



MINISTRY OF PUBLIC SERVICE AND LABOUR

Functional Review of MINICOM

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 Commerce, Industry, Investment Promotion, Tourism and Cooperatives, 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

Preliminary note	2
Introduction	5
MINICOM	5
Political, legal and regulatory environment	6
Areas of analysis	7
Diagnostic analysis	9
Structure and organisation	9
Missions and Attributions	9
Structure and organisation of the Ministry	10
Leadership of the Institution	12
Policy, strategic plan and action plans	13
Government Policy and Sector Policy	13
Strategic plans and action plans	14
Methodology to develop action plans and strategic plans	14
Institutional monitoring performance system and the respect of the action plan	17
Resources of the Ministry	19
Human Resources of the Ministry	19
Demotivated Human resources	19
Matching human Resources to needs(Organizational structure)	21
Regulations for the Civil Servants:	22
Material and Human Resources of the Ministry	22
Structure and functioning of the information system	22
Computer and information management system	23
Management procedures	24
Documentation management	25
Internal and external communication system	26
Time management	27
Considering results from the analysis of 2007	28
Recommendations	29
Main principles	29
Reform the Structure and the Organisation of the Ministry	29
Structure of the Ministry must be structured and its missions need to be officially defined	29
Reform the leadership mode of the institution	30
Mechanism to develop and propose strategies of the Ministry must be improved	31
Procedure to develop annual action Plans must be reformed	31
Evaluation of performances to better respect action plans	33
Rehabilitate and redeem the State Human Resources	33

Matching HR to needs _____	33
Quickly put in place all the tools for effective management of the State human resources _____	34
Career Mechanism _____	35
Integrated management system of the State Human Resources _____	37
Reorganize and modernise the information system, the communication system and the documentation management system of the Ministry _____	39
Build technical competences for Human Resources to improve productivity _____	39
Reorganise documentation management _____	39
Ensure security of the computer system _____	40
Improve and modernise the communication system of the Ministry _____	41
Codify and put in place rules for the functioning of the management procedures _____	41
Review time management entirely _____	42
Annexes _____	44
Annex 1 : Regulations _____	44
Annex 2 : Missions and functions of Ministies _____	45
Annex 3 : Description of Human Resources of the Ministry by structure _____	47
Annex 4 : Analyse of links between general policy documents of the government and the strategy of the institution _____	49
Annex 5 : Analysis of links between the strategy document oand the action plan _____	50
Annex 6 : Description of the computer system of the Ministry _____	51
Annex 7 : Description of communication tools: _____	52
Annex 8 : Time management _____	53
Annex 9 : Analyse of match Posts / Persons : _____	54
Annex 10 : Analysis of office tools of the Ministry : _____	57
Annex 11 : Work necessary to implement ne HRM procedures _____	58
Annex 12 : Contents of training on time management _____	59
Annex 13: Methodology to reform the computer system _____	62

INTRODUCTION

MINICOM

The Ministry of Commerce, Industry, Investment Promotion, Tourism and Cooperatives is a public service Ministry whose activities are implemented by Agencies and Districts in the context of decentralisation.

MINICOM's budget is part of the Macro Economic and Economic Affairs Sector.

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

In 2002 and 2003, the structure of MINICOM included 106 posts spread over 25 divisions with 6 Directors, a Secretary General and Minister's Cabinet.

In 2004, Central Institutions 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.

At MINICOM, 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 2004 MINICOM's staff was reduced from 106 posts to 60 posts spread across 7 units, of which 5 were operational units.

Since 2005 MINICOM has only 4 units: Finance and Internal Resource Management; ICT Unit; Planning, Policy and Capacity Building Unit and the Commerce and Industry Unit. MINICOM now effectively has only one operational unit.

In 2008, MINICOM created a Special Petrol Unit in order to effectively deal with the petrol crisis.

POLITICAL, LEGAL AND REGULATORY ENVIRONMENT¹

1. 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.
2. 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.
3. The Government's 7 year programme was presented to the two parliamentary chambers on the 7th November 2003. It sets out the 4 principle axes for government work for the period covered by the legislation (2003-2010):
 - Good Governance
 - Justice
 - An economy built on the nature and resources of the country, and on the population itself
 - The well-being of each Rwandan citizen.

4. MINICOM's activities are carried out within the complementary objectives set by the EDPRS

The policy that the Ministry is responsible for implementing is set out in the following policy documents:

- The National craft industry promotion policy (from March 2006 which is aimed at all actors in the sector and provides general guidance on which sector policy is based)
 - The sector policy on tourism
 - The investment promotion policy
 - The trade policy and strategies
 - The Promotion of Cooperatives Policy
5. The policy framework for the Reform of the Public Service developed in 2002, which sets out the government policy on Institutional Reform.
 6. Law n°08/2006 from 24/02/2002 which set out the organisation and operation of the districts
 7. The strategy for the implementation of the programme for re-structuring and transforming the Rwandan Public Administration developed in 2004 to apply the reform Policy Framework. It sets out the direction for the reform in the following way:
 - Review the role of the State with a view to decentralisation of the powers and development of partnerships :
 1. Revision of the missions of various government institutions
 2. Overhaul of the structure of institutions, in coherence with newly decentralised missions and powers
 3. Development of the partnership between the public sector, private sector and civil society
 - Improve the suitability of missions and increase the professionalism of public agents :
 1. Redeployment of agents that have been retained, re-training of agents not retained
 2. Development of abilities and performance

¹ Annexe 1: Regulation
13/11/2008

Project Name: Functional Reviews in 16 Public Institutions

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
8. The Statute of the Public Service developed in 2002 and which is still in force at present. A proposed new statute which takes into account the objectives of the Reform – including the implementation of a job-based public service and remuneration based on performance - is currently being reviewed by the National Assembly.
9. The Labour Code which was approved in 2003 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. 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. The Ministry's resources

- Human resources are the engine of Administrative work ;
- Material and financial resources which are the necessary fuel for the functioning of the Administration.

3. Structure and operation of the information system

- Management procedures
- Information management and document management (including archiving and accessing information) 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:

- The diagnosis which identifies any dysfunctions and organisation problems
- Development of recommendations of two types :
 - Objectives for improvements and the methodology to achieve each
 - Proposals for concrete solutions wherever possible.

DIAGNOSTIC ANALYSIS

STRUCTURE AND ORGANISATION

MISSIONS AND ATTRIBUTIONS

The mission of the Ministry is determined through the direct application of the General Government policy “Vision 2020”.

The decision of the Cabinet from 2003 sets out the responsibilities of the Ministry in the following way:

- a) Supervise activities for developing, monitoring and evaluating policies and national programmes concerning commerce, industry, tourism, investment promotion and cooperatives;
- b) Initiate national strategies to protect consumers ;
- c) Initiate mechanisms for the promotion of growth of internal and external commerce with a view to improving participation and development in local entrepreneurship and to increase competitiveness;
- d) Develop management systems and the quality of products;
- e) Initiate and manage the process of economic regional integration for Rwanda and carry out regional, international and multilateral commercial negotiations;
- f) Supervise the design and updating of the investment code;
- g) Direct and supervise the functioning of public institutions and agencies that work in areas for which the Ministry is responsible;
- h) Supervise resource mobilisation and partnership activities and in the sectors of commerce, industry, tourism, investments and cooperatives.

On its website, the mission of MINICOM is defined as follows: The mission of MINICOM is to facilitate the transformation of Rwanda to a middle income economy by providing the strategic, policy, legal and financial framework for rapid economic growth.

In order to achieve its mission, the Ministry focuses on the following:

- Develop an enabling policy framework for business;
- Promotion of Foreign Direct investment and Local entrepreneurship;
- Facilitate enterprise development including small and medium enterprises;
- Tourism promotion;
- Development and enforcement of standards in trade and industry;
- Promote and facilitate internal and external trade with emphasis on diversification and value addition;
- Promote and facilitate activities in global trade through participation in multilateral and bilateral institutions as well as championing market expansion;
- Guarantee a favourable management and legislative environment in the cooperative societies

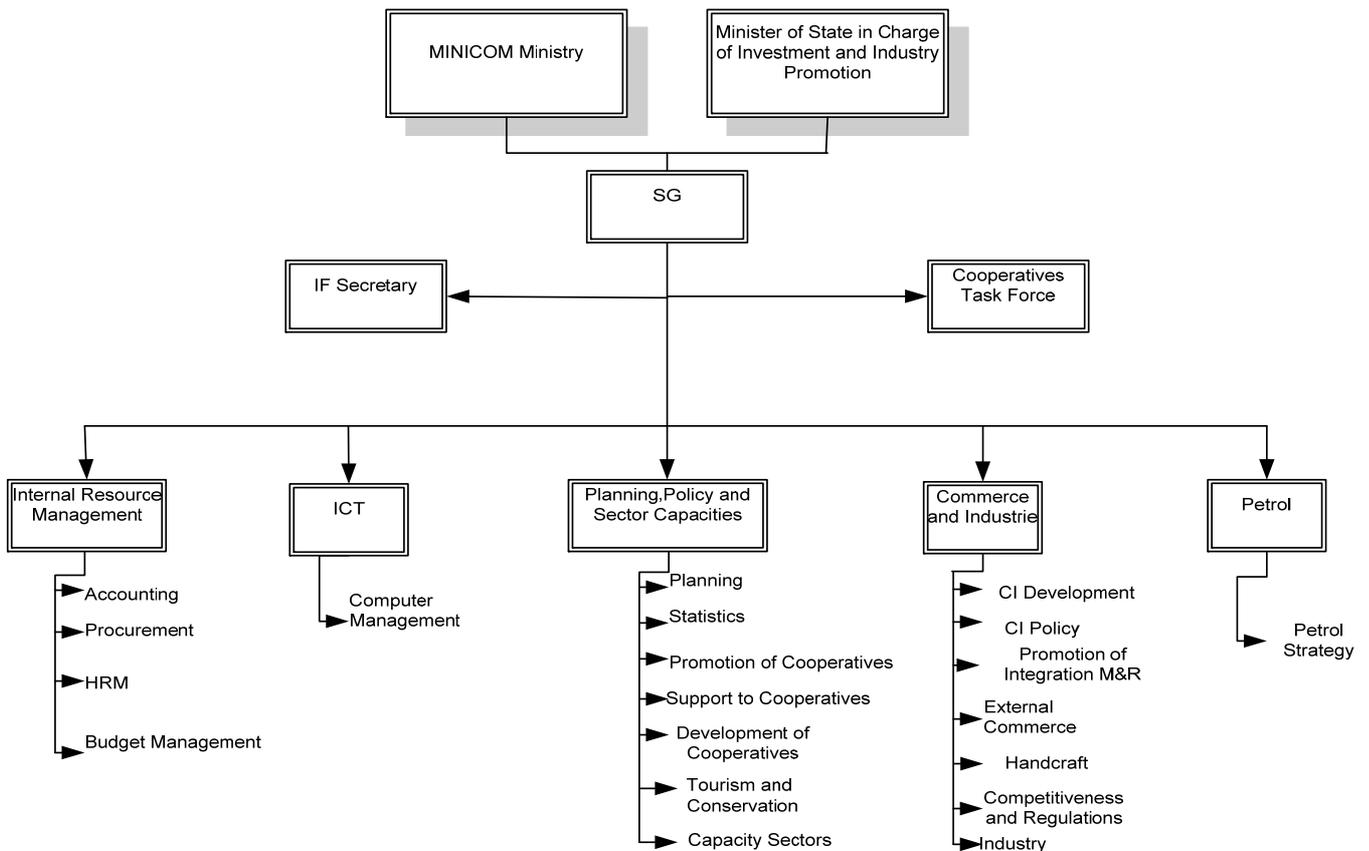
Critical analysis²

It should be noted that neither the missions nor the responsibilities of each structure of the Ministry have been defined in a document or legal text. Only the organisational structure (Cadre Organique) – and it is not the purpose of this document – provides an outline of the responsibilities of each post and this could be interpreted as a summary of the responsibilities for the related structures.

The Ministry’s missions are all coherent with the objectives of the EDPRS.

STRUCTURE AND ORGANISATION

The structure of MINICOM is not defined in any official texts. It is as follows³:



The structure of MINICOM is composed of three operational units (which all work towards the implementation of the Mission of the Ministry) and two support units which work for the operational units. In addition to these units there is a Cooperatives Task Force.⁴

The 7 sectors for which the Ministry is responsible are grouped into 4 sector-based units. They are taken care of by professionals working within each unit. MINICOM’s areas of activity are as follows:

- Internal commerce

² Annexe 2: Missions and Responsibilities of the Ministry. Description of the missions and responsibilities of the Ministry according to official documents and descriptions by Ministry staff.

³ Annexe 3.1 : Distribution of agents

⁴ Annexe 3.2 : Organisational structure

Project Name: Functional Reviews in 16 Public Institutions

- External commerce
- Industry
- Handcrafts
- Tourism
- Cooperatives
- Petrol Strategy

In the Districts, the Chargé of Cooperatives, Small and Medium Enterprises (SME) and Labour is responsible for the implementation of MINICOM's sector policies.

The Petrol unit's objective is to ensure that the Government has a well organised and reliably administered petrol sector in Rwanda given the importance of the sector for the economic development of the country. The unit was created following a decision by the Cabinet to ensure efficient management of the energy resources.

The ICT unit is normally responsible for promoting computer and communication techniques within the Ministry.

The ICT is headed by a Director assisted by an ICT technician.

The agencies under MINICOM supervision are 4 and include the following:

- Rwanda Investment and Export Promotion Agency
- Rwanda Office of Tourism and National Parks
- Rwanda Bureau of Standards
- Centre for Support to Small and Medium Enterprises

Critical Analysis:

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

Normally, each activity sector has its own action plan, its own decentralized activities and its own budget. However, they are assigned to professionals whose responsibilities are to ensure implementation and monitoring of corresponding decentralized activities.

Given the strategic importance (see EDPRS) of MINICOM operational missions and their international and national nature, the Ministry structure, which regroups all the functions in two units (Unit of Planning, Policy and Sector capacities and the Unit of Trade and Industry is unwieldy and not well adapted.

Moreover, a flat hierarchical structure that includes two levels (SG, Directorates), does not allow to assign full responsibilities to professionals responsible for the implementation of sector policies.

Three professionals in charge of Cooperatives are attached to the Planning, Policy and sectoral capacities Unit. In fact, they work directly with the Task Force .

Working procedures with districts and bodies under MINICOM supervision are not codified, which is partly the cause of dysfunction of collaboration between the MINICOM and other sector partners.

As a unit, ICT does not fully carry out its role of modernization of the information system, communication and training of users. In addition its elevation to a separate unit with a Director 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.

In addition, 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. MINICOM has had, for a year and a half of one ICT specialist who is also often requested to attend training. Thus, at present, the ICT specialist works only afternoon hours.

LEADERSHIP OF THE INSTITUTION

At MINICOM, 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.

Critical analysis:

Indeed, the combination of many different functions within a single unit (Planning, Statistics, Tourism, Cooperatives, etc.) does not allow the leadership to be coherent in its operations and effective monitoring of activities.

In addition, the mixture of operational and cross-cutting specialized support functions such as planning and statistics, could lead to a significant overload at the management of the Unit (Planning, Policy and sectoral capacities Unit).

Finally, flat hierarchical structure, makes it very difficult to establish career development plans for executives of the Ministry.

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 PLAN

GOVERNMENT POLICY AND SECTOR POLICY

The government policy on Commerce, Industry, Investment, Tourism and Cooperatives is clearly stated in Vision 2020.

The corresponding government strategy is well defined in the Strategy of Economic Development and Poverty Reduction Strategy of 2006 (EDPRS). However, it is necessary to highlight its presentation does not allow the overall objectives and priorities to be easily identified in the document.

MINICOM policy documents were drafted in 2005 and 2006. The documents are real policy documents of each sector that sets the objectives, priorities and the role of different partners in the implementation of the policy.

Critical Analysis⁵ :

It should be noted that the identification of relations between Vision 2020, EDPRS and the MINICOM strategic framework is complicated by the heterogeneity of structures of different documents and different languages used to express the same goals. Moreover, the MINICOM strategic framework that was drafted in 2006, could not take into account all the objectives defined in the EDPRS whose latest drafting dates from 2007.

The MINICOM strategic framework is in agreement with the objectives set in Vision 2020. However, we should note the importance given to entrepreneurship which is a top priority of Vision 2020 while this area is not taken into account in the MINICOM strategic framework in the context of supporting producers to move to the formal sector.

EDPRS has multiple objectives and necessary programs for developing trade in Rwanda until 2012. All the objectives of the Ministry's strategic plan are included in the EDPRS, especially for the year 2008. Some components of the EDPRS (for example, the establishment of the free trade area in Kigali in 2009) that are not considered in the current strategic plan may be included in the strategic plan for the coming years.

STRATEGIC PLANS AND ACTION PLANS

Sectoral strategies (Strategic Framework 2006-2008) correspond to the definition of strategic objectives of the Ministry and to their priorities. They are clearly divided in objectives, strategies, programmes and sub-programmes.

The Strategic Plan is specific and has programmes and sub-programmes with a precise budget and objectives. It provides for the improvement of communication between MINICOM and agencies as well as their capacity building to implement strategies without taking into account collaboration between MINICOM and districts as well as their role in the implementation of sectoral policies.

The Annual action Plan is coherent compared to the Strategic Plan. It was formulated in conformity with MINECOFIN procedures.

Critical Analysis :

The action plan of the Ministry is linked to the Strategic Plan. However, it does not have decentralized activities that should be implemented by Districts. Basing on this, we can say that decentralization of the MINICOM activities does not work properly⁶. However, some sectors like craft industry planned decentralised activities financed by transfer budgets to districts.

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

METHODOLOGY TO DEVELOP STRATEGIC PLANS AND ACTION PLANS

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

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

⁵ Annex 4 : Comparative analysis of fundamental texts

⁶ Annex 5 : Analysis of links between the strategy document and the Action Plan
13/11/2008

Project Name: Functional Reviews in 16 Public Institutions

The MINICOM activities are decentralized. The decentralised activities must be planned in collaboration with concerned Districts.

The coordination is very important because when activities planned by the central level are not included in the action plans of districts, MINECOFIN can not transfer the corresponding budgets.

Currently, MINICOM does not involve districts in the elaboration of the action plans of Districts and there is no real link between the Action Plan of the Ministry and the Districts action plan.

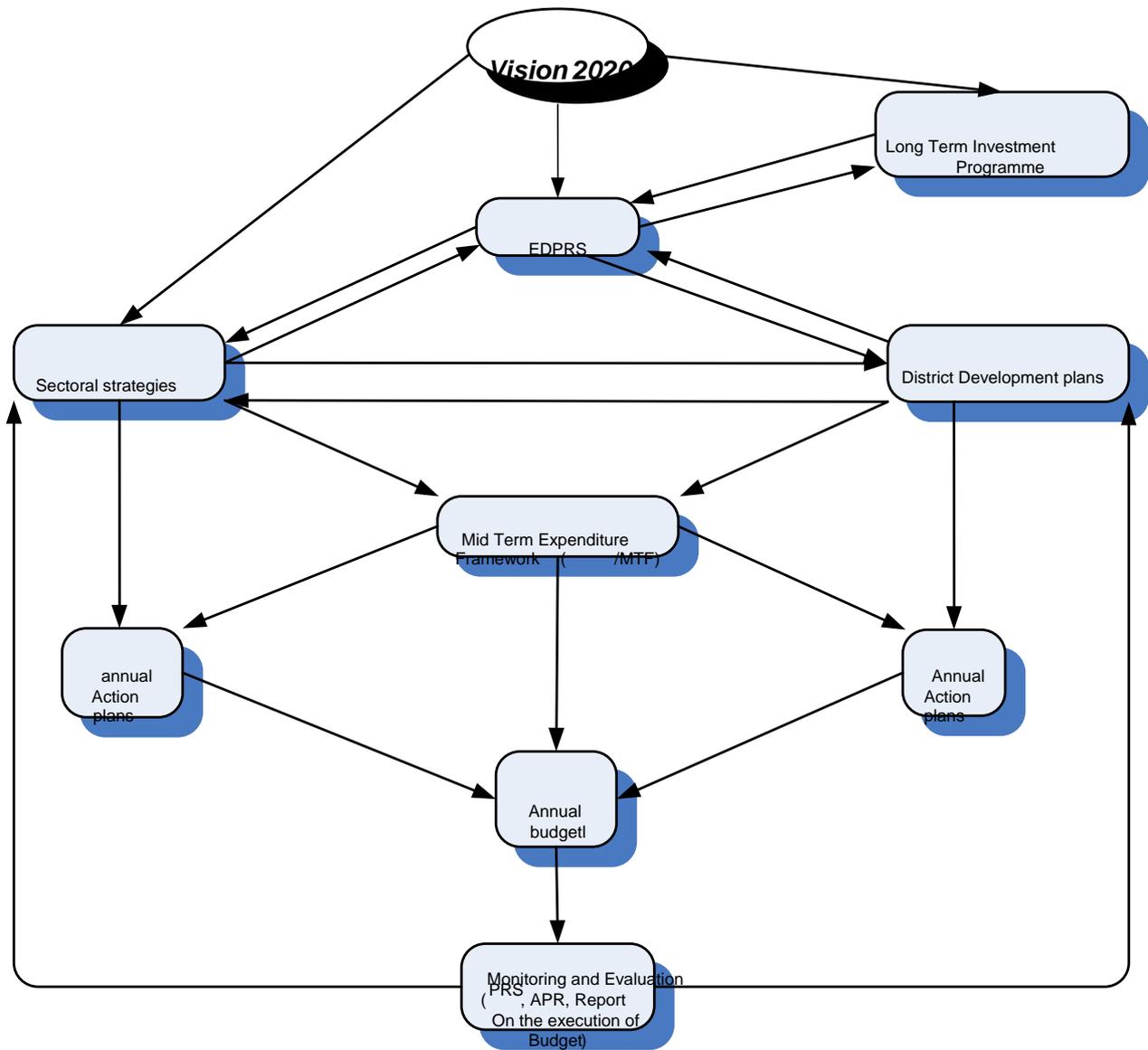
On a theoretical point of view, the budget preparation should be prepared as follows:

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

	District	MINICOM	MINECOFIN	Cabinet/Parliament
January	District annual report (explanation on budget/objective execution)	Execution of the annual report of the PA and the budget	Macro Eco review and projections	
	District forum		Annual economic report	Akagera
February	Participation to the forum of sectors	Forum of the Sector	The budget execution report	
March April	Annual implementation report of the EDPRS/Summary of new priorities			
May			Budget circular	
June	Elaboration of the documents of the SIP budget strategy	Elaboration of the documents of the SIP budget strategy	Elaboration of the first project of the BFP budget framework	
	Meeting of officers in charge of planning			
July	Budget consultations			
			Finalisation of the BFP	
August	Communication of final ceilings			
September October			Elaboration of the Finance bill	
				Discussion on the finance bill (Cabinet)
November				Discussion on the finance bill (Parliament)
				Vote on the Finance law
December				

The respect of the schedule must allow the implementation of the budget.

Preparation procedure is presented as follows (National framework for Planning and Budgeting):



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

It is obvious that Districts fund actions they have initiated.

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

Critical Analysis:

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

If the action plan served as a basis in the budget negotiation on the one hand, it should be developed in the first quarter of the year $n - 1$, and on the other hand, it should present a list of all activities aiming to attain objectives of the sector in the following year with precise costs needed to implement each of the activities. Therefore, this would allow the government to provide an engagement letter to the Minister at the beginning of the implementation year.

It is important to note that the procedure that would allow for proper use of Action plans for planning the Ministry activities and preparing the budget exists and corresponds to the needs of the budget preparation and decentralization.

In fact, MINICOM, except the craft sector, never took into account decentralized activities in its action plan. Therefore, this makes difficult transfers of corresponding budgets.

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

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

INSTITUTIONAL PERFORMANCE MONITORING SYSTEM AND RESPECT OF THE ACTION PLAN

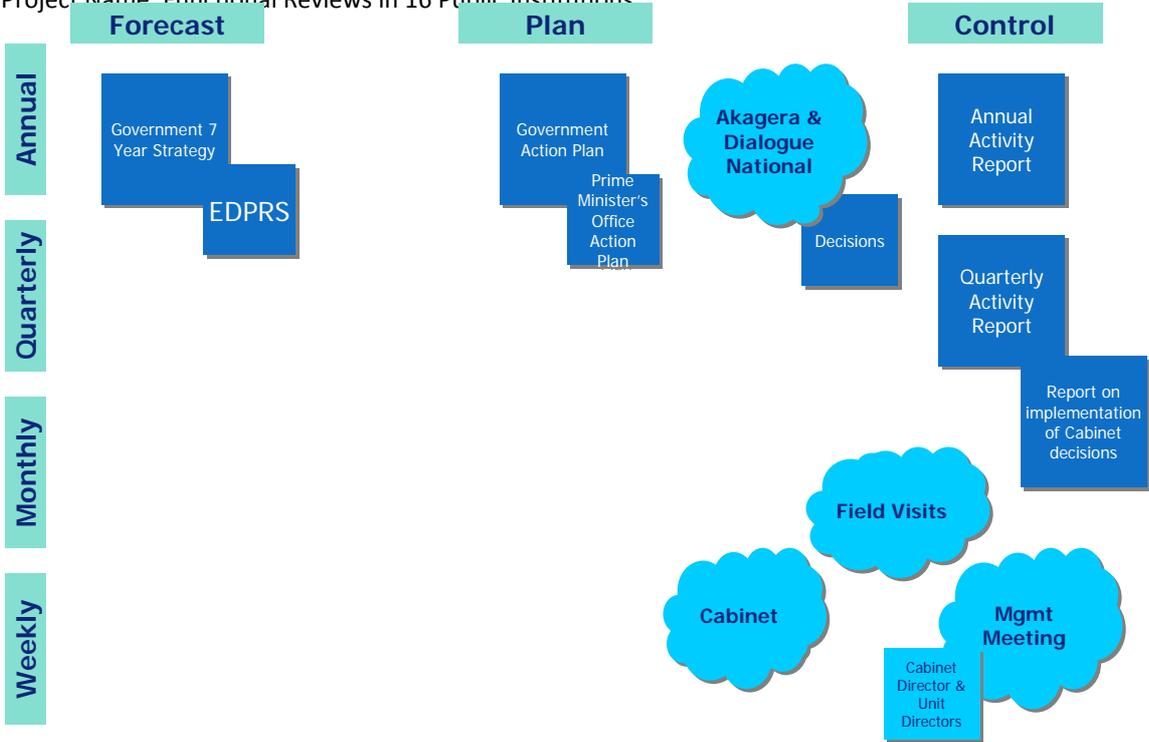
A performance management system is made up of information, documents and meetings which allow for ongoing improvement of the performance of an organisation. It is essential that each element of the system be used at the right intervals to ensure that activities can be adjusted if necessary before it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

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

Management System



Project Name: Functional Reviews in 16 Public Institutions



At the level of MINICOM, performance evaluation system has necessary elements to ensure efficient monitoring of the institution. Therefore, the current system allows for the implementation of almost the whole action plan. Thus, the budget was used at the rate of 94% in 2007.

The main elements of the current system are based on weekly flash reports of each unit submitted to the SG of MINICOM, 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, 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 flash reports from each unit are not sufficiently detailed to allow a real monitoring of efficiency of activities of each action plan. Thus, each report produces, on one hand, a reflection tool on its own performances for the concerned unit, on the other hand, a tool of monitoring of activities.

However, MINICOM did not respond to reports sent by agencies under its supervision (see: *report on the capacity building, April 2007*); likewise, the PMO did not give feedback to reports sent by MINICOM.

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 MINICOM 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 MINICOM 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 that 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.

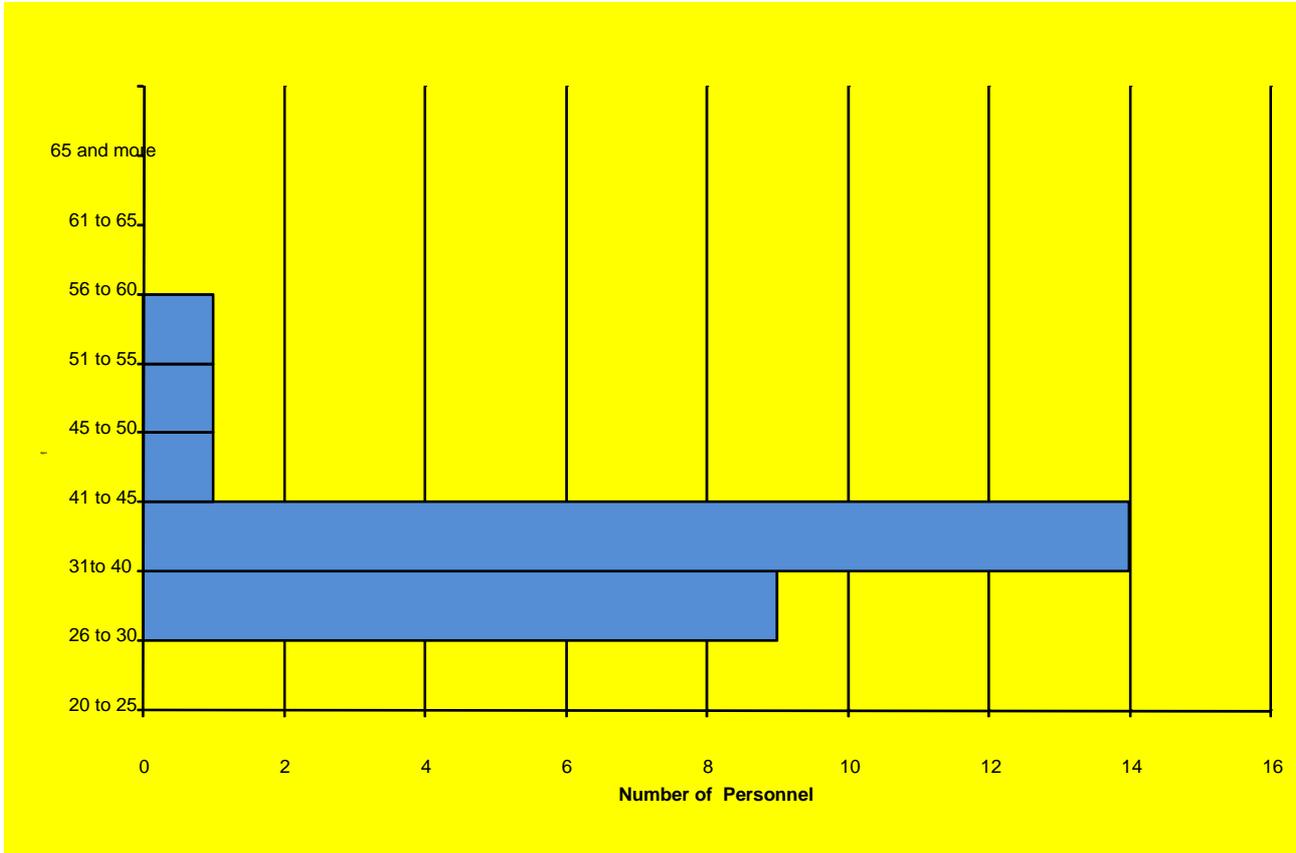
- **The lack of delegation of responsibility increases the sense of not having any responsibility among professionals :**

Project Name: Functional Reviews in 16 Public Institutions

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.

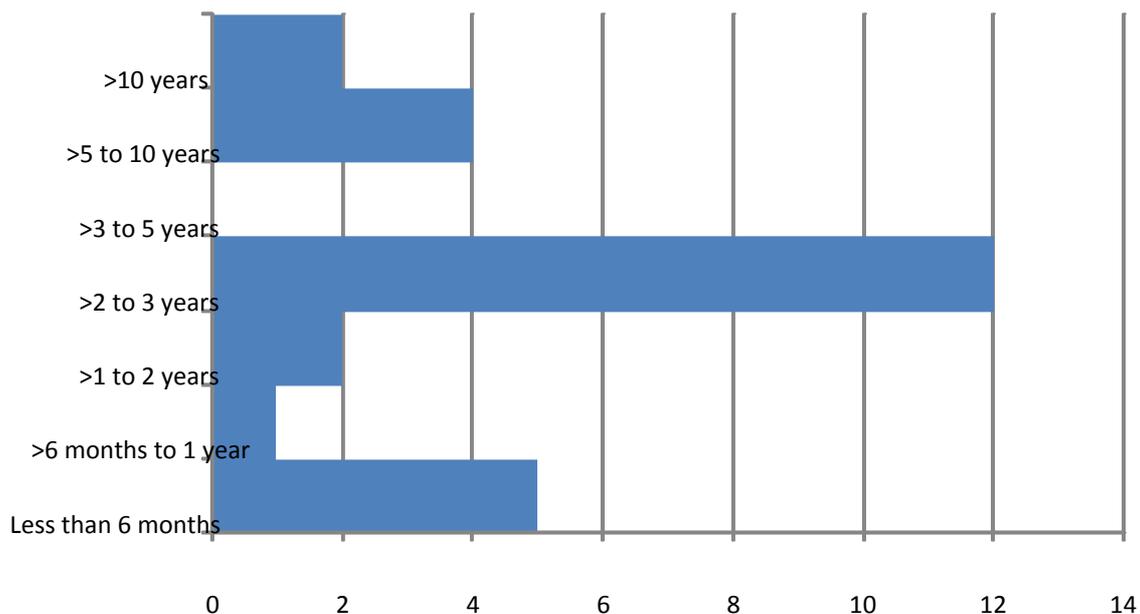
- **Human resources are young without enough experience in their posts**

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



These senior staff, about 90 % are under 40 years would expect to have a clear vision of their career given that they all have at least 20 years of service to the State before their retreat.

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



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

Given this, for this category of managerial staff and in the absence of codified working procedures, it is impossible to delegate responsibilities to agents who have no experience and who are likely to leave the Administration as soon as a more attractive job is offered to them elsewhere (in 2007 3 professionals left MINICOM). In addition, this situation takes up a lot of time of senior staff who constantly have to train new recruits.

- Out of 41 posts provided in the organisational structure (Cadre Organique), only 36 posts are filled:

In the context of shortage of labour, the difficulty of MINICOM to fill the management vacant posts obviously shows that corresponding jobs are not much attractive.

It is important to note that personnel in post are supported by 5 contractual employees and one consultant.

MATCHING HR TO NEEDS (ORGANIZATIONAL STRUCTURE)

Currently the MINICOM does not have the right number of qualified agents to match its needs⁷.

The young senior staff associated with the significant turnover is the major cause of losses of human resources. Indeed, an executive becomes entirely operational when they have a few years of experience. Likewise, when he benefits from professional training, he/she must use his/her acquisitions to the benefit of the administration service.

Given this, the lack of career management and processes for rewarding human resources results in significant losses for the Administration, made worse by the combined deterioration in its image on the job market.

Since 2007 professionals were offered different training related to their jobs besides agents in the framework of implementing conclusions of the project of Capacity building of 2007 that allowed several agents to be trained by the World Trade Organisation.

⁷ Annex 9: Analysis of the match Posts/Persons
13/11/2008

However, budget constraints of the Government of Rwanda make MINICOM prefer productivity gains to the increase of the number of agents.

REGULATIONS FOR THE CIVIL SERVANTS:

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

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

Critical Analysis:

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

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

MATERIAL AND FINANCIAL RESOURCES OF THE MINISTRY

The MINICOM has sufficient office equipment⁸. However, several successive move of the Ministry over the past two years, have not really allowed working in the best conditions of stability and in particular as regards the use of computer tools for information processing.

Critical analysis:

Failure to respect elaboration procedures of decentralised action plans by MINICOM is the cause of difficulties in financing its decentralised activities (budgets for transfer)

STRUCTURE AND FUNCTIONING OF THE INFORMATION SYSTEM

Information is the main product of Administrative work.

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

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

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

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

⁸ Annex 6 : analysis of office tools of the Ministry
13/11/2008

INFORMATION AND COMPUTER MANAGEMENT SYSTEM

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

The MINICOM has a complete ICT system which is recent and whose network installation process is at the final stage. All managerial staff are linked to the network and this is open to the exterior via the internet connection of 512KB. There is no intranet network for the MINICOM⁹.

Some improvements of the system are underway:

- Exchange Server will be put in place in May (a messaging tool)
- E-documents is under acquisition process
- A stock software in Access developed for the MINICOM is not yet implemented due to technical reasons

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. This means that potential productivity gains - which would result from more efficient and complete use of the tools – are lost.
2. The MINICOM computer network is not sufficiently protected.

There is a documentation server that has not yet been installed. This would allow the implementation of the centralized documentation management and the setting up of systematic protection tools.

There is no policy on security and safety of the information system¹⁰:

- 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 automatically filtered
3. Messaging tools or file transfers via the network are sufficiently used:
 - Rapid messaging is only used on private initiative;
 - Transfers of computer folders are done often through emails or flash disks and not through the network;
 4. The main information support is paper¹¹ :

Despite ICT equipment that is of a good standard, habits and the lack of thought given to the subject by the institution on policies means that the exchange of information is still extremely dependent on moving papers around although this is the method that is the most fragile and expensive to produce.

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

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

⁹ Annex 7 : description of the computer system of the Ministry

¹⁰ Annex 6.2 : Network protection

¹¹ Annex 6.3 : Description of the printing system

Project Name: Functional Reviews in 16 Public Institutions

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

Critical analysis:

At the MINICOM the information system in place is complete and modern its networking installation is underway. As it is, without additional investment, it allows for the implementation of the majority of the tools that the Office needs in order to modernise its information and communication systems 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 and of the network that are currently available to users via the ICT system requires adequate and targeted training for all staff.

MANAGEMENT PROCEDURES

Except for specific procedures:

- Budget preparation
- Public tender codes preparation

At the MINICOM 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, MINICOM uses:

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

2. Financial Management Procedures:

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

3. Correspondence management¹² :

There is no formal courier management system. at MINICOM courier management is done in the following way:

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

¹² Annex 7.1 : Analysis of courier management
13/11/2008

Project Name: Functional Reviews in 16 Public Institutions

Outgoing correspondence is delivered in 2 different ways:

- Electronic mail;
- Fax;
- Normal national couriers are transported by a private courier company.

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

This traditional procedure is not described in any specific manual.

Critical analysis:

The procedures currently applied 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 can result in the deterioration of the procedure and the loss of the *raison d'être* for certain tasks.

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

DOCUMENTATION MANAGEMENT

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

As office rooms are small, only dossiers of 2007 and 2008 are filed, the files of the previous years are simply stored in bags in a room. The MINICOM has no documentation post able to organise the documentation within the Ministry.

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

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

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

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

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

Security and safety of documents is not assured.

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 :

Information is the main product of the MINICOM. Its documentation is its "business". This documentation has no real value only if it is not protected, managed and accessible.

Currently, the documentation management of the Ministry is not adequately managed

SYSTEM OF INTERNAL AND EXTERNAL COMMUNICATION

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

- Weekly management meetings are held on a regular basis and allows sharing information among 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.

The external communication system depends on the following tools:

- Traditional paper mail
- Communication« Group-mail » used by the SG with colleagues from other institutions. It is not really used
- e-mails from professional addresses
- Personal mobile phones
- Landline phones

In general the instant Skype Messaging or Yahoo Messenger are not much used for work purposes. Computer IP calls to telephones by a Skype system is not used because it is impossible to recharge the account due to lack of a credit card. However, Skype has been installed on each computer.

Critical analysis¹³ :

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.

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

TIME MANAGEMENT

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

Currently, the executives of the MINICOM 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 urgent¹⁴.

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

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

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

Critical analysis :

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 MINICOM, 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.

¹³ Annex 7.2 : Description of communication tools

¹⁴ Annex 8.2 : management of meetings and individual appointments

CONSIDERING RESULTS FROM AN ANALYSIS OF APRIL 2007

REPORT ON CAPACITY BUILDING APRIL 2007

Main recommendations	Consideration in the Action plan of 2008	Implementation
Strategic plans are not entirely budgeted and there are no indicators to assess the progress of some activities (3.1.2)	No	No
Agencies think that resources mobilization and lobbying for new projects is the role of MINICOM which is not found in the Organizational structure (3.1.4)		
The organizational structure needs to be legalised by a ministerial order (3.1.4)	No	No
<ol style="list-style-type: none"> 1. Directors of units and professionals participate in several meetings which limits their availability to deal with their usual work (3.1.7) 2. Some agents say that 40% of their time is used to deal with urgencies (3.1.8) 	No	No
Work communication among units are informal, apparently there is no team work(3.1.8)	No	No
<ol style="list-style-type: none"> 1. Communication is oral and is not recorded (3.1.10) 2. Information processing tools are poorly used 	No	No
Documents filed by one professional can not be accessed by others(3.1.12)	Yes (ICT action plan)	Not yet
ORTPN and RBS produce monthly reports and send them to the MINICOM but they are not given a feedback	No	No

RECOMMENDATIONS

MAIN PRINCIPLES

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

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

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

REFORM THE STRUCTURE AND ORGANIZATION OF THE MINISTRY

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

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

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

It was necessary to restructure the computer support function and extend it to method and organization and 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.

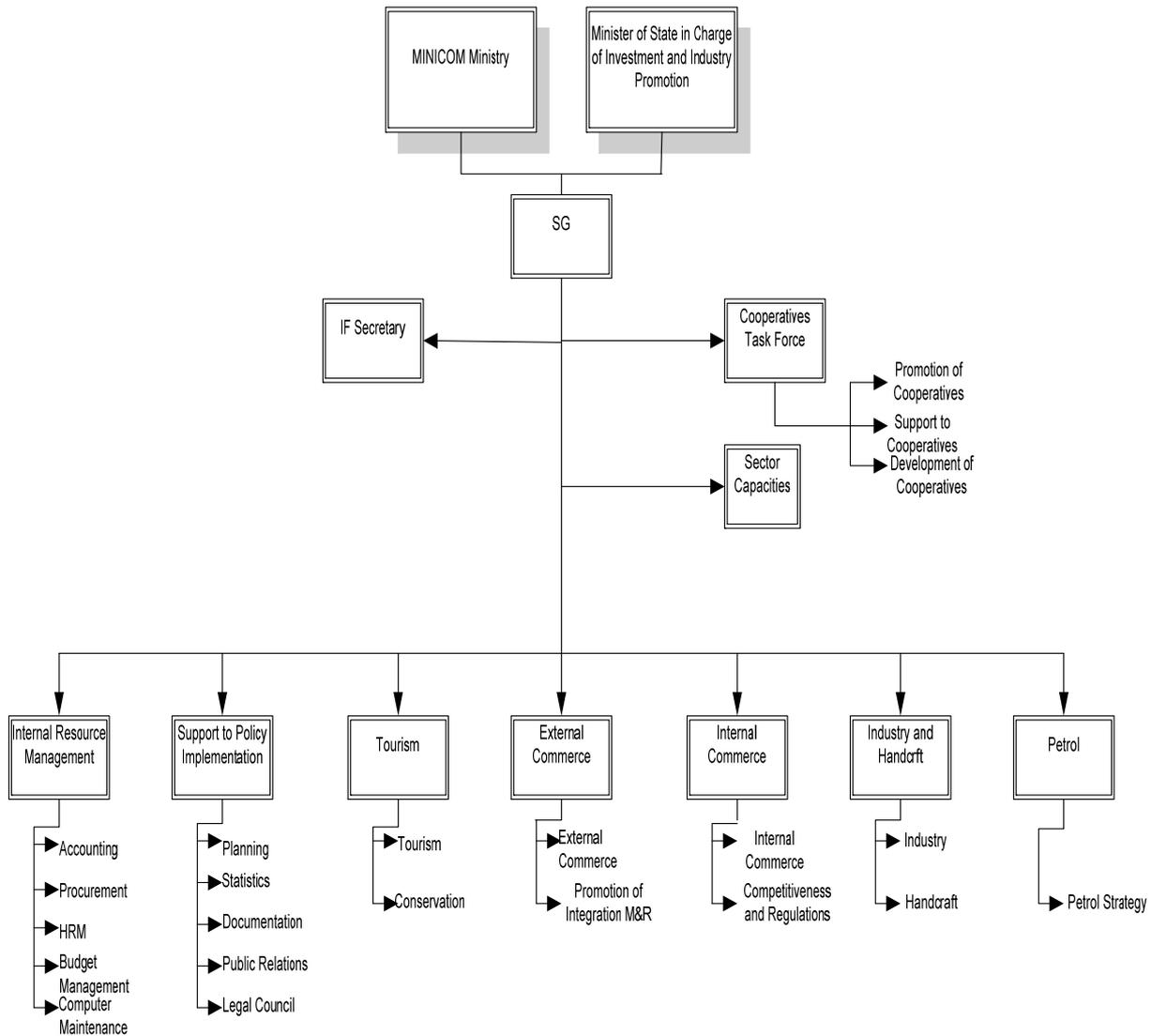
The support functions are shared within the two units.

The proposed structure is shaped as follows:

- The Internal Resources Management in charge of administration functions
- The Support Unit in charge of implementing policies that regroups technical support function to sector units.

The function of sector capacity development has been changed into a Task force to enable it to play its priority role of implementing development policy of actors' capacities of all sectors that are part of the Ministry missions.

The proposed structure is shaped as follows:



This structure allows homogeneity of responsibilities within each unit that will be responsible for a clear sector mission, and the task of implementing the corresponding work plan and budget line.

Furthermore, it enables to facilitate delegation of responsibilities and encourages a more technical selection of the each of the Unit responsibilities.

It is obvious that the missions must be translated into clear and accurate responsibilities to which correspond specific sub- action plans for each of the units in order to avoid duplication, conflict or losses in the implementation of corresponding activities.

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

REFORM THE LEADERSHIP MODE OF THE INSTITUTION

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

Thus, the execution personnel of the institution feel that they have no responsibility vis-à-vis the institution and decisions making processes are made longer.

Project Name: Functional Reviews in 16 Public Institutions

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.

MECHANISMS TO DEVELOP AND PROPOSE STRATEGIES MUST BE IMPROVED

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

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

PROCEDURE TO DEVELOP ANNUAL ACTION PLANS MUST BE REFORMED

The implementation of sector policies at MINICOM, particularly national policies should be done through Districts that must have corresponding transfer budgets.

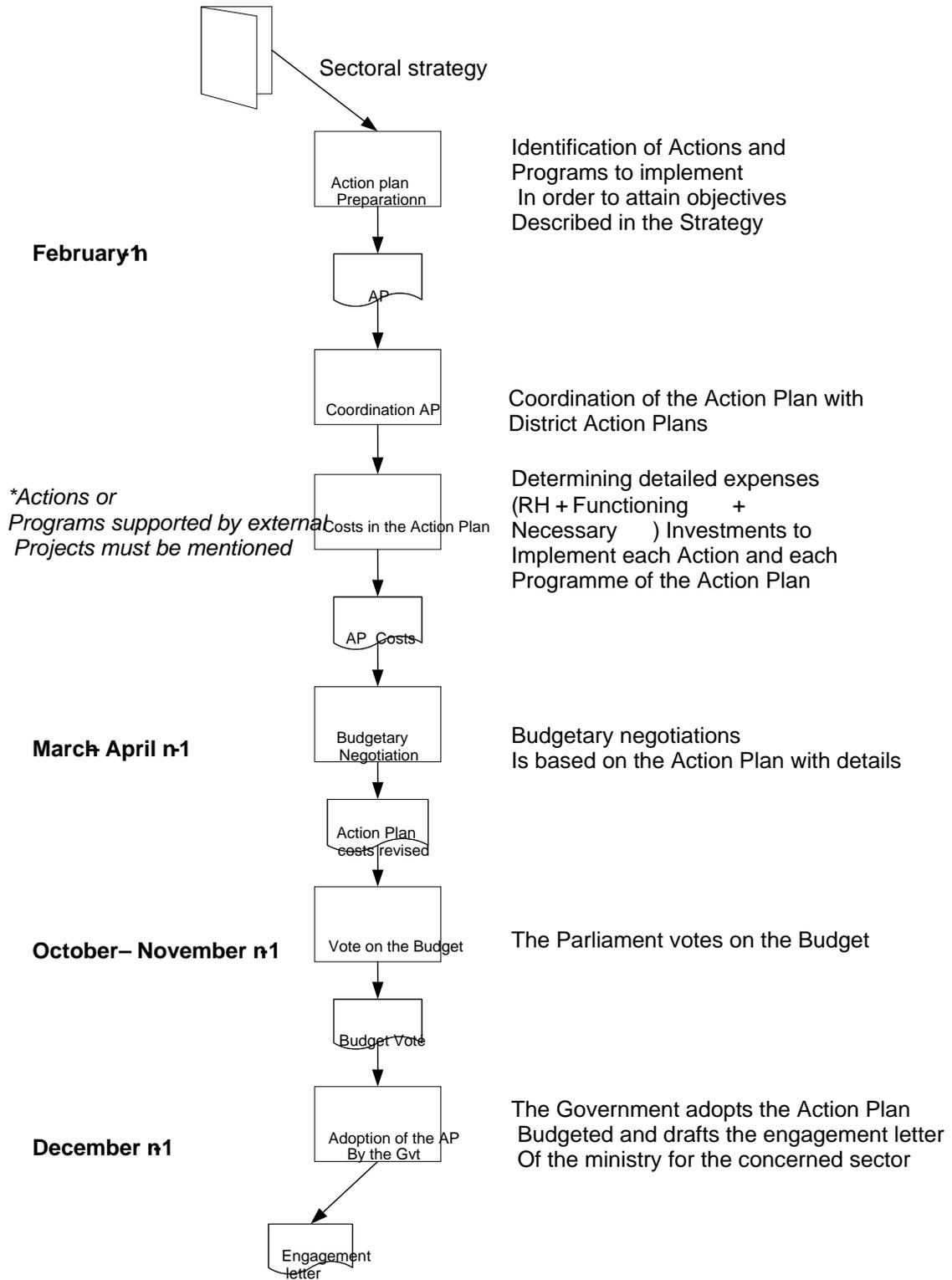
To achieve this, it is necessary to put in place a rigorous procedure of developing decentralized action plans in collaboration with Districts and whose schedule will be compatible with that of budget preparation.

Action plans must be divided into sub action plans corresponding to implementation responsibilities of each of professionals involved. Each level of the action plan must have implementation schedule indicators of the result of the activity and the impact that will allow the evaluation of corresponding performances.

This discipline will facilitate integration activities in the realistic achievement schedule.

However, action plans must be developed in close collaboration with Districts with a bid to coordinate with them the setting up of decentralised activities.

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



EVALUATION OF PERFORMANCE FOR BETTER RESPECT OF THE ACTION PLANS

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

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

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

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

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

REHABILITATE AND REDEEM THE STATE HUMAN RESOURCES

MATCHING HUMAN HR TO NEEDS

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

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

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

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

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

Project Name: Functional Reviews in 16 Public Institutions

- 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'S HUMAN RESOURCES

The Administration has an urgent need for tools which will allow it to:

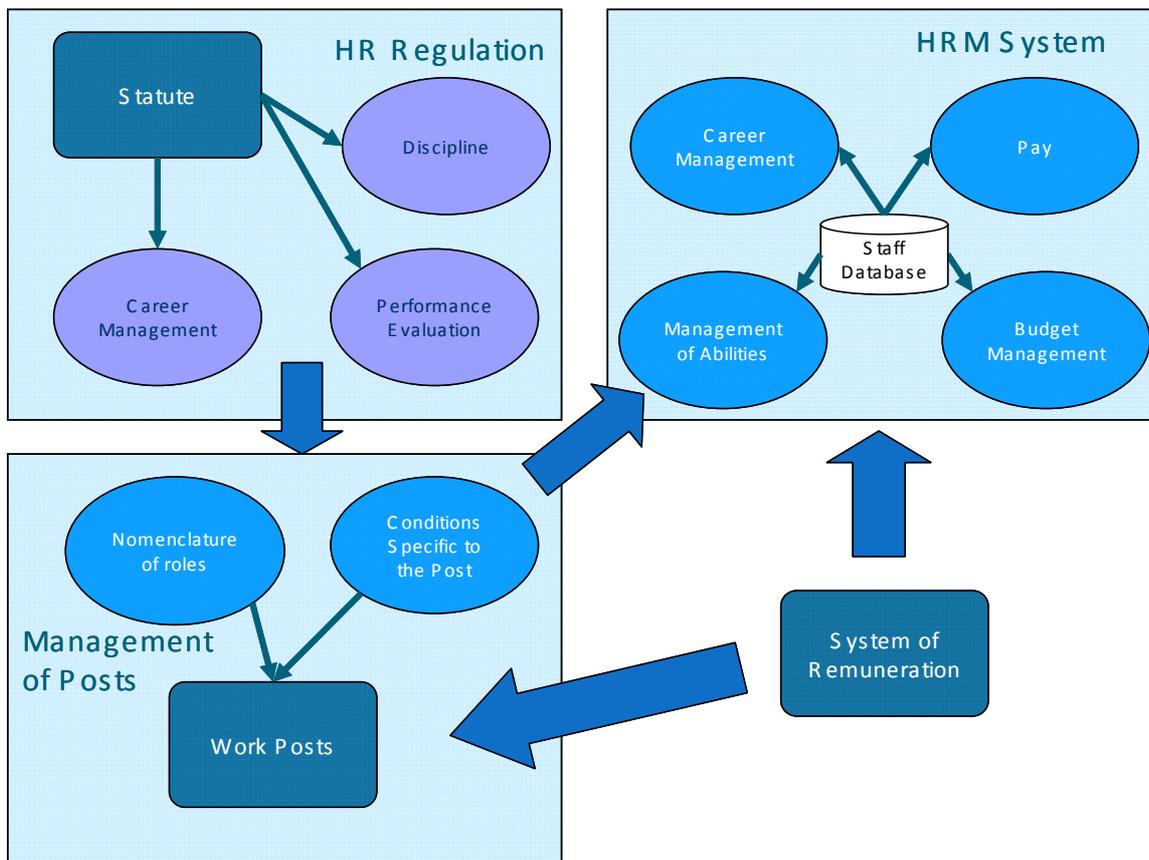
- Ensure an effective match between its needs and the human resources available to it or it intends to recruit
- Have tools for motivating staff which will allow it to manage them more effectively according to its needs and to ensure the quality of the work of the staff
- Plan for the demographic evolution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

- Ensure tools are available to motivate staff

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



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

CAREER MECHANISM

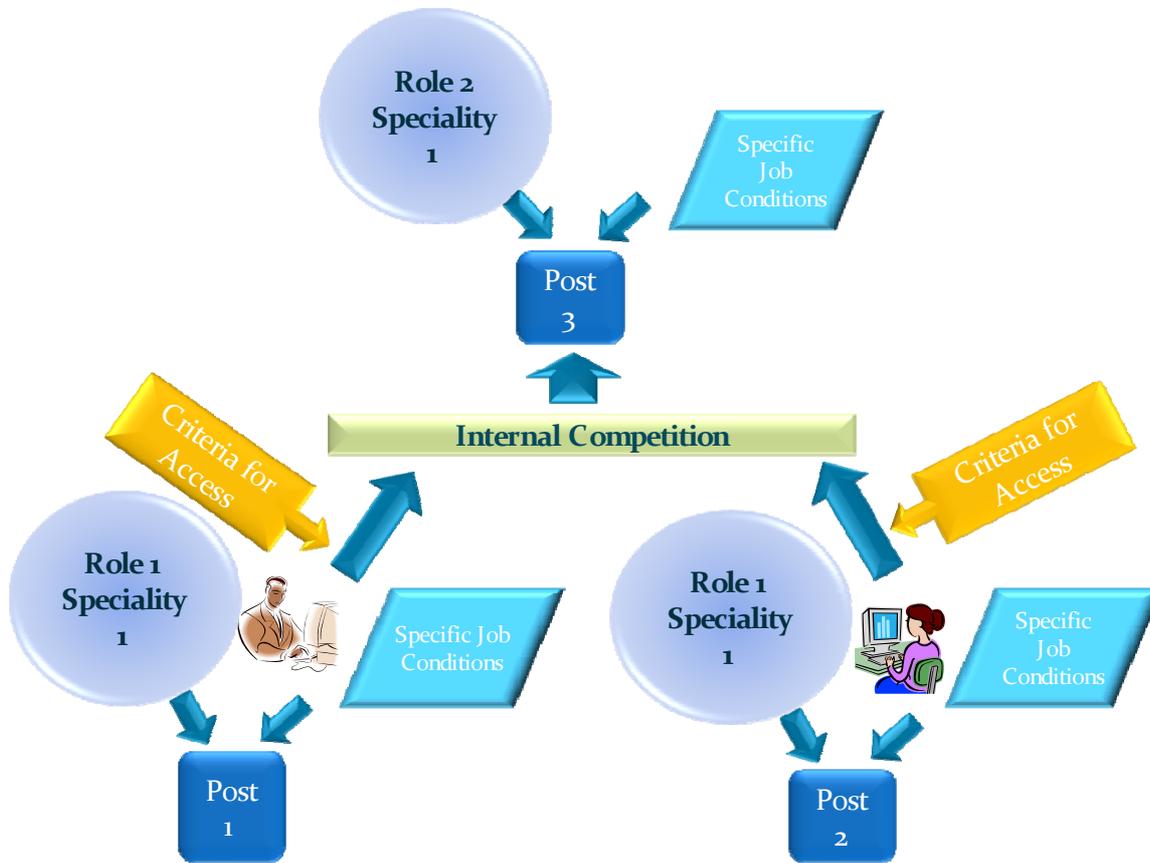
Increasing loyalty of managerial staff necessitates the implementation of a system of professional development which will allow staff to develop their career.

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

- Posts in the Administration are defined by roles which are categorised within the nomenclature of Administration 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

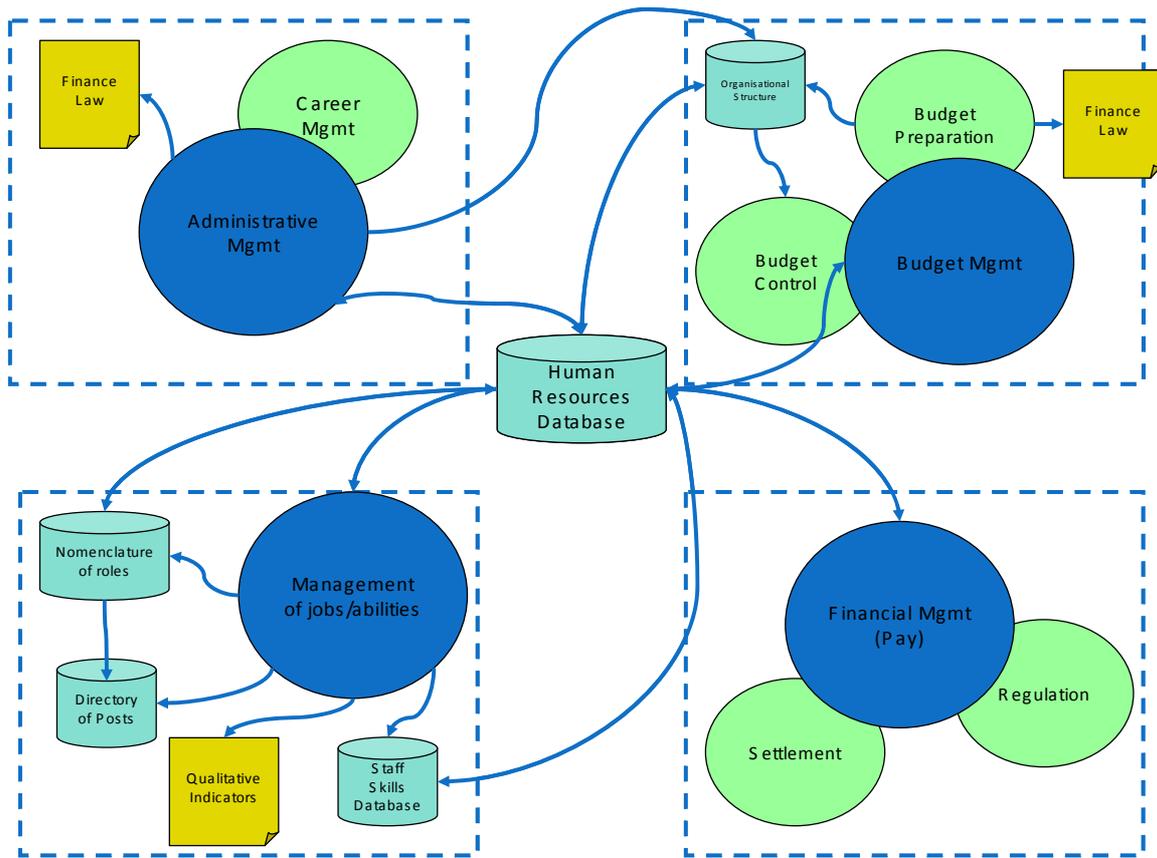
External competitions are organised only if the internal competition does not produce a successful The mechanism for careers can be described as follows:



INTEGRATED HUMAN RESOURCES MANAGEMENT SYSTEM

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

The integrated HRM system can be represented 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, THE COMMUNICATION SYSTEM AND THE DOCUMENT 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.

Improved use of ICT tools for dealing with information and for communicating should run alongside improvements in productivity and efficiency of the Ministry.

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

- 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:

Project Name: Functional Reviews in 16 Public Institutions

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

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

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

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

ENSURE SECURITY OF INFORMATION SYSTEMS

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

Security and safety of ICT systems include two complementary components:

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

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

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

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

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

The following security system is possible:

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

The establishment of an Intranet network for the MINICOM 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 MINICOM 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...)
- Systematic use of email for sending written messages. Rules for use should be codified:
 - Style of contents of the messages depending on the recipient (use of Word templates)
 - Method of signature
 - Method of transferring attachments (reducing the size, type of file (PDF, Version of Word etc...))
 - Method of filing emails
- Traditional correspondence should be replaced wherever possible by electronic mail and attachments.

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

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 PMO¹⁵.

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

¹⁵ See. annex 11 : work needed for the implementation of the new HRM procedures
13/11/2008

Project Name: Functional Reviews in 16 Public Institutions

- 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.¹⁶

REVIEW TIME MANAGEMENT ENTIRELY

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

At the MINICOM 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...)

¹⁶ See. annex 13 : Methodology of the information system reform
13/11/2008

Project Name: Functional Reviews in 16 Public Institutions

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 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 (See the annex on training content of time management)¹⁷.

¹⁷ See. annex 12 : content on time mangement training
13/11/2008

ANNEXES

ANNEX 1 : REGULATIONS				
Reference text	Date of signature	object	Description	Situation : in force or not
MINICOM Strategic Framework	2005	MINICOM Strategic Plan	The documents describes objectives, strategies, programmes and sub-programmes, results and activities for the period of 2006-2008	In force
Sector Policy on Tourism	2005	Sector policy	The document describes vision, mission, constraints and objectives of the National Tourism policy. it also shows partners involved in the implementation of strategies of the National Tourism Policy	In force
Trade Policy and Strategies	2006	Sector policy	The document presents constraints and opportunities of Trade in Rwanda. The document describes the vision, mission, constraints and objectives of the National Trade policy. It also presents institutions involved in the implementation of strategies of the National Trade policy	Not in force
National Craft Industry Promotion Policy	2006	Sector policy	The document presents constraints and opportunities of Sector in Rwanda. The document describes the vision, mission, constraints and objectives of the National Sector policy. it also shows partners involved in the implementation of strategies of the National Craft Industry Promotion Policy	In force
Investment promotion policy	2006	Sector policy	Investment promotion policy	In force
The promotion of the Cooperatives Policy	2005	Sector policy	The document presents constraints and opportunities of Sector in Rwanda. The document describes the vision, mission, constraints and objectives of the National Sector policy. it also shows partners involved in the implementation of strategies of the promotion of the Cooperatives Policy	In force
Sector strategies document	2006	Sector policy	The document describes strategies to implement the Sector strategies document	In force

ANNEX 2: MISSIONS AND FUNCTIONS OF MINISTRIES

2.1 2.1 Description of missions and responsibilities according to official documents

Missions	Functions/ objectives	Responsible structure	Comments
Facilitate the transformation of Rwanda into a medium income country by providing strategic, policy, legal and financial frameworks enabling it to reach rapid economic growth	Supervise activities of elaboration, monitoring and evaluation of national policies and programmes in the area of Industry, Tourism, Cooperatives and investment promotion	Unit of Trade, Industry Special Unity of oil Unit of Planning, Policies and Capacity Building Cooperatives Task Force	Have all the main functions of MINICOM distributed per administrative unit. Two comments 1. The Unit of Trade and Industry is the structure that is responsible for MINICOM functions. It is responsible for 3 functions out of 8 and shares the execution of the 3 other functions. 2. The Unit of Planning and Policies and Capacity Building has two roles such as the role of support to other units and the operational role, particularly in the area of investment, tourism and cooperatives.
	Initiate national strategies for consumer protection	Unit of Trade and Industry	
	Promote the Trade growth both inside and outside the country in order to promote local participation and entrepreneurship and increase competitiveness	Unit of Trade and Industry Unit of Planning and Policies and Capacity Building	
	Develop systems to manage quality of products	Unit of Trade and Industry	
	Initiate and manage the process the Regional economic integration of Rwanda and conduct regional international and multilateral commercial negotiations	Unit of Trade and Industry	
	Supervise the conception process and updating of the investment code	Unit of planning, policies and capacity building	
	<p>Orient and supervise the operations of public organizations and agencies whose mandates are related to specific attributions of the MINICOM</p> <p>Supervise actions of mobilising resources and partnerships in the Sectors of Trade, Industry, Tourism, and cooperatives investments</p>	<p>Secretary General</p> <p>Unit of Trade, Industry</p> <p>Unit of planning, policies and capacity building</p>	

Note: this table reflects the distribution of tasks among administrative units of the Ministry as regards the main functions in the organizational structure

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

Missions	Responsibilities	Responsible structure	Comments
Develop and implement a business policy framework	Supervise activities of elaboration, monitoring and evaluation of national policies and programmes in the area of Trade and cooperatives and investment promotion	Unit of Trade and Industry	<p>To have main functions of MINICOM distributed among administrative units: one may note two comments:</p> <p>1. Unit of Trade and industry is the structure that is in charge of the most of MINICOM functions. It is in charge of 3 functions out of 8 and is involved in the execution the 3 other functions.</p> <p>2. Unit of planning, policies and capacity building has 2 functions such as support to other units and operational functions especially in the area of investments, tourism and cooperatives.</p>
Promote Craft Industry		Special Unit of oil	
	Unit of planning, policies and capacity building		
	Task force for cooperatives		
Promote direct foreign investments and local entrepreneurship	Supervise conception and updating of the investment code	Unit of planning, policies and capacity building	
Facilitate the development of enterprises including SME	Promote the Trade growth both inside and outside the country in order to promote local participation and entrepreneurship and increase competitiveness	Unit of Trade and Industry	
Put in place a regulatory framework for cooperative companies		Unit of Planning and Policies and Capacity Building	
Tourism promotion			
Develop and strengthen norms for Trade and Industry	Develop management systems of quality of products	Unit of Trade and Industry	
Promote internal and external trade	Initiate and manage the process of economic and regional integration of Rwanda and conduct regional, international and multilateral negotiations	Unit of Trade and Industry	
Promote and facilitate the commercial international activities through participation in bilateral and multilateral institutions as well as the promotion of markets.			
Price control	Initiate national strategies for consumer protection	Unit of Trade and Industry	
Supervise agencies under MINICOM supervision	Orient and supervise functioning of public organisations and agencies whose mandates are related to specific attributions assigned to the MINICOM	General Secretariat	

Note: this table reflects the distribution of tasks among administrative units of the Ministry as regards the main functions and the interview

ANNEX 3: DESCRIPTION OF HUMAN RESOURCES BY STRUCTURE

3.1 Distribution of staff according to the organisational structure

Structure/unit	Staff			Contract staff	Consultants	Support personnel*
	Director	Professionals	Execution			
Office of the Minister	1	1				
Office of the State Minister	1	1				
Secretary General office		4				
Central Secretariat			2			
ICT Unit	1	1				
Finance and Internal Resources Management Unit	1	4				
Planning, Policies and Capacity building Unit	1	8	1			
Trade and industry Unit	1	10				
Special oil unit	1	1				
TOTAL	7	30	3	0	0	0
GENERAL TOTAL	40					

* These include sentries, drivers, and maintenance personnel

3.2 Real distribution of the staff in the structure :

Structure/unit	Staff			Contract staff	Consultants	Support personnel*
	Director	Professionals	Execution			
Office of the Ministry	1	1				
Office of the State Minister	1	1				
Secretary General office		2		1		
Central Secretariat			2	1		
ICT Unit		1		1		
Finance and Internal Resources Management Unit	1	5				
Planning, Policies and Capacity building Unit	1	8	1			
Trade and industry Unit	1	8		2	1	
Special oil unit	1	1				
TOTAL	6	27	3	5	1	0
GENERAL TOTAL	42					

Note: this table shows how different categories of the MINICOM personnel are distributed in different units

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

Vision 2020	Objectives of the EDPRS vis-à-vis the missions of the MINICOM	Objectives set by the Strategic Plan of MINICOM 2006-2008	Comments
No mention	Implement quality standards for exports through all the exported products	Increase production, quality and the value of export products	
Diversification and development of non traditional exports must be promoted and regulate public policies that are restrictive to exports	The 2008 reforms of the fiscal and commercial laws; publish competition policy; develop and implement diversification strategy of exports and production	Improve diversification in new export products	
No mention	No mention	Increase the level and quality of investments in productive sectors	
No mention	Increase the contribution of the industry and services to economic development to ensure sustainable growth	Reach a rapid increase of employment and industry productivity and services sector	The objective in the EDPRS is focused on the growth of the industry sector
Rwanda will implement macro economic stability policy that allows the development of the private sector	The 2008 reforms of the fiscal and commercial laws; publish competition policy; develop and implement diversification strategy of exports and production 4.24 [...] when the private sector will have acquired experience in identification, transfer and adaptation to the foreign technologies, the Government must provide an environment that encourages creation of new technologies [...] laws, regulations pressure, licence and taxes must be simplified and redrafted to encourage innovative actions with a bid to increase productivity of the private sector.	Create an environment encouraging promotion of the private sector	The EDPRS provides details of some activities to attain results
No mention	No mention	Improve effectiveness and coordination of MINICOM and its agencies	Refer to the functioning of MINICOM only
No mention	2009 Develop small and medium size enterprises and development projects of cooperatives; establish a free trade area	No mention	
No mention	Develop a policy on Trade governance; establish commercial courts and train judges on commercial law; establish regional industrial parks and change the Kigali industrial park	No mention	
No mention	Develop a law and policy on partnerships between the private and public sector; implement fiscal and investment reforms	No mention	
No mention	Develop and implement the competition policy	No mention	

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

Objectives set by the strategic plan of the institution	Projects defined in the annual work plan	Comment
Increase production, quality and value of products	*Develop trade and industry	The action plan is coherent with the strategic plan
Improve diversification of new export products	*Promote tourism and protect national parks	
Increase the level and quality of investments in production sectors	*Promote investments and increase production of export products	
Realise a rapid growth of employment and industry productivity and the service sector	Promote cooperatives Promote craft industries	
Create an environment favourable to the promotion of the private sector	Ensure quality of export products and control that of import products	
Improve effectiveness and coordination of MINICOM and its agencies	Improve capacities of planning in the Ministry	

ANNEX 6: DESCRIPTION OF THE COMPUTER SYSTEM OF THE MINISTRY

: Computer Equipments for personnel:

Service/structure	Personnel	Computers	Desktops	Laptops	Connected to the network ?	Hard disk shared on the network?	Comments
Office of the Ministry	2	3	2	1	Yes	No	<i>The MINICOM has more computers than personnel</i>
Office of the State Minister	2	4	3	1	Yes	No	
Secretary General office	4	3	1	2	Yes	No	
Central Secretariat	2	1	1	0	Yes	No	
ICT Unit	2	11	7	4	Yes	No	
Finance and Internal Resources Management Unit	5	7	6	1	Yes	No	
Planning, Policies and Capacity building Unit	10	8	6	2	Yes	No	
Trade and industry Unit	11	13	12	1	Yes	No	
Special oil unit	2	2	1	1	Yes	No	
TOTAL	40	52	39	13			

6.2 Network security :

Type of access to the network	Security for access to the network	Internet filtering	Protection of documents	Antivirus used	Number of licences	Bought licences	Comments
LAN	No	Yes	No	Norton	60	60	There is no system to protect documents and computers. An agent can create a password on his initiative to protect his/her documents or the computer he/she uses

6.3 Description of the printing system:

Service/structure	Number of printers	Number of DJ	Number of LJ	Network or local ?	Shared	Comment
Office of the Ministry	1	0	3	local	No	The MINICOM has 21 printers for 40 agents. This way of managing equipment is irrational because the Ministry has to buy consumables and ensure maintenance of 21 printers whereas 10 printers on the network, at least 4 people per one printer, the Ministry would economize resources
Office of the State Minister	2	0	2	local	No	
Secretary General office	2	0	2	local	No	
Central Secretariat	0	0	0	local	No	
ICT Unit	3	0	3	local	No	
Finance and Internal Resources Management Unit	2	1	1	local	No	
Planning, Policies and Capacity building Unit	5	0	5	local	No	
Trade and industry Unit	6	0	6	local	No	
Special oil unit	1	0	1	local	No	
TOTAL	22	1	21			

ANNEX 7: DESCRIPTION OF COMMUNICATION TOOLS:

7.1 Analysis of courier management :

Number of mails		Period
Incoming mails	Outgoing mails	
202	2925	4th quarter of 2007
164	1815	1th quarter of 2008

Note: this table allows to assess the number of outgoing and incoming mails in the Ministry

7.2 Description of Communication tools

Structure of the institution	Landline phones	Mobile phones	Fax	IP phones	Radio BLU etc.
Office of the Ministry	1	3	0	0	0
Office of the State Minister	1	3	0	0	0
Secretary General office	1	4	1	0	0
Central Secretariat	1	2	0	0	0
ICT Unit	0	1	0	0	0
Finance and Internal Resources Management Unit	0	5	0	0	0
Planning, Policies and Capacity building Unit	0	9	0	0	0
Trade and industry Unit	0	8	0	0	0
Special oil unit	0	2	0	0	0

Note: this table allows assessing communication tools used in the Ministry

ANNEX 8: TIME MANAGEMENT

8.1 Use of diaries:

Director/Dircab/Min/PMn	The type of the diary (hard/soft copy)	Sharing with assistant	Synchronization with a co-worker
ICT unit	Hard copy	No assistant	No co-worker
Finance and Internal Resources Management Unit	Hard copy	No	No
Planning, Policies and Capacity building Unit	Hard copy	No	No
Trade and industry Unit	Hard copy	No	No
Special oil unit	Hard copy	No	No

ANNEXE 9 : ANALYSIS OF MATCHING POSTS / PERSONS :

Administrative unit	Working post	Attributions in the organizational structure	Attributions From interviews	Required qualifications	Qualifications of the holder of the post	Comments
Office of the Minister	Private secretary	<p>Assisting the Minister in his administrative and political affairs;</p> <p>Prepare speeches of the Ministry in collaboration with concerned units;</p> <p>Prepare, in collaboration with concerned units, appointment arrangements of the Minister and produce minutes;</p> <p>Prepare, in collaboration with concerned units, missions of the Minister;</p> <p>Prepare, in collaboration with concerned units, draft letters of the Minister; files on the agenda of the Cabinet</p> <p>Analyse and making a summary of the content of files to be submitted to the Minister for approval</p> <p>Provide advice and opinions on files from the Minister;</p> <p>Identify priority files to submit to the Minister;</p> <p>Ensure the smooth running of the Secretariat of the Ministry;</p> <p>Correct files that are submitted to the Minister for signature;</p> <p>Record, process and file confidential files of the Minister</p>	<p>Attributions in the organizational structure are the same with those implemented</p>	<p>Bachelor's degree in Commerce, Economics or Management</p>	<p>Bachelor's degree in Communication</p>	<p>*Qualifications, experience duration and experience areas do not appear in the job requirements</p> <p>* Moreover, the profile of the job holder do not match the one required to the post</p> <p>*The problem is at the level of some attributions which are not clear and specific. Lack of precision is the cause of overlapping and duplications. For example when an attribution is presented "Prepare, in collaboration with concerned units, appointment arrangements of the Minister and produce minutes.." without specifying who does what in that collaboration, there is a risk of competence conflict in jobs.</p>
ICT Unit	ICT Director	<p>Identify and predict breakdown of software and computer equipment</p> <p>Identify needs in computer tools and plan their supply</p> <p>Train the ministry personnel on the use of new software and advise them on the handling of computer tools;</p> <p>Ensure regular maintenance of the Ministry's software</p> <p>Manage the computer network of the Ministry</p> <p>Put in place security mechanism of data an network</p> <p>Provide technical advice to the authorities of the Minister on the acquisition of consumables and spare parts</p>	<p>“</p>	<p>Bachelor's degree in computer sciences</p>	<p>Vacant</p>	<p>The post has been vacant for 17 months. However, it is important to note that qualifications, experience duration and experience areas do not appear in the job requirements.</p> <p>The problem is at the level of some attributions which are not clear and specific. Lack of precision is the cause of overlapping and duplications</p>

Project Name: Functional Reviews in 16 Public Institutions

<p>Finance and Internal Resources management Unit</p>	<p>Director of Finance and Internal Resources management</p>	<p>Supervise the preparation and execution of the budget</p> <p>Provide advice and opinions on matters related to Finance</p> <p>Ensure preparation and submission of the financial report</p> <p>Supervise management and updating of the organisational structure of the Ministry</p> <p>Supervise human, material and financial resources management</p> <p>Coordinate the evaluation of the performance of the Ministry personnel</p>	<p>“</p>	<p>Bachelor’s degree in Financial management, accounting, Economics of Commercial Sciences</p>	<p>Bachelor’s degree in Financial management</p>	<p>Qualifications, experience duration and experience areas do not appear in the job requirements.</p> <p>The profile of the post holder matches with that of the holder of the post</p> <p>The problem is at the level of some attributions which are not clear and specific. Lack of precision is the cause of overlapping and duplications. For example when an attribution is presented “Coordinate the evaluation of the performance of the Ministry personnel.” without specifying what he does in coordinating, there is a risk of competence conflict in jobs.</p>
<p>Planning, policy and capacity building Unit</p>	<p>Director of Planning, policy and capacity building</p>	<p>Coordinate elaboration of sectoral policies and strategies of the Ministry</p> <p>Centralise and exploit sector policies and strategies of the Ministry</p> <p>Develop and keep working relations with the Ministry having the finance and economic planning in its as well as other institutions specialized in statistical data processing</p> <p>Supervise activities of the central secretariat</p> <p>Coordinate communication activities</p> <p>Develop mechanisms of modernising services in collaboration with professionals of the unit</p>	<p>“</p>	<p>Bachelor’s degree in Economics, Planning or Statistics</p>	<p>Vacant</p>	<p>Qualifications, experience duration and experience areas do not appear in the job requirements.</p> <p>The post has been vacant for some weeks</p> <p>The problem is at the level of some attributions which are not clear and specific. Lack of precision is the cause of overlapping and duplications. For example when an attribution is expressed in terms of an action to be undertaken they use a verb like “Coordinate elaboration of sectoral policies and strategies of the Ministry” without specifying who does what in coordinating, there is a risk of competence conflict in jobs.</p> <p>Furthermore, there are some tasks that can not be performed by this post. For example “Supervise activities of the central secretariat, coordinate communication activities” whereas the post in charge of this tasks are under the responsibility of the Secretary General</p>
<p>Trade and Industry Unit</p>	<p>Director of Trade and Industry</p>	<p>Coordinate the elaboration of policies, programmes and norms to promote internal and external trade</p> <p>Coordinate the elaboration of policies, programmes and norms related to the regional</p>	<p>“</p>	<p>Bachelor’s degree in Commerce, Economics or management</p>	<p>Master’s degree Commerce and Investment</p>	<p>Qualifications, experience duration and experience areas do not appear in the job requirements.</p> <p>The profile of the post holder matches with that of the holder of the post</p>

Project Name: Functional Reviews in 16 Public Institutions

		<p>integration of the country and commercial multilateral organisations</p> <p>Coordinate the drafting of legal and regulatory texts on the organisation and development of the sector of the internal and external trade</p> <p>Ensure monitoring and evaluation of the implementation of national policies, strategies and programmes of internal and external trade</p> <p>Put in place a legal framework strengthening the development of internal and external trade</p> <p>Supervise the establishment of mechanisms favouring regional integration of the country</p> <p>Assess the implementation of legal and regulatory texts on trade</p> <p>Establish a master plan of marketing, exchange among provinces and specific actions of its implementation</p> <p>Coordinate elaboration of mechanisms encouraging the creation of an environment favouring the promotion and development of internal and external trade</p> <p>Mobilise partners and necessary resources for the development of internal and external trade</p>				<p>The problem is at the level of some attributions which are not clear and specific. Lack of precision is the cause of overlapping and duplications. For example it is the case of the verb that does not express an action to be undertaken they use a verb like "Coordinate ..." without specifying who does what in coordinating, there is a risk of competence conflict in jobs.</p>
Oil special unit	Director of the Oil special unit	<p>Ensure policy and standard conformity by buyers</p> <p>Analyse and study oil international and national markets and provide advice accordingly</p> <p>Ensure monitoring of the project to improve capacities of lorries such as the proposal to extend the Eldoret-Kampala-Kigali KPC pipeline and the establishment of the new strategic common service by the Rwandan government and the Kenyan government that are currently in place</p> <p>Supervise the supply, storing, and management of oil products strategic actions of the Government</p> <p>Implement the initiative to buy in bulk with a bid to ensure supplies are done on a regular basis and at the best prices on the market</p> <p>Ensure rapid progress of readapting the Bigogwe oil stores and repair the Rwabuye oil store and ensure the rapid progress of the installation of new stores by new investors</p> <p>Negotiate relevant contracts and/or on oil</p> <p>Advise all supports at the stake on matters related to oil industry</p> <p>Follow up and encourage regional initiatives in this sector and act as the main advisor on matters related to industry</p>	“	Bachelor's degree in Commerce, Economics	Master's degree in financial management	<p>Qualifications, experience duration and experience areas do not appear in the job requirements.</p> <p>The profile of the post holder matches with that of the holder of the post</p> <p>The problem is at the level of some attributions which are not clear and specific. Lack of precision is the cause of overlapping and duplications. For example it is the case of the verb that does not express an action to be undertaken they use a verb like "Coordinate elaboration of sector policies and strategies ..." without specifying who does what in coordinating, there is a risk of competence conflict in jobs.</p>

Project Name: Functional Reviews in 16 Public Institutions

13/11/2008

ANNEX 10: ANALYSIS OF OFFICE TOOLS OF THE MINISTRY:

Structure	Photocopier	Overhead projectors	Scanner	Binding machines	Comment
Office of the Ministry			1		
Office of the State Minister					
Secretary General office					
Central Secretariat	1				
ICT Unit		1			
Finance and Internal Resources Management Unit	1				
Planning, Policies and Capacity building Unit	1				
Trade and industry Unit			1		
Special oil unit					
TOTAL	3	1	2	0	

Note: the table allows to assess office tools available to the ministry and their distribution in different units.

ANNEX 11: WORK NECESSARY FOR THE IMPLEMENTATION OF THE NEW HRM PROCEDURES

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

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

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

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 12: CONTENT OF TIME MANAGEMENT TRAINING

Paradox of time

Time on a clock
Time in nature
Time spent
Psychological time
Others' time

Time management rules

Pareto's law: the rule of 20 / 80
Parkinson's law
Carlson's law (Professor Sune Carlson, Sweddish)
Illich's law
Fraisie's law (Paul Fraisse, French psychologist)
Zeigarnik effect
Douglas's law
Ecclesiastes
Murphy's law

Time management advantages

How to best control one's time

Self-evaluation

How do you currently manage your time
Self-evaluation : How do you lose time?
Self -evaluation : Do you tend to postpone things until the following day ?
Self -evaluation : Are you perfectionist ?

How to improve one's organization system

Time management principles

- A. Definition of the purpose of your work
- B. Definition of your objectives
- C. Action plan development
- D. The logbook or diary
- E. Planning
- F. Filing in order of priority
- G. Documentation management.
- H. Use of telephone
- I. Meetings
- J. Delegation
- K. Main obstacles to organization
- L. Research and information management: brainstorming
- M. Self-discipline

ANNEX 13: METHODOLOGY FOR REFORM OF 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.