MINISTRY OF PUBLIC SERVICE AND LABOUR

Functional Review of MINADEF

Final Report

PRELIMINARY NOTE

Project Name: Functional Reviews in 16 Public Institutions

This report is the result of team work in which the managerial staff of the Ministry of Defence, and in particular the Secretary General and the Director of Planning have participated fully.

We wish to thank them for making themselves available, their genuine interest in the work and their apparent willingness to quickly implement the proposed operational improvements.

SUMMARY

INTRODUCTION

MINADEF

The Ministry of Defence is the Ministry of public service whose action is implemented by specialised agencies of the National Army.

The MINADEF Budget is part of the Macro Economic Sector of Good Governance.

In common with other Rwandan institutions, MINADEF experienced the trauma of a reduction in personnel of the Administration in 2004 and 2006.

The MINADEF was organized by the Order of the Prime Minister n° 28 / 03 / 2001 determining organization and attributions of the Ministry of Defence. This order also defined its missions. However, the adoption of the 2003 constitution and institutional reforms that followed made obsolete the order n° 28. Currently, the organization of the Ministry has not been defined in any official text.

In 2001 and 2003, the structure of MINADEF included 145 posts spread over 20 divisions with 5 Directors under the supervision of a Secretary General.

In 2004, Central Institutions of the State went from 2000 to 1000 employees and then in 2006 there was a further reduction from 1000 to 500 in total.

At the same time, the number of provinces was reduced from 12 to 5 with personnel going from 105 to 12 in each province.

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

This change in structure resulted in the disappearance of the Division level and the creation of units instead of Directorates. Additionally, to build a better-performing Administration, posts involving implementing policy were mostly replaced by posts for professionals who are responsible for developing sector policies. At the same time public service delivery was transferred to Districts, specialised Agencies and private sector partners. Given this, new method of operating, in 2005 MINADEF staff was reduced from 145 posts to 70 posts and to 26 in 2006 whereas the number of units was reduced to 3 operational units.

POLITICAL, LEGAL AND REGULATORY ENVIRONMENT[1]

Currently, the MINADEF works in the following regulatory framework:

1. The Constitution of the Republic of Rwanda of June 4th 2003

2. Vision 2020, the overarching policy document which was written in November 2002, sets out the direction of Government policy until 2020 and serves as a fundamental document for the development of sector policy.

3. The Economic Development and Poverty Reduction Strategy (EDPRS) aims to ensure the implementation of Vision 2020. Developed in July 2007, this document presents the strategy for implementation government policy as set by Vision 2020 for the five years from 2008 to 2012. It is a strategic document which has received the approval of international donors who work together on its implementation.

4. The Government's 7 year programme was presented to the two parliamentary chambers on the 7th November 2003. It sets out the 4 main axes for government work for the period covered by the legislation (2003-2010):

    ➢ Good Governance
    ➢ Justice
    ➢ An economy built on the nature and resources of the country, and on the population itself
    ➢ The well-being of each Rwandan citizen.

5. MINADEF activities are carried out within the leading programmes set by the EDPRS

    The strategic plan of the Ministry of Defence covered by the EDPRS period is under development. It will enable MINADEF to define strategies of coordination of the sector of security and cooperation which is responsible for coordination in collaboration with the Ministry of Foreign Affairs (MINAFFET).

6. The Order of the Prime Minister N°28/03/2001 establishing organization and attributions of the Ministry of Defence defines the missions of the Ministry of Defence as follows:

    *   Supervise institutions and organs in charge of defence of the integrity of the country, sovereignty and maintenance of internal and external stability;
    *   Formulate policies, strategies and programmes for those institutions or any other organ working for the same purpose;
    *   Play a role in the National Production

7. Law n° 12 / 2007 of 27 / 03 / 2007 relating to public tender

8. The policy framework for the Reform of the Public Service developed in 2002 sets out the government policy on Institutional Reform.

9. The strategy for the implementation of the programme for re-structuring and transforming the Rwandan Public Administration developed in 2004 to apply the reform Policy Framework. It sets out the direction for the reform in the following way:

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

> Review the role of the State with a view to decentralisation of the powers and development of partnerships :

1. Revision of the missions of various government institutions
2. Overhaul of the structure of institutions, in coherence with newly decentralised missions and powers
3. Development of the partnership between the public , private sectors and the civil society

> Improve the suitability of missions and increase the professionalism of public agents :

1. Redeployment of agents that have been retained, re-training of agents not retained
2. Development of abilities and performance
3. Remuneration of jobs and measures for performance-based rewards for public agents
4. Promotion of an ethical culture in favour of public well-being

> Modernise the management of institutions and develop strategic systems and management tools:

1. Development and standardisation of manuals, guides and legal texts that are linked to administrative management
2. Improvement of human resource management
3. Implementation of Information and Communication Technology

1. The Statute of the Public Service developed in 2002 and which is still in force at present. A proposed new statute which takes into account the objectives of the Reform – including the implementation of a job-based public service and remuneration based on performance - is currently being reviewed by the National Assembly.

2. The Labour Code which was approved in 2003 governs the employment of contractors

AREAS OF ANALYSIS

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

1. **The Structure and Organisation of the Ministry**

   - The mandate (mission) and responsibilities of the Ministry need to be examined in terms of the relevance to the Government's policy framework and how clearly each is defined for the relevant units

   - The structure and organisation of the Ministry which should allow it to fulfil its mission and to manage its operation and resources

   - The method of development and the respect of strategic plans and action plans which are a reflection of the ability of the Ministry to fulfil its mission

   - The system for monitoring the performance of the institution which allows the Government to monitor the implementation of sector policy and to make possible adjustments to the work of the Ministry when there are difficulties in achieving action plans.

2. **Resources of the Ministry**

   - Human resources are the engine of Administrative work ;

- Material and financial resources which are the fuel necessary for the functioning of the Administration.

3. **Structure and functioning of the Information system**

- Information processing tools (including archiving and accessing information systems)

- Management procedures

- Document management (including archiving and accessing information systems) which make up the basic working tools of an Administration

- The internal and external communication systems (post, telephone (mobile, landline, IP, messaging etc…)) without which administrative work cannot be completed

- Time management (management of diaries, sharing plans, meeting effectiveness etc…) which is the main source of productivity improvements in administrative work.

This analysis has been carried out in two phases:

1. The diagnostic analysis which identifies any dysfunctions and organisation problems of the Ministry;
2. Development of recommendations of two types :
   o Objectives for improvements and the methodology to achieve each
   o Proposals for concrete solutions wherever possible.

DIAGNOSTIC ANALYSIS

STRUCTURE AND ORGANISATION

MISSIONS AND ATTRIBUTIONS

The missions of the Ministry are determined through the direct application of the General Government policy "Vision 2020".

The missions of the Rwandan Defence Forces are defined in article 173 of the Constitution of the Republic of Rwanda.

Following the adoption of the Constitution of the Republic of Rwanda of 2003 revised in 2005 and the consecutive reforms which reconfigured and transformed public institutions, the Prime Minister order N°28/03/2001 was made obsolete and the current mission of MINADEF is only defined on its web site as follows:

« Ensure defence in terms of protection of internal resources of Rwanda, its people and shared values in the framework of the Constitution and the International Law »

Its attributions were defined by a statement of the Cabinet of 2003 as follows:

- Supervise activities for developing, monitoring and evaluating policies and national programmes concerning defence and territory integrity;
- Supervise institutions and organs in charge of defence of the integrity of the Nation and the national sovereignty;
- Build capacities and partnerships in the area of defence;
- Make and maintain appropriate task forces to offer and manage rescue operations when and where there are national disasters;
- Contribute to the development actions of the country;
- Contribute to policies and actions to fight terrorism.

Critical analysis[2]

It should be noted that neither the missions of the Ministry of Defence nor the structure of the Ministry that are defined in the Order of the Prime Minister N°28 / 03 of 16 /03/ 2001 establishing organization and attributions of the Minister of Defence differ from the mission posted on the website.

Additionally, structures defined in the same order do not correspond to operational structures of MINADEF since 2006.

This situation resulted from the obsolescence of the organic text of 2001.

It is worthy mentioning that missions of the Ministry of Defence have not been defined in any legal text.

Functions from missions have been defined in the organizational structure and this is not its role. This embryonic definition of functions for all posts is presented like a brief definition of attributions of the corresponding structure.

The missions of the Ministry on the web site are in conformity with the objectives of the EDPRS.

STRUCTURE AND ORGANISATION OF THE MINISTRY

The structure of MINADEF that has not been defined in any official text is described as follows[3] :

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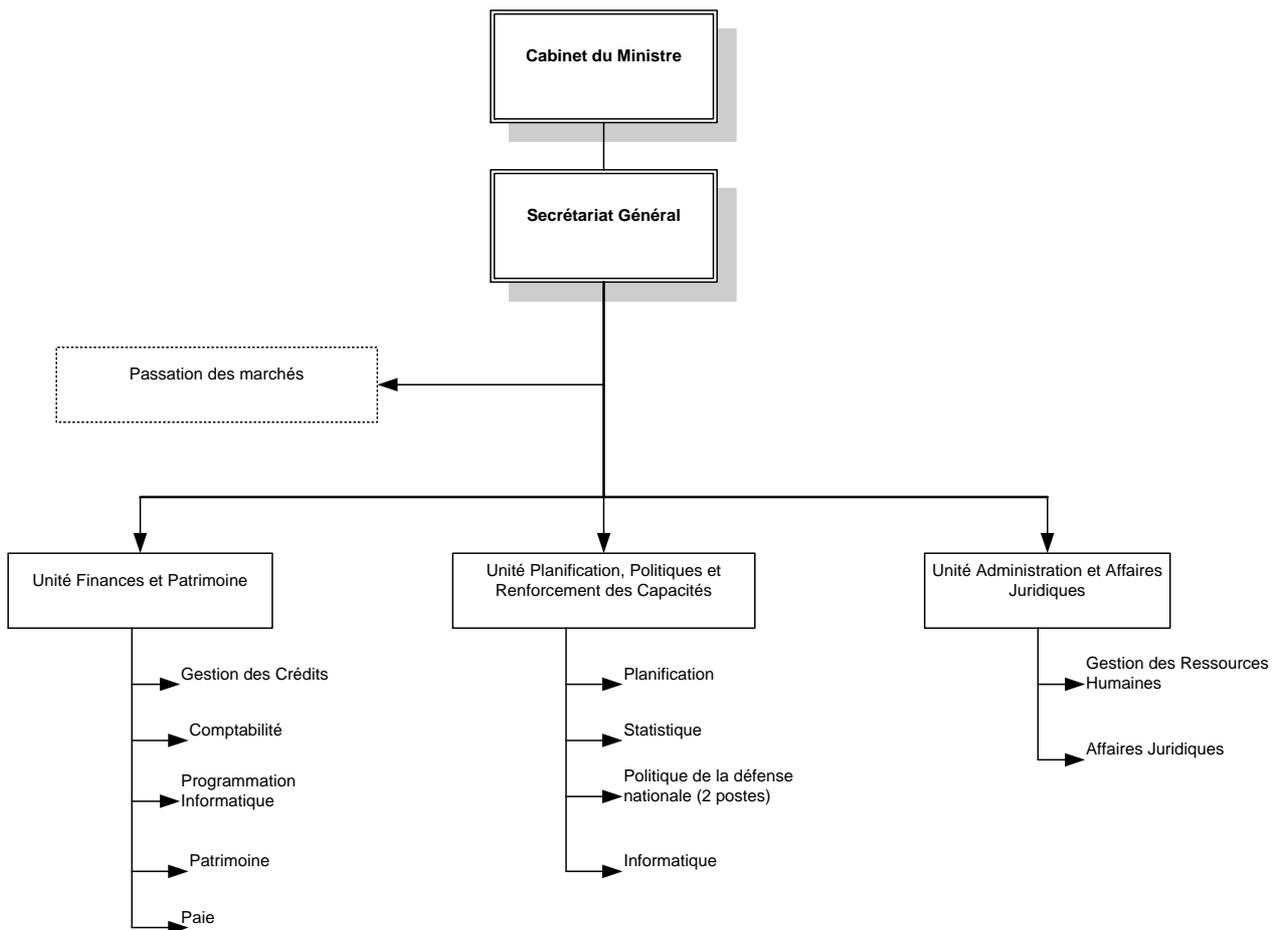
[2] Annex 2 : Missions and Functions of the Ministry
[3] Annexe 3 : description des ressources humaines par rapport à la structure
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The administrative structure of the Ministry has not been defined in any official text.

It is a management structure designed to enable the Rwandan Defence Force to accomplish 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 main activities geared to implement the Ministry policy, is currently assigned to the Planning, Policy and Capacity Building Unit.

The unique person in charge of Procurement is a professional attached to the Office of the Secretary General. 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.

Moreover, the ICT normally is responsible for promoting information technology and communication within the Ministry. In its current configuration, it has not technical means to assume these responsibilities and to carry out designing and modernization tasks for the information and communication systems.

Currently, the ICT functions of the Ministry are divided into two separate administrative units, the programming function in the Finance and assets Unit on the one hand, computer maintenance and function of network management in Planning, Policy and Capacity building Unit on the other hand.

The MINADEF manages assets of financial of the following services

- The Army Headquarters
- Command of Air Forces
- Military Academy
- Training Centres
- Presidential Guard
- Military Police
- Military Courts
- Military Prosecution
- National Demining Office
- Production Unit
- Military Hospitals

There are two agencies under the supervision of MINADEF:

- ZIGAMA- Credit Saving Scheme (CSS)
- Medical Military Issurance (MMI)

MINADEF ensures management control of agencies under its supervision. It receives reports from the agencies and works closely with their Boards.

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Critical analysis:

The structure of MINADEF has never been defined in any legal text and its tasks have never been specified anywhere other than in the Organisational structure in which posts are defined. This situation may lead to changes that run the risk of generating incoherence in the structure.

The MINADEF is responsible for the implementation of the Defence policy whose activities are divided in the Action plan between the Unit of Planning, Rwandan Army and Agencies under its supervision.

The Ministry ensures financial management control of the Armed Forces.

The tender structure is currently too lenient with regard to the responsibilities and the importance of activities it has to carry out. It seems appropriate to transform this structure into a unit and stabilize its personnel.

Cooperation function is not represented in the structure that would enable the Ministry to coordinate corresponding actions that are currently undertaken by the Agencies under supervision and related services.

The current structure of ICT in the Ministry of Defence does not allow it to fully carry out its role of modernization of the information system, communication and training of users. In addition, all the specialists needed to implement a real e-administration (organization, documentation, network, system, software development, etc…) can not be assumed by general ICT practitioners and the Ministry can not employ, on a permanent basis, all the specialists it often needs.

In addition, the ICT structure for all the institutions does not allow to share acquired know-how at the designing level, it is hard to see how a unit with only two members of staff can meet the need of a modern administration given the multitude of different ICT jobs which would normally be required to assist an organization in specific areas such as document management, procedure analysis of jobs and posts etc.

In addition, the ICT structure of all the institution does not allow to share knowledge and skills and does not have a genuine ICT common policy regarding development, security, and documentation management and information circulation. Moreover, his level of Directorate is only justified by the necessity of remunerating an ICT specialist at a high enough level to match the market rates, which would not be the case based on the pay awarded in the civil service for such a level of qualifications.

Finally, at the designing level, given the multitude of different ICT jobs which would normally be required to assist an organization in specific areas such as document management, procedure analysis, jobs and posts analysis etc.

FUNCTIONING OF THE LEADERSHIP OF THE INSTITUTION

At MINADEF, leadership structure does not always allow for correct functioning of the institution, management responsibilities are not delegated and the procedures in use are much centralised.

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> *Critical Analysis*
>
> Lack of codified procedures and of reflection of delegation and responsibility results in significant concentration of responsibilities at the level of Directors and Secretary General.

POLICY, STRATEGIC PLAN AND ACTION PLANS

GOVERNMENT POLICY AND SECTOR POLICY

The government policy on Defence is clearly stated in Vision 2020.

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

The MINADEF submitted to the Cabinet a policy defence document that must be adopted by the Government before the end of the year 2008.

The Corresponding sector strategy document is under development and will cover the period 2008-2012 corresponding to EDPRS.

> *Critical Analysis:*
>
> The Policy documents and sector strategy document of MINADEF are currently in the process of adoption by the government and should enable the Ministry to have clear objectives for the period 2008 - 2012 by the end of the year.

STRATEGIC PLAN AND ACTION PLANS

The Strategic Plan is under preparation and will cover the period of the EDPRS (2008 – 2012). They use the participatory process to develop the Action Plan and the Strategic Plan.

The MINADEF action plan is prepared in accordance with MINECOFIN procedures and is clearly divided into sub action plans for each unit and each partner and determines partners' participation.

However, the expected results for the Action Plan activities are sometimes confused with corresponding impacts and some activity deadlines correspond more to execution periods rather than to deadlines.

> *Critical Analysis:*
>
> The Action plan of the Ministry has results that are confused with impacts and deadlines are confused with implementation period. Lack of timetables does not allow to easily carry out a mid-term review to readjust planning.
>
> Action plan does not have all the necessary indicators for its monitoring, particularly a detailed implementation schedule, concrete results and the impact of achievements.

METHODOLOGY TO DEVELOP STRATEGIC PLANS AND ACTION PLANS

The Ministry ensures oversight of a direct financial management of related services (Army Headquarters, National demining Office, Military Courts, Military Prosecution etc.).

As a Ministry of sovereignty, MINADEF has not decentralized activities and thus it has no working relationship with Districts.

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However, the Ministry works closely with agencies under its supervision through meetings and reports. The reports from the managers of the agencies allow the Ministry to be informed of the progress made by the agency and the difficulties encountered. Furthermore, reports of the Boards of the agencies allow the Ministry to exercise its oversight duties on their management.

The Strategic Plan and action plans are developed in collaboration with the departments of Agencies under the Ministry supervision and other partners.
From the annual action plan, each unit develops its Quarterly Action Plan.

Critical Analysis:

At MINADEF, the procedure to develop the work plan and the budget respects the MINECOFIN procedure.

INSTITUTIONAL PERFORMANCE MONITORING SYSTEM AND RESPECT OF THE ACTION PLAN

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

At the level of MINADEF, performance evaluation system has necessary elements to ensure efficient monitoring of the institution except for the tools to measure the impact. Therefore, the current system allows for the implementation of almost the whole action plan.

The main elements of the current system are based on quarterly and annual reports that are submitted to the PMO and on the annual retreat held at Akagera where results for that action plan of the past year are assessed. Moreover, the management meetings of each unit enable to asses weekly activities and readjust the Action plan.

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

Critical Analysis :

The quarterly and annual reports submitted to the PMO are only used to show activities that were achieved or not rather than being performance evaluation tools of the Ministry and a tool of monitoring of activities.

However, results of activities are well assessed; there is no impact measure that would allow to ensure that undertaken actions correspond to effective implementation of the Ministry policy.

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

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

RESOURCES OF THE MINISTRY

HUMAN RESOURCES OF THE MINISTRY

DEMOTIVATED HUMAN RESOURCES

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

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

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

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

- **Careers of agents are not managed:**

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

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

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

For managerial staff that is responsible for implementing important sectoral action plans, the fact that they are not able to take a decision at any level is a real factor in their de-motivation.

- Training plans are not implemented due to long procedures for implementation. At MINADEF only 10% of the training budget was committed in January and June 2008. The procedure to get "to whom it may concern" issued by MIFOTRA does not facilitate the implementation of the training plans.

- Human resources have not enough experience in their posts

The age pyramid of professionals within the Ministry is presented as follows:
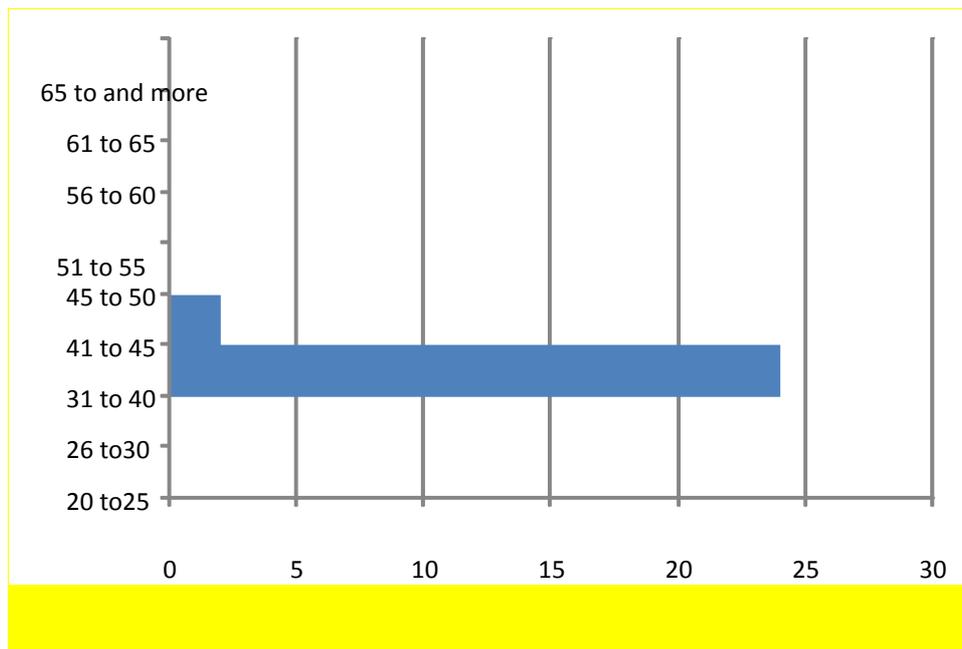
Among these senior staff, about 92 % are under 40 years are soldiers availed for a short period and do not have a vision of their career in civil jobs.

However, analysis of the seniority of professionals in their post can be done using the following graph:
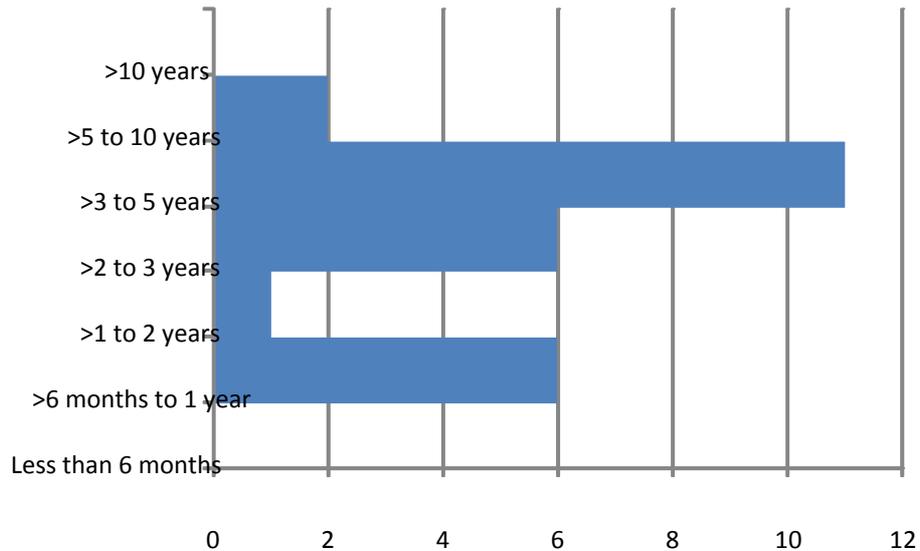
About 50 % of professionals within the ministry have been in their post for less than 3 years and 25 % for less than 1 year!

 Given this, for this category of managerial staff and in the absence of codified working procedures, it is impossible to delegate responsibilities to agents who have no experience and who are likely to leave the Administration as soon as they get a promotion allowing them to access higher military job (in the first quarter of 2008 5 agents left their posts). In addition, this situation takes up a lot of time of senior staff who constantly have to train new recruits.

MATCHING HR TO NEEDS (ORGANIZATIONAL STRUCTURE)

Currently the MINADEF has the right number of qualified agents to match its needs only when they appeal to military agents who are deployed by the Armed Forces.

In fact, MINADEF posts are mostly occupied by seconded soldiers. They therefore receive remuneration for their job. However, the Army headquarters puts at the disposal of the ministry additional staff beyond posts provided in the Organizational structure. These employees are paid according to their military rank salary. This situation leads to unequal   treatment   that   is   a   source   of   frustration.

The significant turnover is the major cause of losses of human resources. Indeed, AN executive becomes entirely operational when s/he has a few years of experience. Likewise, when he benefits from professional training, he/she must use his/her acquisitions to the benefit of the administration service.

Given this, the lack of civil career management and losses of management posts due to the concentration of responsibilities and the turnover results in significant losses for the Administration, made worse by the combined deterioration in its image on the job market.

Since 2005 professionals were offered different training related to their jobs. Besides, 5 professionals received a specific training since 2005.

REGULATIONS FOR THE CIVIL SERVANTS:

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

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

Critical Analysis:

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

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

MATERIAL AND FINANCIAL RESOURCES OF THE MINISTRY

The MINADEF is accurately equipped with office material[4].

His budget corresponds to functioning needs.

STRUCTURE AND FUNCTIONING OF THE INFORMATION SYSTEM

Information is the main product of Administrative work. Information is only useful if it is codified on a transferable support.

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

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

INFORMATION AND COMPUTER MANAGEMENT SYSTEM

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

The MINADEF has a complete ICT system which is recent and good. All managerial staff are linked to the rapid network. There is no intranet network for the MINADEF, but it planned to install it very soon with optic fibre installation.[5]

However, this tool is currently insufficiently and badly used:

1. Computers are often used as type writers. The lack of knowledge about the functions of the text processing tools available, combined with the lack of standardisation of how information is processed and presented, results in only basic use of word processing and spreadsheet tools. A more rational and comprehensive use of tools would allow to benefit from considerable productivity gains.

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[4] Annex 4 : analysis of Office tools of the Ministry
[5] Annexe 5 : description du système informatique du Ministère

2. The MINADEF computer network is more protected than elsewhere although a lot remains to be done. In fact, there is no security policy and safety information system in use:

There is no policy on security and safety of the information system[6]:

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

3. Messaging tools or file transfers via the network are not used:

- Rapid messaging is only used on private initiative;
- Transfers of computer folders are done often through emails of flash disks and not through the network;

4. The main information support is paper[7] :

Despite ICT equipment that is of a good standard at MINADEF, habits and the lack of thought on policies of the exchange of information results still to the use of paper support and this is the method that is the most fragile and expensive to produce.

Paper support is still used by the Administration just so that manual signatures can be applied. It should be emphasised that manual signatures are not at all secure and in addition, signatures are often applied to documents for which there is very little risk of fraud (invitations to meetings, arranging meeting dates, passing on information, etc…).

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[6] Annex 6.2 : Network protection

[7] Annex 6.3 : Description of the printing system

13/11/2008

Critical Analysis :

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

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

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

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

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

MANAGEMENT PROCEDURES

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

At the MINADEF the situation is as follows:

1. Human Resource Procedures:

There are not formal procedures. Some practices have been developed in order to implement current administrative rules but these are not codified in a specific guide.
Instead of a manual for human resource management, MINADEF uses:

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

2. Financial Mangement Procedures:

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

3. Correspondence management[8] :

At the MINADEF the courier system is entirely manual and there is no formal courier management system. Courier management system is done in the following way:

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[8] Annex 7.1 : Analysis of courier management
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The incoming mail is registered at the Central Secretariat, transferred to the Secretary General and forwarded to the technical units. Confidential mails are first and foremost identified by the Central Secretariat and directly handed in enclosed envelopes either to the Private Secretary or the Administrative Assistant of the Minister.

Outgoing correspondence is delivered in 2 different ways:

- Ordinary couriers on paper support are transported by a private courier company.
- Fax;
- electronic courier

The outgoing courier is sent in three different ways:

The couriers signed by the Ministry, the Secretary General and the Director of administration and Legal Affairs. In general the courier is registered and sent by the Central Secretariat except for urgent or confidential couriers. The couriers are immediately recorded at the level of offices in question which respect the sequence of number given by the Central Secretariat.

The couriers are archived every three years; however, we may deplore that there is no policy or corresponding archiving rules.

This traditional procedure is not described in any specific manual.

Critical Analysis:

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

This situation is particularly dangerous because each transmission to a new user (frequent by the fact that the important turnover of professionals) can result in the deterioration of the procedure and the loss of the raison d'être for certain tasks or transmissions.

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

It is important to note that management of courier is entirely manual whereas the registering and monitoring would easily be ensured through computer network.

DOCUMENTATION MANAGEMENT

The documentation management is not really organized within the MINADEF. The majority of documents are electronic; nevertheless, electronic documents are not shared by users.

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

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

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

Every directorate has an external hard disk on which all created files are stored in the unit. Nevertheless, safety and security of documents is not sufficiently ensured. External hard disks are kept in the same room as the computers that have original copies of files and are not kept in fireproof safes (protection against fire).

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

Searching for documents is disorganised and documents are not shared on the network and it is particularly difficult to find an electronic document on the network since no filing system has been set up.

> *Critical Analysis:*
>
> Documentation is the main product of MINADEF. Its documentation is its « business ». This documentation has value only when it is protected, managed and accessible.
>
> The documentation management of the Ministry needs to be reorganized in order to allow rational use of all potential users and the Ministry must define its corresponding security and safety policy.

INTERNAL AND EXTERNAL COMMUNICATION SYSTEM

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

- Weekly management meetings are held on a regular basis in each unit and allows sharing information among managerial staff of units;
- Personal mobile telephones are the main tools for communicating over a distance;
- Internal landline phones allow work information sharing among agents within the institution;
- E-mails from private email addresses are used for work purposes.

External communication system depends on the following tools:

- Traditional courier;
- E-mails from personal addresses;
- Personal mobile phones;
- Landline phones.

Critical Analysis:

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

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

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

TIME MANAGEMENT

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

Currently, the executives of the MINADEF do not manage their time well. This situation is partly due to the lack of use of tools to manage their time and partly because of a lack of discipline when faced with supposedly "urgent".

At the Ministry, the use of diaries is not generalized. Where they do exist and are used, they are paper-based diaries.

Critical Analysis:

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

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

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

RECOMMENDATIONS

MAIN PRINCIPLES

These actions have, however, made obsolete main rules and management systems.

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

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

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

REFORM THE STRUCTURE AND ORGANISATION OF THE MINISTRY

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

The Function of "cooperation" in the Ministry of Defence is a primary function which meets one of key aspects to implement the defence policy in Rwanda.

Given this, and considering the importance of corresponding activities, the proposition was to transform the function of cooperation into an operational unit under the responsibility of the Secretary General of the Ministry.

Considering the big number and complexity of files processed for all agencies under the Ministry supervision and related services, the public tender function will also be transformed into an operational unit. It will have three professionals in charge of works, services and furniture tender.

The Protocol function will be assigned to the Administrative and legal affairs unit.

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

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

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

The proposed structure is shaped as follows:
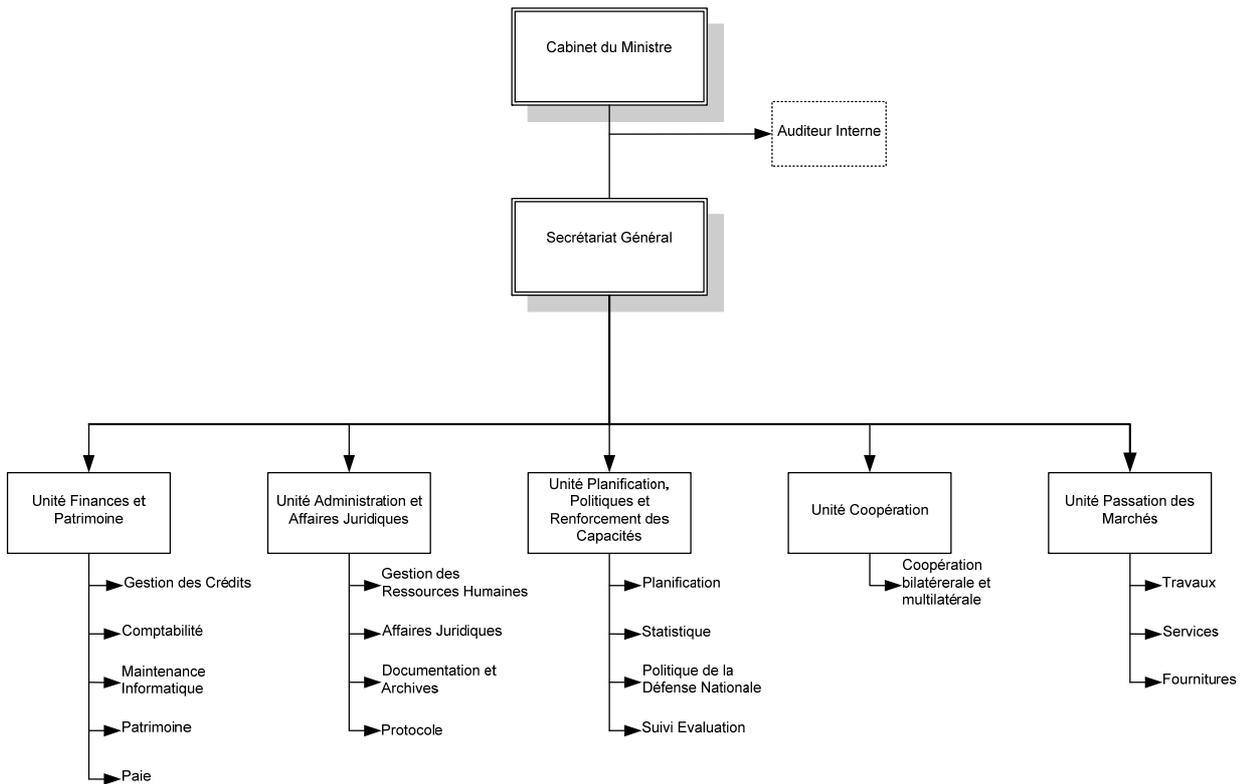
The structure and missions of the Ministry must be formalised by a decree or an order and attributions by a ministerial order.

REFORM THE LEADERSHIP MODE OF THE INSTITUTION

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

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

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

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

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

MECHNISM TO DEVELOP AND PROPOSE STRATEGIES OF THE MINISTRY MUST BE PUT IN PLACE

The strategic plan of the Ministry must be operational before the end of 2008 for the period 2008 - 2012. It is necessary that the plan be designed in a way that shows clearly its relations with EDPRS and defence policy document under finalization process.

Likewise, the action plan should be developed so that programs and activities are clearly identified with goals set by the strategy. It should also divide actions in each of the structures responsible for their implementation.

Moreover, for each action and sub action identified, the action plan should specify the result and the expected impact, the deadline for completion and the planned deadline.

EVALUATE PERFORMANCE TO BETTER RESPECT ACTION PLANS

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

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

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

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

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

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

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

REHABILITATE AND REEDEM THE STATE HUMAN RESOURCES

MATCHING HUMAN RESOURCES TO NEEDS

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

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

Within the MINADEF, agents are mostly officers from the Rwandan Defence Forces. However, the lack of objective assessment of tasks for each position in the organizational structure led to the need to employ additional staff made available by the Army Headquarters of the National Defence Forces. It is therefore necessary to evaluate posts on the organizational structure not only in terms of competence and experience but also in terms of workload with a bid to measure the number of staff needed for the work.

Moreover, this situation leads to a considerable turnover because whenever a soldier is promoted he joins his unit and consequently leaves his post vacant.

A number of measures should help address some problems; therefore, it should be pertinent to:

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

On the last point it is important to highlight the need to revise the procedure to implement training plans that do not currently allow to meet needs of the Ministries.

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

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

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

QUICKLY PUT IN PLACE ALL THE TOOLS FOR EFFECTIVE MANAGEMENT OF THE STATE HUMAN RESOURCES
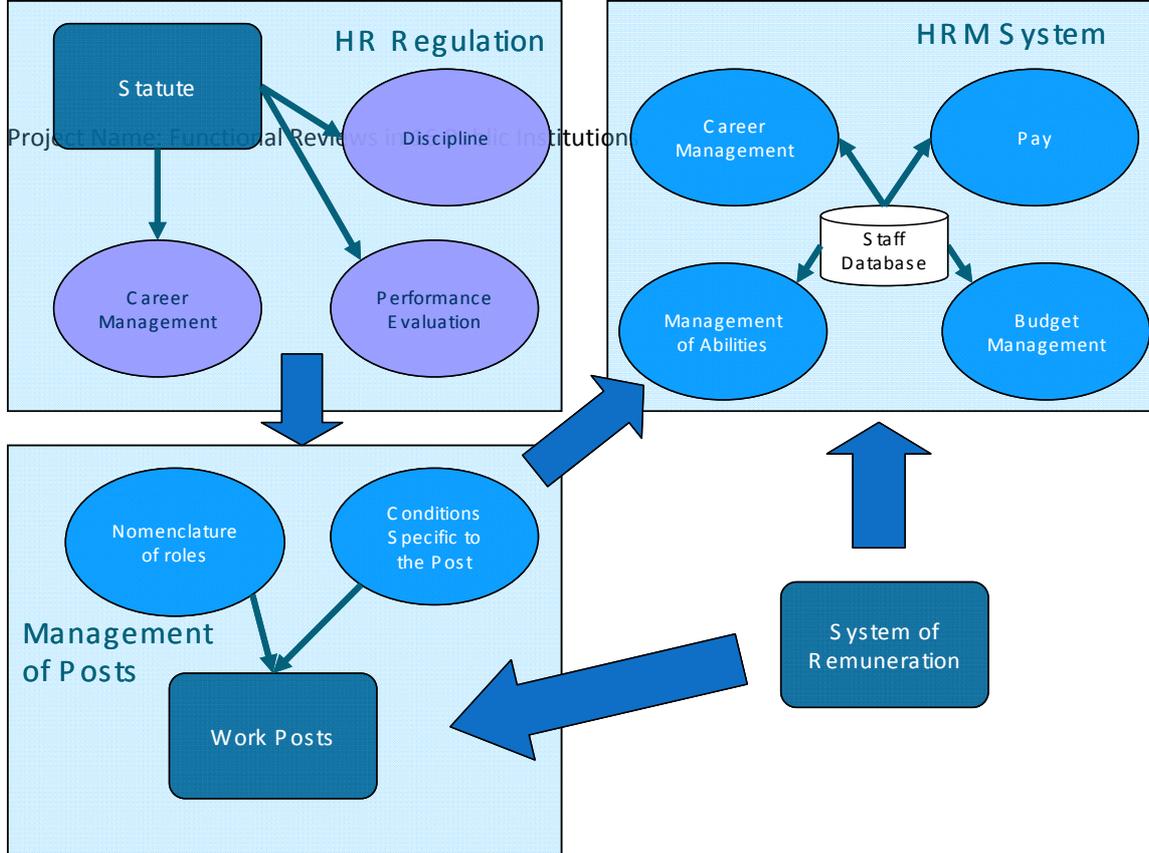
The Administration has an urgent need for tools which will allow it to:

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

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

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

  o Ensure the right tools are available to improve the stability of the public service
  o Plan for demographic evolution of staff and the evolution of needs in terms of both quantity and quality
  o Ensure an effective match between human resource needs and existing staff and those to be recruited
  o Ensure tools are available to motivate staff

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

HR Regulation

Statute

Discipline

Career Management

Performance Evaluation

Management of Posts

Nomenclature of roles

Conditions Specific to the Post

Work Posts

HRM System

Career Management

Pay

Staff Database

Management of Abilities

Budget Management

System of Remuneration

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

CAREER MECHANISM

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

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

- Posts in the Administration are defined by roles which are categorised within the nomenclature of Administration jobs and by conditions specific to the job;

- Access to the role is defined by criteria based on ability and experience;

- Access to a post which is a different role to the one previously carried out but which is the same type of role, is based on internal competition in order to ensure professional development for the managerial staff of the institution. The right to compete in an internal competition is defined by:

  - Experience acquired in a post with the same type of role as that applied for
  - Satisfactory performance evaluation results

External competitions are organised only if the internal competition does not produce successful results. The mechanism for careers can be described as follows:

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Role 2
Speciality
1

Specific
Job
Conditions

Post
3

Criteria for
Access

Internal Competition

Criteria for
Access

Role 1
Speciality
1

Specific Job
Conditions

Role 1
Speciality
1

Specific
Job
Conditions

Post
1

Post
2
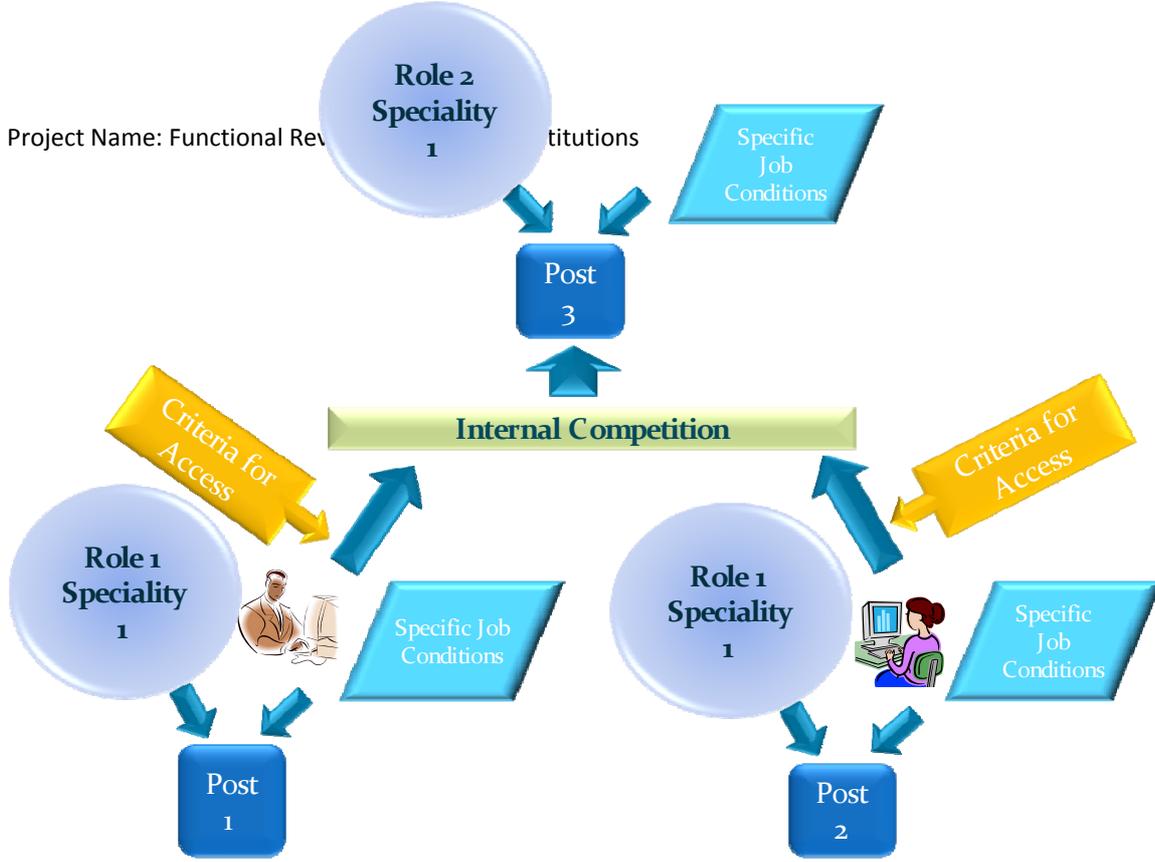
INTEGRATED MANAGEMENT OF THE STATE HUMAN RESOURCES

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

The integrated HRM system can be presented as follows:
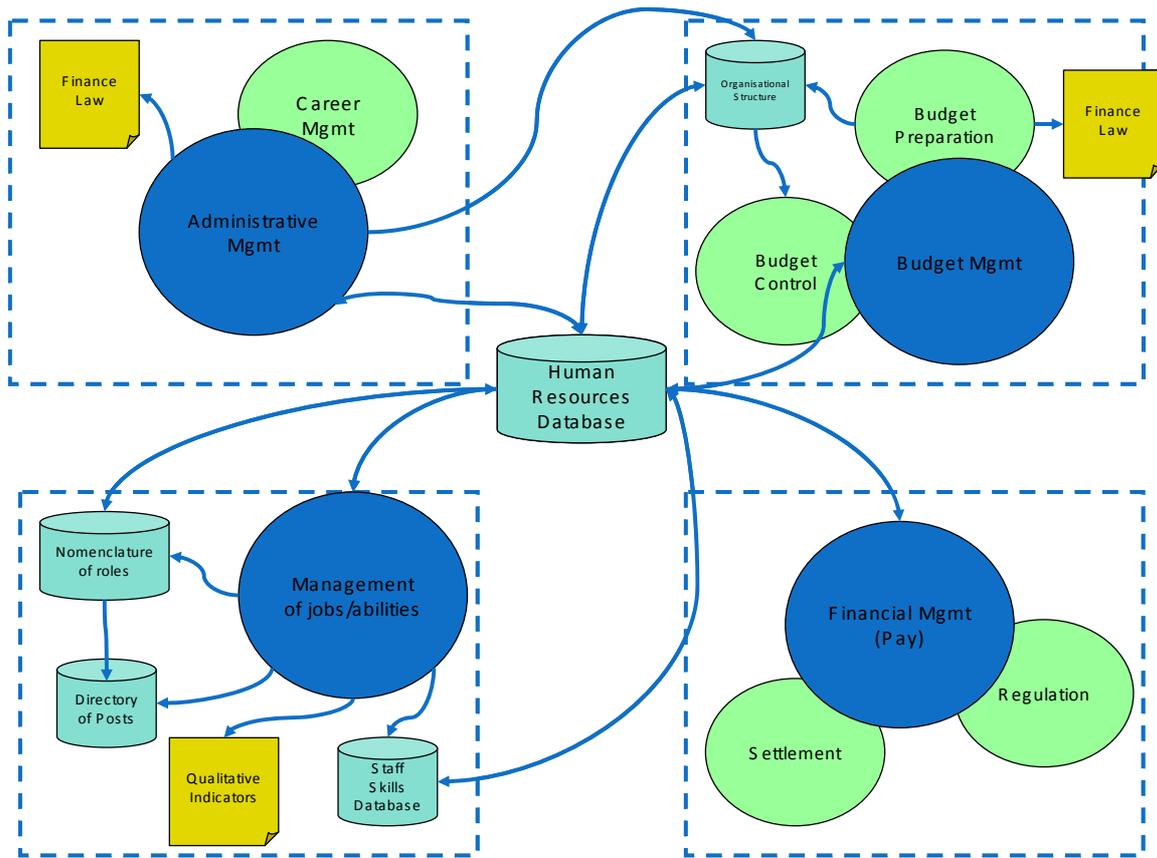
General diagram of the HRM information system

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

REORGANISE AND MODERNISE THE INFORMATION SYSTEM, COMMUNICATION SYSTEM AND DOCUMENTATION MANAGEMENT SYSTEM OF THE MINISTRY

BUILD TECHNICAL COMPETENCE OF HUMAN RESOURCES TO IMPROVE THEIR PRODUCTIVITY

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

Although ICT tools are correctly used, there is still a need to improve the functioning of the information system by using well corresponding computer tools.

One of the solutions to achieve this is to improve knowledge of the personnel especially in the following areas:

- Advanced word processing
- Use of OLE functions
- Saving
- Protection of documents
- Transfers to other users via the network
- Revision
- Instant messaging between users
- Use of Outlook diaries and sharing with other users
- Group mail
- etc.

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

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

REORGANISE DOCUMENTATION MANAGEMENT

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

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

The organisation of this store should meet certain norms.

Thus, the following should be associated with each document:

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

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

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

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

Security of the documentation stored on a central serve is largely facilitated because its concentration allows a single saving on a single support (for example the external hard disk).

ENSURE SECURITY OF THE COMPUTER SYSTEM

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

Security and safety of ICT systems include two complementary components:

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

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

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

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

The following security system is possible:

- Control over access to the network;

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- Control over access to servers and individual workstations;

- Control over access to the document database;

- Control over access to various functions;

- Definition of the responsibilities of network Administrators and users;

- Internet access filters;

- Establishment of an automatic data saving system.

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

IMPROVE AND MODERNISE THE COMMUNICATION SYSTEM OF THE MINISTRY

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

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

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

- **Professional** mobile telephone for urgent communication which demands an immediate response;
- IP telephony on a system which is used exclusively for professional reasons and which can replace landline line telephones. This tool should be filtered by an assistant where possible;
- Instant messages using a professional tool such as Microsoft Exchange which would allow management of communication on a network that is restricted to the Ministry (or to the administration…) (under the establishment);
- Systematic use of email for sending written messages. Rules for use should be codified:

    o   Style of contents of the messages depending on the recipient (use of Word templates);
    o   Method of signature;
    o   Method of transferring attachments (reducing the size, type of file (PDF, Version of Word etc…) ;
    o   Method of filing emails.
- Traditional correspondence should be replaced wherever possible by electronic mail and attachments.

CODIFY AND PUT IN PLACE RULES FOR FUNCTIONING OF THE INSTITUTION AND MANAGEMENT PROCEDURES[9]

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

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

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

All management procedures should be examined and codified:

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

Each procedure that is identified should be analysed:

- Identify basic documents and information that form part of the procedure;
- Establish which documents and which information is produced during the procedure and who is their recipient;
- Establish the successive steps of all the tasks which contribute to the successful completion of the procedure;
- Identify the movement of information and those responsible for each task;
- Put in place controls.

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

Following validation by the leadership of the institution and/or an inter-ministerial commission if the procedure concerns several administrations, manuals are published officially as a regulation.[10]

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[9] Annex 7 : work necessary to implement new HRM procedures
[10] Annexe 8: Méthodologie de réforme du système d'information

REVIEW TIME MANAGEMENT ENTIRELY

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

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

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

1. A tool for planning meetings
2. Electronic diaries both for managing contacts as well as the calendar
3. Tools for sharing diaries with assistants and colleagues
4. Delegation of arranging meetings
5. Delegation of management responsibilities :

    - Delegation needs to be studied globally in order to identify which responsibilities can be delegated, to which post and the nature of the delegation (permanent or temporary);
    - Delegation of responsibilities is approved by the Ministry through a signed text and communicated to all concerned people.
6. Prioritise electronic correspondence over paper (using paper-based letter makes the process too long and complex);
7. Automatically filter internet connections to limit abuse during working hours;
8. Prioritise communication tools which allow better control (instant messaging rather than mobile phones, email etc…);

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

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

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

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

ANNEXES

Reference text	Date of signature	Object	Description	Situation : in force or not
Labor code	2001	Sets norms to manage human resources in the private sector	Reference text to manage contractual employees	In force
The document of the 2020 vision	2002	Defines the vision for sustainable development of the Rwanda	Highlights the importance of security and peace for development	In force
The Public Service Statute	2002	Sets norms to manage human resources of the State compared to the Public service rules to manage jobs	Introduces the jobs management public service	In force but made obsolete by reforms and the Constitution adopted in 2003
the Constitution of the Republic of Rwanda adopted in 2003	2003	Put in place a constitution that is adapted to the new vision of Rwanda	Creation of the Rwanda Defence Force	In force
Economic Development and Poverty Reduction Strategy	2007	The strategy to implement the 2020 vision	MINADEF is recognized as responsible for security and cooperation	In force
Law No 12/2007 of 23/07/2007 governing the public tender	2007	Establishes norms to award public tender	Regulates public tender award	In force

ANNEX 2 : MISSIONS ET FONCTIONS DU MINISTERES

2.1 Description of missions and responsibilities according to official documents

Mission	Functions/objectives	Structure in charge	Comments
Ensure defence in terms of protection of internal resources of Rwanda, its people, and shared values in the context of the Constitution and the International Law	Ensure elaboration, monitoring and evaluation of the national policies in the area of defence and territory integrity	Office of the Minister Secretary General Unit of Planning, policies and capacity building	The function of partnership promotion in the area of defence has no structure that can ensure it in the organizational structure
	Ensure supervision of institutions and organs in charge of defence, the country's integrity and sovereignty	Office of the Minister Secretary General	
	Build capacities and promote partnerships in the area of defence	Unit of Administrative and Legal Affairs Unit of Planning and Policies	
	Make and maintain task forces that are able to carry out and manage rescue intervention when and where there are national disasters	Unit of Administrative and Legal Affairs Unit of Planning and Policies and capacity building Unit of finances and assets	

Note: The table reflects distribution of responsibilities among administrative units of the Ministry compared to its main functions in the organizational structure

2.2 Description of missions and responsibilities according to staff of the Ministry:

Mission	Functions/objectives	Structure in charge	Comments
Ensure defence in terms of protection of internal human resources of Rwanda, its people, and shared values in the context of the Constitution and the International Law	Ensure elaboration, monitoring and evaluation of the national policies in the area of defence and territory integrity	Office of the Minister Secretary General Unit of Planning, policies and capacity building	Missions and functions that are in the legal texts were also repeated in the interview
	Ensure supervision of institutions and organs in charge of defence, the country's integrity and sovereignty	Office of the Minister Secretary General	
	Build capacities and promote partnerships in the area of defence	Unit of Administrative and Legal Affairs Unit of Planning and Policies	
	Make and maintain task forces that are able to carry out and manage rescue intervention when and where there are national disasters	Unit of Administrative and Legal Affairs Unit of Planning and Policies and capacity building Unit of finances and assets	

Note: The table reflects distribution of responsibilities among administrative units of the Ministry compared to its main functions and the interview

ANNEX 3: DESCRIPTION OF HUMAN RESOURCES OF THE MINISTRY BY THE STRUCTURE

3.1 Distribution of staff according to the organisational structure

Structure/unit	Civil servants			Contractual employees	Consultants	Support personnel*
	Director	Professional	Execution			
Office of the Minister	1	0	1	0	0	0
Office of the Secretary General	0	2	2	0	0	0
Unit of Finance and Assets	1	8	1	0	0	0
Unit of administration and Legal Affairs	1	3	1	0	0	0
Unit of Planning, Policy and Capacity building	1	5	0	0	0	0
Total	**4**	**18**	**5**	**0**	**0**	**0**
GENERAL TOTAL	**27**					

*They are army agents who work temporarily for MINADEF to support professionals who have a lot of work

Note: The table shows how different categories of personnel in the Ministry are distributed in different units.

3.2 Real distribution of the staff in the structure :

Structure/unit	Civil servants			Contractual employees	Consultants	Support personnel*
	Director	Professional	Execution			
Office of the Minister	1	0	1	0	0	2
Office of the Secretary General	0	2	2			2
Unit of Finance and Assets	1	8	1	0	0	2
Unit of administration and Legal Affairs	1	3	1	0	0	3
Unit of Planning, Policy and Capacity building	1	4	1	0	1	0
Total	**4**	**17**	**6**	**0**	**1**	**9**
GENERAL TOTAL	**37**					

*They are army agents who work temporarily for MINADEF to support professionals who have a lot of work

Note: The table shows how different categories of personnel in the Ministry are distributed in different units.

ANNEX 4: ANALYSIS OF OFFICE TOOLS OF THE MINISTRY:

Structure	Photocopiers	Overhead projectors	Scanners	Binding machines	Comments
Office of the Minister	1	1	0	1	MINADEF has necessary office tools that are rationally distributed in the units
Office of the Secretary General	2	0	1	1	
Unit of Finance and Assets	1	0	0		
Unit of administration and Legal Affairs	1	0	0	0	
Unit of Planning, Policy and Capacity building	1	0	0	0	
Total	**6**	**1**	**1**	**2**	

Note: This table enables to know office tools that are available to the Ministry as well as its distribution in the units

ANNEX 5: DESCRIPTION OF THE COMPUTER SYSTEM OF THE MINISTRY

5.1: Computer equipment by number of personnel:

Structure/Unit	Personnel	Total of computers	Desktops	Laptops	Operating system	Connected To the network?	Hard Disk shared on the network	Comments
Office of the Minister	7	6	5	1	Win XP	Yes	No	The MINADEF renews each year its computers, the old computers are offered to its related services
Office of the Secretary General	9	8	6	2	Win XP	Yes	No	
Unit of Finance and Assets	11	9	8	1	Win XP	Yes	No	
Unit of administration and Legal Affairs	10	11	10	1	Win XP	Yes	No	
Unit of Planning, Policy and Capacity building	6	9	7	3	Win XP	Yes	No	
Total	**43**	**43**	**36**	**8**				

5.2 Security of the network :

Type of access to the network	Security of access to the network	Internet filtering	Protection of documents	Protection of access to the machine	Comments
LAN	Yes	Yes	No	No	There is no system to protect documents and computers. An agent upon his initiative may create a password to protect his documents or his computer

5.3 Description of the printing system:

Structure/Unit	Number Printers	DeskJet	LaserJet	Network or local	Shared	Comments
Office of the Minister	4	2	2	local	No	MINADEF wants to replace old printers by printers connected on the networks so that they be shared by several users
Office of the Secretary General	4	1	4	local	No	
Unit of Finance and Assets	9	2	7	local	No	
Unit of administration and Legal Affairs	6	1	5	local	No	
Unit of Planning, Policy and Capacity building	6	1	5	local	No	
Total	29	7	23			

ANNEX 6: DESCRIPTION THE COMMUNICATION TOOLS:

6.1 Analysis of the Courier management:

Director/SG/Min	Nature of the diary (paper/electronic	Shared with an assistant	Synchronisation with the collaborator
Office of the Minister	Paper	Yes	Electronic diary not used
Office of the Secretary General	Paper	Yes	Electronic diary not used
Unit of Finance and Assets	Paper	Yes	Electronic diary not used
Unit of administration and Legal Affairs	Paper	Yes	Electronic diary not used
Unit of Planning, Policy and Capacity building	Paper	Yes	Electronic diary not used

6.2 Description of Communication tools

Structure of the Institution	Landline phones	Mobile phones	Fax	IP phones	Radio BLU etc.
Office of the Minister	2	7	1	0	0
Office of the Secretary General	2	9	2	0	0
Unit of Finance and Assets	3	11	0	0	0
Unit of administration and Legal Affairs	4	10	0	0	0
Unit of Planning, Policy and Capacity building	5	5	0	0	0

ANNEX 7: WORK NEEDED TO PUT IN PLACE NEW HRP PROCEDURES

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

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

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

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

- Organisation of a presentation and validation workshop for the procedures that are destined for the principal Ministries concerned: MIFOTRA, MINALOC, MINECOFIN, MINISANTE, MINEDUC and the main public institutions;

- Presentation of the project to the PMO so that they can make a decision on the implementation by issuing a regulatory text;

- Choice of trainers of trainers in each Administration and training of these trainers in the new procedures;

- Creation of a new maintenance structure for procedures within MIFOTRA;

- Training of HR managers in all public Administrations and Institutions;

- Decision on the implementation of new procedures;

- Creation of a special inspection function in order to control the implementation of procedures

ANNEX 8: METHODOLOGY TO REFORM THE INFORMATION SYSTEM

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

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

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

Documentation will include:

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

Development of organisational specification document:

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

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

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

Each will include:

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

Development of ICT specification document:

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

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

Choice and implementation of software packages:

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

Development of procedure manuals:

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

Procedure manuals are written for users.

Each manual includes:

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

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

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