitated a change to all functional aspects of government so that sector reforms could be managed in a concerted and comprehensive way. This included changes to working procedures, delegation of power, cooperative links, standards and shared tools. But the new systems still remain to be designed and implemented and therefore national institutions work according to practices developed in an ad hoc manner that are not codified or standardized. Therefore **ministries whose activities are decentralized are yet to adapt to decentralised ways of working**.

Annual action plans should be prepared in coordination with the districts and be aligned to policies and strategic plans. But **ministries do not always involve districts in preparing their annual action plans**. To balance this, **districts develop annual action plans according to their own priorities** based on situations and requests from rural communities and Umudugudu. Generally national directives and action plans of ministries and of entities under their supervision are only consulted as a rough guide.

The sector investment budget is prepared on the basis of the national action plans. **If decentralised activities do not appear in the national plans, MINECOFIN will not allocate the corresponding budget** for the scheduled activities even if planned in the districts' action plans. Moreover, districts are informed of the amount of earmarked transfers (budget allocated to the districts for activities included in the ministries annual action plans) only in January of the concerned year. They are therefore obliged to readjust their own action plans accordingly at that time.

Districts can try to find their own funds for the activities they initiate. Their autonomy allows them to supplement their budget with funds generated from taxes collected but in reality **the majority of districts still depend primarily on the national budget**.



There is also clearly some *confusion among ministry staff as to their exact role*. Some are still working directly with the public rather than collaborating with the district authorities. MINALOC has the lead role in relationships with districts agents, influencing their primary working relations. The document “Making Decentralized Service Delivery Work in Rwanda” published in November 2006 defines the division of roles between each ministry and the districts with a prevailing logic based on collaboration (cohesive action plans - synergies development - delivery oriented on populations’ requests - etc.) to achieve national targets. Unfortunately, this document is not followed as it is not well-known or circulated.

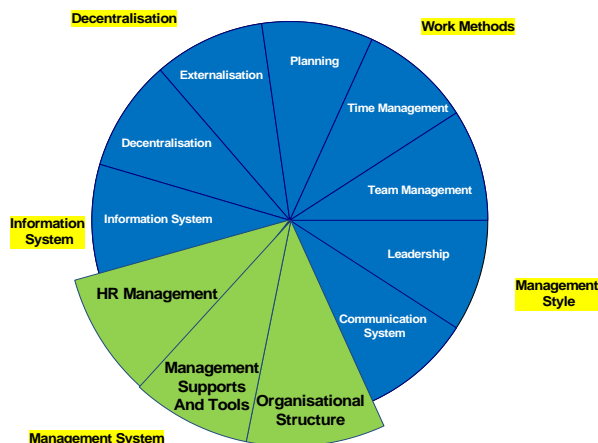
*The externalization of operational activities to agencies is not yet very well understood at the district and sector levels*. This affects performance and collaboration between these entities and the field’s operators. The agencies work in isolation according to their own planning and are therefore weakened in their ability to deliver. This situation also has a negative impact on collaboration with the ministries.

#### Recommendations for decentralisation

- **Reinforce the process of cooperation between all different levels:** ministry, agencies, districts and sectors.
- **Launch a communication initiative on the division of roles** and ways of working at all levels of the central, external and decentralized administration and publically.
- **Undertake a functional review of these entities and the districts** to have a better analysis of the weaknesses and strengths of decentralization and externalization that will help or impede the achievement of national sector targets.

### 4.3 Management systems

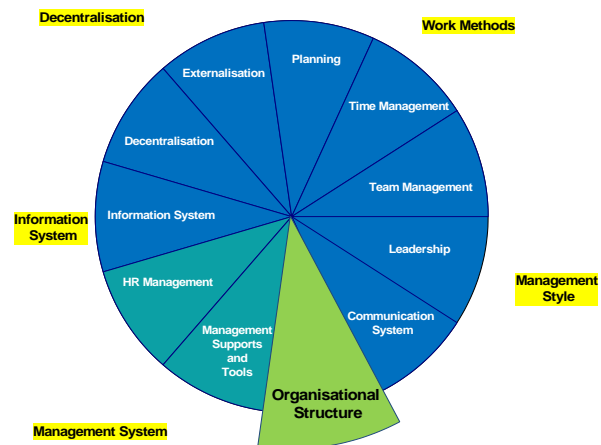
This section is split into three. The first section evaluates whether the existing *organisational structure* is appropriate for the mission of the institution and whether it facilitates or hinders operations. The next section analyses *management support and tools* to determine the ability of the institution to evaluate its own performance and how internal processes and procedures are controlled and documented. The last section assesses the *human resource management systems* and tools in place to effectively manage the civil service so that it constitutes a productive and appropriate workforce.



### 4.3.1 Organizational structure

*The organization of institutions is not based on any official document that fixes the rules for designing structures and settling attributions. However, they do fit into the general model adopted by the Cabinet that considers:*

- Three hierarchical levels, as ministries are reoriented towards their main political and strategic functions that need managers and not operational staff.
- Three units into which activities are split: Finance and Internal Resources; ICT; and Planning, Policies and Capacity Building.



However, within this scheme *support functions appear to have been given priority over core activities* when these should be the *raison d'être* of institutions. This review of organisational structure cannot be dissociated from the structure of the entities under each ministry's supervision and of districts and sectors for which a similar principle of uniform organisation has been adopted:

- For the districts: there are a total of 35 agents, 16 in charge of the implementation of sector actions plans for: Health, Family Promotion and Children Rights Protection; Education, Youth, Sports and Culture; Planning, Economic Development and Labour Promotion (and Agriculture, Livestock's and cooperatives); Lands, Urbanisation Housing and Infrastructures; Territorial management and Good Governance (FARG, Survivors, vulnerable groups, disabled people).
- For the sectors: there are a total of 5 agents in charge of program implementation of: Social Affairs, Gender, Culture and Sports; Agriculture and Livestock; Infrastructure and Housing; Health (health centres and medical professional management); Education (School management and Pedagogical Inspectorate); Civil Affairs Registry and Population Requests).

*These uniform models are not fully understood or respected*, notably by ministries whose missions are decentralized, to transform and develop national economic sectors.

*We propose that this issue should be considered after the sector functional reviews are complete*, (i.e. from the agencies under supervision up to the decentralized levels) to ensure that modifications are based on a complete picture.

*Compartmentalization within institutions is still widespread* and coordination of actions is therefore impeded. Collaboration with districts and other stakeholders operating in the different sectors still needs to be improved despite the 'clusters of development' that have been put in place since the end of 2002, meeting every two months at the district level. The compartmentalization problem is not widely known at the top of the institutions but is a view shared by many professionals. Texts, however, do exist that explain the division of roles and the respective contribution of each partner involved in reaching the same objectives.

The prevailing role of MINALOC within districts, without being challenged, is currently considered a barrier to the clear visibility of sector activities' results.



**Recommendations for organisational structure**

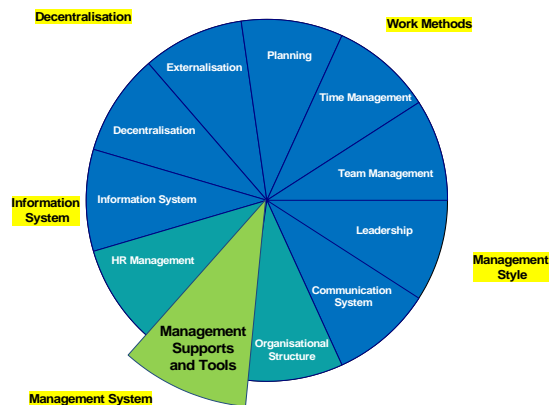
- **Review structure** to fit more closely to the core delivery of each unit
- **Design and implement a procedure to review organisational structures** through a common process focusing on a justification for changes (such as a functional review)
- **Lower the degree of compartmentalisation** between entities acting in the same field. This should be communicated widely so everyone is aware of each institution’s contribution to common objectives and, therefore, of the institution’s obligations to different stakeholders

4.3.2 Management support and tools

**Monitoring, control, reporting and performance evaluation systems are weak.** These systems, composed of information, documents and meetings, are designed to improve the organisation’s performance but they are currently not sufficient.

Existing reports and meetings tend to review activities carried out rather than provide a critical analysis of progress against quantifiable objectives. This is both as a result of a lack of data in many cases but also because the role of reports and meetings – as tools for critical analysis - has not been totally understood or implemented. Many strategic plans and action plans do not include precise, measurable indicators, and where they do, it is not always possible to collect accurate data. **As a result, effective programme evaluation is not possible in most institutions.**

Another weakness affecting each institution’s ability to measure its performance is the fact that **deadlines in many action plans cover long periods rather than setting out a series of intermediate dates.** This means that progress cannot effectively be measured, and corrective action cannot be taken. In addition, the timing of reports and meetings is often inappropriate – quarterly activity reports do not allow for prompt identification of problems. Generally the existing system is retrospective and it tends to be seen as the norm that **achieving most (not all) of an action plan or a strategic plan is an acceptable level of performance.**



**Recommendations for management support and tools**

- **Train professionals in planning, analysis and synthesis**
- **Endow professionals in charge of monitoring, control and evaluation of activities with comprehensive applications and working procedures**

**Few procedures in place are documented or formalized,** with the exception of some specific procedures such as budget preparation, tender law and financial and accounting procedures for 2007. There is no codified management procedure within the GoR administration. In most institutions, the following is the case:

- **The only financial management reference document used is the Financial and Accounting Procedures Manual** published by MINECOFIN in 2007
- **Mail management has no formal system.** The Central Secretariat is responsible for mail management. In practice, mail is handled as follows:

- o Incoming mail is registered in the Central Secretariat, forwarded to the SG and then distributed to units
- o Outgoing mail is sent in two different ways: by email; or by national ordinary mail, which is transported by the institutions’ vehicles
- o Every item of sent mail is given a reference number by the sender’s office
- o Signing of mail is concentrated with the SG
- o Mail procedure is not described in any specific manual

For the most part **current procedures are practices, transmitted orally**. This situation is particularly dangerous because each transmission to a new user can lead to a deterioration of procedures and the loss of the *raison d'être* for certain tasks or transmissions. This is even more risky with the high rate of turnover of professionals. In addition, it becomes very difficult to reorganize procedures for modernizing systems, structural changes or administrative management, such as decentralization.

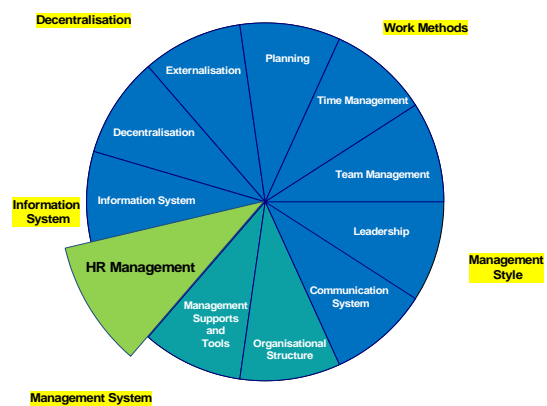
**Recommendation for procedures**

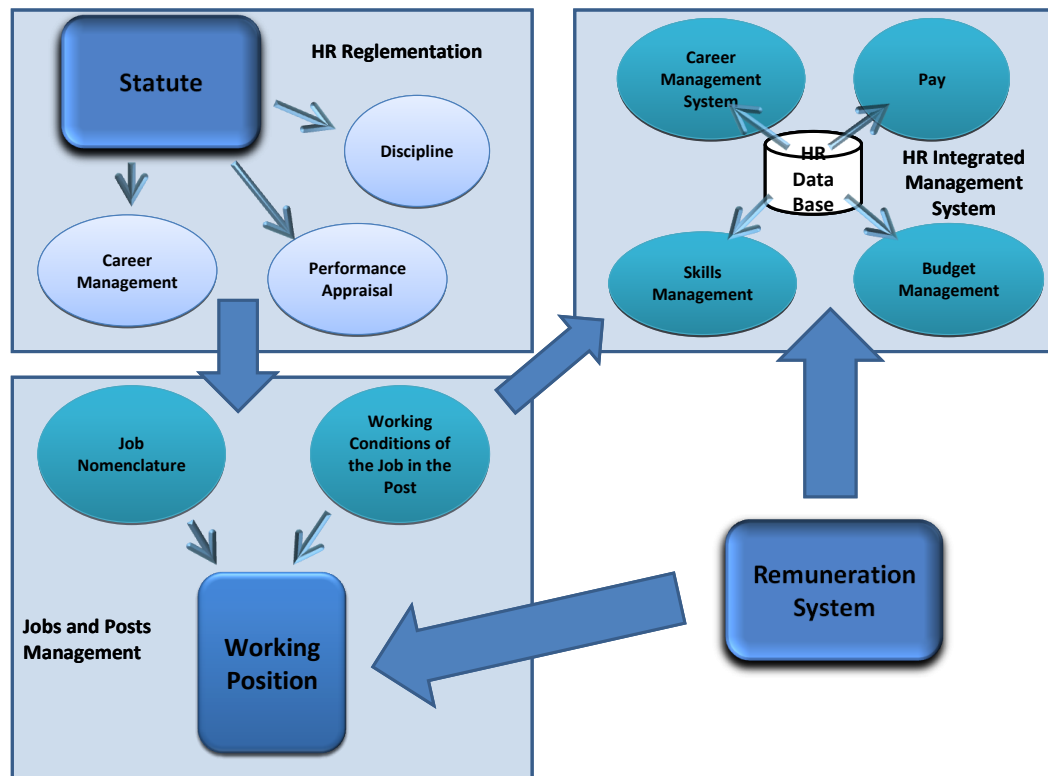
- **Undertake a complete review of all administrative procedures** using a precise methodology and specifications for: mail administration; information management; strategic and action plans; and monitoring and evaluation of the institution’s performance.
- **Develop new procedures referring to a codified practice** to avoid the risk of forgetting certain basic tasks and to ensure that new modern tools and IP systems are taken into account

### 4.3.3 HR management systems

The HR management in institutions is based on prior-existing texts and templates. **There are no official procedures or practices for common administrative processes** codified in a manual. In the absence of a procedures manual for Human Resources, request forms or sheets are used for: Leave, Absence, salary modification, Payroll, Salary withdrawal, etc.

The diagram following provides a template for the implementation of an HR system.





*Currently, the legal texts governing personnel statutes are obsolete* or are not suitable for the present situation in the context of decentralization and the Government's decision towards a jobs-based Public Administration. Thus, for the moment:

- *The public service law in force hasn't been adapted for the new public service*
- *Civil servants have been paid since 2006 on the basis of a transitional system* which was adopted from the public service career system and is based on qualifications and length of service. This new transitional pay system is not motivational. Although the majority of civil servants acknowledge that salaries significantly increased in 2006, they believe that the system is unfair, since improved performance leading to high productivity is not rewarded. Therefore a new recruit is paid the same salary as the civil servant with 20 years experience simply because they hold a similar position.
- *The career path is no longer managed.* The former Public Service law based a civil servant's career on seniority in the professional body and their rating. This system can no longer work in the new transitional system that links remuneration to the post and which cancelled the idea of a professional body. As no career management system has been established, and as vacancies are filled through external recruitment, civil servants found themselves attached to their post without a vision for future development. To be vertically promoted from one level to another, there must be a vacancy while to be horizontally promoted from one grade to another, a civil servant must have 3 years of seniority in the same grade with satisfactory performance results.
- *A majority of personnel in central institutions are young and inexperienced;* approximately 80% of professionals are under thirty years old and have around 3 years experience or less. In such circumstances and in the absence of codified working procedures, it becomes impossible to delegate responsibilities to officials with little experience and who are ready to leave the Administration as soon as more attractive jobs are offered outside. In addition, it is time consuming for managers who must train new employees on a permanent basis.

- ***Institutions do not have the required number of qualified civil servants*** corresponding to their needs, despite external recruitments. The job definitions in the organizational charts do not allow for a true selection of staff on the basis of competence and experience criteria. The lack of career management and human resource development leads to significant losses for the administration, exacerbated by its increasingly poor image in the job seeker's market.
- ***Training policies are not properly managed.*** Either training programs are few and insufficient, which is an increasing concern observed with the complexity of jobs in the reformed administration and a factor for a lack of motivation for the concerned staff, or the skills developed are not utilised on their return. This clearly does not fit with the national capacity building policy.

A New Statute is to be published soon as well as a new HR Procedure manual. These will help ministries to implement appropriate tools.

#### Recommendations for HR management

##### As soon as the new statute is published:

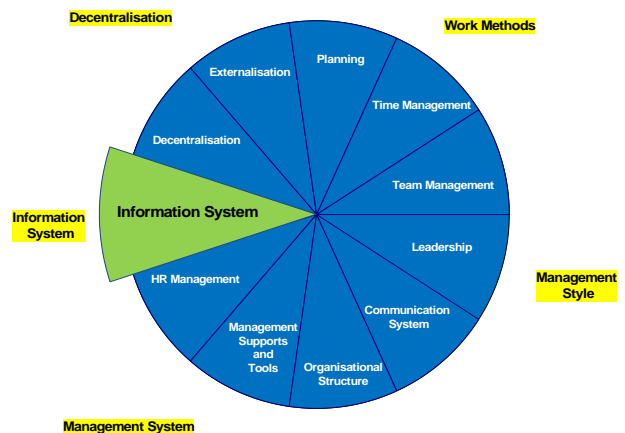
- ***Design and implement National Policies for Training*** – To include recruitment (prioritizing the internal recruitment), career development, salary, etc.
- ***Design and implement dynamic HR management tools:*** Jobs Nomenclature; Jobs and working positions Directory; Individual Performance appraisal System (at Cabinet at present); Single Civil Servants Data Base; Safe Procedures (at CIC level at present); and Network available to Senior Executives, Directors and HR managers.
- ***Review the salary system*** to remunerate working posts, based on jobs qualification, experience and individual performances.
- ***Design and implement an integrated HR management system*** to have provisional management of HR based on career evolution according to competences, performance, salary mass evolution, etc.
- ***Reinforce the performance system*** ensuring that: performance contracts of the institutions apply to indicators based on impact results of the activities conducted; the individual performance of agents facilitates objective setting and allocation of resources such as equipment, complementary training and availability (as they are often asked to do activities other than those which are in their attributions).
- ***Review the official measures*** in order to: Reintroduce professional experience for some jobs; Regulate the free mobility of agents inside national institutions giving priority to internal recruitment and specifying conditions to compete in external examinations; Apply more strictly the obligation made by civil servants to stay in their institution for a period of 1 to 2 years after training; and manage mobility according to the rules and in respect of the Constitution.

##### As soon as this report is agreed:

- ***Make training a priority*** ensuring that adequate budgets are allocated. This should start the process of necessary change to managerial style and working process so all civil servants better perform their work, improve their efficiency and contribute to national performance.
- ***Amend Technical Assistance contracts*** to stipulate for knowledge transfer. To balance this, the GoR's obligation must be fulfilled, notably to maintain counterparts in position.
- ***Facilitate access to a first job for young people*** through a system of apprenticeship. It is proposed, that managers near retirement who want to anticipate their departure, keep a third or half time reserved to support newly recruited staff. This should capitalize on experience and reinforce capacity. Senior staff would receive fees for services based on one part of the salary they would have received and junior staff would receive the balance.

## 4.4 Information systems

**An Information system is one of the broader set of management tools** and includes all the procedures that allow information to be passed to different users, controlled, archived etc. In a modern administration Information and Communication Technology underlies the information system. The Rwandan central administration institutions all benefit from comprehensive and recently installed systems that allow them fast internet access and links them through a network.



**Despite the modern computer equipment available, information systems are not being effectively used to their full capacity.** As a consequence, the quality of data produced as a result of analysis is not the best and does not reach the level that a modern administration should expect. Equally, each member of staff is not as effective as he or she could be if they were making full use of the tools at their disposal.

The main information tool remains paper:

- Despite the high standard of computer equipment and internal networks, a lack of overall policy and habits mean that **paper is considered the standard working tool** although it is the most fragile and expensive.
- Paper is often used to facilitate manual signatures. However, **manual signatures are not safe** and they also tend to be used excessively – including on documents for which there is little to no risk of fraud (arranging meetings etc...)
- Tools for modern digital signatures (scanning manual signatures, fingerprints etc..) are much more practical and safer
- **Tools for messaging or file transfer via the network are not used:** instant messaging is only used on personal initiative and files are transferred most often through emails and flash disks.

The prevalence of **outdated working methods** is still widespread. Where new technology does exist it is still not used optimally. Personal effectiveness could be considerably improved with no further investment. Computers are often used as simple type-writers: staff only use the very basic functionality of word processing software (Word) and spreadsheets (Excel) even though more advanced use could significantly increase productivity.

Equally **computer networks are not secured.** This should include:

- Physical security (against theft and fire protection or destruction due to accidents etc.)
- Security against external intrusion via the internet connection (firewall management, filter against abuse, anti-virus etc.)
- Data safety and security (data access protection, saving procedures etc.)

### Recommendations for information systems

- **Introduce the use of modern tools** alongside a document sharing policy, to deliver significant paper savings and to develop more manageable electronic documentation

- **Establish safety and security systems and procedures**
- **Introduce integrated computerised tools** across different institutions to capitalise on the systems in place for better and more efficient services

**Document management is not well organized.** Information is an indispensable tool for administration and documentation is how it is stored. This documentation has no real value unless it is protected, managed and accessible. Across the GoR archives are not easily accessible and electronic documentation is not well managed. Much of the documentation produced is directly stored on digital media by civil servants on their own machines. The archiving of documents is poorly organized and documents are not shared on the network.

**There is no standard rule for filing and labelling of these documents** for subsequent retrieval. They are filed on the computer of the document designer according to his or her own logic. The same is true for documents received from outside through electronic mail or through the network. In this case, the documents for collective use are printed and filed in a traditional system.

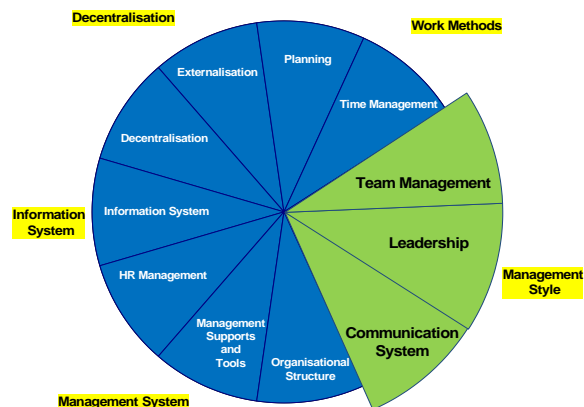
The **safety and security of documents is not properly ensured**, therefore protection of archives against fire is not planned for, access to documents is not protected and there is no specific policy for that.

**Recommendations for document management**

- **Introduce a document and archiving application** in all institutions.
- **Manage and share all electronic data, information and documents on the central server** according to clear rules. Applications for this exist on the market and can easily be purchased.

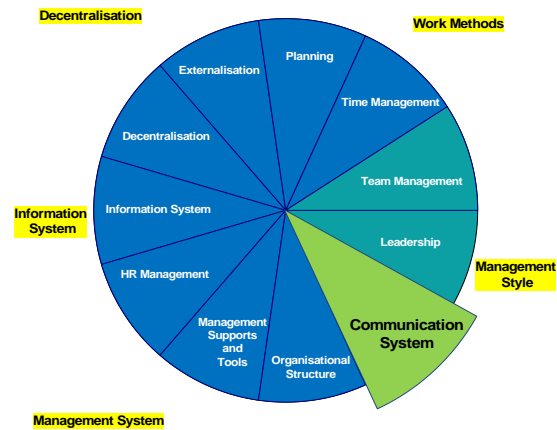
## 4.5 Management style

We have divided this section into two; the first section assesses the nature and efficiency of **communications systems** used both within and outside the institution. The second considers **leadership**, the level of responsibility given to members of staff and the extent to which open and honest discussion of the institution’s performance is encouraged. A third grouping does exist, that of team management, but we have combined that with leadership.



4.5.1 Communication systems

*Communication systems are not utilised to their full capacity* and paper communications still prevail. *Mobile phones are the most expensive tool for communication, the least secure, hamper prioritisation and the most used by all.* Although it constitutes the simplest mean of communication, it leads to the loss of the secretarial role which supports management by prioritising communications issues. Mobile phone use leads to management according to the “priority of the interlocutor” to the detriment of staff’s own priorities. The same phenomenon occurs when office visits are not screened.



*It would therefore be advantageous to use tools of communication that allow for the control of relations, which at the same time are less expensive.* These tools either exist already in ministries or are easy to install. Their rational and effective use however supposes an adequate training of users and the respect of a rigorous discipline.

The control of use of mobile phones and the setting up of a safe and well managed communication system requires thinking on the overall system, and should be documented in a specifications book. Indeed, *ministry communications need to be conceived as a whole* so that each type of action can have the most appropriate tool (in terms of effectiveness and efficiency) and the best procedure. The ‘one stop shop’ idea, whereby each institution has one point of contact for all public communications, is being developed in several institutions. This needs to be systematized so that the central administration has this kind of centre for all national and public institutions, with the ones at the district or agencies levels devoted to responding to public requests. This should be addressed with the development of Citizen’s guides later this year.

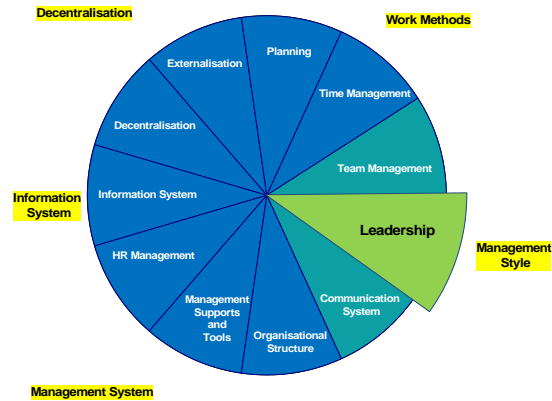
**Recommendations for communication systems**

- **Introduce an e-communication system** that relies on the following tools used accordingly:
  - Professional mobile telephone for urgent communications
  - IP telephone as a dedicated tool for exclusive professional use
  - Professional instant messaging using Microsoft Exchange to allow for communication management on a network
  - Systematic e-mail use for all transmission of written messages
- **Design codified rules of mail use**, with procedures relating to the different kind of mails and the appointed signatories
- **Establish a ‘one stop shop’** for all levels, whether central, externalized or decentralized.

## 4.5.2 Leadership

*National institutions still work in a bureaucratic and centralized manner* despite:

- new technologies that have been introduced to modernize the working process
- externalization of operational activities
- decentralization to make public services more efficient and more customer oriented to meet the populations needs



In most institutions of central government leadership does not always allow for the proper functioning of organizations, management responsibilities are not delegated and procedures are highly centralized.

*The lack of codified delegation procedures leads to too high a concentration of responsibilities at top level management.* Therefore, work carried out by the institution is totally dependent on senior managers. Administrative documents and decision making are delivered at the highest levels of the national institutions. This leads to the compartmentalization of units and institutions impeding fluent vertical and transversal communication. It also impedes coordination and collaboration between actors operating in the same field and by extension the development of Rwanda.

The lack of delegation generates slowness of administration, devalues managers' authority and takes up a significant amount of time. It overloads top managers with activities whose limits are clearly defined and that should be handled by other levels in the hierarchy. A delegation system should allow for:

- an escape from the 'keep everything for the boss' culture
- all staff to plan their work and time properly
- an environment in which open and honest feedback makes it possible to admit mistakes, actions to be taken to rectify these and continuous improvement is possible.

### Recommendations for leadership

- **Reform the leadership culture** with improved procedures on delegation and decision making
- **Introduce a new style of management** for increasing capacity mobilization, better motivation and team spirit in order to influence service quality and performance with no added costs
- **Delegate powers in order to increase manager's authority.** A study should be undertaken to identify the types of responsibilities that can be delegated and to which positions.

## 4.6 Concluding remarks

*Systems alone cannot solve these problems.* The modernisation of information and communication systems needs to be accompanied by significant changes in mentality and habits. Protocol principles need to be revised accordingly as well as delegation of powers and of signing authority and the modalities of collaboration. This will:

- Bring about a change in mentality



- Ensure that staff understand their own tools and procedures and use them
- Introduce a sense of continual improvement that is a constant search for better and more efficient ways of working
- Ensure leaders set challenging objectives

***This summary of functional reviews leads to the following general conclusions:***

- Sector reviews should be conducted to enrich the results of these ministry reviews
- The administration should make a strong commitment to implement the tools necessary to manage the government's human resources
- Synergies and economies of scale should be sought out in all sectors and at all levels
- A new management style should be introduced at institutions through the:
  - o Delegation of powers
  - o Implementation of adequate pilot tools for sector development monitoring towards VISION 2020 and EDPRS
  - o Implementation of corresponding common procedures for improving overall management

***The main strengths of the government of Rwanda are:***

- The will to develop and to build this country is widely shared by the population and State actors. This is an effective driver of development.
- The creativity of the Rwandan administration that knows how to combine modernity and tradition, providing an opportunity to rethink systems and achieve efficiency. It has repeatedly shown its ability to implement success stories such as Umuganda, Umudugudu, Imigho and Gacaca.
- The relative youth of the civil service allows for the easier implementation of changes as staff are more open to modernisation and are not as indoctrinated in routine habits.
- The population of institutions and contingents of civil servants allows for the rapid improvement of their management to make it more dynamic and rewarding.
- Rwanda is a small country which, in a few years, has vastly improved its communications network thus facilitating connections between almost all the zones.
- The thirty districts are connected to the internet and can be easily reached (video conferencing systems may be an efficient communications tool in the near future).

As a consequence, the modifications of working habits and behaviour, which the presented propositions entail should not be a hindrance on progress. Paths can be found to establish them and in particular those that have little to no budgetary impact and which depend on straightforward decisions and willingness. The administration knows, having widely demonstrated its capability of innovation, how to find ways and means to mobilize energies and talents.

In an environment marked by an oral culture, these changes should be feasible as the major changes are not new systems, just ideas borrowed from elsewhere. There may even be traditional Rwandan systems which could serve as a reference on the subject. In the following section we provide a timetable outline for the implementation of the recommendations we have made.

## 5 Summary and timing of recommendations

In this section we bring together the recommendations from the previous section and divide them into quick wins, short and medium term activities to provide a timetable for their implementation. We also provide outline resource requirements for planning and budgeting purposes.

### 5.1 Quick wins

Field	What	Who	When	Required Conditions	Provision
Work methods	Improve time management through: <ul style="list-style-type: none"> <li>• Clear meeting schedules and principles</li> <li>• Use of electronic diaries</li> <li>• Ensure all appointments are made with the secretariat</li> <li>• Train all civil servants on time management</li> </ul>	Ministries	Immediately	Strong leadership - Decision by the Ministers: <ul style="list-style-type: none"> <li>• Installation of Microsoft Outlook on all staff computers</li> <li>• Establishment of the groupings of meetings and which professionals should attend them</li> </ul>	-
Decentralization	Reinforce the process of cooperation between all different levels: ministries, agencies, districts and sectors	Ministries with decentralized activities and MINALOC	Immediately	Decision by ministers (a document already exists which explains the roles of each body): <ul style="list-style-type: none"> <li>• to ensure the roles and responsibilities of each body and the way of working at all levels of the central, external and decentralized administration are clearly communicated</li> </ul>	-
Management systems	Review the structure so each unit fits closely with the core deliverables of the institution	Ministries with MIFOTRA and MINECOFIN	By the end of the year at the earliest	Decision of ministers after they have agreed on the present functional review of their ministry	Impact on functional budgets

Field	What	Who	When	Required Conditions	Provision
Management systems	Lower the degree of compartmentalisation between entities acting in the same field.	Ministries	Immediately	Decision by ministers to introduce new directives: <ul style="list-style-type: none"> <li>to facilitate communication between units of the ministry, the entities under supervision and other partners</li> <li>to explain direct contact allowed between professionals to achieve objectives such as synergies, economies</li> </ul>	-
Management systems	Have institutions develop and monitor their sector strategic and annual plans through improved tools	Ministries and MINECOFIN	When decided by the Ministries	Decision by the ministers to take a 1 <sup>st</sup> step to improve planning tool: <ul style="list-style-type: none"> <li>to design -according to specification- a simple “tool” for actions plans</li> <li>to implant it up to district level</li> <li>to train the professionals in charge of implementing and monitoring the plans</li> </ul>	Help of RITA? or Experts (Donors?)
Management systems	Review the official measures on experience and mobility of staff and post training obligations	MIFOTRA and Cabinet	Can be immediate	Government decision to accept the proposed changes	-
Management systems	Endow professionals in charge of monitoring, control and evaluation of activities with comprehensive applications and working procedures	Ministries and MINECOFIN	Immediate schedule to be implemented next year	Decision by the ministers to train the agents	Budgetary incidence to have the corresponding training sessions
Management systems	Train professionals in planning, analysis and synthesis				
Information systems	<ul style="list-style-type: none"> <li>Introduce the use of modern tools</li> <li>Introduce a document and archiving application in all institutions</li> <li>Manage and share all electronic data, information and documents on the central server</li> </ul>	Ministries and their ICT team	By the end of the year at the earliest	Decision by ministers : <ul style="list-style-type: none"> <li>to design a document sharing policy with adequate procedures</li> <li>to buy an existing application and install it on the server</li> <li>to train staff on filing data on the network according to rules</li> </ul>	Budgetary affect to have the corresponding equipment and training sessions
Information systems	<ul style="list-style-type: none"> <li>Establish safety and security systems and procedures</li> </ul>		Immediately	To design safety procedures according to precise specifications	-

Field	What	Who	When	Required Conditions	Provision
Information systems	<ul style="list-style-type: none"> <li>Introduce integrated computerised tools across different institutions to capitalize on the systems in place for better and more efficient services</li> </ul>		Immediately	Decision by the ministers: One-off meeting between the ICT unit of all ministries to identify existing tools which can be shared	-
Information systems	<p>Introduce an e-communication that relies on the following tools used accordingly:</p> <ul style="list-style-type: none"> <li>- Professional mobile telephone for urgent communications</li> <li>- IP telephone as a dedicated tool for exclusive professional use</li> <li>- Professional instant messaging using Microsoft Exchange to allow for communication management on a network</li> <li>- Systematic e-mail use for all transmission of written messages</li> </ul>	Ministries	Immediate schedule to be implemented next year	Decision by the ministers: <ul style="list-style-type: none"> <li>to be correctly equipped with IP telephony</li> <li>to use Microsoft Exchange (or similar) for instant messaging</li> <li>to set rules and codification for systematic e-mail showing the different kind of mails and appointed signatories</li> </ul>	Budgetary incidence to have the corresponding equipment
Information systems	Establish a “one stop centre” for all levels, whether central, externalised or decentralised	Ministries	By the end of the year	Decision by ministers	-
Management style	Reform the Leadership culture with improved procedures on delegation and decision making.	Ministries and Government	Immediate	Decision by the ministers: <ul style="list-style-type: none"> <li>to take an instruction for delegation</li> </ul> Government decision: <ul style="list-style-type: none"> <li>to decide on the management style to be introduced in national institutions</li> </ul>	-

## 5.2 Short term

Field	What	Who	When	Required Conditions	Provision
Work methods	Make action plans the basis for budget negotiations and not the other way around	Primature and Ministries	A first attempt could be made for the 2009 action plans	A decision by the Prime Minister asking all ministries to present annual actions plans showing their priorities <ul style="list-style-type: none"> <li>• Have ministerial action plan programs prioritised and clearly argued</li> </ul>	-
Work methods	Design and implement a set of common national procedures for the development of strategic planning and national action plans	Primature and ministries	A pilot could be tested with the 2009 action plans	All ministries have to undertake to use these procedures, despite current practice	-
Working methods	Adopt a program budgeting system linked to action plan needs and priorities	Ministries and MINECOFIN	Next year	Decision by the ministers to negotiate their annual action plan budget on the basis of their priorities and results and by applying the program budgeting system <i>This could be done as an exercise for 2009 budget negotiation</i>	-
Decentralisation	Launch a communication initiative on the division of roles and ways of working at all levels of the central, external and decentralized administration and publically	MIFOTRA and MINALOC	To begin once the sector functional reviews are complete	There must be a clear divination of roles and responsibilities between all the entities	-
Decentralization	Undertake sector functional reviews of the entities and the districts to have a clearer analysis of the result of decentralisation and externalisation	MIFOTRA	By the end of this year	Decision has already been made by MIFOTRA	Expert and Donor funds
Management systems	Review structures so that each institution continues to fit closely with its core deliverables	Ministries with MIFOTRA and MINECOFIN	Next year	Design and implementation of a procedure to review the organisation charts justified by an audit or a functional review	-

Field	What	Who	When	Required Conditions	Provision
Management systems	Undertake a complete review of all administrative procedures using a precise methodology and specifications for: mail administration; information management; strategic and action plans; and monitoring and evaluation of the institutions performance	Each ministry	This year	Each ministry has to commit to making the required changes. Review is drawn from this functional review process	-
Management systems	Develop new procedures referring to a codified practice to avoid the risk of forgetting certain basic tasks and to ensure that new modern tools and IP systems are taken into account	Each ministry	Early 2009	Procedures drawn from the review above	-
Management systems	Immediately after the Statute and the HR Manual are available  Design and implement dynamic HR management tools supporting the implementation of a jobs-based Public Administration	MIFOTRA	On MIFOTRA decision  (as the census is ongoing and the job extension process was ready to start last year)	MIFOTRA decision on: <ul style="list-style-type: none"> <li>• Jobs Nomenclature</li> <li>• Jobs and working positions Directory</li> <li>• Individual Performance appraisal System (at Cabinet level at present)</li> <li>• Single Civil Servants Data Base</li> <li>• To implant them as soon as they are available to the Network for the use of Senior Executives, Directors and HR managers</li> </ul>	Budget or Donors to launch a tender for technical assistance

Field	What	Who	When	Required Conditions	Provision
Management systems	Reinforce the performance system ensuring that: performance contracts of the institutions apply to indicators based on impact results of the activities conducted; the individual performance of agents facilitates objective setting and allocation of resources such as equipment, complementary training and availability	MIFOTRA	Next year (according to the performance system agreed by the CIC)	MIFOTRA decision to have the performance contracts: <ul style="list-style-type: none"> <li>of the institutions apply to indicators based on impact of the results of the activities conducted</li> <li>of the individual link to measurable objectives and allocation of means to reach them</li> </ul>	-
Management systems	Design and implement national policies for training	Ministries with MIFOTRA and MINECOFIN	Next year	Decision by the Government to have the necessary trainings required by the changes proposed as a national priority	cf. Above training budgets provisions
Management systems	Amend TA contracts to stipulate for knowledge transfer	Ministries	For all new TA contracts	Government decision	-
Management systems	Facilitate access to a first job for young people through a system of apprenticeship	MIFOTRA and Cabinet	Next year	Cabinet decision (it would appear that this proposal is on its way in MIFOTRA)	-
Information systems	Review official measures in order to: reintroduce professional experience for jobs; Regulate the free mobility of agents inside national institutions giving priority to internal recruitment and specifying conditions to compete in external examinations; Apply more strictly the obligation made by civil servants to stay in their institution for a period of 1 to 2 years after training; and manage mobility according to the rules and in respect of the Constitution.	Ministries and MIFOTRA (for HR)	When decided by the Ministries	Decision by the ministers to undertake for each ministry and externalised or decentralised institutions the complete revision of their necessary procedures	-

<b>Field</b>	<b>What</b>	<b>Who</b>	<b>When</b>	<b>Required Conditions</b>	<b>Provision</b>
Information systems	Design codified rules of mail use, with procedures relating to the different kind of mails and the appointed signatories	Prime Minister's office and Ministries	By the end of the year	Government decision to adopt rules	-
Management style	<p>Introduce a new style of management for increasing capacity mobilization, better motivation and team spirit in order to influence service quality and performance with no added costs</p> <p>Delegate powers in order to increase manager's authority. A study should be undertaken to identify the types of responsibilities that can be delegated and to which positions</p>	Ministries and Government	Next year	Government decision	-



## 5.3 Medium term

Field	What	Who	When	Required Conditions	Provision
Work methods	Make action plans the basis for budget negotiations and not the other way around	Ministries and MINECOFIN	Can start next year for implementation in 2010	Decision by the ministers to design and implement a set of common national procedures for development of strategic planning and annual action plans	Donors funds to tender for expertise
Management systems	Have institutions develop and monitor their sector strategic and annual plans through better adapted tools	Ministries and MINECOFIN	When decided by the Ministries	Decision by the ministers to have a “management project” application according to clear specifications	Donors funds to tender for equipment and expertise
Management systems	Immediately after the Statute and the HR Manual are available Design HR national policies for: Training - Recruitment - Career - etc.	MIFOTRA	Can start next year for implementation in 2010/2011	Decision by the ministers to launch tender for technical assistance to help HR policy elaboration	Donors funds to tender for expertise
Management systems	Review the salary system to remunerate the working posts, based on jobs qualification, experience and individual performances	MIFOTRA and MINECOFIN	Can start next year but for a later date implementation on Governmental decision	Decision by the ministers to launch tender for technical assistance to settle: <ul style="list-style-type: none"> <li>• Salary policy</li> <li>• Jobs qualification system</li> <li>• Salary grid (allowing career evolution)</li> </ul>	Donors funds to tender for expertise
Management systems	Design an integrated HR management System	MIFOTRA	Can start next year to be implemented in 2 or 3 years	Decision by the ministers to launch tender for technical assistance to settle: A system of provisional HR management based on rationalisation of competences, anticipation of the needs, evolutions of competences, of the structures and of the salary mass, etc.	Donors funds to tender for expertise

## 6 Ministry findings and recommendations

### 6.1 Office of the President

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The functional review for the Office of the President is to be completed with discussions ongoing between the ASI team and staff in the President's office. This section will therefore be added when this is complete.

#### 6.1.1 Work methods

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#### 6.1.2 Decentralisation

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#### 6.1.3 Management systems

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#### 6.1.4 Information systems

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#### 6.1.5 Management style

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## 6.2 Parliament

### 6.2.1 Work methods

**Planning:** Both chambers of Parliament use a strategic plan and action plan as their main planning tools. The current strategic plan covers the period 2006 – 2010 and is common to both chambers. The two chambers have separate action plans. The Senate’s action plan is developed with the participation of staff while the action plan for the Chamber of Deputies is the work of the Planning Unit and Secretary General and as a result, most of the staff are not aware of the activities listed in their action plan. It should be noted that the Chamber of Deputies action plan includes indicators of impact but does not set precise deadlines for implementation. Equally, the plan is not used as a working tool and some agents have never referred to it in their daily activities. The Senate’s action plan is well developed and should allow for efficient implementation of the strategies. Some activities however, do not have precise enough deadlines. The plan covers three years and allows for activities to be put back from one budgetary year to the next.



**Recommendations:** Put in place a participatory process for developing action plans. Set precise deadlines for all activities in the action plan to facilitate ongoing evaluation

**Time Management:** Currently, the professionals at Parliament manage their time badly. This situation is due in part to the absence of any tools for managing time, and in part because of a lack of discipline in responding to urgent requests. On average Unit Directors attend three to five meetings per week and have at least three ad hoc discussions. This weakness in time management has an effect on human resources, with most senior staff having failed to take annual holiday for up to the last five years in some cases.

**Recommendations:** Fix the time available for each activity and limit the number of meetings and the amount of time given to each meeting

### 6.2.2 Decentralisation

The Parliament does not have decentralised activities.

### 6.2.3 Management systems

**Procedures:** In common with all of the institutions of the Rwandan Administration, the two Chambers of Parliament use the procedures defined for budgeting and the tender process. In addition, since December 2007 the Chamber of Deputies has an administrative and financial procedure manual which has standardised the internal activities of the institution. This manual is already in use while awaiting official approval by the Bureau of the Chamber of Deputies. A similar manual is being finalised in the Senate. In order to improve efficiency, the Chamber of Deputies has a number of software tools already in place:

- Stock management
- Tender process management

- E-Parliament
- Human Resource Management
- Planning

Further tools are in development including Purchasing, Correspondence management and Protocol.

**Recommendations:** Put in place an automated, computer-based procedure for document management and security. Visit other Central Administration institutions to identify software which has already been developed and which can be installed in Parliament. For example, the correspondence management software already in place at MININTER.

**Human Resources:** At the Senate, 85% of Professionals have less than three years experience in post. The fact that Senate staff are relatively young and inexperienced does not facilitate delegation of responsibilities. Of the 30 posts in the Organisational Structure at the Chamber of Deputies, only 21 are filled. At the Parliament some agents do not carry out their role as it is described in the Organisational Structure. This is the case for Expert Analysts who effectively work as Commission Reporters. This situation causes much frustration. The training plan is not realistic and it contains lots of training programmes based abroad. Many agents are unable to take their statutory holidays.

**Recommendations:** Increase staff motivation to attract and retain employees by delegating more responsibility and by opening important vacant roles to internal competition before advertising externally. Ensure each member of staff is carrying out the role for which he/she was recruited as described in the Organisational Structure. Develop a training programme which is more oriented to courses available within the country. Enforce annual holidays.

#### 6.2.4 Information systems

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Documents are still produced on paper, mostly to allow for signatures and out of habit. The organic law N°06/2006 from 15/02/2006 establishing internal rules of the Chamber of Deputies in the Parliament stipulates in several articles (53,54,59,62,69) that reports or correspondence for Deputies have to be in written form. This wording makes it obligatory to reproduce every document for every Deputy. This standard wastes time and resources.

**Recommendations:** Amend all articles in the organic law N°06/2006 from 15/02/2006 establishing internal rules of the Chamber of Deputies in the Parliament which stipulate paper copies of files or letters to specify instead electronic communication.

#### 6.2.5 Management style

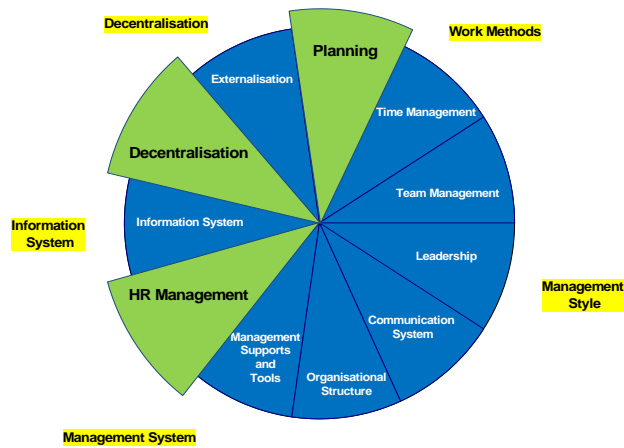
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In order to help both Chambers of Parliament to improve their operations, the following should be undertaken: describe working procedures to normalise existing practice in all areas of work; automate all procedures described in order to increase productivity; train agents in both Chambers to use formalised procedures, to use the advanced functions of their electronic tools and in time management (in particular effective meetings, etc.); manage the careers of agents; and train agents in managing change.

## 6.3 Primature

### 6.3.1 Work methods

The Primature assembles the annual government action plan, made up of each ministry's action plan. During January the Director of Cabinet chairs a series of meetings in which each action plan is reviewed and compared with others to identify areas of overlap, ensure cross-cutting issues have been taken into account and to make final recommendations to the ministry. These plans are then discussed and further modifications are made at the Akagera retreat. The timing of this process means that action plans are only approved and published in March, which inevitably has an impact on the ability of the Ministry to implement its action plan in full and on time.



The main responsibility of the Primature is to monitor the implementation of government policies and Cabinet decisions, the Akagera retreat and the National Dialogue. However, the approach used is not structured or consistent. The two units responsible for monitoring review the documents produced by the relevant ministry and quarterly activity reports and rely on ad hoc visits and information sources to judge whether or not the ministry is achieving its objectives. The frequency of reports and the fact that activity reports are retrospective limits the ability of the Primature to monitor progress and ensure that corrective action is taken early enough. Equally, there is no measure/indicator of whether the Primature has been effective in its role.

In 2008 the first annual plan for the Primature was produced, this is a calendar of the attributions of the institution and includes no details on how the tasks will be achieved. The action plan was not prepared with staff collaboration and does not appear to be a working tool. Other internal evaluation tools such as activity reports and management meetings have not been rigorously implemented. Meetings are often dropped when staff are busy or consider that there is nothing to discuss. This suggests that the purpose and benefit of effective management meetings has not been fully understood.

The leadership of the Primature is under significant pressure as senior staff have to spend much of their time on routine administrative tasks such as approving Primature staff holiday requests or approving requests for civil servants to travel overseas. This does not allow time for the more critical tasks their roles demand.

**Recommendations:** The weekly management meeting should be reinstated and its importance respected. The meeting should serve to identify if activities are progressing as planned and achieving the results planned. A critical analysis of achievements should be encouraged in order to monitor the effectiveness of the Primature. A revised action plan (focussing on the ongoing improvement of internal operations) should be the key tool used in the meeting. All reports produced by ministries, districts and Primature units should be systematically used to evaluate activities.

**Time Management:** In common with other institutions in the administration, staff at the Primature attempt to manage their work around meetings and requests from others for urgent help. Professional and personal telephone calls received on personal mobile phones and interruptions by visitors or colleagues are almost always given priority over the work in progress. Basic time management tools such as diaries are

not in common use. As a result staff work long hours, including weekends, and some find it difficult to take annual holidays. This has a negative impact on both the individual and productivity.

**Recommendations:** All staff should use a diary to note meetings and activities. Microsoft Outlook is the ideal tool and is already available on staff computers. Time management training should be provided urgently.

### 6.3.2 Decentralisation

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The performance contract (Imihigo) system requires the Primature to monitor the performance of each District in collaboration with Minecofin and Minaloc. At present there is no formal relationship between the Primature and the districts although this may be rectified by the new coordination unit being put in place.

**Recommendations:** Set up a reporting system that will allow the Primature to monitor accurately the implementation of sector policies by districts.

### 6.3.3 Management systems

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Excepting the procedures that apply to the administration such as finance and tenders, there are no written procedures within the Primature. This is a concern because orally transmitted procedures are liable to be changed and this, combined with a high staff turnover at professional level, can lead to difficulties carrying out processes consistently.

**Recommendations:** Identify all management procedures in use, review and capture them in a written manual that is kept up to date on a monthly basis. Writing the procedures in this way not only ensures standardised implementation but also allows for improvements to be more easily identified.

**Human Resources:** Staff at the Primature do not feel valued because they perceive their salaries to be low and they have not increased since 2006. In particular they are frustrated by the lack of professional training. Although a training plan is written each year, it is not produced in collaboration with staff and it is rarely put into action.

**Recommendations:** Review existing training plan to match staff needs more closely and identify realistic training solutions. Prioritise training and holidays to ensure both are taken.

### 6.3.4 Information systems

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Information is produced and transmitted within the Primature most often using paper. This fails to make use of the more productive electronic tools at their disposal. The existing network is not used and documents are shared using USB sticks or via email.

**Recommendations:** All staff would greatly benefit from one to one computer coaching to make better use of their computers (e.g. storing and sharing documents, using more functionality of Word and Excel, using Outlook for email and calendar).

### 6.3.5 Management style

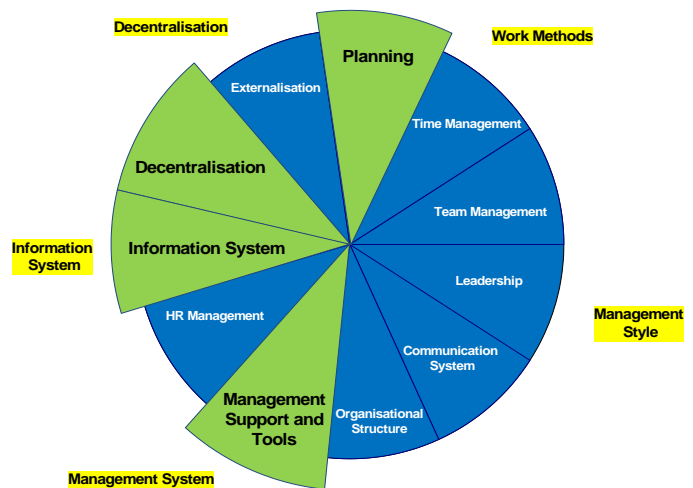
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The Primature would benefit from assistance to identify improved and streamlined processes and to develop appropriate working tools. These should be implemented but with a clear message from leadership that continuous improvement and learning is the norm. In particular the culture of performance management (currently in application at District level) needs to be applied to the internal operations of the Primature.

## 6.4 Ministry of Gender and Family Promotion (MIGEPROF)

### 6.4.1 Work methods

MIGEPROF works with policies for each of its sectors (Policy on orphans and other vulnerable children, Policy on gender equality and the Policy for the promotion of the family) and it has two strategic plans, one of them dates from 2005 and covers street children and the other covers vulnerable children. However, at present MIGEPROF does not have a strategy document covering the Ministry overall for the coming three years, although this work is underway along with two documents specifically for promotion of the family and gender equality.



The Ministry's Action Plan does not describe in detail the activities required in order to achieve the objectives identified in its Strategic Plans. The Action Plan is developed after budget negotiations. Given that the Action Plan isn't used as a basis for developing the budget, the needs expressed in the former are not taken into account during the budget discussions at the Parliament.

At MIGEPROF professionals struggle to manage their time because of a high number of meetings and that fact that diaries are hardly used, and certainly electronic diaries are not used at all.

#### **Recommendations:**

- Finish developing the global strategic plan as soon as possible so as the Ministry has a strategy on which is can base activities rather than depending on sector-based strategies only
- Develop annual Action Plans at the latest in April of the previous year so that it can serve as a proper basis for budget negotiations
- Put in place standards on the use of electronic diaries and train staff on how to use them
- Reduce the number of meetings in which professionals participate

### 6.4.2 Decentralisation

MIGEPROF does not take decentralised activities in Districts into account in its Action Plan. Under these circumstances, few decentralised activities are budgeted. In addition, it should be noted that the action plan does not include any mention of support or monitoring and evaluation vis à vis the Districts which are responsible for the implementation in the field of policies developed at national level. However, MIGEPROF has planned lots of activities directly related to the implementation of its policies, such as "Train at least 10 women in each Sector who will train other women in Family Planning" but these should be activities in the District Operational Action Plans. MIGEPROF does not involve its private partners in the development of its Action Plan.



**Recommendations:** Organise workshops to develop sector action plans with all Districts and identify the activities to be included in the District action plans to be able to negotiate transfers with MINECOFIN within the timeframe. Include partners in the workshop; Organise sessions to evaluate activities by sector with the Districts and partners at a local level. Insist on copies of activity reports which are normally submitted to MINALOC.

#### 6.4.3 Management systems

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At MIGEPROF, the management of resources and correspondence is assured by the Primature and the procedures established by MINECOFIN are used to manage resources. There are no formal procedures specific to MIGEPROF although many unwritten working procedures exist. Also, there is no software used to automate work.

MIGEPROF consists only of the Ministry Cabinet and includes the Minister, the Private Secretary, Administrative Assistance and five professionals. The 3 main MIGEPROF missions, promotion of gender equality, prevention of violence and protection of children's rights and the promotion of the family are spread between five professionals. Each of these three missions is a sub-sector and has its own budget line and donors. The Ministry employs more contractors than agents occupying statutory posts. There is currently no planning role although the need is apparent. Planning tasks are sometimes taken on by the Private Secretary to the Minister or by a Professional to whom the task is delegated.

**Recommendations:** MIGEPROF should develop procedure manuals to formalise the existing practices for routine work, for example those that exist for the Children's Welcome Centre; For increased efficiency, MIGEPROF's three fundamental missions should be split equally between three corresponding units and a planning role created at Professional level; and instead of using permanent contractors, create permanent roles assuming analysis of the volume of work justifies the decision.

#### 6.4.4 Information systems

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MIGEPROF does not have a document server which would allow for the implementation of centralised document management and which would offer increased security. Given that MIGEPROF works closely with partners, in particular international organisations, modern messaging tools are not used to the extent they could be.

**Recommendations:** Install a document server to facilitate centralised document management; Promote the use of modern messaging tools (IP telephony such as Skype, instant messaging, email etc.)

#### 6.4.5 Management style

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The management meeting is held regularly and is used as a tool to exchange information, in particular information on the progress of the Ministry's activities. However, given the very small size of the Ministry, information is easily exchanged regularly on an informal basis. The fact that there are no staff at Secretary General or Director level means that work is easily delegated to Professionals (unlike in other Ministries), although this delegation is not specified in any texts. However, the fact that there are few levels of hierarchy in the Ministry does mean that all responsibility is in the hands of the Minister and as a result this does reinforce a less participatory leadership style.

**Recommendations:** Put in place a manual on the delegation of responsibilities and create a Director level in the structure.

## 6.5 Ministry of Information (MININFOR)

### 6.5.1 Work methods

**Planning:** The Rwandan government's sector policy on information was defined in a document published in September 2004. This policy clearly links with the general objectives described in Vision 2020.

MININFOR's strategy was defined in a document covering the period 2004-2006 but this has yet to be replaced. A new strategic document is being written.

The action plan 2008 was developed based on the objectives set out in the 2004 policy document. Although it contains clearly defined activities the budget is not broken down. Equally, the deadlines for each activity are not specified.

The annual action plan is developed after the budget ceilings have been specified, rather than before as is intended in the MINECOFIN process. This limits the potential for negotiation as the Ministry's true needs are not being expressed prior to the budgeting process.

**Recommendations:** The annual action plan should be produced prior to budget negotiations, as per the process described by MINECOFIN. The plan should contain budget details for all programmes. The Ministry should urgently produce a new three year strategic plan.

**Time Management:** Responding to supposedly urgent enquiries either over the phone or in person and attending meetings or workshops organised at the last minute takes priority over planned work resulting in inefficient use of time. Time management tools such as diaries are not in common use.

**Recommendations:** Organise a short training course for staff on the use of Microsoft Outlook and basic time management. Oblige all staff to use the calendar feature of Outlook and to share those calendars via the network. Personal email addresses should no longer be used for work purposes.

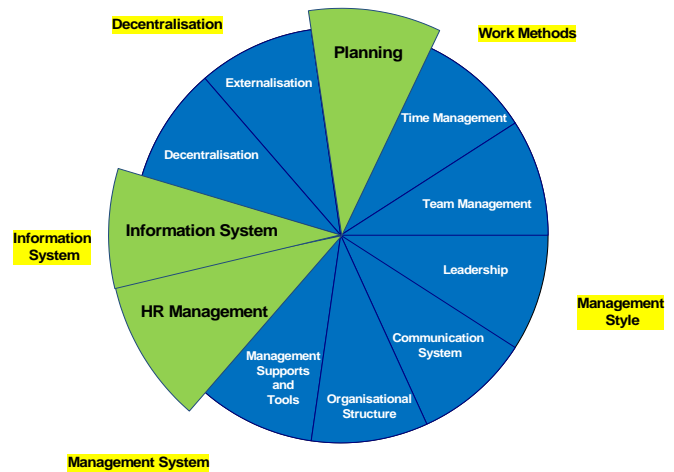
### 6.5.2 Decentralisation

The Ministry is not involved in decentralised activities with Districts. The 3 agencies which work with the Ministry are the High Council of the Press, Maison de la Presse and ORINFOR. The working relationship between the entities is good.

### 6.5.3 Management systems

**Performance Evaluation:** The Ministry produces a bi-annual activity report which is submitted to the Primature. This, together with the annual action plan, is reviewed at the Akagera government retreat in February. In addition the team hold a weekly management meeting.

The infrequency of the activity reports and the limited feedback they receive does not allow for efficient or timely management of the Ministry's activities.



**Recommendations:** Put in place a performance evaluation system which consists of indicators and weekly reports and meetings which will allow for activities to be properly monitored and corrective action taken as soon as problems are identified.

**Management Procedures:** Administrative procedures such as correspondence and resources are managed on behalf of the Ministry by the Primature. Other internal procedures are not documented. This makes it difficult to train new staff quickly and efficiently and to identify possible improvements to the procedures in use.

**Recommendations:** Identify and record internal procedures such as information processing and storage, communication methods and so on. Ensure these procedures are kept up to date.

**Human Resources:** The Ministry currently operates with 6 members of staff. At present government communication is not effectively covered by any of the existing roles. Equally, the Ministry would benefit from a planning function.

In common with other institutions of the Central Administration, staff are not well motivated. Reasons for this include salaries, limited training opportunities and the lack of a career development path.

**Recommendations:** The Ministry's structure could be strengthened by creating two additional posts: one in planning and one with responsibility for government communication. Additionally, the attributions of each member of staff need to be more clearly defined based on the Ministry's overall mission in order to avoid duplication, conflict or inefficiencies. The process of clarifying attributions can be carried out at the same time as a review and documentation of procedures.

#### 6.5.4 Information systems

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The Ministry's information system is mostly paper-based. This is both out of habit and because un-modernised procedures still demand manual signatures on many documents. There is no document management policy so that work produced is stored on individual's computers, and is not accessible to others. This is a concern given that MININFOR's only product is information.

The Ministry's ICT system is complete and allows all staff to be connected to the network. There isn't currently an Intranet and the network isn't sufficiently secured.

Despite the range of tools available to staff, only the very basic functions of computers are used regularly. Communication depends heavily on letters, personal (not professional) email addresses and mobile phones.

**Recommendations:** Significant efficiency savings can be achieved with a number of simple steps: The use of electronic signatures and implementation of a simple, shared electronic filing system (based on a clear policy) with basic training for staff on how to use the network. One to one training on the functionality of Microsoft Word and Excel would help all staff to produce work to a higher standard and faster. As much communication as possible should be via professional email, reducing the number of letters and memos produced. The ICT system should be secured as much as possible.

#### 6.5.5 Management style

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**Leadership:** The Ministry's mission is not defined in any official text. Due to the small size of the Ministry, there is an encouraging lack of protocol between the Minister and staff which makes for an easy working relationship. In contrast to other Ministries delegation is therefore de facto although not formalised.

**Recommendations:** The structure and mission of the Ministry should be described in a government decree.

## 6.6 Supreme Court

### 6.6.1 Work methods

There is a sector wide Justice Strategy in development that will cover the period 2008-12, of which the Supreme Court strategy, also under development, will feed into. These strategies are helping to improve collaboration and coordination among partners in the sector, both donor and government. To further support this a secretariat for coordination in the Justice sector has been created in Minijust. The Rwandan justice sector is developing into a mix of civil and common law in an attempt to harmonize with the East African community.

There are courts at the lower levels who are maintaining higher case disposal rates. By studying these, a case book of best administrative practice for Rwanda can be developed and shared to improve case disposal nationally.

**Recommendations:** With the strategies yet to be finalised there is an opportunity to include the development of policy that will clearly define how civil and common law are to be integrated and differentiated. The sector wide coordination secretariat would benefit from building its planning capacity. The strategic plans in development should clearly prioritise infrastructure improvements for the limited available funding.

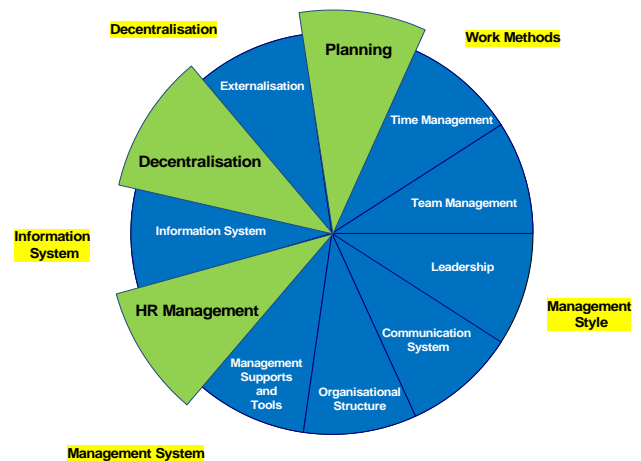
Legal aid for the poor needs to be increased through a partnership between the Supreme Court, Minijust, the Bar, civil society, media and parliament. A change to the law would allow for civil society to hire lawyers to represent the poor in court and at the same time funds should be sourced to provide legal services to the poor.

Consensus needs to be found on a fair method for expediting the handling of the remaining category 1 genocide cases, this may involve the reclassification of a substantial number of these cases.

### 6.6.2 Decentralisation

Significant progress has been made towards the full decentralisation of budget management, control and reporting. The legal and financial basis for independence of the judiciary has been established by the constitution and laws passed in 2005-7 and Judicial Sector recruitment is now independent of the executive branch. There still remains a question over how extensively judicial decisions are being enforced by local leaders, though Minaloc reported that there is good follow through in certain areas.

**Recommendations:** Full decentralisation of administrative and financial services within the Supreme Court should be achieved to increase efficiency and reduce administrative costs and time wasted. Further studies should be conducted to determine enforcement of judicial decisions and if necessary support activities to ensure this. Establish a Technical Secretary General under the Supreme Court's Vice President with the legal background to understand the technical, administrative and process needs of the three tiers of courts below the Supreme Court.



### 6.6.3 Management systems

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Annual case completion targets are set for judges but this may encourage judges to select easier cases to demonstrate good performance. Outside of these targets there does not appear to be any other form of performance measurement, evaluation or monitoring for judges. While the court system is keeping pace with annual caseloads little to no progress is being made in clearing the backlog and the reasons for this are not known. With the Inspector General's small staff she does not have the resources to be able to undertake proactive analysis of the administrative strengths of the more productive courts or the weaknesses of the least productive ones. An improved management mechanism and database could assist the Ministry in clearing this backlog.

**Recommendations:** To accompany the 2008-12 strategic plan it would be beneficial to develop a new format for annual reports that focuses on reporting impact evaluation and analysis against the high level objectives of the plan. Current reports are lists of activities with little analysis of achievement by strategic objective.

**HRMS:** The court has achieved significant success in the recruitment of judges to positions across Rwanda. There are only two positions for Supreme Court judges vacant, but all other positions for judges, at all four levels of the court system are now filled with university diplomas as a minimum qualification. Whilst there does not appear to be a comprehensive in-service training plan for judges currently, the new Institute for Legal Professional Development (ILPD), which is due to open in May 2008, will be available as a resource for in-service training. This will provide judges with access to training on new computing software and techniques that should improve automated caseload management, tracking and processing. It will also enable training on the new bodies of law that are emerging, such as the comprehensive commercial laws and laws and investigative practices for cyber crime and money laundering. There is a belief amongst judges that they do not receive the same level of benefits and support as those in the executive branch of government.

**Recommendations:** The Supreme Court should work closely with Mifotra to clarify policies on leave, training and performance assessment for judges that are equivalent to those in the executive branch. As part of the Strategic plan in development space should be made for the inclusion of comprehensive training plans.

### 6.6.4 Information systems

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All tribunals at all levels now have access to computers and all but 20 courts have access to the internet. These computers could be used more comprehensively and efficiently to manage caseload processing and tracking. The current system only handles case registry and this is not used in all courts. The court does publish new legislation on a newly created website, but this does not yet include all prior legislation that is in effect.

**Recommendations:** More of the courts work should be managed on computers, using caseload management and processing software to reduce backlog as well as to more efficiently manage current workload. Short term support should be contracted to ensure all legislation in effect is available on the Supreme Court's website.

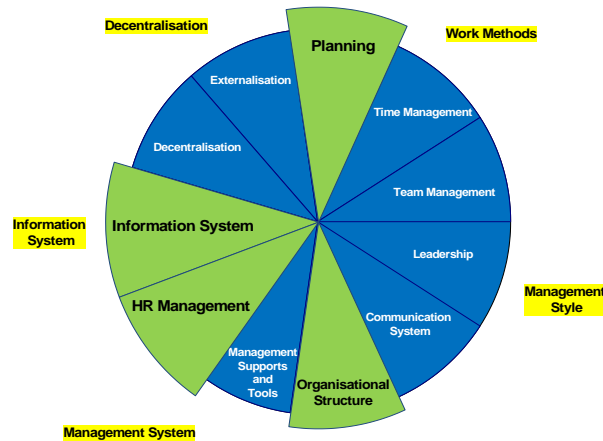
### 6.6.5 Management style

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See recommendations in main document

## 6.7 Ministry of Defence (MINADEF)

The administrative structure of the Ministry has not been defined in any official text. It is a management structure designed to allow the Rwandan Defence Force to carry out its missions. Attributions of working posts defined in the Organizational Structure do not take into account all the tasks which actually cover not only assets management of the Ministry but also that of the entire Army.



The function of Cooperation, which encompasses the main activities geared to implement the Ministry policy, is currently assigned to the Planning, Policy and Capacity Building Unit.

The person in charge of Procurement is a professional attached to the General Secretariat. Given the number of tasks corresponding to his attributions, he is assisted by one of four permanent technicians in charge of awarding tender availed by the Army headquarters and two secretaries in charge of filing. He is responsible for implementing procurement procedures of works, services and supplies for all services attached to the Ministry, including the Rwandan Defence Force.

**Recommendations:** The function "cooperation" of the Ministry of Defence is a primary function which addresses a key aspect of the implementation of the Defence policy in Rwanda. Therefore, given the importance of corresponding activities, it is suggested that the cooperation function be transformed into an operational unit under the supervision of the Secretary General in the Ministry. Given the large number and complexity of files to be handled for all agencies under its supervision and related services, the tender function should be transformed into an operational unit. It should have three professionals in charge of tender activities, services and supplies. The function should be attached to the Administration and Legal Affairs Unit.

### 6.7.1 Work methods

**Planning:** MINADEF policy documents and sectoral strategies are currently in the process of adoption by the Government, and by the end of the year should enable the Ministry to have clear objectives for the period 2008 - 2012. The process of developing the Action Plan and Strategic Plan is participatory. The MINADEF action plan is prepared in accordance with MINECOFIN procedures and is clearly divided in sub action plans for each unit and partner. However, the expected results for the Action Plan activities are sometimes confused with intended impact, and some activity deadlines correspond more to execution periods rather than deadlines.

**Recommendations:** The Ministry strategic plan needs to be operational before the end of 2008 for the period 2008 - 2012. It is necessary that the plan be designed so as to show clearly its relation to the EDPRS and the Defence Policy paper currently being finalized. In the same manner, the action plan should be developed so that programmes and activities clearly match the objectives set by the strategy. It must also clearly indicate where the activities within the organizational structure are responsible for implementation. Moreover, for each activity and sub activity, the action plan must specify the result and impact, the allotted time for completion, and the deadline.

**Time Management:** At MINADEF paper-based diaries are used individually, but are not shared with assistants or colleagues.

**Recommendations:** Train all staff on how to use an electronic diary (Microsoft Outlook) and in particular how to share that diary with his or her colleagues.

#### 6.7.2 Decentralisation

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Not relevant to MINADEF.

#### 6.7.3 Management systems

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Apart from some specific procedures for budget preparation, assets management, and procurement, the management procedures of the Ministry are not formally codified. There is no real documentation policy at MINADEF. The majority of the documents are electronic and yet electronic documents are not shared by users. There is no standard filing and labelling system for documents intended specifically for later research. Documents are filed according to the system set up by their designer on his/her computer and according to his/her own logic. The same is true for documents received externally through email.

**Recommendations:** The most obvious management solution is to install a central documentation server accessible through the network, on which all documents are systematically and automatically posted.

**Human Resources:** Currently, in order to have the number of qualified personnel corresponding to its needs, the Ministry of Defense has seconded members of the army from the Armed Forces. In fact, many MINADEF posts are occupied by seconded soldiers. However, the Army has seconded more additional staff than the number posts provided for in the organizational structure. These employees are paid according to their military rank salary, which has led to unequal treatment and some frustration. Additionally, high staff turnover at the management level has resulted in the loss of valuable human resources. Since 2005 few training opportunities have been available, for example only 5 professionals have received special training. The lack of objective assessment of tasks assigned to each position has resulted in the secondment of excessive staff from the Rwandan Defense Force. Therefore, there is a need to evaluate posts in terms of competence and experience and in terms of workload to more accurately determine the actual number of officers required.

**Recommendations:** Define working posts in the organizational structure based on the nature and quantity of the work, as well as the required competencies, experience and capacity; Recruit and deploy personnel based on competence and capacity criteria; and standardize training activities between institutions to allow inter-institutional specialized training. There is an important need to review the implementation procedures of training plans that don't clearly meet the needs of the Ministry.

#### 6.7.4 Information systems

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Even though MINADEF computer tools are appropriately used, there are ways to improve the functions of the information system by better use of corresponding computer tools. However, the information system needs to be better protected.

**Recommendations:** Further staff development and training is needed in the use of computer tools and network.

#### 6.7.5 Management style

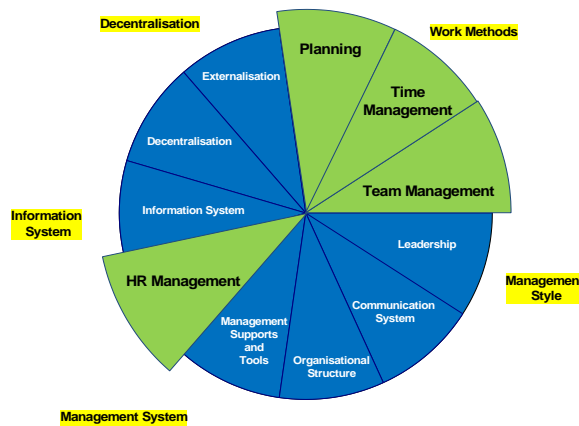
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See recommendations in the main document.

## 6.8 Ministry of Interior (MININTER)

### 6.8.1 Work methods

**Planning:** The Ministry’s 2005-2008 strategic plan and the 2008 action plan are genuine forecasting tools which can effectively be used to implement all activities covering interior security. The process used to develop these two documents is participative and the role of each partner is clearly defined within the plan. In the action plan some results are confused with indicators and some deadlines are long periods rather than specific dates. These both make it hard to evaluate the progress of activities planned. The MININTER management team use a weekly meeting to monitor work and for internal communication.



**Recommendations:** Include indicators of impact in the action plan which can be used to measure effectiveness. Set precise deadlines for all activities included in the action plan to facilitate monitoring progress.

**Time Management:** At MININTER paper-based diaries are used but these are not shared with assistants or colleagues.

**Recommendations:** Train all staff on how to use an electronic diary (Microsoft Outlook) and in particular how to share that diary with colleagues.

### 6.8.2 Decentralisation

MININTER does not have a direct relationship with the Districts although earmarked transfers are made by MINECOFIN in line with the prison budget which is prepared in collaboration between Districts and prisons. MININTER has a clear working relationship with the National Police, the National Prison Service and other institutions.

### 6.8.3 Management systems

With the exception of the standard procedures used to prepare the budget and the public tender process, MININTER does not have any written procedures covering its own operations. The system used for managing correspondence is an Access database which allows all post to be recorded and managed. Shortly all documents will be managed using “Document Flow Management”, a piece of software currently being developed.

**Recommendations:** MININTER should identify its operating procedures and document these in a manual. Advice should be sought from other institutions within the Central Administration which have already completed this process. The correspondence database should be extended to allow all users to monitor the movement of mail.

**Human Resources:** For the most part MININTER does not provide any induction process for new staff and there are no written documents describing how work is carried out. Training for staff already in post is also rarely organised. The turnover of staff is relatively high, with 11 professionals leaving the Ministry between 2005 and



2007. In these conditions, it is hard for the Ministry to have a corps of experienced human resources.

**Recommendations:** Motivate agents in order to attract and retain them by delegating more responsibility and by opening up vacant posts to internal competition before opening them up to applications from outside the Ministry. Develop a training plan specifically for new recruits.

#### 6.8.4 Information systems

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Paper is still the most commonly used tool, mainly because it allows documents to be signed manually. However, in comparison with many other institutions MININTER has an advanced ICT system, including professional use of IP telephony and instant messaging. There is a document management policy and shortly all documents will be scanned and managed using “Document Flow Management”. A network linking all prisons will be implemented in the near future. There is still a tendency to use only the basic functionality of computers, partly due to lack of training in the more advanced functionality of tools such as Microsoft Word and Excel.

**Recommendations:** Ensure ongoing training for staff on the use of the tools at their disposal to maximise the benefits of the ICT system in place.

#### 6.8.5 Management systems

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**Recommendations:** To help the functioning of MININTER, support should be provided to:

- Describe the working procedures in order to standardise existing practice in all areas of the Ministry’s work.
- Train agents in how to manage change.

## 6.9 Ministry of Foreign Affairs (MINAFFET)

### 6.9.1 Work methods

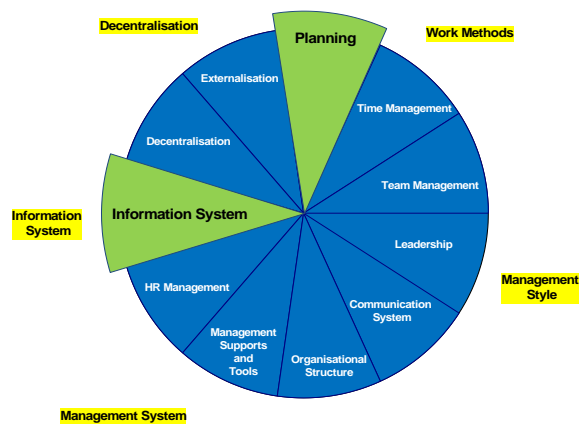
The Ministry's mission as described in the Policy and Strategies document for Foreign Affairs and Cooperation from July 2006 is consistent with the government's objectives as described in Vision 2020. This mission is translated into a

Strategic Plan which covers the period 2008 to 2010. The 2008 annual Action Plan is based on the objectives set out in the Strategic Plan. Both documents confuse the ideas of mission, activity and objective. The Action Plan is not detailed enough and is not designed to justify a budget request. Equally, the same Action Plan is produced each year with few changes. The Strategic Plan does not define the programmes and projects that will be needed in order to achieve the objectives it sets out.

The tendency to prioritise phone calls, interruptions and meetings above planned work suggests that staff do not understand how to manage their time. This is one of the primary causes of inefficiency within the Ministry and it is applicable at all levels. Simple planning tools such as diaries and to do lists are not in common use.

**Recommendations:** The Strategic Plan and Action Plan should be produced according to an improved template which specifies more clearly the activities planned and indicators of achievement.

Personal effectiveness should be the top priority of any change programme as it offers the easiest and fastest way to improve productivity. Ruthless prioritisation of planned work over perceived emergencies, compulsory use of the Microsoft Outlook calendar function and professional emails only, combined with training on simple time management methods would benefit the staff considerably.



### 6.9.2 Decentralisation

The Ministry does not have any decentralised activities.

### 6.9.3 Management systems

The Ministry does not operate under the standard organisational structure in place in other Ministries. A Communication Unit exists although it is questionable whether the nature and importance of the work demands a dedicated unit or if the service could be integrated into a generalised support unit. The same concern applies to the ICT unit.

The performance evaluation system of the Ministry is limited. Feedback from the annual Akagera government retreat is taken into account and the team hold a regular weekly management meeting though this is not perceived as anything other than an opportunity to exchange information.

**Recommendations:** The Strategic Plan and the Action Plan need to be reviewed regularly and used as working tools in the weekly management meeting. In order to serve its purpose, the meeting demands a critical analysis of the Ministry's work and open and honest comments from all of the Management Team. The meeting should

be used to monitor the progress of the action plan and to identify any possible improvements to activities planned or the working methods of the institution.

There are no documented procedures at MINAFFET and this, combined with the lack of delegation of responsibility means that the institution is highly dependent on staff at the Director level. Procedures are manual and traditional, for example all correspondence is recorded in large registers and delivered by hand.

The gaps in the Central Administration's Human Resource Management System cause the same difficulties at MINAFFET as at all other Ministries: staff are demotivated due to lack of career development, few professional training opportunities, relatively low salaries compared to the private sector and limited delegated responsibility.

**Recommendations:** Review organisational structure according to importance of each unit's function vis à vis the Ministry's mission and the expected workload.

Urgently identify and document all procedures used. Identify areas in which MINAFFET can benefit from improved procedures already in place at other Ministries – for example by implementing the automated correspondence management system designed by the ICT function at MININTER.

#### 6.9.4 Information systems

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Information is still produced and shared using paper despite the modern tools which are available to all staff in the Ministry. There is no policy for document management nor are there guidelines as to which documents need to be produced on paper and which can remain electronic.

MINAFFET's ICT system is complete and provides fast internet access. Although computers are too often used as simple typewriters, some of the modern tools available are being used correctly – for example Skype (IP telephony) is used to communicate with embassies outside Rwanda.

**Recommendations:** The network needs to be properly secured against intruders, viruses and physical risks such as fire. Staff must be shown how to make use of the network to store and share files. Significant gains in efficiency could be achieved simply through the better use of the tools already in place. In particular, thought should be given as to the necessity of producing paper documents and which documents absolutely have to be signed manually.

#### 6.9.5 Management style

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Communication within the Ministry takes place through the weekly management meeting and using personal email addresses, personal mobile phones. Although IP telephony (Skype) is used to communicate outside the country, this and other similar technologies such as instant messaging are not used professionally for other types of communication.

**Recommendations:** MINAFFET needs to make more extensive use of the tools which are already in place, for example using IP telephony for all telephone calls, instant messaging to communicate with colleagues and emails to replace letters wherever possible.

## 6.10 Ministry of Agriculture (MINAGRI)

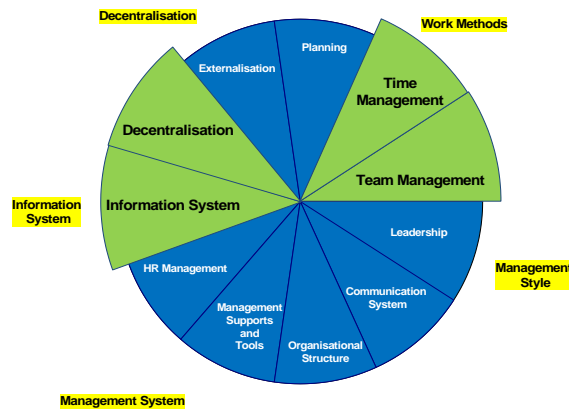
### 6.10.1 Work methods

**Planning:** Since 2004, MINAGRI has published the main orientation documents for Agriculture which are the basis for the annual action plans of the ministry, of the entities under supervision and of the districts normally as well. Those action plans in fact are designed

–as for all other national institutions– from the ceilings budgets and are not subjected to negotiation according to the objectives. Their indicators are linked to the actions development only and not on the results obtained on the field. The proposed solutions are common to all institutions.

However, MINAGRI will know a « break » in its programs this year as its strategic plans will expire at the end of this year. Their extension –which study just started– shall be available by the end of the year and consequently the 2009 nation plan for Agriculture will be based on the actions that haven't been achieved in 2008. This might have an incidence on the reduction of the next budget against the recommendations of EDPRS (2008/2012) that ask for a rise of 6% of the budget for Agriculture.

**Time management** is a major problem common to all institutions cf. Common recommendations.



### 6.10.2 Decentralisation

**Decentralisation:** At the moment, the districts work according to their own priorities that are identified from the rural organizations in the sectors or cells and Umudugudu. The national directives (including the action plans of the ministry and of the entities under supervision) are only consulted as a rough guide. Consultation and collaboration between professionals of entities under supervision and of the districts must be reinforced.

**Externalisation:** The entities under supervision of MINAGRI in charge of implementing the activities scheduled in the national action plans do not cooperate together or with enough efficiency with the professionals of the ministry to search for better coordination of the actions, for scale economy, synergies and rise of the results on the field.

**Recommendations:**

- To communicate on the roles of each entities that must cooperate together (ministry – entities under supervision - districts) or to publish a common text with MINALOC to re explain the contribution of each partner
- To improve the roles of the « clusters of development » that already exists.

### 6.10.3 Management systems

**Organisational Structure:** MINAGRI is negotiating its reorganisation. The present audit makes proposals on this matter.

**Management Supports and Tools:** The functioning of MINAGRI is still bureaucratic and centralised. This situation is general and the proposed solutions are common to all institutions.

**HR Management:** The findings are common and the proposed solutions are common to all institutions. The only point that distinguishes MINAGRI from the other concerns the questioning of staffing and requested profiles of the agents in charge of Agriculture in the districts and the sectors.

**Recommendations:** o base the request of MINAGRI on the results of the sectorial audits which shall analyse the entities under supervision and the districts?

#### 6.10.4 Information system

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Modernisation of the Information System is under way at MINAGRI where a new information management system (MIS) will be implemented by the end of this year to fit the information needs. Some applications are either under used or not adapted. The applications used to implement, monitor and evaluate the results don't allow appropriate treatment of the information that could help to « pilot » the Agriculture sector reform and must be revised.

**Recommendations:** MINAGRI must:

- Make sure that the MIS is compatible with Excel Statistic Data base of the ministry ;
- Acquire a Management project application ;
- Review the functionalities of its HR data base ;
- Check the possibility to have the newly introduced « Document and Archiving » application as support of the document management system that it is proposed to implement.

#### 6.10.5 Management style

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**Communication System:** As for the other institutions paper mail remains the most used support to communicate cf. Common recommendations.

**Management and Leadership:** As for the other institutions the ministry lack of delegation and of leadership. cf. Common recommendations.

#### 6.10.6 Support in implementation

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The present audit of MINAGRI must be consolidated and enrich with the functional review of the entities under supervision and of the districts.

## 6.11 Ministry of Commerce (MINICOM)

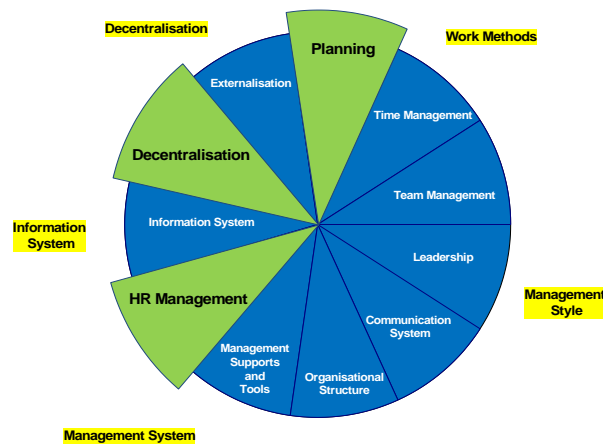
### 6.11.1 Work methods

**Planning:** MINICOM's strategic plan is well developed and relates very clearly to the objectives set out in Vision 2020. Although it was written in 2006 it also contains many elements of the 2007 EDPRS. Equally, the annual action plan is coherent and if implemented will ensure objectives in the strategic plan are achieved. However, it does not contain decentralised activities which should be carried out by the Districts. This suggests that the process of decentralisation has not been fully understood or implemented. The annual action plan is further broken down into unit action plans but these are not always prepared with the participation of the teams and some lack clarity.

**Recommendations:** Ensure action plans have appropriate indicators and results are clearly defined. Deadlines should be specific and not cover long periods of time.

**Time Management:** Staff recognise their problems with time management. In some cases they estimate that 80% of their time is spent attending meetings (many of them unnecessary) and dealing with urgent requests rather than achieving the work planned. Very few members of staff use diaries or other simple tools which allow time to be better managed.

**Recommendations:** Training on how to use Microsoft Outlook would benefit staff immediately. Use of the diary and email functions should be obligatory and within a short time professionals and directors will notice a difference in productivity. Senior staff should review the number of meetings attended by Ministry staff and ensure that only those meetings which are essential to operations should be attended.



### 6.11.2 Decentralisation

MINICOM's activities with the districts appear confused. In some sectors, such as handcrafts, staff sometimes work directly with local associations by providing training, rather than implementing such activities through the district itself. There is no structured process for collaboration with the districts to ensure that policies are being successfully implemented. Indeed staff do not collaborate closely with the Chargé of Cooperatives, SMEs and Employment in each district.

**Recommendations:** Put in place a clear mechanism for working with districts which ensures that action plans are developed in collaboration

### 6.11.3 Management systems

MINICOM has the core elements of a good performance evaluation system: weekly and quarterly activity reports and weekly management meetings. However, these tools are not necessarily being used to their full potential. Weekly reports for example tend to list what has or has not been achieved rather than identifying reasons for failure and corrective actions. In general, reports submitted outside of meetings aren't given a response unless a significant problem is identified. The management meeting

is held regularly and staff find it useful. There are no written management procedures in MINICOM although some standard forms for simple procedures have been developed. The correspondence management system is entirely manual and cumbersome. Information is recorded in books and the bulk of correspondence has to be signed by the highest levels of authority.

**Recommendations:** Reports should be used as a tool in a constant feedback loop at all levels and not a one-way account of what has happened. The Primature should respond to MINICOM's quarterly reports just as MINICOM should respond to the reports submitted by agencies. Feedback can be positive as well as negative. Effective meetings are at the heart of the feedback loop and in order to ensure full implementation of action plans the meetings should encourage a culture of critical reflection on work and the constant identification of potential improvements.

Identify and implement an automated correspondence management system (other Ministries have this in place). Review all types of correspondence and identify signatures which can be delegated to Professionals.

**Human Resources:** Salaries are the main concern of staff at MINICOM and many cite it as a reason for the high turnover and difficulty in recruiting. In particular, staff compare their salaries unfavourably with staff in similar roles at agencies. Some employees have benefited from professional training in the past year. 90% of professionals are under 40 years old and 80% of professionals have been in their role for less than 3 years, 20% less than 6 months. Only 36 of 41 posts in the organisational structure are occupied at present.

**Recommendations:** Design an induction process for new recruits.

#### 6.11.4 Information systems

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Despite a number of challenges following frequent office moves in the last two years, the ICT system at MINICOM is satisfactory. Internet access can be slow (due to an error in the annual ICT budget the connection is only 512KB) but a fully functioning network is in place and it is currently being upgraded. Despite this facility, staff do not make use of the network to share or store documents. They are stored on USB sticks, in private emails or on computers. Paper is still considered the default working method. The one person ICT department lacks the time to install new software on all ministry machines and to train staff on its use.

**Recommendations:** Enforce a switch to electronic working by setting up a clear electronic filing system, training staff on how to use the network and by discouraging the use of paper wherever possible. Without clear guidelines and rules, a dual system will exist in which documents are stored and shared both electronically and on paper. Encourage the use of modern communication methods by setting up Microsoft Outlook with a MINICOM email address for all staff and phasing out the use of private email addresses for work purposes.

#### 6.11.5 Management style

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The mission of the Ministry is not defined in any legal text.

MINICOM staff need ongoing coaching to help them clearly define the role they should be playing (particularly relating to the districts) and to better manage their own time. As the Ministry already has a good strategic plan and action plan, further performance improvement will come from personal effectiveness and more analytical reports and team meetings.

## 6.12 Ministry of Economic Planning and Finance (MINECOFIN)

### 6.12.1 Work methods

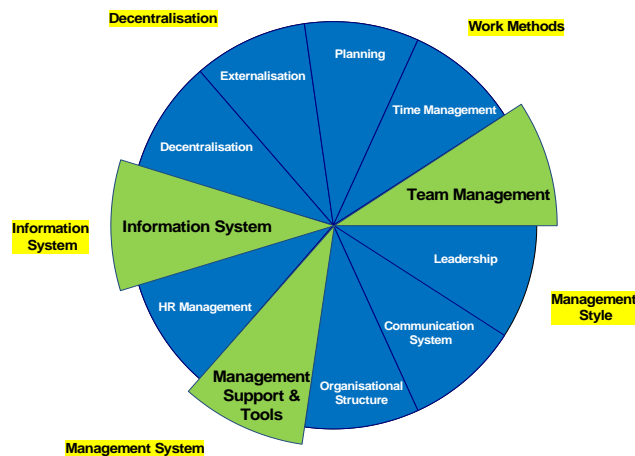
**Planning:** The Strategic Development Plan (2005-2010) and the annual action plan are coordinated by the corporate planning unit. The ministry produced a review document and even a magazine in 2006 same for 2007?? showing progress against strategic priorities – this demonstrates a commitment to sector-wide management and reporting. There are still some questions as to whether the plans are achievable and whether some of the goals are appropriate. Also there is some overlap in the responsibilities for labour and employment matters between MIFOTRA and MINECOFIN.

In terms of MINECOFIN's role as a coordinator of government planning and budgeting, there is significant variation in the format, content and quality of strategic plans across Ministries.

**Human Resources:** There is a strong commitment to performance management and to professional development. The concentration of responsibility at Director level and the fact that all other staff are on the same grade means that there is a lack of career development opportunities for staff, which inevitably has an effect on the ability of the institution to recruit and retain good quality employees. However, the Ministry does not appear to suffer from the same staff demotivation problems as other institutions and most staff have been working there for more than 4 years. The Ministry has already identified a need for ongoing training and skills development.

The Cadre Organique is over 100 pages long but it does not analyse in detail the non-technical skills required for each role (for example presentation skills or negotiation skills).

**Recommendations:** To improve the efficiency of the internal planning process the Ministry should develop a database to generate base data and pro-forma documents for regular reports using existing annual plan targets and information. Using the EDPRS as a framework, MINECOFIN should support other institutions to improve the consistency, quality and realism of the various strategy and planning documents produced. Clarify the difference in roles and responsibilities of MIFOTRA and MINECOFIN in matters relating to labour.



### 6.12.2 Decentralisation

The Ministry has a clear role in relation to other institutions and the budget development process is well defined with ongoing communication during the year.

### 6.12.3 Management systems

**Organisational Structure:** The current structure and distribution of functions complies (in most respects) with best practice for Ministries of Finance as



internationally understood. In particular the second tier of management at Director General level below the Secretary General allows for more realistic spans of control although lack of delegation means there are bottlenecks at Director level.

**Performance Evaluation:** There is a commitment to continuous improvement at the Ministry. The current performance management system is based on reviews of the strategic plan (weekly, monthly, quarterly and annual reports) and individual performance contracts. The latter are based on the action plan and therefore focus more on developmental activities rather than routine functions. The Imihigo system has proved successful so far and has provided a basis for improving staff motivation and performance. Nonetheless, there is a need to continue to improve the performance management and reporting systems, in particular to link performance contracts to clearly defined performance targets.

**Procedures:** Many effective internal systems and processes are in existence and the expenditure management and accounting systems are being harmonised. The Ministry is already working with consultants to produce an internal Procedures Manual which it is hoped will improve current procedures which are out of date or excessively complex.

**Recommendations:** Ensure that performance management (both individual and institutional) continues to be an area for focus and ongoing improvements. Continue reforms in technical areas and systems (especially the accounting and payroll systems) as well as removal of duplication in other areas such as debt management databases.

#### 6.12.4 Information systems

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There is currently no protocol for sharing information between departments and units in the Ministry. This should be addressed by the administrative procedures manual currently being produced. There is already a computer network and an intranet in place which facilitates information sharing. The Ministry is currently designing an IFMIS (Integrated Financial Management Information System) but there is scope to integrate this system with the IPPIS (Integrated Payroll and Personnel Information System) being developed by MIFOTRA. There is some debate about the role of the ICT unit within the Ministry which currently works on both internal maintenance and the development of for example accounting and budgeting systems.

**Recommendations:** Prepare a clearly defined and prioritised ICT strategy and action plan based on technical and business needs. Ensure clarity on the role of the internal ICT unit and RITA and in particular separate regular maintenance of the institution's computer equipment from systems design and management. Remove duplication between different information systems in use, for example the public debt and the debt management databases.

#### 6.12.5 Management style

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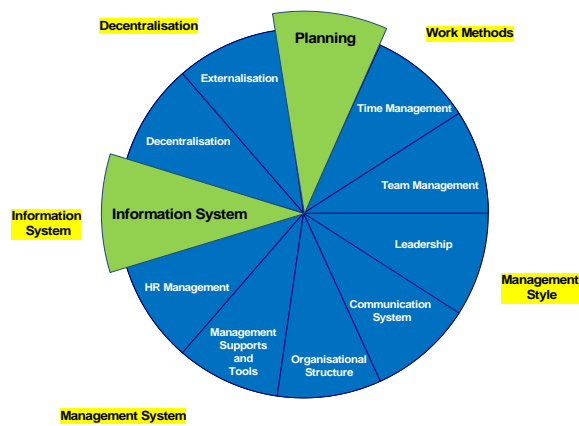
Although not documented in the Cadre Organique or internal procedures, there is a high level of collaboration and support within the Ministry based on professional relationships. Equally, the Ministry has identified a need to develop professional networks across the central administration for accounting and audit.

**Recommendations:** The professional network concept should be rolled out for other professionals, including planners, ICT and human resources professionals. These would bring together staff across all Ministries and decentralised bodies and would enable staff to identify best practice and to share ideas.

## 6.13 Ministry of Justice (MINIJUST)

### 6.13.1 Work methods

The ministry has a strategic plan in place for the period 2007-10, which clearly defines the ministry's mission. It has also established a sector wide approach to multi year strategic planning and coordination with partners and funders, which serves as an example of best practice that should be shared with other sectors.



There is not enough access to justice for the poor due to an insufficient legal framework and resources for legal aid.

There are currently around 17,000 category 1 genocide cases still pending that need to be tried by the Rwanda courts. With only 207 tried from 2005-7 there would appear to be no alternative than to reclassify some of these cases so they can be transferred to the Gacaca process, though this is far from a universally held view.

**Recommendations:** Whilst the sector wide planning and coordination meetings are held on a regular basis the effectiveness of this could be improved by more frequent meetings and the development of a database of activities to avoid the overlap, duplication and missed opportunities for coordination that is still taking place. The law needs to be revised to allow for civil society groups to hire lawyers to represent indigent groups with funding from Minijust. It will be necessary to embark upon a more intensive consultation process with civil society, the bar and parliament to mobilize a higher level of consensus on how to address the backlog of category 1 genocide cases.

### 6.13.2 Decentralisation

The unique Gacaca institution has been successfully adapted and used to obtain justice for the survivors and victims of the genocide, and the originally planned caseload of Gacaca trials and sentencing is expected to be completed on time in 2008. There are a very large number of land rights cases that are creating congestion and backlogs in the lower courts.

**Recommendations:** The other unique Rwandan legal institution of the Abunzi (volunteer mediators) has the potential to address land tenure cases before they move to the courts, if the mediators are trained in the land laws. Therefore Minijust should institutionalise the Abunzi and provide for transparency in their activities. In parallel with this Minijust should work with Mininter, Minaloc, districts, sectors and civil society to draft laws for rural land registration, operationalise an efficient process for the registering of rural land rights that will reduce the need for court cases.

### 6.13.3 Management systems

**Reporting:** Currently Minijust's annual reports are lists of activities under each administrative entity, without cumulative analysis of its achievements by strategic objective.

**Recommendations:** There is a need to strengthen planning, monitoring and evaluation, statistical databases and impact reporting skills in Minijust to reduce

dependence on external consultants. MINIJUST needs to develop a new format that will focus on the high level objectives defined in its Annual Action Plans, multi-year strategies, and EDPRS and Vision 2020 goals, along with analysis and impact evaluation.

**Human Resource Management:** Personnel turnover at Minijust has been high and as a result there is little institutional memory. Sixty percent of staff have been in the ministry for less than six months. The new in-service training Institute of Legal Professional Development will be a very good resource to strengthen practical, clinical and applied practice and to update the skills of lawyers, prosecutors and judges.

**Recommendations:** Stabilise the existing legislative drafting personnel by working with Mifotra to meet salary promises that were made to former consultants who were transferred into full time civil service positions. Couple with this improve training in legislative drafting provide by the Faculty of Law in Butare and improve in-service training to be provided by the ILPD. Promote a more practical approach to legal training with both the Faculty of Law in Butare and ILPD.

#### 6.13.4 Information systems

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There is a lack of a monitoring and evaluation system for the sector. However, there exists a UNDP funded study, entitled “Managing for Justice Sector Results within the Rwanda National EDPRS Monitoring and Evaluation Framework: Developing Sector Performance Indicators and an M&E system” that provides a solid set of indicators and measurement tools. The ministry lacks an effective action tracking mechanism, whereby documents such as tenders have not been tracked to ensure approval in a time efficient manner.

**Recommendations:** The UNDP report should be utilised to create a sector wide M&E database that feeds into a new methodology for annual reporting against national targets in Vision 2020, the EDPRS and Justice Sector strategies and action plans. The ministry should develop a computerised method for action tracking. A computerised method for court case processing should be implementing, in coordination with the Supreme Court and the Prosecutor General, to clear the backlog of cases.

#### 6.13.5 Management style

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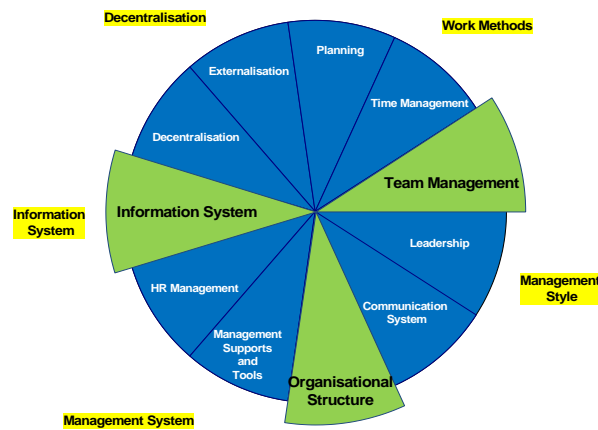
Minijust and Minicom are implementing a multi-sectoral approach to the creation of commercial and labour law, commercial courts staffed by trained judges and an enabling environment for contracts and investment. This will meet key EDPRS targets for the Justice sector by attracting external and domestic investment and employment. There is a belief amongst the donors that opportunities are being missed to improve efficiency due to the centralisation of authority.

**Recommendations:** The minister should consider delegating more authority to the deputy ministers so they can be used more effectively to expedite operations such as tendering.

## 6.14 Ministry of Education (MINEDUC)<sup>1</sup>

### 6.14.1 Work methods

**Planning:** The Education Sector Policy and Strategic Plan (2008-2012) has provided a thorough, overarching strategic planning framework for the education sector since 2003. The Policy, Planning and Capacity Building Unit is responsible for monitoring progress against and updating the ESSP. Generally speaking, planning and budgeting conforms to the MINECOFIN guidelines.



All the subsectors (Girls' Education, SEN, TVET, etc) have policy documents, some of which are awaiting Cabinet approval. Work on a number of Sub sector Strategic Plans is in progress. The Prime Ministers Office used the MINEDUC policy development approach as the guideline for other Ministries. Guidance on the format for preparation of papers for Cabinet is provided through the Offices of the Ministers.

**Human Resources:** Staff numbers were reduced from 203 in 2004 to 40 in 2006. However the Ministry remains with posts unfilled and has not been staffed to its full time equivalent since 2006. 9 new posts were added with Cabinet's agreement in February 2008, which are currently being recruited. This serious staffing constraint has limited the Ministry's ability to deliver its mandate at the sector level. MINEDUC education officers are pulled in a number of different directions and, given that staffing levels at the district education offices<sup>2</sup> are ridiculously low, priorities become confused, especially when information and reports are required immediately by the Ministers.

**Recommendations:** Priority should be given to increasing the efficiency of systems and processes and in particular, to personal efficiency.

### 6.14.2 Decentralisation

Implementation of the Education Sector Strategic Plan is delivered through the districts, schools, education agencies and higher learning institutions. A regular monthly management meeting takes place between the Ministry and the District Directors of Education. The meeting is used for updating and exchanging information and the Districts regularly join the Ministry professional officers in discussions about sub sector initiatives and plans. The Planning Unit is in regular contact with the Districts and the schools concerning updating manual management information. This system will be further enhanced by the development of the Education Management Information System and the Education Sector Monitoring & Education Framework<sup>3</sup>. However improvements are required to the coordination

<sup>1</sup> Information in this review note has been updated since the publication of the MINEDUC Functional Review in September 2007

<sup>2</sup> Each District has a Director of Education, Youth, Sports and Culture (less than 50% education time) and a full time District Education Officer

<sup>3</sup> The EMIS is under construction and will go "live" by early 2009. The MINEDUC Monitoring and Evaluation Framework is also under construction and will be operational by June 2008.

between MINEDUC (responsible for policy and standards) MINALOC (responsible for decentralisation of education functions), MIFOTRA (responsible for pay and conditions of teachers) and the newly created Teacher Service Commission.

**Recommendations:** The development of the EMIS and the M&E Framework must ensure sound coordination and collaboration between ministry, education agencies, HLIs and the districts in terms of management information and performance in order to deliver the EDPRS and ESSP. Improved policy coordination between MINEDUC, MINALOC, MIFOTRA and the TSC is now required.

#### 6.14.3 Management systems

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**Organisational Structure:** The three unit structure of the Ministry agreed in 2006 posed too many challenges and was changed in November 2007. There are now 5 Units in MINEDUC each headed by a Director with staff more evenly balanced between the Units.

**Performance:** The EMIS is now under construction as is the Education M&E Framework. Job Descriptions for all staff were finalised in April 2008 and performance contracts signed by all staff in May 2008. It will be important for all of these systems to operate effectively to ensure sound performance management for the Ministry.

**Resources:** The ministry suffers from some logistical constraints (lack of vehicles and limited budgets for transport and phone) that make it difficult for staff to maintain good communications and up to date management information with districts.

**Recommendations:** Sound policies, procedures and systems to support monitoring and evaluation will be critical for the successful delivery of the ESSP. The Ministry should consider restructuring its organisation in line with delivery of the ESSP. Once priorities have been established the physical resources (transport, telephone etc) required to effectively carry out those roles should be clarified and budgeted.

#### 6.14.4 Information systems

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The 2 person ICT department is responsible for internal management and maintenance of the systems and for the provision of ICT services to primary and secondary schools, which involves overseeing a series of development projects. The effective use of IT in the daily work of the Ministry is limited and not clearly understood by most people.

**Recommendations:** Recent structural changes have added 2 extra posts for ICT in Schools, which are currently being advertised. However all staff in MINEDUC must become proficient in the use of computers and electronic media by making good use of what they have at their disposal: i.e. Microsoft Office tools such as Word, Excel, Outlook, Power Point etc as well as computer networks and internet telephony.

#### 6.14.5 Management style

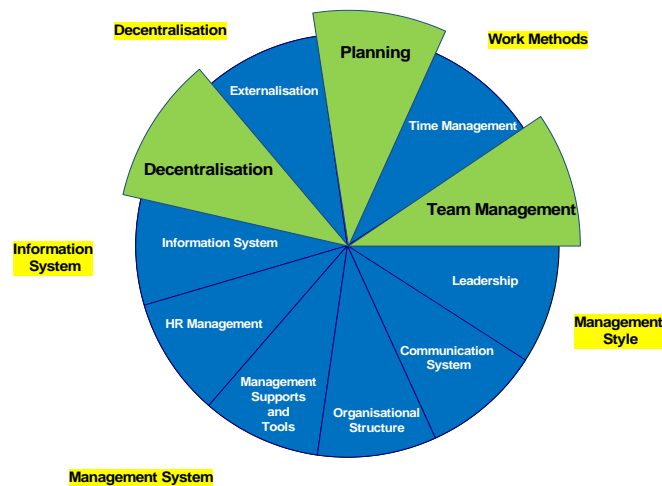
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A weekly management meeting is held between the Ministers, SG and Directors of the internal MINEDUC units and the education agencies. Information from the meeting is fed back to staff within the internal units but this should be conducted on a weekly basis, following on from the senior management meeting. There is a sound structure of meetings and information flow between the Ministry and its Development Partners. MINEDUC is also in the process of developing a Coordination Mechanism with all the NGOs that operate in the education sector.

## 6.15 Ministry of Sport and Youth (MIJESPOC)

### 6.15.1 Work methods

MIJESPOC has developed a policy on Sports and Leisure and a policy document on Culture which were both approved by the Government in September 2006. The Ministry doesn't really have a strategy for the current period. The strategy document used is the Logical Framework which was used to prepare the EDPRS for the sectors covered by the Ministry. A strategic plan relating to the period covered by the EDPRS is in development.



The Ministry's activities are decentralised. It is therefore necessary for these activities to be planned in coordination with the districts concerned. However, at present MIJESPOC does not do this and therefore there is no real relationship between the Ministry action plan and those of the districts. The decentralisation of MIJESPOC's activities does therefore not really work. In addition, the current sequence used to prepare the action plan does not allow for it to be used to establish the budget which will be used to implement the activities planned. As a result the action plan effectively serves as a justification of the usage of the allocated budget.

Only the Minister shares his diary with his assistant while other senior management staff barely use diaries, and when they do they are paper format and not shared with colleagues or assistants. Senior management also have difficulties managing their time as a result of multiple meetings.

**Recommendations:** Finish development of the Ministry strategic plan and ensure it is aligned to the EDPRS; Develop the action plan n-1 in April so that it can be used as a basis for budget negotiations; and put in place standards on the use of electronic diaries and train managers on usage.

### 6.15.2 Decentralisation

Decentralised activities have to be planned in coordination with the districts concerned. This coordination is important given that if activities planned at central level are not included in the District action plans then the corresponding budgets are not transferred by MINECOFIN. Within the domains covered by MIJESPOC, districts only receive earmarked transfers related to the maintenance of genocide sites. At present, there is no real relationship between the Ministry action plan and those of the districts. Equally the action plan makes no mention of the support or monitoring and evaluation the Ministry should be carrying out vis à vis the districts.

**Recommendations:** Organise workshops to develop the sector action plan with all the districts and partners. Organise meetings to evaluate sector activities with all districts and partners at national level and request copies of the district activity reports which are submitted to MINALOC for evaluation purposes.

### 6.15.3 Management systems

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The missions and the structure of MIJESPOC are not defined in any legal text. Equally MIJESPOC does not have any institutional performance evaluation tools. The only element that exists to monitor the Ministry's performance is the annual Akagera government retreat during which the achievements of the past year and the action plan for the following year are evaluated by the government. In contrast to other Ministries, MIJESPOC does not have a management meeting. The Ministry is thereby depriving itself of a tool which would allow it to evaluate its activities on a weekly basis as well as sharing information among staff. The fact that there is no real internal system means that the Ministry is not evaluating its work using real performance indicators and therefore make adjustments to plans or activities in cases where the desired result is not being achieved.

There are no formalised procedures. There are practices which have developed for administrative tasks based on the way things are typically done, but these are not documented in a specific document. There is also no formal system for managing correspondence nor is there any standard way of filing or labelling documents in order to facilitate future retrieval. The Ministry's structure is composed of an operational unit (which is responsible for the implementation of the Ministry's mission) directed by the Director of Planning and two support units working for the Operational Unit. MIJESPOC's mission covers three distinct sectors but does not have units for each sector. Instead professionals - under the Director of Planning - are responsible for each sector which has its own action plan, decentralised activities and budget. Given this situation it would seem normal that each sector should be set up as a new unit.

**Recommendations:** Develop procedure manuals to formalise working practices, for example the procedures manual for the registration of a federation etc. Reinforce the Ministry by dividing its two fundamental missions between two corresponding units. Organise regular management meetings and use these to evaluate the activities in the action plan and to publicise information within the Ministry. Put in place a set of performance indicators which allow the Ministry to regularly monitor and evaluate the implementation of the action plan and to make adjustments as necessary.

### 6.15.4 Information systems

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MIJESPOC does not have any filing guidelines. There is also no document server that would allow centralised, secure document management. Communication tools such as professional emails, instant messaging services, IP telephony are not used. Equally, the fact that the Ministry does not have a weekly management meeting means that it is depriving itself of one of the best tools for sharing information internally.

**Recommendations:** Develop a policy on document management and automate storage. Promote the use of modern communication tools and train users, including Group Mails for internal communication and communication with agencies

### 6.15.5 Management style

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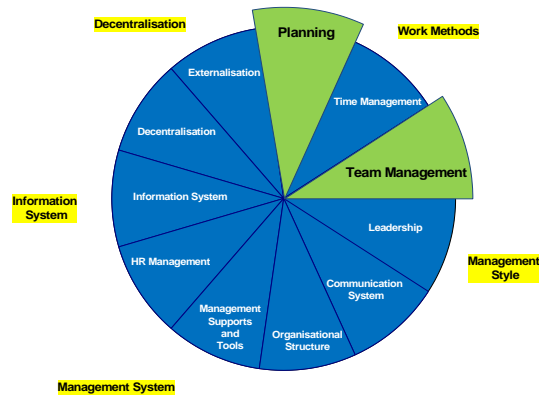
Vertical communication within the Ministry is difficult given the lack of regular team meeting. It also suggests a leadership in which decision-making is concentrated at the Secretary General and Minister level. Equally the lack of MIJESPOC activities in the district action plans leads the districts to believe that even activities in sports – such as the formation of a third division football team – are the responsibility of MINALOC rather than MIJESPOC.

**Recommendations:** Put in place a manual for delegating responsibilities and develop a more participatory leadership

## 6.16 Ministry of Health (MINISANTE)

### 6.16.1 Work methods

A number of health policy documents exist, most notably the Health Sector Policy, in addition to a large number of strategy and planning documents (for example related to HIV/AIDS and Malaria). The most frequently used document is the Health Sector Strategic Plan (2005-2009) which can be used to support planning and budgeting, monitoring of progress and to some extent, performance management (though this is not well developed at present). Progress against the Health Sector Strategic Plan is monitored by the Planning Unit and is scrutinised by development partners and other stakeholders. All Ministry units work together to produce an annual plan and budget.



No documented procedures or tools for managing human resources exist. Performance related contracting and pay is in place for healthcare professionals outside of the Ministry, although staff are only required to report on their activities and there is no formal objective appraisal process. Relatively low salaries, the lack of a clear career path and limited training opportunities all result in a demotivated workforce within the Ministry. Equally the concentration of responsibility at Senior Management level means that work cannot be delegated – an additional source of frustration. The relative youth and inexperience of staff following the departure of more experienced agents during the reform has led to a loss of institutional memory.

Ministry staff perceive the institution to be under-staffed. However, the fact that the annual plan for 2006 was mostly achieved does not immediately lead to the same conclusion. Nonetheless, the extensive involvement of donors and their provision of resources does mask the Ministry's current true capacity.

**Recommendations:** The lack of a clear legislative framework is currently compensated for by the Health Sector Strategic Plan and Policy but this should be addressed to ensure future roles and responsibilities are clear. Significant efficiency gains are possible with the implementation of improved, documented processes and systems and improved personal efficiency (in particular time management). Nonetheless consideration should be given to the number of staff required for the institution to genuinely achieve its mission. Any increase in staff should be the result of careful analysis of roles and responsibilities, Ministry priorities and workload. The existing performance evaluation system for staff should be strengthened to include more objective analysis of work produced and it should include Ministry staff.

### 6.16.2 Decentralisation

It appears that Ministry staff have not fully understood the principles of decentralisation and this, combined with the lack of systems for managing and evaluating the work of decentralised bodies, means that in reality they remain involved in execution of activities. Ministry agents do not have the facilities (vehicles, telecommunications budgets, etc) to enable them to maintain the level of liaison with the wide range of widely-dispersed bodies which is required for the Ministry to discharge its role properly.



The Ministry has a large number of externalised services and works closely with 12 bodies & agencies, district health services, university hospitals, private sector providers, development partners and NGOS. There are no clear processes or mechanisms for effectively overseeing and controlling the work of these bodies. In practice communication is good, but this is too often based on informal, personal relationships.

**Recommendations:** It is imperative that a clear system is put in place to manage the relationship between decentralised and externalised bodies and the Ministry, including internal policies on the information that has to be provided by each party, how the information is shared and the frequency and nature of work meetings.

### 6.16.3 Management systems

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The Ministry has a standard three-unit structure in which all of the work relating to the mission of the institution are the responsibility of one Director while other units have purely support functions. This effectively means that all decisions to go through one Director. The monitoring and evaluation requirements set out in the Health Sector Strategic Plan have not yet been developed. The lack of policies, procedures or guidelines for monitoring and evaluation is a major concern. The ICT department is currently charged with developing a sector-wide Management Information System (MIS) but the project appears ambitious considering the resource available. It will take time and money and will not be in place for a few years to come. There do not appear to be any standardised procedures for policy formulation or validation nor for administrative tasks. Procedures that do exist are not documented and are totally centralised meaning that all decision-making has to go through one Director.

**Recommendations:** The organisational structure should be reviewed to represent more accurately the weighting of the Ministry's work among its units. A very clear system is required for internal monitoring and evaluation of the implementation activities planned. This requires regular reports and meetings.

### 6.16.4 Information systems

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The ICT unit of the Ministry is focused mainly on developing solutions for decentralised bodies, as such the action plan includes items such as installation of a Wide Area Network (WAN) nationwide and creation of data collection tools. Communication between the Ministry and decentralised bodies can be difficult, in particular where there is no internet connection or where electricity supply is unreliable.

**Recommendations:** The ICT unit should serve only as a maintenance function for the Ministry's internal ICT. Other functions (for example system design and development) should be carried out by an ICT unit that is shared between all Ministries. This will allow the internal ICT unit to be more focused on essential work and increase the opportunities to share tools among Ministries as well as strengthening the design and development phase on ICT tools development. All hospitals should be connected to the internet to facilitate communication and management of data.

### 6.16.5 Management style

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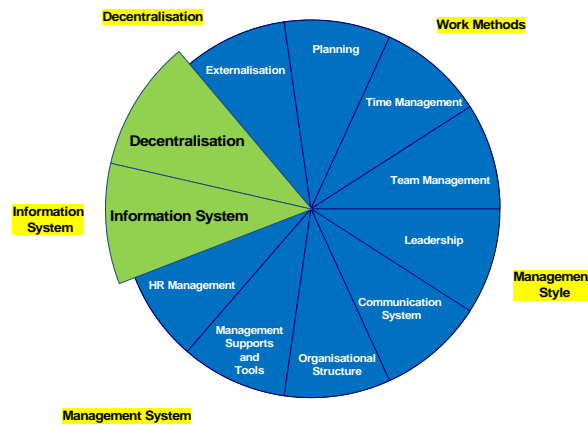
The heavy involvement of donors and partners in MINISANTE's activities means that there is a risk that ownership and expertise will not be transferred to Ministry staff although the action plan will have been successfully implemented.

**Recommendations:** The internal communications system is key to the Ministry carrying out its role effectively, as such it should be developed and strengthened.

## 6.17 Prosecutor General

### 6.17.1 Work methods

The 2006-10 strategic plan clearly defines the mission of the Prosecutor General which should feed into the sector wide Justice Strategy for 2008-12 that is under development. To date this sector wide planning and coordination is a model for other sectors in Rwanda, but the meetings could be held more regularly and a common and easily accessible database of studies and programme plans would benefit all stakeholders. In addition the commercial law reform effort is an example of best practice and an important contributor to the realisation of EDPRS objectives. There is a significant backlog of cases, particularly category 1 genocide cases, that are not being cleared under the current working arrangements.



**Recommendations:** The Justice sector strategy under development is an opportunity to prioritise infrastructure improvements that will move the PG closer to the police to facilitate investigations and case preparation. There is a need to ensure the consistent use of terminology and logic in planning tools. Enact legislation and find donor funding that will allow the GoR to hire temporary prosecutors to review and reclassify the backlog cases and prepare those that can still be tried. In particular consult and reach consensus on a new law to reclassify some of the genocide cases so that they can be transferred to the Gacaca process reducing backlogs.

Propose legislation that would reverse the current allocation of preventive detention time between the police and the prosecutor's office. Propose legislation that would allow bail for certain types of higher court crimes, to ensure that perpetrators are brought to trial. Draft and propose legislation that would allow plea bargaining as a tool to reduce the number of cases that need to be tried in the courts.

### 6.17.2 Decentralisation

The Public Prosecution Department was intended to be decentralised but management remains centralised and only some functions have been transferred to the High Instance Courts. Some district sites lack office for Prosecutors, basic equipment and electricity, meaning that responses to problems lack the sophistication planned. Prosecutions are also hampered as, due to budgetary constraints the National Policy decided to withdraw the one staff allocated to each Prosecution office, leaving Prosecutors to handle the workload alone. For those police that are deployed there are questions over their training, which have lead to the inconsistent completion of reports and further delays.

**Recommendations:** As has occurred in some districts secretaries could be recruited to support the Prosecutors in their daily work until the National Police provide officers.

### 6.17.3 Management systems

**Reporting:** Quarterly reports are produced in Kinyarwanda and are cumulative which should enable a clearer understanding by all towards annual objectives.

However, these reports are lists of activities under each administrative entity, without analysis of achievements or impact by objective. There is bureaucracy in the working and control systems, with officers belonging to numerous different committees and organisations, thereby increasing the tasks for each officer. Minutes of meetings are not systematically documented in minutes and institutional memory is therefore lost. The Public Prosecutor has little time to perform duties as they spend most of their time in ad hoc meetings convened by superiors.

An excellent summary of the data on the Prosecutor General's 2007 caseload was produced for the Akagera, defining the key issues not just for the Prosecutor General but for the Justice Sector as a whole. This also offers a format that should be used proactively for Action Plans and Annual reports.

**Recommendations:** Reports should clearly indicate progress towards objectives in the annual work plan. A review of internal committees and institutions should take place to streamline functions and then a system put in place to ensure the recording and storage of minutes. This review should also consider the Public Prosecutor's role and duties to ensure effective use of time.

**HRMS:** The reforms of 2004 ensured that personnel in the Prosecutor General's office are competent and qualified and current training plans ensure their capacity is constantly being developed. This is reflected by the fact that only about 20% of staff have been with the office for less than 3 years. Capacity development will soon be taken over full time by the Institute of Legal Professional Development (ILPD). The reforms also allowed for improved salaries, which raised motivation, but there is some criticism of how salaries are determined within the framework of the civil service, who are presumed to have advantages regarding career plan and transportation benefits.

**Recommendations:** Training could be provided to address with the continual evolution of international crimes elsewhere in the region. Temporary prosecutors could be hired to process the backlog of cases, particularly those from the genocide, current staffing is sufficient to deal with ongoing cases.

#### 6.17.4 Information systems

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The Prosecution service faces problems in using ICT effectively as many of their files are hard copies and need to be sealed. However, they intend to establish, in collaboration with MTN, a communication system to enable improved communication with organs based outside Kigali. This system, once functioning, could be shared with Minijust and the Supreme Court.

**Recommendations:** Despite the need to keep paper files for authentication, electronic filing and the utilisation of a database could assist in the storage and referencing of judicial records of each person. Support could be sought from the National Institute of Statistics to recruit and train qualified statisticians that can establish and maintain MIS and M&E data programmes for the Prosecutor General. Install automated processing software for the Prosecutor General to reduce backlogs and link it to the parallel effort to automate the processing of cases under the Supreme Court.

#### 6.17.5 Management style

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There is a lack of clear understanding and interpretation on key legislation amongst those involved across the justice sector.

**Recommendations:** Organize seminars for small groups combining the police, judges, prosecutors and lawyers, so they can harmonize their interpretation of key legislation and disseminate these opinions to their peers through websites and on-line reports.

## 6.18 Ministry of Infrastructure (MININFRA)

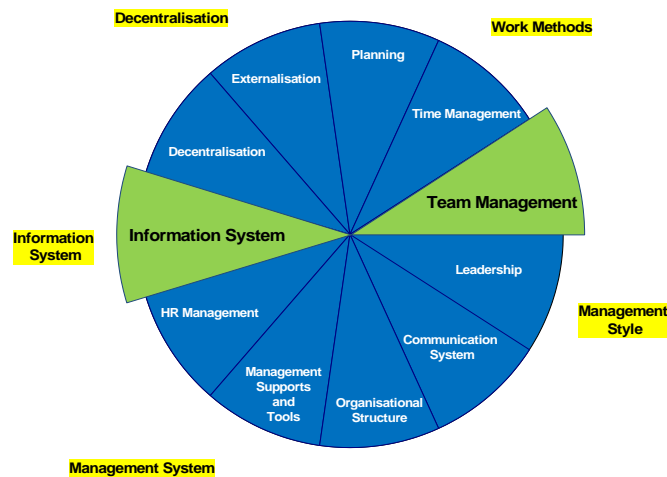
### 6.18.1 Work methods

The Ministry has Sector Strategic Plans (2005-2010), an annual Action Plan and the Cadre Organique however these are not entirely coherent with the mission of the Ministry. Given that the approach used is sector-based, then cross-sectoral considerations are not explicitly addressed in plans. As a result the potential synergies from having these sectors together in one Ministry are not necessarily exploited. Equally, the extent to which it is possible to quantify results varies across plans and therefore effective management of the Ministry's objectives is difficult.

There doesn't appear to be a systematic way of developing policy proposals or Cabinet papers.

Staff are used to working in response to urgent requests rather than on planned work. As a result they feel over-worked and unproductive.

**Recommendations:** Review the process for developing strategic plans to ensure consistent quality and in particular, quantifiable results for each objective.



### 6.18.2 Decentralisation

There are no principles or procedures for managing relationships with the large number of public bodies and enterprises for which the Ministry is responsible. Districts still have a tendency to communicate firstly with MINALOC rather than with relevant Ministries.

In addition, the action plan does not make clear whether responsibility for execution of some activities lies with Ministry staff or other bodies.

**Recommendations:** The division of activities between the Ministry and other bodies should be examined and clarified (particularly in the energy sector).

A systematic mechanism for working with all decentralised institutions should be designed and implemented as quickly as possible to ensure effective collaboration.

### 6.18.3 Management systems

Sector strategic plans are very detailed, but (with the exception of the energy sector) do not include many quantified objectives and they do not link objectives to clearly-defined actions. Equally, there is little management information to supply management meetings and reports with a basis on which to judge progress.

There is a weekly management meeting and other regular meetings to discuss progress and problems and staff produce monthly, quarterly and annual reports noting progress against the action plan.

The functional structure of the Ministry does not map well on to its organisational structure, which is the standard three unit formation. As a result one Director has a large area of responsibility and a span of control which is difficult to manage. The Ministry has found a way around this difficulty by creating unofficial sector coordinators, which has resulted in faster decision-making. There is no obvious place in the structure for a monitoring and evaluation function or for the development of cross-sector policy advice.

The overall decrease in staff as a result of the reforms will be effectively cancelled out by RITA and if the five new agencies (Roads, Meteorology, Energy, the National Laboratory and Habitat) are staffed as planned. Although agencies will recover some costs from fees and charges rather than through general taxation, the cost will ultimately still be borne by citizens and businesses.

Current job descriptions are not up to date and are not specific enough to allow for individual performance management. Staff would welcome a sound basis on which their performance can be effectively judged. In common with other institutions, the Ministry's personnel are demotivated due to salaries perceived to be low, a sense of being overloaded with work, little professional training and lack of a clear career path. This results in high turnover which has a negative impact on the overall development of the capacity of the institution.

**Recommendations:** Review the organisational structure; The use of ICT should be accelerated to ensure that management information is collected (including from decentralised bodies) in order to improve performance management; and the role of Sector Coordinator should be formalised as it provides an essential aid to the management of the Ministry.

#### 6.18.4 Information systems

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In contrast to other Ministries the ICT unit is responsible for both internal systems and for the policy area of promoting the development of ICT, postal service and telecommunications nationally. Although the unit has more staff than in equivalent units elsewhere, the volume of work remains a challenge and in principle should rely heavily on cooperation with RITA. There is little evidence that the two institutions work collaboratively.

ICT is under-used within the Ministry and in particular there are no real systems for collecting management information.

**Recommendations:** Review the role of the ICT unit in particular in contrast to the role of RITA. Ensure that internal ICT is developed quickly to support the Ministry's core functions.

#### 6.18.5 Management style

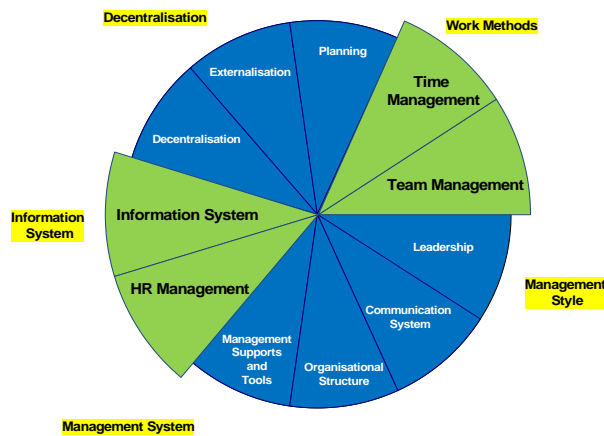
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Communications: The Coordination Inter-ministerial Committees (CIC) exist to ensure collaboration between Ministries but there is a concern that communication between MININFRA and other Ministries (for example MINITERE) needs to be strengthened in particular during policy development.

6.19 Ministry of Public Service and Labour (MIFOTRA)

6.19.1 Work methods

Planning: Despite the publication of a number of strategy and plan documents since 2002 there is a lack of legislation, policies and tools in all areas of human resource management. As a result, some Ministries have developed their own systems, which will lead to differences in practices. When policies are developed, it is done using surveys and meeting with stakeholders and normally there is a link with country policies such as Vision 2020 and EDPRS.



The planning and prioritisation process is not well-structured although staff participate in the process. The current Strategic Plan (2007) has some objectives which are not achievable (for example ‘eliminate all forms of corruption’). In its present form this plan cannot be easily used to define performance targets and to assign responsibility for delivery to staff.

MIFOTRA has had overall responsibility for administrative reform but has lacked the capacity and status to drive the process. As a result there have been significant delays in the progress and development initiatives.

Time Management: On an individual basis, work is not effectively planned but instead tasks are dealt with as emergencies which have to be completed immediately. This problem is common across all institutions of the Central Administration.

**Recommendations:** Prepare a properly sequenced and prioritised action plan for implementation of the changes required to ensure human resource management and development is in place.

Laws on civil service management should be reviewed and harmonised. Work on the preparation of job descriptions for the entire public administration should be completed. Key Human Resource Management policies and strategies for their implementation need to be developed urgently.

6.19.2 Decentralisation

The Ministry has a large number of complex relationships and shared responsibilities with a significant number of other bodies. Communication with these bodies can be difficult sometimes due to simple infrastructure problems, such as the lack of computers, internet access and even electricity in District offices. Clarification is also needed in the roles and responsibilities of the Ministry and those of its agencies (for example training needs assessments for local government employees are carried out by both MIFOTRA and RIAM). Some implementing agencies have not yet been fully established, for example the CNFPP, the Public Service Commission and the National Labour Council

**Recommendations:** A formal mechanism for collaboration is needed between MIFOTRA and decentralised bodies as well as other stakeholders. The role of the Ministry needs to be clearly defined and responsibilities passed onto agencies or Districts well communicated.

### 6.19.3 Management systems

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There is little evidence of well-structured performance management processes. There is no formal system for the provision of management information on which to base decisions although some existing structures facilitate the sharing of information (for example Youth Employment Steering Committee meetings). The only tools in place are the review of the annual action plan and periodical reports by managers on progress against the plan. Weekly management meetings tend to be operational rather than focus on performance improvement.

The ministry is reliant on project and contract staff which inevitably reduces the possibilities for building capacity and experience of employees. In common with other Ministries, there is a high turnover of staff. There are no job descriptions other than the Cadre Organique (which is too general). The flat organisational structure means career paths are not clear and this, together with salaries that are perceived to be low, results in demotivated personnel.

The current structure places a broad area of responsibility on the Labour and Employment Promotion unit.

There is a procedures manual from 2004 but it is out of date and some key procedures are missing. Some management and administrative procedures are very slow and bureaucratic – for example recruitment can take 3-4 months.

**Recommendations:** Performance management is urgently required not just to manage the careers and professional development of staff but importantly, to ensure that the Ministry's objectives are met on time and in full. The Cadre Organique should be re-designed with the participation of staff and stakeholders to remove duplication and overlaps. The same applies to the organisational structure with consideration given to the creation of a labour administration and inspection unit with a separate employment and vocational training unit. This would give weight to the importance of this function in the Government's overall mission and also help the Ministry to monitor and streamline partnership relations with the private sector. Management and administrative procedures must be captured, revised and documented. In particular the focus of any review should identify work and responsibilities which can be delegated from Management to professional staff within the Ministry. The procedures manual should be considered a live document which should be regularly updated.

### 6.19.4 Information systems

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The ICT systems that are in place to manage internal and government-wide human resource management and development activities are very weak. There are different and outdated payroll systems in use and the personnel system is not ICT-based. A work permit database and a national job opportunities database are both in development. The use of computers by staff, and in particular the security of data is varied but generally lacking. Equally, there is no document management system.

**Recommendations:** Filing and archiving needs to be strengthened and staff should be shown how to make better use of the ICT tools at their disposal. The use of the intranet and internet should be improved so that productivity can be increased.

The payroll system needs to be standardised and improved. The proposals for the IPPIS which would address this problem have been with the Cabinet since 2006. This should be implemented urgently.

### 6.19.5 Management style

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See recommendations in main document.

## 6.20 Ministry of Interior (MINITERE)

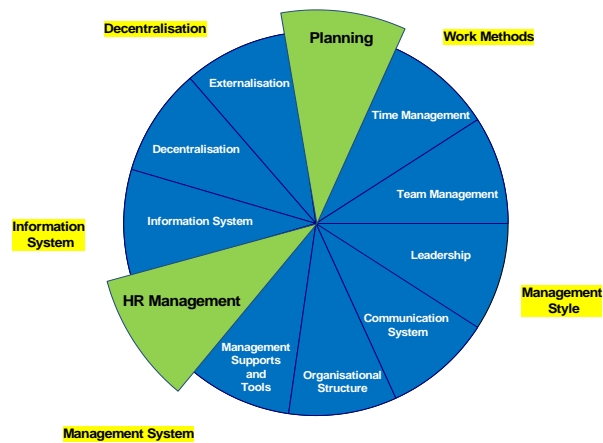
### 6.20.1 Work methods

Planning and budgeting are carried out in accordance with the MINECOFIN processes. Sectoral Strategic Plans are thoroughly developed, consistently structured and founded on a detailed analysis of current conditions. They contain little quantification of

expected results which means that any kind of meaningful performance evaluation of the Ministry's work is difficult. A Monitoring and Evaluation framework has been designed for the period 2007-11. Has this been implemented?. The Annual Action Plan includes targets against which Directors report on a weekly and monthly basis.

There is no standard procedure for developing and consulting on policy proposals. As in other Ministries, staff spend much of their time attending workshops and meetings and dealing with work defined as urgent by others. There is little time for planned work, resulting in inefficient working practices.

**Recommendations:** See Main Findings and Recommendations.



### 6.20.2 Decentralisation

The arrangements for communication and coordination with REMA, REDEMI and the National Land Centre appear appropriate and to function well. However, the same is not true of the relationship between the Ministry and the Districts – in particular there is a lack of data and reports provided by Districts to the Ministry. The lack of structured mechanism for essential collaboration between the two entities currently inhibits the ability of the Ministry to achieve its objectives. There is even some confusion among staff about the right of MINITERE to work directly with Districts, thinking that MINALOC has sole responsibility for contact with Districts. Equally, despite the existence of Coordination Inter-Ministerial Committees, in practice policy-makers find it hard to get other Ministries to give serious attention to their proposals.

**Recommendations:** Define a clear working mechanism for collaboration between the Ministry and decentralised bodies and other partners to ensure that all contact, from the planning process and policy development through to performance monitoring is effective.

### 6.20.3 Management systems

There is no solid basis against which progress can be tracked in any sector. Management Information is not comprehensive and objectives have not been quantified. As a result both institutional and individual performance management are not effective. Directors and professionals produce weekly and monthly reports but these mainly report activities rather than progress towards objectives. In addition, fortnightly management meetings are held (also attended by REMA and NLC) to discuss progress and problems.



The Ministry has the same three unit structure as its counterparts, with all policy and operational functions in the Planning, Policy and Capacity Building Unit. This, as in other Ministries, leads to bottlenecks in decision-making and can be a source of demotivation to professionals to whom authority is not delegated and for whom there is no clear career path. In addition, there is no designated place in the structure for a monitoring and evaluation function, nor for the development of cross-sector policies which balance the contradictory needs of maintaining natural resources for ecological reasons whilst exploiting them for economic gain.

Although the Cadre Organique has 34 posts, there is a heavy reliance on temporary and project staff, which bring the total human resources to 107.

Current job descriptions are not up to date and they do not reflect the real requirements of the job. As such they cannot serve as a basis for performance appraisal. Low pay is the reason most often cited when staff leave the Ministry, although other factors contribute to demotivation including perceived high workloads and few opportunities to attend professional training courses. Internal administrative processes are captured in a manual.

**Recommendations:** The structure should be reconsidered to balance more evenly the responsibilities between different units rather than focus all core work on one unit. The Ministry has suggested two new units: a Water, Sanitation and Mines Unit and a Land, Environment and Forestry Unit.

Following careful implementation of a number of steps including improvements in productivity, detailed job descriptions, institutional and individual performance management and in particular, working methods and attitudes which allow for genuinely decentralised operations, some consideration should be given to the actual number of staff required to achieve the Ministry's objectives.

#### 6.20.4 Information systems

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Some staff have lacked computers and internet connections and some do not have government email addresses. The involvement of RITA in the purchase of all new equipment is perceived to slow the process considerably. In general, ICT improvements – and the ability of staff to make use of these tools - have not yet compensated for the reduction in total manpower.

**Recommendations:** The introduction of new ICT systems to assist the collection of management information both centrally and from decentralised bodies should be accelerated.

#### 6.20.5 Management style

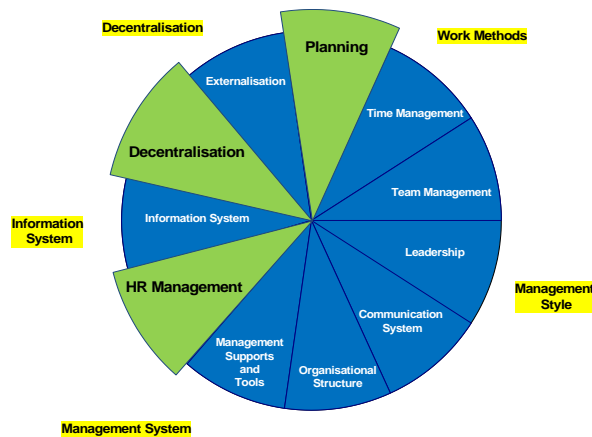
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See Main Findings and Recommendations.

## 6.21 Ministry of Local Administration, Good Governance and Community Development (MINALOC)

### 6.21.1 Work methods

Minaloc has developed a considerable number of planning and monitoring tools, but there is some difficulty reconciling these with the aims and objectives of Vision 2020, EDPRS, the Imihigo, sector policies and the District Implementation Plan (DIP). Of particular note is that the Vision 2020 document does not discuss local government of Minaloc and the EDPRS does not define a clear objective that is the sole remit of Minaloc, instead defining its role as to “promote decentralisation, citizen participation and empowerment, transparency and accountability”. Despite this Minaloc has produced, in partnership with the President and the Cabinet, with support from the development partners an excellent set of policy documents that guide decentralisation. This has led to considerable and additional donor support in alignment with sector priorities. However, some of this has been rushed and resulted in the design of ‘ideal’ overly complex systems rather than practical streamlined ones. Minaloc has also worked hard to ensure districts involvement in the annual planning process.



There is already significant use of online scheduling to ensure improved utilisation of time, the constraint remains in the number of meetings and the expanding responsibilities and duties of staff as discussed below.

More consideration needs to be given to outsourcing of the MIS, M&E and training responsibilities but care should be taken to engage bodies who will follow through in the long term, ensuring consistency of methods and institutional memory.

**Recommendations:** Annual plans should be better and more clearly reconciled with the numerous long term plans in existence; this may require the altering of indicators to ensure harmonisation and clarity. There is also a need for a clear and integrated annual calendar for the national and local government planning and budgeting cycle.

### 6.21.2 Decentralisation

Minaloc has led the development of decentralisation policies that, if made fully operational, will make Rwanda into a centre of excellence in modelling administrative and fiscal decentralisation in Africa. The ministry plays a key role in the Government of Rwanda’s vision and agenda for decentralisation to local governments, poverty alleviation, community development and good governance. It has established numerous coordination structures including the Decentralisation Cluster, the Local Government Consultative Forum and the National Decentralisation Stakeholders Forum. There still exists some ambiguity as to how Minaloc, Minecofin and sectoral ministries such as Mineduc and Minisante manage the planning, budgeting and reporting process in coordination with the districts.

**Recommendations:** Minaloc should convene a panel of media and NGO representatives and develop district guidelines for reporting to the media and involving civil society in budget hearings and performance monitoring to increase

transparency. The Prime Minister should issue a decree that clarifies the functions of the ministries involved in decentralised planning, budgeting and reporting, in particular in the education and health sectors.

### 6.21.3 Management systems

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The Imihigo (performance contract) mechanism is an excellent tool for setting and documenting agreed performance indicators and targets for districts and Minaloc staff and a start has been made on this in the last year. However, the vertical links to action planning, budgeting, staff time allocation, monitoring of results and staff evaluations are not complete. Minaloc's proliferation of mandates, plans, processes, initiatives, multiplicity of functional bodies and frequency of meetings has created an overly complex situation for Minaloc and its partners. Minaloc has put in place a strong reporting mechanism, with staff reporting on a daily, weekly, monthly, quarterly and annual basis. While this level of reporting is a little inefficient and should be reduced it does provide the backbone for an effective management system.

**Recommendations:** A streamlined set of prioritized performance indicators and targets, less ambitious and complex than those defined in the decentralisation and social protection logframes needs to be defined along with a more efficient reporting mechanism and linked with the imihigo of each entity, staff member and district. This will assist in the more disciplined follow through on monitoring and evaluation.

### 6.21.4 HRMS

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An analysis of the age of staff at Minaloc illustrates a core weakness of the ministry, while the senior staff have many years of experience behind them the directors and professional staff have little more than a year's experience on average. So while Minaloc management is able to define a clear way forward many of its staff lack the experience and capacity to advance the ministry's programmes. This has meant that Minaloc relies heavily on short term external consultants to flesh out the policies and programme designs defined by its senior leadership.

**Recommendations:** There is a critical need for Minaloc to build the capacity its mid level staff. We also recommend that Minaloc consider creating three new Director General positions and recruit experienced mid-level managers to fill them. All external consultancies should include an internal capacity development element even if this requires additional time to be added to the consultancies.

### 6.21.5 Information systems

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Minaloc's use of ICT systems is in advance of many others across the GoR. It utilises software called E-document which allows staff to monitor the circulation of files. Networks are utilised at both the central and district level and online communication is seen at the heart of future information systems. However, there is space for the improved utilisation of databases and MIS.

**Recommendations:** Minaloc should work with the National Institute of Statistics and other experts to make better use of data already being collected across the GoR.

### 6.21.6 Management style

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The pilot programme awarding local governments that have developed best practises should be expanded to encourage the sharing of successes and effective tools for meeting public service and infrastructure needs with local ownership and community participation.

## Annex I Terms of reference

### I.I Background

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The Government of Rwanda (GoR) is in the process of implementing a second generation economic development & poverty reduction strategy (EDPRS) targeting economic development as the major vehicle to reduce poverty levels in the country. It was widely agreed that weak coordination of development projects and programmes were the major constraints in implementing activities under the first generation of PRSP.

The Government initiated a range public sector reforms to enhance the efficiency and effectiveness of Public Sector Institutions and achieve higher levels of service delivery. As part of the reforms, the missions and objectives of public sector institutions were reviewed and strategic plans were developed in accordance with the development objectives articulated in Vision 2020 and PRSP. The public service was re-organised, reduced in size considerably, and a number of functions were either decentralised to the districts, or outsourced to be performed by the private sector and civil society organisations.

Through the Ministry of Public Service and Labour (MIFOTRA), in early 2007 government contracted a private firm to conduct functional reviews and institutional audits in 6 ministries, and now wishes to extend this exercise in the 16 remaining ministries and high public institutions. The aim is to assess progress in the implementation of the reforms and their impact in the delivery of services to the population, as well as to identify institutional development needs in line with the objectives of the EDPRS.

The Ministry has received the financial and technical support to conduct functional reviews in the remaining ministries and high public institutions from DFID, and Adam Smith International (ASI) who is currently implementing a DFID-funded Civil Service Reform Project in MIFOTRA

### I.II Objectives

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The objectives of this assignment are:

- To conduct functional reviews of sixteen public institutions;
- To evaluate the whole reform process in the sixteen identified public institutions analysing the achievements based on stated objectives and impact on the functioning of ministries and their effectiveness of achieving strategic plans, with the view to streamlining the reform process;
- To make concrete recommendations for improving the efficiency of the 16 institutions under review in implementing their action plans and sector strategies;
- Extrapolating from the analysis of 6 ministries previously reviewed, combined with the analysis of the 16 institutions, to make general recommendations for improvement of institutional structures to be considered in future phases of institutional reforms of the public service; and
- To identify functions currently undertaken by these central ministries that could more effectively and efficiently be carried out if outsourced to private sector entities or civil society and/or decentralised to districts or sectors.

## I.III Scope

### I.III.I General

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The scope of the assignment will cover a total of sixteen (16) high institutions and ministries:

1. Office of the President of the Republic
2. Senate
3. Chamber of Deputies
4. Office of the Prime Minister
5. Supreme Court
6. Office of the Prosecutor General
7. Ministry of Agriculture (MINAGRI)
8. Ministry of Commerce (MINICOM)
9. Ministry of Local Government (MINALOC)
10. Ministry of Interior (MININTER)
11. Ministry of Foreign Affairs (MINAFFET)
12. Ministry of Justice (MINIJUST)
13. Ministry of Youth, Sports, and Culture (MIJESPOC)
14. Ministry of Information (MINIFOR)
15. Ministry of Gender and Families (MIGEPROF)
16. Ministry of the President's Representative (MINIPRESIREP)

ASI shall undertake the assignment by engaging experienced professional staff comprised of international and Rwandans experts. It shall collect and make use of available information and apply sound technical practices and methods in carrying out the assignment. ASI will work in close consultation with MIFOTRA management to discuss and agree upon the team(s) carrying out the work, the schedule of activities, deadlines and deliverables.

### I.III.II Activities

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The functional review team will carry out a current situational analysis in each client institution, comparing changes introduced under the public sector reform program with an institutional 'snapshot' taken prior to the reforms, including:

- A brief chronological history of reforms in each institution;
- The decision-making processes followed while making the institutional reforms;
- Changes in structures, staff size and qualifications, work and decision-making processes, inter-institutional relations and coordination, human resource management practices, etc;
- The linkages between sector strategies, annual work plans, and the achievements of each institution;
- The institutional capacity to fulfil its strategic plan and annual work plans;
- Overall performance with proposed rectifying measures if necessary; and

- Any functions that could be outsourced or decentralised.

The reviews should pay particular attention to the following:

- Policy and regulatory environment: the legal, policy and regulatory environment under which the institutions operate.
- Mandate, functions: the institution's mandate and role, and the extent to which it is consistent with Vision 2020 and Rwanda's economic development priorities.
- Organizational structures: the organizational structure as it relates to the mandate and mission of the institution.
- Administrative processes and systems in place: each institution's planning, monitoring and evaluation systems.
- Human resources, the overall effectiveness in meeting the institution's mission.
- Equipment and facilities in place, including ICT: document existing inventory and assess the adequacy in meeting mission and mandate.

The ASI team is expected to work closely with selected counterparts in each institution throughout the process. To this end, MIFOTRA will appoint focal points in each concerned institution (directors of planning) and work closely with ASI in all phases of the contract. Present regular progress reports to the ASI team leader and MIFOTRA to elicit input and share findings, and work closely with directors of planning and their staff in client institutions.

## I.IV Deliverables

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ASI will develop and deliver the following to MIFOTRA:

- (i) Implementation Plan. ASI will work with MIFOTRA and the client institutions to develop, for each institution, a schedule of activities and deliverables, including information gathering, assessment, stakeholder discussions and feedback, and reporting. This will be done by the end of November, 2007.
- (ii) Draft Final Report in English and French for each institution, hard and soft copies, to be delivered according to the agreed upon implementation plan deadlines.
- (iii) Final Report in English and French for each institution, hard and soft copies, to be delivered within 45 days following review, comments, and feedback from each institution and MIFOTRA.

The functional reviews should include the following:

- (i) A situational analysis of the institution, clearly indicating the strengths, weaknesses, opportunities and threats, with applicable recommendations;
- (ii) An analysis of the capacities in each institution, with recommendations for appropriate corrective measures where necessary;
- (iii) Identifying common strategic and crosscutting organisational issues that affect most institutions and recommendations for addressing them properly; and
- (iv) Document innovative systems and processes, and other best practices identified during the study for purposes of learning from each other.

## I.V Duration

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The ASI teams will be formed and work will commence in November, 2007. Carrying out of the functional reviews, assessment, review and submission of reports for all the 16 client institutions is expected to be done by the end of April, 2008.

## I.VI Management, supervision coordination

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The ASI Civil Service Reform Project management team in Rwanda (Mr. James Billings and Mrs. Chantal Mubarure) will organize, supervise, and manage the functional review process, in close collaboration and consultation with the Director of Planning and Secretary General of MIFOTRA. This will include engaging the services and providing logistical support to the international and local team conducting the functional reviews. In addition, ASI will engage in regular dialogue and provide periodic progress reports to DFID on the functional reviews.

MIFOTRA will be responsible for communicating with all client institutions, and obtaining official government support for the teams to carry out their reviews in accordance with this TOR.