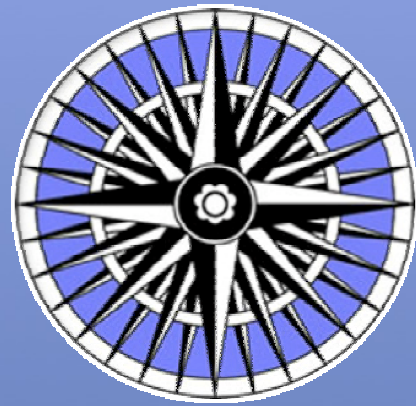# INTERNATIONAL RECORDS MANAGEMENT TRUST

LESOTHO CASE STUDY
AUGUST 2006

Fostering Trust and Transparency in Governance

Investigating and Addressing the Requirements for Building Integrity in Public Sector Information Systems in the ICT Environment

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CONTENTS

INTRODUCTION

1   At the time of the study, in July 2006, the Government of Lesotho was undertaking major reforms in the public sector that included introducing computerised systems aimed at improving slow and manual information handling, eliminating the loss of vital information and improving work flow. Lesotho was also moving forward to enhance its ICT capacity and to develop its e-Government capability. In this environment, strategies for managing electronic records and digital information were needed to ensure that important evidence was preserved and government actions were transparent over time. This study examined the manual systems and the development of electronic recordkeeping as they related to human resources and payroll in the public service.

Terms of Reference

2   Michael Hoyle and Dr Justus Wamukoya visited Maseru, Lesotho in July 2006. The methodology for the study had three parts:

- collecting qualitative information, including conducting interviews and carrying out documentary research about public sector reform, electronic governance initiatives, pay and personnel processes and records management

- gaining an understanding of the information flows between the human resources functions and payroll

- sampling employee records to assess the quality of personnel and payroll information.

Notes on the Methodology

3   An in-depth analysis was made of the pay and human resource processes and associated records in the Government of Lesotho. This involved visits and discussion with senior officials in the following agencies:

- Ministry of Education

- Ministry of Agriculture and Food Security

- Ministry of Public Service

- Treasury Department within the Ministry of Finance and Planning.

4   In addition, an attempt was made to track fifty public servant records to ascertain their completeness, accuracy and currency of information. A separate examination was also made of teachers' personal files in the Teachers Services Department.

5   Viewing personal records of civil servants and teachers was a sensitive exercise. It quickly became clear that viewing 50 files was not practical. Confidentiality was taken seriously in Lesotho, and certain personal information could not be made available. Staff from the respective ministries were required to remain with the research team in all situations.

Acknowledgements

6   The IRMT is grateful to the Government of Lesotho for generously permitting this study to be conducted and for allowing its officials to participate freely; it would like to thank the many government officials who offered support and assistance.   In particular Mr JT Metsing, Principle Secretary, Ministry of Tourism, Environment and Culture, with responsibility for the State Archives, took an interest in the project and provided support by facilitating communications through his office and a visit to the highlands of Lesotho. In addition, Mr Kenneth Hlasa, the Accountant General, met with the team members, twice formally and once informally, to discuss issues and provide background information on payroll and human resource matters. Ms Ntina Qhobosheane, Senior Archivist in the State Archives worked tirelessly in setting up meetings, obtaining relevant documents and assisting in aspects of the research with team members.

7   The Project Manager of the Public Financial Management Programme in the Ministry of Finance and Development Planning, Mr Peter James, also provided valuable logistical help prior to the visit and helped arrange arranging meetings with officials at the Finance Ministry. He also made possible the opportunity to explain the project at the regular meeting of donors and took a broad interest in the activities of the research team. Mr Rajeev Ahal, Adviser on Decentralisation and Rural Development in the German Decentralisation Programme (Ministry of Local Government and GTZ) arranged a number of meetings at the Ministry of Local Government, including one with the Commissioners of the Local Government Services Commission that provided an opportunity to outline the project in a formal setting.

8   This case study represents a snapshot in time. The observations it contains were current as of July 2006. Since then, new developments and improvements have taken place on a regular basis, and therefore, the case study does not represent the situation at present. Nevertheless, the findings in the report should provide useful background in understanding the challenges of providing secure and reliable records as evidence in the electronic environment and in sharing the lessons learned. The IRMT made every effort to verify the information in the report.   The officers interviewed did not always have the same views, and the aim was to present a balanced perspective. The IRMT takes full responsibility for any errors that may have been reported inadvertently.

EXECUTIVE SUMMARY

9   Human resource management and pay processes were integral parts of the reform process. It was difficult to gain accurate figures about the size of the public service. (paras 15 to 23)

10   Records associated with human resource and payroll management were largely paper-based. Although the records were kept in an orderly manner, there were a number of significant records issues that needed to be addressed, including timeliness on acting on documentation and filing. There had been attempts to computerise human resource and financial management systems, but these had not been entirely successful, and new systems were due to be introduced. There was a clear need to ensure that recordkeeping functionality was embedded in these new systems to ensure long term survival and accuracy of the records. Records procedures needed to be developed, and staff needed to be trained. There would then be a need to audit the systems to ensure that personnel and payroll information was consistent and accurate. (paras 24 to 58)

11   Teachers' files were in reasonable condition, but there filing backlogs. There was a need to review the operations of the 'teachers' archive' and the long term retention needs of records. (paras 59 to 65)

12   The need to decentralise and to strengthen local government was an important aspect of the reform process. This was likely to have a major impact on recordkeeping in government in general and on human resource and payroll information in particular. Capacity and the need to manage records in isolated parts of the country were likely to pose a challenge. (paras 66 to 74)

13   The State Archives' role in records management had been limited, largely due to low capacity and the lack of recognition of its potential role. While the Archives had moved into an excellent new building, there was an urgent need to review the Archives legislation and to assess the staffing needed to operate a strong institution capable of coordinating and supporting records management issues in government (paras 75 to 82)

14   A summary and recommendations are provided at the end of the report (paras 83 to 89), and there is contextual information in the Appendices.

FINDINGS

Human Resources and Pay Processes

15   Effective management of the human resource function and accurate management of human resource information as a basis for making informed decisions were key reform issues in Lesotho. Components of the reform agenda included:

- reviewing the current human resource (HR) information system

- designing an appropriate HR information system

- procuring computers and accessories

- installing systems and connecting ministries to the payroll application and to the Ministry of Public Service network

- training HR officers on the new human resource information system (HRIS)

- computerising HR information and records

- establishing IT liaisons within line ministries.[1]

16   The Establishment List, managed by the Ministry of Public Service, indicated that there were approximately 20,900 staff in the Lesotho Public Service. It was difficult, however, to determine the actual and precise size of the Public Service. During discussions, different figures were provided. The number of public servants being paid was said to be somewhere between 35,000 and 37,000 employees. Various explanations were given for this discrepancy, including the fact that the following categories of staff were not on the establishment list:

- employees on short-term contracts

- office assistants

- staff on special projects.

17   It also was suggested that the numbers were not necessarily accurate because ministries submitted monthly salary bills late. It was noted that due to financial constraints, non-funded vacancies on the Establishment List could not be filled automatically. Ministries had to first apply to Treasury through the Ministry of Public Service for funding before advertising positions. Although there was no freeze on recruitment, lower level positions were keenly scrutinised in view of the fact that the Public Service was bottom heavy.

18   Managing public servants from recruitment through their careers, involving promotions, transfers, leave, allowances, pensions and ultimately retirement was generally a manual process. Although the Public Service Commission played a prominent part in the recruitment process, and the Ministry of Public Service set policy and allocated employment numbers to new public servants, many human resource functions were devolved to ministries. For example, human resource cadre positions had to be endorsed by Ministry of Public Service and accountant positions are supported by the Accountant General.
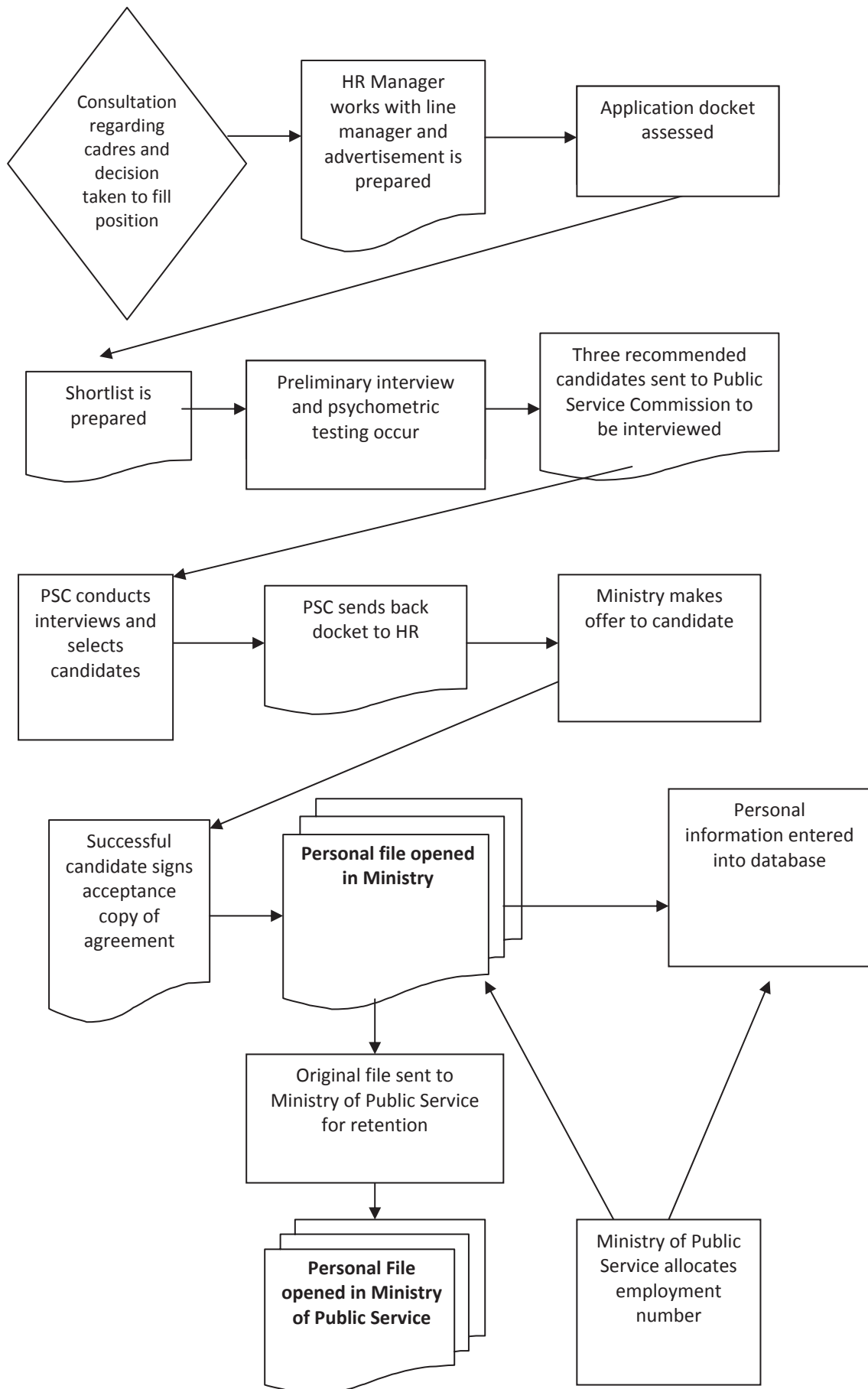

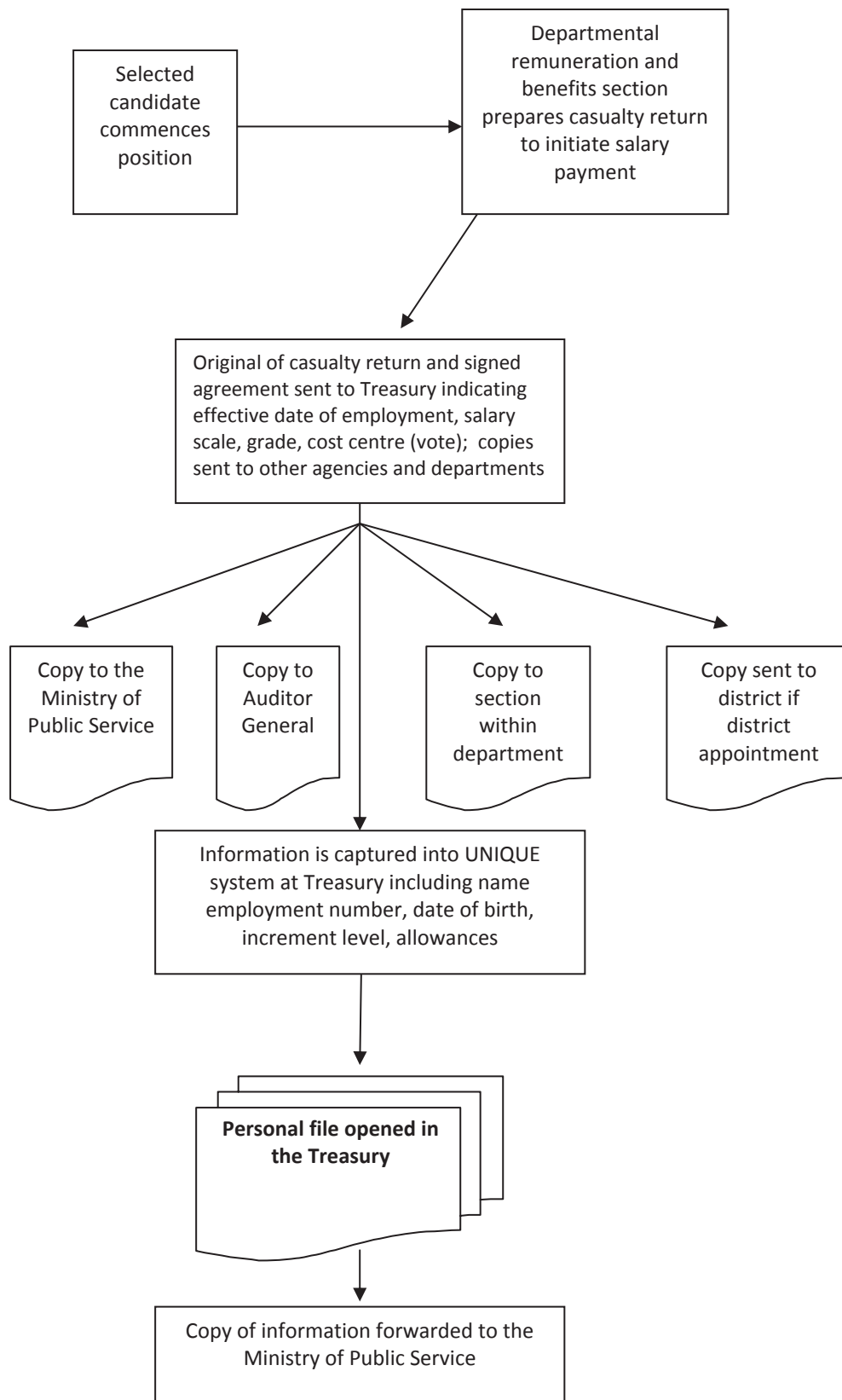[1] Prioritised Implementation Matrix For The Poverty Reduction Strategy Paper, 2004/5 to 2006/7 July 2005

19   The ministries and agencies directly involved in the appointment process included:

- recruiting ministry

- Public Service Commission

- Ministry of Public Service

- Treasury Department within the Ministry of Finance and Planning.

20   The Public Service Act noted that the Public Service Commission, subject to the provisions of the Constitution, had the power to 'appoint persons to hold or act in offices in the public service (including the power to confirm appointments) and the power to terminate appointments of such persons, save the power to discipline and terminate appointments of such officers for disciplinary reasons, is vested in the Commission'.[2]

Appointment to the Public Service could be made on permanent and pensionable terms, contract terms, temporary terms and casual labour terms.[3]

21   The Ministry of Public Service was responsible for developing public service policies, regulations and codes of best practice and was broadly responsible for employee relations, organisational development and training, and the allocation of employment numbers across the public service.

22   Although there was one central payroll, administered by the Treasury, under the Ministry of Finance and Development, components of the pay and human resource process involving categories of staff including teachers, soldiers and police were managed separately.

23   The flow diagram below sets out the recruitment process, from the decision to fill a vacancy, through to payroll action; each stage resulted in the creation of records. Included are manual and electronic systems associated with records creation, distribution and management.

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[2] Public Service Act 2005
[3] *Public Service Act* 2005

Recruitment Process

Consultation regarding cadres and decision taken to fill position

→ HR Manager works with line manager and advertisement is prepared

→ Application docket assessed

Shortlist is prepared

→ Preliminary interview and psychometric testing occur

→ Three recommended candidates sent to Public Service Commission to be interviewed

PSC conducts interviews and selects candidates

→ PSC sends back docket to HR

→ Ministry makes offer to candidate

Successful candidate signs acceptance copy of agreement

→ **Personal file opened in Ministry**

→ Personal information entered into database

Original file sent to Ministry of Public Service for retention

Personal File opened in Ministry of Public Service

Ministry of Public Service allocates employment number

```
┌─────────────┐              ┌──────────────────────┐
│  Selected   │              │     Departmental     │
│  candidate  │─────────────▶│  remuneration and    │
│  commences  │              │   benefits section   │
│  position   │              │ prepares casualty    │
│             │              │ return to initiate   │
└─────────────┘              │   salary payment     │
                             └──────────────────────┘
                                        │
                                        ▼
              ┌───────────────────────────────────┐
              │ Original of casualty return and   │
              │ signed agreement sent to Treasury │
              │ indicating effective date of      │
              │ employment, salary scale, grade,  │
              │ cost centre (vote);  copies       │
              │ sent to other agencies and        │
              │ departments                       │
              └───────────────────────────────────┘
```

Copy to the Ministry of Public Service	Copy to Auditor General	Copy to section within department	Copy sent to district if district appointment

```
              ┌───────────────────────────────────┐
              │ Information is captured into       │
              │ UNIQUE system at Treasury          │
              │ including name employment number,  │
              │ date of birth, increment level,    │
              │ allowances                         │
              └───────────────────────────────────┘
                                │
                                ▼
              ┌───────────────────────────────────┐
              │    Personal file opened in         │
              │        the Treasury                │
              └───────────────────────────────────┘
                                │
                                ▼
              ┌───────────────────────────────────┐
              │ Copy of information forwarded to   │
              │ the Ministry of Public Service     │
              └───────────────────────────────────┘
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Records and Paper-Based Systems

24   The key document throughout the entire human resource management process was the casualty return (see Appendix E). The casualty return, a vital source document for pay control, triggered all action regarding any aspect of a public servant's pay and allowances.   Different coloured carbon copies of the return were forwarded to relevant agencies, with the colour denoting where the copy should be sent: Ministry of Public Service (pink copy), Treasury Department (white copy), Office of the Auditor General (green copy), line ministry (yellow copy), districts (blue copy).

25   As part of the research methodology, the consultants tracked personal information relating to a dozen public servants from the Ministry of Agriculture through the Ministry of Public Service to the Treasury. On the whole, documentation was good, as each file had its correct employee number, and most files contained accurate application information, personal information, including date of birth, letters of appointment, date of first appointment, details of educational qualifications, position titles, designation and grades and base salary information.

26   All public servants were allocated an employment number. No public servant could be employed without this number, which was a fundamental part of the overall management of individual public servants. Numbers were allocated by the Central Registry at the Ministry of Public Service. Registry staff used a bound register to allocate the next available number, and any staff member could allocate the next number. These registers were not held securely but sat in the open registry work area. They had been given informal names such as the 'beautiful girl' and 'bad boy.' These names appeared to be simply an internal mechanism for remembering the name of the register and do not have any relevance to its contents.

27   Headings in the register included: Employment Number, Name, Position, Probation Period, Employing Ministry or Department.

28   All personal files, whether in the ministry where the public servant was employed, the Ministry of Public Service or the Treasury, had the employment number written on the cover. For example at the Ministry of Agriculture the number for the file would be AG/P/49563, at the Ministry of Public Service MPS/P/49563 and at the Treasury TP/ 49563. Files were organised by employment number. They were not managed by employee name in ministries or by ministry name within the Ministry of Public Service or the Treasury Department. The majority of personal file covers were light blue and all were marked confidential.

29   In terms of controls and verification processes, candidates invited to an interview at the Public Service Commission were required to bring the following documentation: passport, certified educational certificates, testimonials, marriage certificates (in the case of married women). Copies of these documents were placed on the ministry file as well as on the Ministry of Public Service personal files.

30   It was noted during discussions with the Ministry of Local Government that a complete file should contain the information listed below. On inspection of files in other ministries, it was confirmed that this appeared to be a standard list of documents across government agencies. Complete files contained:

- vacancy declaration form

- job description

- application form

- certified educational and training certificates

- medical form

- personal details form

- first appointment letter

- casualty returns

- oath of secrecy form.

31   The personnel registries at the ministries visited were well-organised. Files were housed in compactus units or filing cabinets. At the Ministry of Agriculture, a long row of filing cabinets served as a counter. Information was relatively secure and files were located easily by responsible staff.

32   The Central Registry at the Ministry of Public Service was small and held active, semi-active and inactive files. These files related only to core public servants. The registry did not hold files for parastatal staff, teachers, police or office assistants. Nor did it hold personal files for staff of the Ministry of Public Service. Inactive files were held separately from active and semi-active files, although all categories of files were located in the same registry room. Access to the Central Registry was tightly controlled, and was only possible through a locked door. Ministry of Public Service staff wanting specific files had to come to a counter to receive them. There was a compactus unit, and despite space constraints, the registry was well organised and efficiently managed. Files were neatly arranged, making it easy to locate and retrieve relevant records. The Registry had an internal control system, whereby inactive files were allocated letter codes to denote employee status, including:

- D – death

- R – retirement

- RR – resignation

- DIS – dismissals.

33 The Registry at the Treasury Department was equally efficient. While access was not restricted to the same degree (there is no counter or controlled entry), the records were stored in compactus units and were well-organised.

Records and Electronic Systems

34 A central computer database system, UNIQUE,[4] was introduced to manage human resource information in 2001. Although responsibility for the system lay with the Ministry of Public Service, it was primarily used by the Treasury Department to process pay. Indeed the Ministry of Public Service no longer appeared to use the system to manage human resources across the Public Service. Originally UNIQUE also linked a number of ministries including Finance (Treasury), Law and Constitutional Affairs, Agriculture and Foreign Affairs. The system was developed by Business Connexions/QData Dyanamique of South Africa. Examples of screens on UNIQUE can be found at Appendix G.

35 UNIQUE was managed by the Lesotho Government Computer Support Service Department. Within the Treasury it was run from a server dating from 1999. The current version of the application was upgraded in September 2005 from Version 8 to Version 10. There was full documentation for the system and it was backed up daily. Operating and instructional manuals were available to staff. These appeared to be of a high quality, with examples of screens and trial exercises. Staff noted that the system provided an audit trail and a history of payments over time. However, the extent of its records management functionality was unclear. Access was password controlled. Select Treasury staff had individual responsibilities for different ministries when inputting data into the system. Input of data into the system was based on the original casualty return.

36 Opinion of the UNIQUE system was divided. It was noted that the Ministry of Public Service abandoned using the system for the following reasons:

- Its operating license was discontinued in 2005.

- There were problems with the maintenance of the system.

- Human resource information could not be entered or accessed by either the Ministry of Public Service or ministries into the system when Treasury was processing the payroll (often over a period of ten days).

- The system was not user friendly, for example it had so many screens that it took a long time to capture the required information.

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[4] The full system name is 'UNIQUE: The Intelligent Human Resources and Payroll Management Solution: A system to facilitate payment relating to salaries and allowances'. It was made available as Dynamique ResourceLink as of September 2006.

- There was no proper criteria for selection of candidates for training in the system, thus many did not benefit from the training.

- Many trained staff left the Ministry of Public Service for better paying jobs.

37   Staff within the Treasury noted that the UNIQUE system placed a lot of responsibility on them and that great care was needed to ensure accurate data entry. Occasionally, employing ministries delayed or defaulted in submitting casualty returns, and this delayed the processing of employee salaries through UNIQUE.   The affected employees often ended up being paid directly by cheque, and the relevant data was not made available on UNIQUE, which had an impact on the accuracy of the payroll printouts. When UNIQUE was demonstrated during the visit, an example was given of a situation where it had taken a year for an employee to get on to the system.

38   Regular network availability in the Ministry of Finance was not guaranteed. This inevitably led to significant delays in processing of salary data. When this situation arose, the last available month's data was used to process salaries. This had led to numerous complaints from staff.   Direct payments, for instance to insurance companies or mortgage companies, were often affected. The ministry network had been unavailable for three weeks at the time of the visit. There were implications in terms of maintaining current electronic data. In discussions it was suggested that the information held in UNIQUE was inaccurate. This appeared to have been caused partly by erratic network availability, as well as by the lack of timeliness of processing casualty returns.   Some Treasury staff did not view UNIQUE as complex or cumbersome, but other officers suggested that the system needed to be replaced.

39   The ten year old Government of Lesotho Financial Information System (GOLFIS) had been reviewed and was found to have significant data integrity issues. Both GOLFIS and UNIQUE were 'stand alone' systems.   Plans were under way to develop an Integrated Financial Management Information System (IFMIS) and to build staff capacity when the new system was introduced.   Officials confirmed that the new IFMIS that was being developed by the Ministry of Finance would be implemented in close collaboration with the Ministry of Public Service, and that there would be close links between the IFMIS and the new public service-wide HRIS.

40   The IFMIS system designers were well aware of the overriding importance of good recordkeeping as part of the development of the new system, and they were concerned that input data should be accurate, secure and authoritative.   The development of both systems had been approved by the Ministry of Finance and the Ministry of Communications, Science and Technology. It was suggested that in the past, poor co-ordination between the Ministry of Public Service and the Ministry of Finance might have led to some of the problems in relation to UNIQUE. Staff in both ministries suggested that the development of the new systems would be closely monitored to ensure compatibility. Documentation about the IFMIS was not yet available as the proposed system was about to go to tender. In addition, it was too early to obtain any understanding of the proposed new HRIS. It seemed likely, however, that information from the paper personal files would need to be input into

the new systems. Keeping these files up to date would be crucial to ensure accuracy of data in the new systems.

41   Some ministries had established simple basic staff information databases using Microsoft Access2000™. These appeared to have been developed partly to make up for the shortcomings of UNIQUE. Once a HRIS was introduced and the IFMIS rolled out, it was likely that these interim databases would no longer be maintained. The Access databases were standalone and were similar in form and content across ministries. For example, the Ministry of Agriculture and Food Security, had a staff information database called the 'Staff Management System'. It was established in December 2005 and contained records on 1,213 employees. The desktop computer on which this database had been installed was located in a secure locked room, and only the network administrator had access to the password controlled system. The database was intuitive, user friendly and well-organised in terms of work flow. There was no operations guide or manual, although the network administrator clearly understood the database well.

42   Each month this staff management system generated generates information on the salary bill, nominal role and staff compliment. Specific details of the database can be found at Appendix F.

43   The database was used to generate statistics on a number of queries, including the number of vacant positions, women employees, graduates and people due to retire. The database also was used for confirming employment numbers in case of conflict, particularly where names are similar or the same.

44   Another 'stand alone' Access database was examined at the Ministry of Local Government. This database was established in July 2005 and was used to manage staff within line ministries attached to district administration under the Ministry of Local Government.

45   The database managed three key functions, the salary bill, the staff list and the staff compliment.

46   At the time that it was examined, it included 6,542 entries for employees. Information was categorised by district council, district administration and community council. Backups were conducted monthly and information was copied on to discs and stored in the department.

47   The biggest problem with the system was ensuring that information was kept up to date. Often casualty returns and other information were received late from outlying districts, particularly those in isolated mountain areas.

48   These databases could be used to assist in the verification process of human resource information. Data would be matched between the database, personal file and payroll printouts. An audit to check on accuracy of the information on the databases would be needed before data entry into any new HRIS.

Human Resources, Payroll and Recordkeeping Issues

49   The Ministry of Public Service acknowledged the role that good recordkeeping could play in ensuring the control over numbers of public servants. The Ministry attributed some of the problems that it experienced in managing human resources to the manual recordkeeping system, which made tracking information on public servants slow and cumbersome.   Control over the total establishment was weak and inefficiencies in managing human resource information and data held in the payroll system had led to overpayments and late payments as well as potential opportunities for abuse of the system. It was noted that there was often a lack of agreement between the lists submitted by ministries and the Treasury payroll printouts. Due to the slow movement of casualty returns between ministries and the Ministry of Finance, it was particularly difficult to verify information between these two sets of records, with the result that the payroll was often higher than is budgeted against established positions.

50   The Auditor General and her staff expressed concern about inefficiencies in the manual processing of the documentation. In particular, human resource managers needed to be keeping documentation up to date, checking the accuracy of information and ensuring that systems were working properly. However, often this was not done. Audits had been completed in some ministries, but more work needed to be done to ensure that recordkeeping was of a high standard. The Auditor General was principally concerned about issues of over payment. Retrospective approval of study leave, combined with late or non-existent casualty returns, was a major problem that resulted in significant overpayments to staff. These moneys were often very difficult to recover.

51   A number of officials indicated that ghost workers were an issue. It was speculated that this occurred through the reuse of employment numbers of recently retired or deceased staff members, manipulation of personal information and collusion of staff. The slow processing of documentation, the lack of a methodology for cross-verification between pay and human resources information, and the limited means of auditing the records, had created opportunities for both deliberate and accidental inaccuracies.

52   Registry staff in the Ministry of Public Service took pride in their work. However, while the allocation of employment numbers by registry staff had not led to serious problems, tighter controls needed to be put in place to manage the allocation of employment numbers.

53   Not only was the processing of documentation slow, but filing casualty returns and other records could take some time. As the returns were a critical part of the pay process, complete accurate copies were required on the files of the relevant ministry, the Treasury Department and the Ministry of Public Service.

54   Several instances were noted where there were different birth dates for the same person. The Auditor General said that when this occurred, the earliest birth date was

used. Staff in various ministries made it clear that the Public Service Commission scrutinised original documentation in detail to ensure that this information was accurate. Copies of the documentation were placed on files in the relevant ministry and the Ministry of Public Service.

55   While the master personal file was held at the Ministry of Public Service, there was some debate as to which was the most complete set of files. It appeared that in some cases, line ministries had fairly good filing systems. Certainly the registries viewed were of a reasonable standard, and staff were aware of the need to ensure that documents were filed promptly. However, in discussions, it was suggested that the filing in some ministries was poor; and in these situations the Ministry of Public Service personal file became the master record. Staff reported that a large amount of photocopying of personal information held on files in the ministry, Ministry of Public Service and Treasury was done to ensure that each had current information. This was particularly important when a staff member neared retirement and all the relevant documentation was required for pension purposes. It seemed likely that management of the files was at a point of transition. Although the file within the Ministry of Public Service might still provide the more complete master personal file, with ongoing devolution of human resource functions, line ministry files were likely to become the primary file.

56   Although some ministries kept personal files for office assistants and temporary staff, the Ministry of Public Service did not. The reason given was that there were so many of these positions that keeping track of them was very difficult. It was unclear what personal files were kept for staff working on special projects. Consideration needed to be given to creating and maintaining files for all staff, permanent or temporary, senior or junior as a means of creating tighter control.

57   The Ministry of Public Service was due to begin the process of replacing its current application (UNIQUE) with a more functional human resource information system. This activity needed to be undertaken in consultation with the Ministry of Finance, which was developing the IFMIS. In the long term, staff recognised that the development of a public service-wide networked HRIS would assist in effectively managing personal information for public servants; a full review and business reengineering process would likely be required. In particular, there was a need to restructure the casualty return system, whereby changes to pay information could be made through networked systems from the ministry, thus enhancing the accuracy and timeliness human resource and payroll information. With ongoing reforms and devolution of human resource activities to ministries, care needed to be taken to ensure that personal files and database information in ministries were consistent and of a high standard in order to assist with data entry into the new HRIS. Recordkeeping functionality of the systems also needed to be considered to ensure the integrity of personal information over the long term. Uninterrupted network capacity, backup, storage and migration strategies would be necessary in order for personal information to survive over time. Procedures and staff training on human resource and payroll manual and electronic records needed to be developed.

58   The State Archives had no dealings with human resource records, personal files or payroll information. It did not have access to these confidential records. While there were no retention and destruction schedules, it was understood that personal files were kept for 50 years following retirement. It was essential that Archives staff should be in a position to offer professional advice on recordkeeping as it related to human resources and payroll. This is discussed in more detail below.

Ministry of Education Teachers Services Department and Teachers Personal Files

59   The Ministry of Education had 791 members of staff, and there were approximately 15,000 teachers on the payroll. Almost three quarters of the ministry's budget (87 million *maluti*) was spent on salaries. Ministry staff were appointed through the normal Public Service Commission processes, while teachers were appointed through the Teachers Service Department. In the regions, district administrations provided services to Ministry staff and teachers, including functions relating to human resources. There were job descriptions for a large percentage of staff. There were also schemes of service, although these require updating.

60   At the Ministry of Education, it was noted that the movement of documentation between the district administrations, the Ministry and the Treasury was generally slow, resulting in payment arrears that inflated the monthly wage bill. Documentation relating to resignations, promotions and pensions also did not move quickly. The effect was late payments. It was noted that processing a resignation or pension should take six months, but because of slow or incomplete documentation, it often took up to a year. Transfers also presented a problem, as often salaries continued to be paid to the teacher for two or more months in his or her previous position rather than being paid to the new station. Recovery of these overpayments was extremely difficult, and systems needed to be tightened to ensure that payments were made in a timely manner to the correct station.

61   Cheque fraud and 'double dipping', particularly in transfers to new positions, had been detected. The Auditor General expressed concern about payments to teachers. The Ministry of Education and Treasury was trying to pay teachers direct into bank accounts rather than by cheque. Progress in making this transition was slow.

62   An inspection was made of the teachers' personal files in the registries at the Teachers Services Department. Approximately thirty files were examined in both the Primary Teachers Registry and Post Primary Teachers Registry. As in the case of core public servants, teachers were allocated an employment number by the Ministry of Public Service. Files in the registries were organised numerically by the unique employment number. Primary teacher files were prefixed with either 36 or 37 before the employment number, and post-primary staff files were prefixed with either 38 or 39, for example TSD/P/36-5073 and TSD/1/38-11878.

63   Despite limited space, both of the registries were well-organised, with neatly arranged files, and records were easily accessible by registry staff. However, the files could be accessed without great difficulty by unauthorised personnel.

64   The completeness of the files was inconsistent. Of the files examined, the primary school teachers had the greatest gaps in basic documentation. Out of the thirty-one personal files examined in primary and post primary registries, four had different dates of birth for the same person. As in the core public service, the casualty return was the key document that triggered pay on appointment, and authorised changes to pay on promotion, transfer or change of circumstance. However, there were backlogs in filing of casualty returns; it was suggested that this was caused by a shortage of registry staff and the large number of teachers.

65   Semi-current and inactive files were often transferred to the 'teachers' archives.' Although the teachers' personal files were neatly arranged on the shelves, the room was cluttered with miscellaneous items including stationary and un-serviceable equipment, and printouts and other documents were stacked on the floor. There was a need for a policy within the Teachers Services Department policy to define procedures for transferring files to the National Archives.

Decentralisation and Local Government

66   Lesotho had embarked upon an ambitious decentralisation process. Devolved staff were posted in the following manner:

- Heads of technical departments were assigned to district administrations but remained central government employees.

- Technical officers were assigned to district councils but remained professionally responsible to their central government ministry.

- Field officers were assigned to community councils and were supervised by the Secretary.[5]

67   Technical staff had been reassigned from central government departments to the Ministry of Local Government and to the district administration. As at May 2006, this reassignment had affected 6000 employees in 15 line ministries, including the Prime Ministers Office, Ministry of Local Government, Ministry of Natural Resources, Ministry of Homes Affairs and Public Safety and Tourism, Environment and Culture.[6] There had been some problems with the decentralisation process, including a lack of clarity of roles and functions that were to be decentralised by various ministries.[7]

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[5] *Lesotho Non State Actors, Microprojects and Decentralisation* pp 14 - 17
[6] *Status Report on Establishment of Local Authorities in Lesotho* 20 June 2005
[7] *Status Report on Establishment of Local Authorities in Lesotho* 20 June 2005

68   The Ministry of Finance and Judicial and Teaching Services remained centralised. There were, however, plans for re-assigning up to 15,000 teachers. The Ministry of Local Government was facing resistance to some transfers, including those involving teachers. It was noted by the Ministry of Local Government staff that although the teachers came under Ministry of Local Government, the Teachers Services Department would continue as the employing authority.

69   The personal files of devolved employees are currently held in the line ministries where they were originally created. Eventually, these would be transferred to the relevant administration or council. In the future, the tasks associated with human resource management were to be shared by the Local Government Services Commission, the Ministry of Local Government and community councils. District councils would administer staff on a day to day basis and perform basic human resources functions; the Ministry of Local Government would support the district councils;[8] and the Local Government Service Commission would be responsible for recruitment, discipline, promotion and welfare.[9]

70   The Ministry of Local Government planned to deploy human resources managers to district councils and to establish human resource units at the district level. A manual was to be developed to clarify the roles of human resource managers in the districts. At the time of the visit, the districts operated simple, 'stand-alone' databases on desktops that contained human resource information, including salary bills, staff lists, establishment, transfer and promotions and were used to generate reports.

71   While the pay of the decentralised staff was to be decentralised to the district administration or the district councils, it was envisaged that Treasury would continue to process the payroll on behalf of districts. In addition, the payroll would continue to be audited by the Office of the Auditor General.

72   Files of the Ministry of Local Government staff were to be transferred to the Local Government Service Commission. Employees would retain the employment numbers allocated by the Ministry of Public Service, while new employees would continue to be allocated numbers by the Ministry of Public Service.

73   There was a need to manage records and archives at the district administration, council and committee levels and to the capacity, infrastructure and training needed to do this. The Senior Archivist at the State Archives expressed concern about the current state of recordkeeping and the overall management of records in the districts. It was noted in discussions at the Ministry of Local Government that eventually the closed records held in the Ministry of Local Government would need to be transferred to the State Archives and that records and archives centres would need to be established in the districts.

74   During a presentation and discussion with Commissioners of the Local Government Services Commission, there was considerable interest in recordkeeping issues in

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[8] *Lesotho Non State Actors, Microprojects and Decentralisation* p16
[9] *Status Report on Establishment of Local Authorities in Lesotho* 20 June 2005

general and the implications for records management for human resources and payroll in particular. The need for proper training was seen as a high priority by the Commissioners.

The State Archives and Records Management

75   The Archives was established in 1958 under the Office of the Government Secretary. At different times, it had been part of many different agencies, including the Department of Information, the Department of Culture and the Ministry of Education. At the time of the visit, it was part of the newly established Department of Library and Archives under the Ministry of Tourism, Environment and Culture.

76   The *Archives Act* (Act No 42) was passed in 1967 to regulate the operations of the Archives. In 1972, archives regulations were introduced to incorporate aspects of current recordkeeping. After 1998, the Archives had focused on providing advice on recordkeeping and on establishing records management units in ministries and departments, and from 2000, it had accepted transfers of semi-current records. However, due to the limited staff capacity in the Archives and lack of professional training in ministries, it was not possible to appraise the records that were transferred there from government agencies to determine their long value.

77   The Archives had been housed in many locations and facilities over the years. These had often been less than adequate, and as a result of frequent moves, there had been a loss of records. During one period, two small houses managed by the Ministry of Education were used as storage facilities. Between 1982 and 1998 the Archives operated from the basement of the University of Lesotho at Roma adjacent to the University Archives. In 2006, the Archives moved into a new building in central Maseru which it shared with the Library. Funded and constructed by the Chinese Government, the building was an impressive facility that would assist in ensuring the preservation of archives.

78   The Archives had developed a strategic plan that envisaged the ministries playing a more pro-active role in the management of current records. Eighteen ministries had received advice on records practices, and fourteen records management units had been established. In March 2005, two national workshops on records management had been held for registry and records officers in government ministries. The objectives of the workshops were to sensitise registry/records managers about the role of records in good governance, establish a close working relationship between the State Archives and registries and develop a registry manual.[10]   Fifty-three participants attended the workshops, including representatives from the Palace; Ministry of Finance and Development Planning; Ministry of Public Service; Ministry of Communications, Science and Technology; Ministry of Justice and Human Rights; and Ministry of Education and Training.

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[10] *Report on Two Day Records Management Workshop, Organised by the Ministry of Tourism, Environment and Culture for Registry/Records Officers 14 – 15 March 2005*

79   There were still enormous challenges for records management in government. The significance of records for accountability, evidence and transparency was not generally recognised.   Registries were viewed as a dumping ground for non-performing staff, even though some registry staff had attended basic certificate and diploma courses at the Institute of Development Management and the Lesotho Institute of Public Administration and Management.

80   As a result, the quality of records management varied from ministry to ministry. In some ministries there were regular reports of subject files being lost, destroyed or damaged, and it was suggested that some of the destruction was deliberate. The Internal Auditor in the Ministry of Finance and Development Planning reported that the current state of records in general was a real problem and that when the auditors requested documents on a particular subject, the response was often that they could not be found.   This statement was supported by the Accountant General, who reported that records were often not available as evidence for the Public Accounts Committee.

81   The Archives was very limited in its ability to support records management improvements. It had only five established posts, with four filled and one vacant, and only two staff were professionally trained. It played no role in the management of financial and human resource records, and the staff did not have the capacity to offer advice to ministries on electronic records, an area that was becoming a significant concern.   There was a need to address these issues as an aspect of public sector reform.

82   The Archives Act needed either to be updated or new legislation needed to be developed to ensure that records were properly managed from creation through to destruction or retention as archives. The Act needed to be explicit in terms of digital technologies.

SUMMARY AND RECOMMENDATIONS

83   The Government of Lesotho had moved forward in public service reform and in the development of its ICT capability. Both human resource and payroll management were part of the reform process.   Human resource management was primarily manual, although some basic stand-alone Microsoft Access™ databases had been developed in ministries. The government-wide Human Resource Information System or HRIS, (UNIQUE) had not been entirely successful and was primarily used to process the payroll. A new government-wide HRIS was to be introduced shortly, while work on a new Integrated Financial Management Information System, which would computerise many financial processes and supersede the earlier GOLFIS financial system, had already commenced.

84   While the Public Service had basic control documents in place, there was a need to develop more effective and better co-ordinated systems and procedures for managing personnel and pay information. This would be an essential part of the introduction of

a new government-wide HRIS, which would be likely to result in a review and reengineering of business processes. The casualty return system needed to be revamped and systems put in place to ensure that information was acted upon in a timely manner. As noted by the Auditor General, the Human Resource Units within line ministries needed to ensure that personnel information was kept up to date and checked for accuracy. This would be particularly important in relation to long term ongoing devolution of the human resource function. In addition, regular audits needed to be carried out of human resource information in the ministries, the Ministry of Public Service and the Treasury to ensure that data was accurate between the human resources and payroll.

85   The Ministry of Public Service would need to work closely with the Ministry of Finance and Development Planning so that the new HRIS and the new IFMIS systems could work effectively together to manage personal staff information and payroll. Recordkeeping functionality, including uninterrupted power supply, backup, storage and migration strategies, would also need to be considered to ensure the integrity of personal information over the long term. Procedures needed to be developed and staff training conducted to ensure that public servants were aware of the need to properly create and maintain records in the electronic environment.

86   The Teachers' Services Department needed to work closely with the State Archives to consider long term management issues relating to teachers' files and the 'Teachers' Archives'.

87   The decentralisation processes would have consequences for human resource and payroll records, as well as government wide recordkeeping. Although there were basic central and regional stand-alone databases to manage information about devolved staff, reports suggested that records outside of Maseru, particularly in isolated areas, were poorly managed. The Ministry of Local Government would need to work closely with the State Archives and other ministries to ensure that records issues were addressed in the decentralisation process.

88   While the Archives had had some success in enhancing general records management, much work remained to bring recordkeeping across government up to a professional standard. The existing Archives Act needed to be reviewed in line with international records and archives guidelines and standards and enhanced or replaced by a new act. The role of the State Archives in the management of both current and non current records across the public service needed to be reviewed and enhanced. There also was a need for the legislation to address the overall management of electronic and digital records that were created and stored in a variety of formats.

89   Without proper management of its government records and archives, Lesotho faced a risk in terms of its ability to achieve its development vision for accountability, evidence of transactions, and transparency.

PEOPLE CONSULTED

Ministry of Public Service

Mrs P Ramaqele, Acting Principle Secretary
Mr Moji, Human Resources Manager
Mrs Seala, Assistant Administrative Office, Head of Registry

Ministry of Finance and Development Planning

Mr Ken Hlasa, Accountant General, Treasury
Mr Richard Letsoela, Deputy Accountant General, Treasury
Mr Tsukulu, Assistant Accountant General, Treasury
Mr Molefi, Human Resources Manager, Treasury
Mr Motalingoane, Head of Salaries, Treasury
Mr Muso Mokeno, Operations Supervisor, Treasury
Ms Marha Nthare, Senior Accountant, Treasury
Ms Mahelena Lephoto, Chief Internal Auditor
Mr Peter James, Project Manager, Public Financial Management Programme
Mr Robert Flanagan, Treasury Adviser, Public Financial Management Programme
Mr David Watt, Advisor, Public Financial Management Programme
Ms Tjonga Selaolo, Advisor, Public Financial Management Programme
Ms Motseoa Masheane, Adviser, Public Financial Management Programme
Ms Patricia Baristo, Advisor, Public Financial Management Programme

Office of the Auditor General

Mrs Lucy Liphafa, Auditor General
Ms Monica Besetsa, Assistant Auditor General, Research and Development
Mr Kopno Mou, Assistant Auditor General, Parastatal Audits

Ministry of Communications, Science and Technology

Dr Nketsi Makhera, Director, ICT Department

Ministry of Local Government

Mrs Malitlallo Majara, Director Human Resources, Department of Human Resources and Member Local Government Services Commission
Mrs Mathato Matlanya, Chairperson, Local Government Services Commission
Ms Pontso Lebotsa, Member, Local Government Services Commission
Mr Thabo Ntai, Member, Local Government Services Commission
Mr Rajeeve Ahal, Advisor, Decentralisation and Rural Development, Lesotho – German Decentralised Rural Development Programme (Ministry of Local Government and GTZ)

Ministry of Agriculture

Mrs Setefane, Human Resource Manager
Ms Dineo Pitso, Assistant Systems Support Officer

Ministry of Education

Mr Odilon Makara, Deputy Principle Secretary
Ms Moeketsi, Human Resources Manager
Mr Mapetla, Chief Education Officer (responsible for Teachers Services Department)
Ms Likele Thulo, Senior Executive Officer, Teachers Services Department

Ministry of Tourism, Environment and Culture

Mr JT Metsing, Principle Secretary
Ms Ntina Qhobosheane, Principal Archivist, State Archives
Ms Tebello Moseme, Archivist, State Archives

European Union

Mr Daniel Aristi, Acting Head of Delegation
Ms Funa Sepiso

Irish Aid

Ms Paula Nolan

Department for International Development (UK)

Ms Diana Webster, Field Officer

BACKGROUND ON GOVERNMENT REFORM AND ELECTRONIC GOVERNANCE INITIATIVES

The Government of Lesotho had prepared a national vision statement, which noted that: 'By the Year 2020, Lesotho will be a stable democracy, a united and prosperous nation at peace with itself and its neighbours. Its economy will be strong; its environment well managed and its technology well established.'[11] Effective recordkeeping could make a valuable contribution to the success of this vision in terms of the government's ability to attain 'full accountability for use of public funds' and 'utilise information technology for ensuring an information rich society'.

Lesotho also had developed a Poverty Reduction Strategy. The focus of the strategy was on the following elements:

- employment creation and income generation

- agricultural development and food security

- infrastructure development

- democracy, governance, safety and security

- health care and social welfare services

- increasing quality and access to education

- managing and conserving the environment

- improving public service delivery.[12]

Records management improvements had implications for a number of these focus areas, including democracy, governance, safety and security as well as for improving public service delivery. Controlling the public sector wage bill also would have an impact on the availability of resources to fund services to citizens.

The Government of Lesotho had embarked on an extensive public sector management and reform programme. In the 2006 Budget speech the Minister for Finance and Development noted that, 'efforts will be directed towards sustaining reforms for improved service delivery at all levels of Government. It will be important to continue with the current programmes on public sector improvement and reform through institutional strengthening, capacity and

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[11] http://www.lesotho.gov.ls/vision2020/default.htm (accessed 9 August 2006)
[12] http://www.lesotho.gov.ls/articles/2005/Budget_Speech_2005.pdf (accessed 22 June 2006)

systems development, including building capacity of the established democratic institutions in order for them to carry out their oversight responsibilities effectively'.[13]

The first phase of the reform agenda had three components:

- improving financial management and accountability

- improving service delivery through decentralisation

- improving public service management.[14]

All aspects of the reform programme were being driven by the Government Secretary.

In terms of financial management, the preparation of the Government accounts had proved challenging over the years. Accounts were prepared between 1993 and 1997. However, reconciliation proved elusive. Fraud was rife and there were weak internal controls. There was a gap in their preparation between 1997 and 2000. Accounts were prepared by a consultant in 2000 and 2001, which although not considered accurate, were viewed as a useful starting point. Since 2001, the Ministry of Finance had prepared annual accounts, with a focus on control of expenditure and actual receipts. Reconciliation continued to be problematic.

Within the Ministry of Finance current reforms were underway, including:

- strengthening planning, budgeting, monitoring and evaluation capacity

- improving control, accounting and auditing systems

- strengthening and decentralising of internal audit functions to different ministries

- strengthening oversight management and institutions

- strengthening the capacity of the Treasury through comprehensive institutional and systems reforms.[15]

The offices and operations of the Accountant General and the Auditor General were being strengthened in order to enhance accountability and efficiency in the utilisation of public funds. These developments would have an impact on the payroll functions including oversight, management and audit mechanisms.

There were many challenges to the financial reform process. Culture and attitudes were cited as significant barriers to change. As an example, it was noted that all ministries were supposed to report new projects involving significant cost to the Ministry of Finance, and

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[13] http://www.finance.gov.ls/documents/Budget_Speech_2006_7.pdf ((accessed 22 June 2006)
14 http://www.finance.gov.ls/documents/PSIRP.pdf (accessed 22 June 2006)
[15] Prioritised Implementation Matrix For The Poverty Reduction Strategy Paper, 2004/5 to 2006/7 July 2005 http://www.finance.gov.ls/documents/Improve_Public_Service_Delivery_8.pdf (accessed 22 June 2006)

yet at the time of the visit, fifteen new projects had recently surfaced of which the Ministry had no knowledge.

Decentralisation was also a key aspect of the reform process. Planning is well advanced to:

- implement the change management programme to support the decentralisation process

- establish a sound legislative, fiscal and institutional framework for the implementation of the Local Government Act 1997

- strengthen strategic planning and monitoring and evaluation at local levels

- decentralise public functions and service delivery

- decentralise authority and the services of Government of Lesotho departments.[16]

Lesotho also had embarked on developing its Information and Communication Technologies (ICTs). This was an important aspect of the Lesotho 2020 vision and the Poverty Reduction Strategy, which included the development of ICT policy as well as draft legislation. Responsibility for ICT development lay with the Ministry of Communications, Science and Technology. Among the many objectives of the legislation was recognition of the importance of promoting legal certainty and confidence in the integrity and reliability of data messages and electronic commerce; the development of e-government services and electronic communications and transactions with public and private bodies, institutions and citizens; and developing a safe, secure and effective environment for the consumer, business and the Government to conduct and use electronic transactions.[17]

The Ministry of Communications, Science and Technology's ICT Department had responsibility for e-governance and e-commerce projects, including the development and upgrade of government websites to portal status and the provision of guidance to ministries on managing risk of ICT projects. There were a number of catalysts for this work, including the need to enhance the electronic government infrastructure and institutional frameworks to support the management of such areas, including, human resources, education, health and tourism. It was recognised that challenges lay ahead in pursuing this work including:

- level of general literacy and ICT literacy

- small staff capacity in the ICT Department

- different levels of ICT Development within ministries

- access to computers

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[16] Prioritised Implementation Matrix For The Poverty Reduction Strategy Paper, 2004/5 to 2006/7 July 2005 http://www.finance.gov.ls/documents/Improve_Public_Service_Delivery_8.pdf (accessed 22 June 2006)
[17] http://196.202.244.98/govdoc/Lesotho_IT_Bill_Draft.pdf (accessed 9 August 2006)

- changing culture

- fear of change and loss of jobs

- staff confidence

- training issues

- low salaries

- high turnover of staff including programmers.

Retention of skilled ICT staff within the public service and the country as a whole was a significant issue as many were leaving for better paid positions in the private sector in South Africa.

BACKGROUND ON THE PUBLIC SERVICE OF LESOTHO

The Constitution of 1993 and the *Public Service Act* of 2005 were key documents for the management of the Lesotho Public Service.

The constitution set out details regarding the appointment of the Government Secretary, Auditor General, the Public Service Commission, principal secretaries and teaching service and defines activities associated with key issues affecting personnel management, such as pension laws and pension rights. It noted that, 'Subject to the provisions of this Constitution, the power to appoint persons to hold or act in offices in the public service (including the power to confirm appointments), the power to exercise disciplinary control over persons holding or acting in such offices and the power to remove such persons from office shall be vested in the Public Service Commission'. [18]

The *Public Service Act* 2005 set out provisions in respect of the public service of Lesotho with aims 'to develop and maintain a stable, efficient and effectively managed public service.'[19] The Act detailed:

- the powers of the Public Service Commission

- appointment to the Public Service

- entry and advancement based on merit

- secondment to parastatal organisations

- powers of the minister

- appointment functions and removal from office of the Government Secretary and principal secretaries

- conditions of employment and conduct of public servants, settlement of disputes

- Public Service Staff Association

- retirement of public officers.[20]

The Act stated:

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[18] Constitution Lesotho http://www.lesotho.gov.ls/constitute/gconstitute.htm (accessed 22 June 2006)
[19] Public Service Act 2005
[20] Public Service Act 2005

(1) that entry and advancement within the public service shall be based on merit, namely: ability, qualifications, knowledge, skill and aptitude after a fair and open competition which assures that all citizens of Lesotho receive equal opportunity.

(2) In selecting candidates for appointment to a post in the public service, the Commission shall have regard primarily to the need for promoting efficiency within the public service.

(3) The Commission shall have the power to reject short listed candidates who, in the view of the Commission, are not qualified for the job.

Retirement was at age 60, but public servants could retire earlier. The Act noted that from time to time the Minister might prepare and issue codes of practice including a code of conduct and a disciplinary code.

BACKGROUND ON DECENTRALISATION AND LOCAL GOVERNMENT

Lesotho had embarked on an ambitious decentralisation process. Although decentralisation of health services commenced in the late 1970s, followed by the decentralisation of agricultural services in the early 1990s, the decentralisation process commenced in 2003. The objectives were to:

- Deepen and widen public access to the structures of government.

- Bring services closer to the people thereby improving service delivery.

- Promote people's participation in decision-making, planning and implementation of development programmes, giving the electorate greater control over the development process.

- Promote equitable development in all parts of the country through the distribution of human, institutional and infrastructural resources.[21]

- Provide a pillar for national public service improvement and poverty reduction programmes. '[22]

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[21] *Lesotho Non State Actors, Microprojects and Decentralisation*, EU Identification Report, Draft May 2006. Identification Team IBF International Consulting South Africa (Tony Land and Hans Peter Dejgaard) p 12
[22] *Lesotho Non State Actors, Microprojects and Decentralisation* p12

INFORMATION ON CASUALTY RETURN

G.P. 30

Lesotho

Casualty Return

M 15677

To: THE ACCOUNTANT GENERAL, MASERU

The following casualty is notified for necessary action: -

Name of Officer …………………………………………………………………..

Personal Number, if any……………………………………………………......

Present Rank……………………………………………………………………….

Grade……………………………………………………………………………………

Station………………………………………………………………………………….

Nature of Change (s)……………… Effective Date (s)…………………………………..

………………………………………………………………………………………

………………………………………………………………………………………

………………………………………………………………………………………

Annual Salary after above change………………………………………………………

Authority where necessary…………………………………………………………......

………………………………………………………………………………………

Date……………………..   ………………………………………………………
                          Permanent Secretary/Head of Department/D.A.S.

GPL 322/99 – 1 m BKS

STAFF INFORMATION DATABASE, MINISTRY OF AGRICULTURE AND FOOD SECURITY

In terms of the salary bill, the following information was available for each staff member:

- department

- designation

- surname

- other names

- gender

- employee number

- date of birth

- employment date

- retirement date

- grade

- budget

  ◊ actual

  ◊ variance

- remarks.

There was staff compliment information on:

- department

- designation

- grade

- budget

  ◊ actual

        ◊   variance

- remarks

There was nominal role information on:

- department

- number of posts

- position/title

- grade

- name of the holder

- employment number

- date in present position

- incremental date

- salary per month

- salary per annum

Database screens include:

- add new record

- delete record

- search by name, employment number and other fields.

SAMPLE RECORDS FIELDS IN THE UNIQUE SYSTEM AS VIEWED AT THE TREASURY DEPARTMENT

Screen 1   Ministry Vote Head

- Employee number

- Date of engagement,

- Position

- Job title

Screen 2   Personal Details

- Surname and title

- First names

- Preferred name

- Residential address

- Post code

- Telephone

- Date of birth

- Age

- Place of birth

- Religion

Additional information originally would have been entered by the Ministry of Public Service, but as the ministry had discontinued in the use of UNQUE, this screen is left blank or information is missing.

Screen 3   Payment Method

- Codes for payment methods, for example cheque, cash or direct to bank account.

- Bank details

Screen 4   Employment Details, Date of Engagement

Screen 5   Location details denoting the payment point

*Screen 6   Tax details (*for example pay as you earn)

*Screen 7   Salary details (*for example incremental date, scale, engagement date)

*Screen 8   Deductions (*for example loans or recovery of overpayment)

*Screen 9   Allowances (*for example mountain allowances, dependant allowance or acting allowance)

Screen 10   Print pay slip

Screen 11   Generate reports