

ZANZIBAR

Diagnostic Study to Enhance Public Service Governance



MARCH 2023

© 2023 International Bank for Reconstruction and Development / The World Bank
1818 H Street NW
Washington DC 20433
Telephone: 202-473-1000
Internet: www.worldbank.org

This work is a product of the staff of The World Bank with external contributions. The findings, interpretations, and conclusions expressed in this work do not necessarily reflect the views of The World Bank, its Board of Executive Directors, or the governments they represent.

The World Bank does not guarantee the accuracy of the data included in this work. The boundaries, colors, denominations, and other information shown on any map in this work do not imply any judgment on the part of The World Bank concerning the legal status of any territory or the endorsement or acceptance of such boundaries.

Rights and Permissions

The material in this work is subject to copyright. Because The World Bank encourages dissemination of its knowledge, this work may be reproduced, in whole or in part, for noncommercial purposes as long as full attribution to this work is given. Any queries on rights and licenses, including subsidiary rights, should be addressed to World Bank Publications, The World Bank Group, 1818 H Street NW, Washington, DC 20433, USA; fax: 202-522-2625; e-mail: pubrights@worldbank.org.

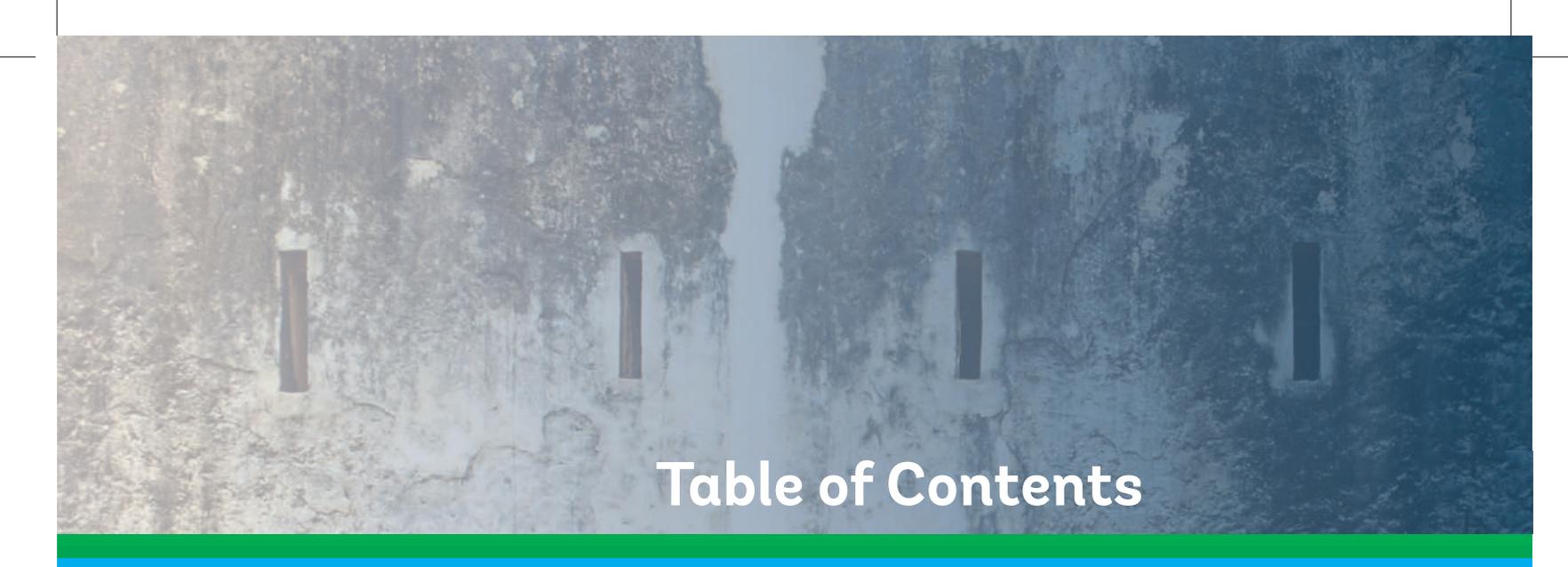


Table of Contents

<i>Abbreviations and Acronyms</i>	<i>iii</i>
<i>Executive Summary</i>	<i>1</i>

CHAPTER ONE

Overview of Public Service Management in Zanzibar 11

Background	11
The Organizational Structure and Coordination Arrangements for Public Service Management	13
The President of the Revolutionary Government of Zanzibar	13
The Chief Secretary and Head of the Public Service	13
The Public Service Commission	14
The Civil Service Commission	14
The President's Office's Constitution, Legal Affairs, Public Services, and Good Governance	14
Size and Distribution of Public Service	17
Human Resources Management (HRM) Systems and Processes	19
HRM Capacity	20
HRM Strategy	20
HRM Policy and Practice	21
Staff Compensation and Benefits	28
Staff Training and Development	31
Retirement from the Public Service	31
Enhancing the Performance of the Public Service in Zanzibar	32
Managing the Public Service	32
Redeployment and Retraining Employees	35
Building the Skills of the Future	36
Improving the Systems and Processes to Enhance a Career-Based and Motivated Public Service	37
A Summary of the Proposed Actions for Reforming the RGoZ Public Service	41

CHAPTER TWO

Status of Utilization of ICT Solutions for Core Public Service

Management43

Overview of ICT Development in Core Public Service Management 43

Status of the HM, Payroll, and Records Management Processes 47

 Human Resource Management (HRM) 47

 Payroll 48

 Records Management 50

 HRMIS 53

Key Findings for the ICT Readiness Assessment 54

 Infrastructure/Systems 54

 People 59

Organizational Readiness 62

Key Recommendations on Improving ICT Usage on Managing Public Service 63

 Governance and Policy 63

 Infrastructure, Systems, and Data 65

 Legal and Regulatory Environment 65

 People and Training 67

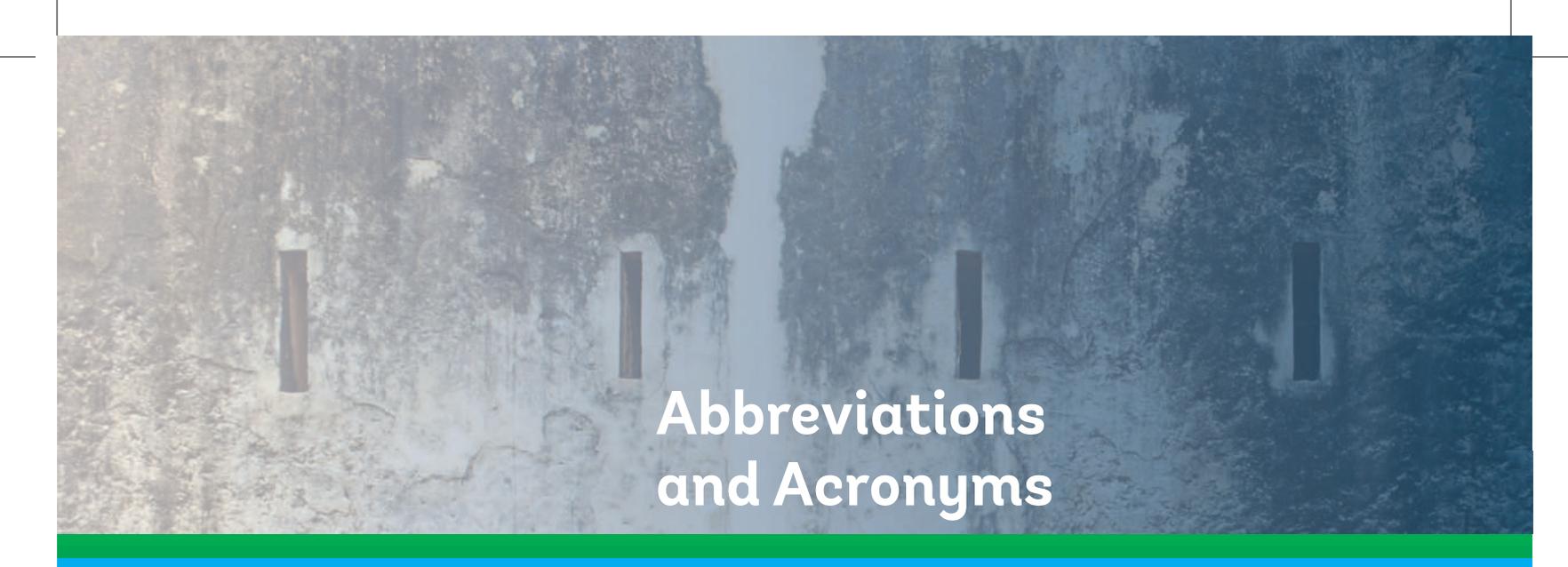
A Summary of the Proposed Actions for Improving ICT Usage in Supporting
Public Service Management 68

Annex A. References 69

Annex B. Focused Group Discussions 70

Annex C: Systems under eGAZ 72

Annex D: Summary of Institution Visited 73



Abbreviations and Acronyms

AI	Artificial Intelligence
API	Application Programming Interface
BAMAS	Budget Management and Expenditure Systems
BoT	Bank of Tanzania
CAG	Controller and Auditor General
CSC	Civil Service Commission
DRS	Disaster Recovery System
EASSy	Eastern Africa Submarine System
eGA	eGovernment Authority of Tanzania
eGAZ	eGovernment Agency of Zanzibar
GDP	Gross Domestic Product
GMS	Government Mail System
GPS	Government Payroll System
HR	Human Resource
HRM	Human Resource Management
HRMIS	Human Resource Management Information System
HRSC	House of Representatives Service Commission
ICT	Information and Communication Technology
IFMIS	Integrated Financial Management Information System
IPA	Institute of Public Administration
ISP	Internet Service Provider
JSC	Judicial Service Commission
LGA	Local Government Authority
MDAs	Ministries, Departments, and Agencies
MNO	Mobile Network Operators
MoIC	Ministry of Infrastructure and Communication

MTFF	Medium-Term Fiscal Framework
NICT	National Information and Communication Technology
PAYE	Pay as You Earn
PBZ	People's Bank of Zanzibar
PER	Public Expenditure Review
PMS	Performance Management System
PO-CLAPSGG	President's Office's Constitution, Legal Affairs, Public Service and Good Governance
PO-RALG	President's Office Regional Administration and Local Government
POFP	President's Office Finance and Planning
PSA	Public Service Act
PSC	Public Service Commission
PSMP	Public Service Management Policy
RGoZ	Revolutionary Government of Zanzibar
SDSC	Special Department Service Commission
SLA	Service-Level Agreement
SOE	State-Owned Enterprise
SofS	Schemes of Service
SUZA	State University of Zanzibar
TEAMS	Tanzania East Africa Marine System
TTCL	Tanzania Telecommunication Company Limited
UNDP	United Nations Development Programme
VPN	Virtual Private Network
ZCSRA	Zanzibar Civil Status Registration Agency
ZDV 2050	Zanzibar Development Vision 2050
ZICTIA	Zanzibar ICT Infrastructure Agency
ZIDA	Zanzibar Identification Authority
ZPPDA	Zanzibar Public Procurement and Disposal of Public Assets Authority
ZPSRP	Zanzibar Public Service Reform Program
ZSSF	Zanzibar Social Security Fund



Executive Summary



This study was carried out at the request of the Revolutionary Government of Zanzibar (RGoZ) to provide a benchmark assessment of overall public service management and performance in Zanzibar, and look in particular at the role of information and communication technology (ICT) to deliver better services to the people. The study will inform strategic interventions and public service reforms that are critical to the achievement of Zanzibar’s Vision 2050. The study covers two areas of public service in Zanzibar: (a) an overview of the management and performance of public service, and (b) progress and readiness in implementing information and communication technology (ICT) systems for better delivery of public service. This executive summary recaps the technical findings in both areas, the main reform challenges, and strategic recommendations that are actionable in the short, medium, and long term. It also explains how the two areas are linked. ICT reform, however well implemented technically, cannot achieve the results expected without changes in the way public service is presently managed. Likewise, it emphasizes that institutional reforms by themselves will not be sufficient to meet the challenges facing the public sector in Zanzibar without successful development and deployment of modern ICT systems.

The RGoZ has been strengthening the quality and increasing the integrity and accountability of public services over the past 13 years. The development

and publication of the Public Service Management Policy (PSMP) in 2010 led to the design and implementation of the first phase of the Zanzibar Public Services Reform Program I (ZPSRP I), which was implemented from 2009 to 2013. The ZPSRP I established key policy and institutional foundations necessary for better management of public service. These included the Public Service Act (PSA) of 2011, the Human Resources Management Regulations, the Pay Policy, and the Records Management Guidelines, among others. Under the program, the functions, mandates, and accountabilities of key state institutions were reviewed and changed. However, while good foundations were laid, the momentum of reform implementation has slackened, and public dissatisfaction with service delivery across a broad front appears to continually grow as reflected in the ZPSRP II.

The most recent effort to rekindle reform is the development and implementation of the ZPSRP II 2019–2023, which seeks to build on the ZPSRP I to address many constraints in the frontier of public service delivery. These challenges include slow technology uptake in public service operations, inadequate management of public records, limited technical and managerial capacity, low remuneration packages, insufficient skilled workforce, structural and institutional coordination challenges, and limited performance management systems (PMSs). According to ZPSRP II, these challenges lie behind the public's low level of satisfaction on the quality of services delivery, the low morale and motivation of the civil service, and so far weak contribution by the public service to the attainment of the Zanzibar Development Vision 2050. In addressing these challenges under the ZPSRP II, the RGoZ aims at impacting the quality of services to citizens through improved social services and efficient interactions with the private sector. How these challenges might be addressed is discussed in this report.

Chapter 1 assesses the current public service systems, analyzing its current size, structure, costs, and management. It examines Human Resource Management (HRM) processes, practices, and challenges, including coordination mechanisms for the management of public services. It further identifies issues for the government's consideration and future action, as it moves forward with fulfilling the goal of the PSMP and successive phases of the ZPSRP, toward the goal of a highly efficient, and effective public service. This is also the ambition of the Zanzibar Development Vision 2050. The ZPSRP, both I and II provide a clear roadmap. What may not be fully understood is the extent to which the formal reforms require fundamental change in how the public service is managed, both by the center of government through the Public Service Department in the President's Office's Constitution, Legal Affairs, Public Service and Good Governance (PO-CLAPSGG) ministry, and by the senior leadership in the sector ministries, departments, and agencies (MDAs) across governmental bodies.

Chapter 2 examines the RGoZ's progress in implementing ICT solutions for core public management functions, including current plans and implementation challenges. In particular, it analyzes three core areas: digitization of records management; the development of a human resources management information system (HRMIS); and linking of the HRMIS to the government payroll system, with reference to the readiness of processes, infrastructure, people, and organizations.

The two components of the study are complementary. If the development of ICT solutions is to be sustainable, there should be consideration on how existing, largely paper-based processes are working, placed in the broader reform context: what public management reforms are underway or planned, how managers will be motivated to take advantage of potential productivity improvements, and whether staff will have the skills required to operate the new systems. In short, the application of ICT to government does not take place in a vacuum. If staff made redundant by ICT remain in place or cannot be retrained, redeployed, or equitably retired, the expected productivity gains will not materialize. If sufficient funding due to competing public finance needs cannot be provided to pay licenses; periodically upgrade software; and purchase, maintain, and regularly renew hardware, ICT applications in core management areas will not deliver on their potential. Moreover, processes could become dysfunctional.

The constitutional reforms outlined in the PSMP and supported by successive ZPSRPs are foundational; the ICT reforms build on them. The technology at the core of the new ICT processes provides a platform for improved public service performance. However, this will occur only if technical changes are properly implemented on the systems side and staff and management capabilities, incentives, and accountabilities are strengthened on the institutional side. Implementing the institutional reforms discussed in chapter 1 alone would improve performance; implementing ICT reforms discussed in chapter 2 without complementary institutional reforms would yield only modest gains, if any. Successful implementation of both institutional and ICT reforms could lift public service performance to a much higher level. However, the institutional reforms required go beyond new laws and changes in mandates. At the heart of the institutional reforms are changes in the way public service is managed, with firmer leadership in the center, greater willingness to confront needs with availabilities, and the ability to hold staff and managers at all levels accountable for what they realistically can achieve.

The study concludes with five clusters of reform challenges, all of which are interdependent. Based on the current status of the public service, and government priorities toward the attainment of the Zanzibar Development Vision 2050, the study has identified five priority challenges as the most impactful areas for public service reform in Zanzibar.

The first challenge is the overlapping roles and responsibilities of the various centers of government agencies in the management of the public service. The main actors in the management of public service in Zanzibar are the Chief Secretary, who is also the head of public service; the PO-CLAPSGG as the lead ministry for overall management and coordination of the public service; the Public Service Commission (PSC); the Civil Service Commission (CSC); the Judicial Service Commission (JSC); the House of Representatives Service Commission (HRSC), and MDAs. These actors, particularly the commissions and PO-CLAPSGG have numerous overlaps in executing key functions such as hiring, determining organizational structures, evaluating staffing levels, and proposing new pay arrangements. While the commissions have capacity to make assessments and advise PO-CLAPSGG on appropriate decisions and interventions on key public service functions, the commissions in Zanzibar do not have the technical capacity to

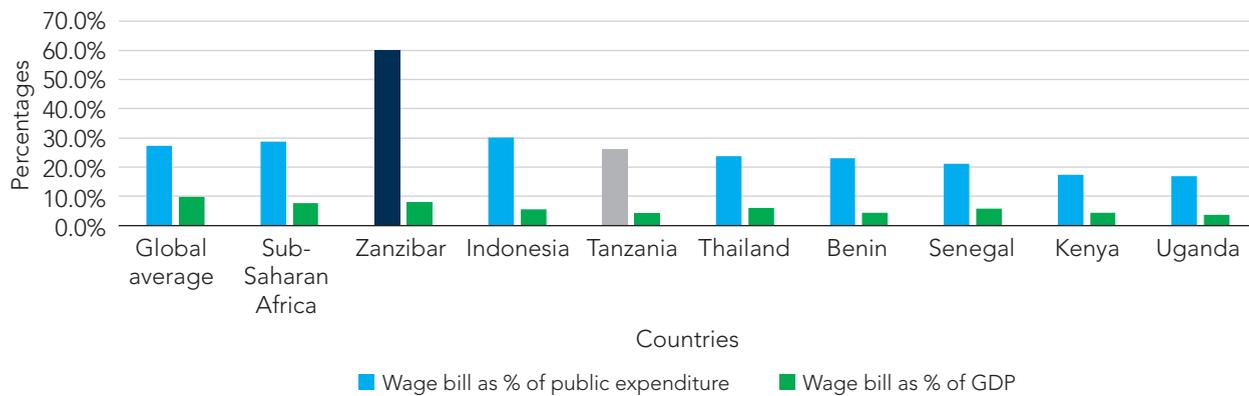
execute some of their existing mandate effectively. Therefore, the ministry (PO-CLAPSGG) steps in to do the analytical works on behalf of these commissions and requests that the commission proceed, which undermines the mandates of the commissions. As a result, the contribution of both the commissions and the service ministry in supporting public service management is not maximized.

To address this overlap issue drawing lessons from best practices, first, revisit the roles and responsibilities of the commissions, PO-CLAPSGG, and the MDAs to ensure the ministry (through the center of government) become the prime entity in leading public service reforms. This can be achieved through revising the PSA to refocus the PSC and the CSC on their traditional functions of overseeing the appointment process for all civil servants, protecting the merit principle, and ensuring observance of the Code of Ethics. For sustainable reforms, this greater separation of functions is desirable, with PO-CLAPSGG building its capacity as the center of government responsible for overall public service policy and reform direction. Second, the technical capacity of staff should be strengthened within the center of government and commissions through trainings, knowledge exchange platforms, or merit-based recruitment, to enable successful execution of their expected tasks and responsibilities.

The second challenge is the high government wage bill despite considerably low wages currently being paid to civil servants. Trends over the past six years indicate that the wage bill is on average over 45 percent of the recurrent budget, which is well above the RGoZ's aspiration of maintaining the wage bill below 35 percent. The situation worsened further in FY 2021 when the wage bill shot up to 60 percent, significantly above the global average (27.4 percent) and the sub-Saharan average (28.7 percent) during the same fiscal year. This high wage bill crowds out other recurrent budget expenditures, such as staff development programs and investment in ICT, which affects the management and modernization of public service management in Zanzibar.

Despite the high wage bill, the current pay structure for public service in Zanzibar is low at least compared to the Tanzania mainland and is characterized for being flat, compressed, weakly motivating, and barely adequate pay scales, to a level proposed in the Public Service Policy. As a result, the current pay structure does not enable the government to recruit, retain, and motivate qualified and experienced staff on an equitable and competitive basis that is fiscally affordable. Furthermore, the size of the RGoZ workforce is a major issue that needs to be addressed to improve wage-bill management. Although our study did not investigate the root cause of the wage bill, inadequate scrutiny on the hiring requests for new positions, the absence of up-to-date organizational structures, and the lack of an efficient and effective PMS are clear contributing factors.

Complicating the analysis of the public service wage bill in Zanzibar is the fact that, with little or no increase for many years, the public service pay scale at all levels has fallen well below

Figure ES.1. Wage Bill Trend 2020–21


Source: World Bank, International Monetary Fund (IMF), and Office of the Chief Government Statistician Zanzibar.

what is needed to attract, retain, and motivate the technical and managerial cadres needed to achieve public service reform goals and longer-term vision objectives. This means that the potential wage bill is much higher than currently recorded. It also carries the risk of increasing informality, as behaviors can be more likely to diverge from public service delivery guidelines, expressing themselves in practices like absenteeism or abuse of supporting budgets.

Therefore, in the short run, we recommend a further thorough study and analysis to understand the root cause of the issue and tailor recommendations. First, we suggest conducting a public expenditure review (PER) for Zanzibar to help bring clarity to the trend in revenue collection challenges and allocation and use of public funds to support policy objectives and the strategic performance indicators. Second, we recommend carrying out an in-depth analysis of critical jobs to establish the right workforce requirement and levels, in addition to redeployment and retraining of staff for greater productivity. This analysis will also help determine jobs that are necessary to attain the strategic objectives, and help in future workforce planning, recruitment, and selection.

Reviewing the pay scale to enhance competitiveness and better-performing public service while at the same time maintaining the wage bill within the required level is one of the government's hardest reform challenges; it will require close cooperation of the POF and PO-CLAPSGG. So, in the long run, a medium-term budget framework, regularly updated and based on realistic estimates of likely revenues and existing spending commitments such as debt servicing, will be a critical tool. Regular assessment of local labor market conditions and job evaluation of government cadres and positions will help, recognizing that judgments will have to be made, given that job evaluation focuses on internal pay relativity and labor market assessments on external relativity.

As revenues improve with the post-COVID recovery of international tourism, additional resources will progressively become available for allocation to capital and recurrent programs—within the latter, between the wage bill and supporting expenditure, and within the wage bill between improving pay and additional hires at different levels. This will require hard decisions and trade-offs between different uses. In doing so, the government will need to chart a path out of the present low-pay/low-productivity/high-informality trap that seems to characterize Zanzibar’s public service at present, so that over time, underpinned by a strong PMS, it can transit to a better motivated, higher performing, and more accountable institution.

The third challenge is the inadequate adoption and implementation of ICT systems in public service management. The adoption of ICT systems in public service management will be very handy in reinforcing efficiency in public services delivery as the government resizes the size of the workforce to manage the wage bill among other things. With only 20 percent of civil servants having access to laptops and computers, public service in Zanzibar is faced with a significant shortage of working tools and equipment. On average, one computer is shared by six other users, which presents a number of security risks and significantly affects the operational efficiency and effectiveness in executing tasks and in services delivery. The lack of tools is due to inadequate funding allocated to ICT, which typically averages at 5 percent for each MDA. In addition, there is also an acute gap in digital literacy among public servants. Based on the mini digital skills survey conducted for this report, approximately 55 percent of public servants do not have basic computer skills and knowledge of word processing, using spreadsheets, and troubleshooting.

Other challenges observed that affect the ICT systems environment in Zanzibar include unreliable power supply and internet connectivity, multiple disintegrated ICT systems, and inadequate policy and legal frameworks to support the required digital reforms in public service management. All these challenges have resulted in significantly low usage of ICT systems in managing public service in Zanzibar, creating high levels of inefficiency, limited accountability, and subjectivity in managing public service in Zanzibar.

In the short run, a critical action should be to conduct a digital readiness assessment that highlights the extent and the nature of the missing skills, tools, processes, infrastructure, and legal frameworks necessary for public service management in Zanzibar to reach desired levels. The long-term task will be to develop a Zanzibar digital strategy with a clear roadmap to address the gaps identified from the assessment. Based on experience and the current realities in Zanzibar, it is likely that the Zanzibar digital strategy will entail capacitating the Institute of Public Administration (IPA) and other training providers to offer ICT and digital skills trainings to address the gaps in public service, embedding ICT usage as a key element in institutional and individual performance metrics, gradually increasing the annual budget allocation for ICT tools, reviewing and updating relevant policies and laws to provide a basis for adoption of technology in public service management, increasing access to internet connectivity to public institutions, and optimizing automation and system integration for

more operational efficiency. In addition, there will be a need for a robust change management program to guide the move from a paper-based environment to digital-enabled public service management.

The fourth challenge is making the Performance Management System (PMS) work as a tool to improve performance. PMSs can improve individual and organizational productivity by steering, motivating, and developing employees to achieve organizational, team, and individual goals. Well-functioning organizational PMSs are a prerequisite for effective individual performance management. In Zanzibar, the current PMS, introduced in 2019, is weak, and inconsistently applied across MDAs. It relies on the performance-appraisal cycle, which is linked to employees' date of employment/orpromotion and is not linked to departmental business cycles or the government's fiscal year, and thus does not allow a coherent review of performance across the institution. Although a system of rewards and sanctions exists, neither are effectively implemented. The appraisal review process is not effective because supervisors find it difficult to give an objectively negative rating to someone they are familiar with to avoid potential backlash outside the office due to closely knit communities in Zanzibar. Also, the heads of departments and principal secretaries who are presidential appointees are currently not being assessed, directly undermining performance and accountability.

From experience, automating the PMS will help provide a framework around which supervisors and staff can discuss the latter's performance against agreed targets throughout the year and determine steps to be taken to strengthen their capabilities. Supervisors must be trained to consider PMS as a process that fosters better work performance. Ratings must be realistic and honest. Poor performers must be identified, supported, or moved to other roles suiting their capabilities, or be let go. To make the PMS realistic at the staff level, it needs to be linked with the setting of goals and targets at the organizational level. This is best achieved through a system of entity-based strategic plans resulting in heads of MDAs being held accountable for results and thus invested in the performance of their staff. The work environment should also support performance.

A PMS will deliver better results than the traditional trait-based annual staff-appraisal process only if it is embedded in the broader culture, practices, and processes of managing performance, from the top of public service downward. Good performers should be rewarded not just with increments or bonuses but with promotion when opportunity arises. Poor performers are sanctioned, and all staff provided access to regular training.

For an improved PMS in Zanzibar, in the short run the ministry (PO-CLAPSGG) should institute mandatory trainings programs at all levels across MDAs on the PMS to create a common understanding of how the PMS should work. This will reinforce the proper adoption and use of the PMS across all levels. The government should also set clear performance goals and targets for each MDA, from which performance targets for senior executive and staff will cascaded. Furthermore, it is also necessary to introduce and enforce the PMS to senior executives while

clearly aligning performance goals to institutional goals. This will not only help institutionalize a performance culture but also enable effective implementation of the PMS at the lower levels. All these should go hand in hand with designing and instituting mechanisms to incentivize performance through monetary and non-monetary incentives.

In the long run, we recommend instituting a 360-degree feedback system to senior executives to capture various aspects of managerial performance as well as to encourage executives and managers to support their subordinated senior civil servants in identifying and achieving their development needs and career aspirations. It is important to note that, even when performance management is part of an integrated system within the organization, it must be embedded in the organizational culture for effective use and sustainability. This will be achieved through intensive and continuous communication efforts, as well as public endorsements and transparent accountability measures from senior government leadership.

The fifth challenge is inadequate staff development programs to address technical and institutional capacity needs for improved public service delivery. The current human resource policy recognizes the need to plan and execute staff development plans for each MDA. The government established the IPA in 2001, as Zanzibar's premier public sector training institution to provide relevant short- to medium-term trainings to public servants and to bridge the skills gap within public service. However, over the years, the bulk of IPA's offerings have, for various reasons, become primarily academic and based on professional credentials. While the latter have a place, there is a shortage of short-term courses addressing skill gaps and new processes, particularly those required to move Zanzibar toward a modern public sector. Most staff in sector ministries who were interviewed indicated that they have not attended any refresher or had any professional training for over 10 years due to both budget limitations to meet training needs and lack of training opportunities. A shortage of staff training affects their ability to deliver services in line with the quality needs of today.

In addition to affecting the quality of services, the lack of training also affects staff morale and efficiency in delivering their tasks. To meet expectations, we recommend reviewing the existing training offerings at IPA to shift from long-duration academic-style courses; linking the offering more closely to the shorter functional demands of the strategic job families; and upskilling the technical capacity of instructors at IPA in line with the revised training offering. In the long run, the government should explore the possibility of instituting mandatory digital-learning platforms (can be done through IPA) to match the public demand and training needs. Furthermore, we recommend revisiting and developing a sustainable operating model for IPA while maintaining focus on bridging the in-service knowledge gap. For all these trainings reforms to be effective, the government should work with IPA and other current training and education service providers (academia) to shift the curriculum balance, secure new sources of funding, and ensure that trainers themselves are conversant with the needs of the new public service and can support the courses needed. In turn, this will require a continuing dialogue

between those who are leading the reforms and those determining training course content, with support for training of trainers, as needed.

Overall, Zanzibar’s public service modernization program is comprehensive and well defined.

It is also ambitious, faces many constraints, and will take several decades of determined leadership to complete. The findings and recommendations from this study will help the government meet the challenges, build trust in the reform program, and maintain the momentum of the present phase, ZPSRP II. In short, policy goals and the underlying principles of public service are clear; the task for Zanzibar is refining the steps to be taken in each area of modernization, recognizing the interdependencies, and moving forward with implementation. This report also includes key actions that can be taken in short-, medium-, and long-term phases for better implementation of the key recommendations.

TABLE ES.1. A SUMMARY OF KEY CHALLENGES AND PROPOSED RECOMMENDATIONS

S/n	Key Challenge	Short-Term Recommendation(s)	Medium-/Long-Term Recommendation(s)
1	Overlapping roles and responsibilities of key agencies in managing the public service	<ul style="list-style-type: none"> ■ PO-CLAPSGG should submit a proposal to the Law Review Commission of Zanzibar requesting to amend the PSA to align with best practices ■ Upskilling the technical capacity of staff within the center (PO-CLAPSGG) and commissions through trainings or merit-based recruitment, to enable successful execution of their expected mandate and responsibilities 	<ul style="list-style-type: none"> ■ Revising the PSA to refocus the PSC and the CSC on their traditional functions of overseeing the appointment process, protecting the merit principle, and observing the Code of Ethics
2	Managing the wage bill	<ul style="list-style-type: none"> ■ Carrying out a strategic civil service workforce analysis to recommend staffing needs consistent with service delivery mandates ■ Initiate a PER 	<ul style="list-style-type: none"> ■ In collaboration with the Ministry of Finance, developing a medium-term fiscal framework (MTFF) to assist in more strategic allocation of scarce resources to personal emoluments and non-wage-supporting expenditures; more systematically collecting data on national labor market rates for critical public service employment categories to better inform future pay adjustments as revenues improve ■ Working with the POF, reallocate both the wage bill and recurrent supporting expenditures more strategically to better support government program priorities; promote a more productive work environment for public service employees, rebalancing allocations between pay, numbers, and non-wage spending to improve service delivery as resources permit

(continues)

S/n	Key Challenge	Short-Term Recommendation(s)	Medium-/Long-Term Recommendation(s)
3	Modernizing public service management through ICT	<ul style="list-style-type: none"> Conducting a digital readiness assessment to identify priority gaps in using ICT to maximize service delivery, including in the areas of skills, tools, processes, legal frameworks, and infrastructural capabilities 	<ul style="list-style-type: none"> Based on the findings from the digital readiness assessment, developing an eGovernment strategy to address the gaps. This will also entail; <ul style="list-style-type: none"> Capacitating IPA and other ICT and digital education services providers to develop and offer relevant trainings to address the digital skills gap in public service; Embedding digital skills requirements as a mandatory part of the PMS; Increasing budget allocation to secure adequate ICT working tools form improved public service management and services delivery; Increasing access to reliable and affordable internet connectivity to public institutions; Revising and updating relevant policies and laws to reflect the digital government needs for Zanzibar; Optimizing automation and system integration for operational efficiency; and Developing and implementing a change management strategy.
4	Strengthening Performance Management System (PMS) to enhance performance	<ul style="list-style-type: none"> Instituting mandatory trainings programs at all levels across MDAs on PMS Developing training plans for staff Reclarifying key performance goals and targets for each MDA Introducing and reinforcing PMS to senior executives based on organizational goals and targets 	<ul style="list-style-type: none"> Instituting a 360-degree feedback system to senior executives Embedding PMS in the organizational culture through intensive and continuous communication efforts, public endorsements, and transparent accountability measures from the top
5	Revamping public service training practices	<ul style="list-style-type: none"> Reviewing current IPA training offerings and begin shifting resources away from long-duration academic-style courses to shorter functional training in key process areas Developing a sharper focus on critical training needs to support public service reform Upskilling the technical capacity of instructors at IPA in line with the revised training offering 	<ul style="list-style-type: none"> Revisiting and developing a sustainable operating model for IPA Instituting mandatory digital-learning platforms Working with IPA and other current training and education services providers (academia) to shift the curriculum balance

CHAPTER ONE

Overview of Public Service Management in Zanzibar



Background

Until 1964, Zanzibar was a sultanate under Omani rule, adopting features of colonial administration, due to its status as a British protectorate. The inherited administrative system was largely retained after the Zanzibar revolution that toppled the sultanate in 1964. After independence, during this period the civil service was led by the Principal Secretary President's Office. The principal secretary was supported by the CSC, which was a constitutional office that had all the powers of appointing and terminating officers in public posts. Principal secretaries in ministries and heads of institutions made routine human resources (HR) decisions guided by government orders that were issued by the Principal Secretary President's Office and published in the government gazette.

In April 1964, Zanzibar formed a union government with Tanganyika to form Tanzania. The union had important implications for the public service in Zanzibar as some of the functions were assumed by the union government. These included foreign affairs; police; defense and security; and financial, legal tender, and currency. These union matters are outside the scope of the focus of this study.

With support from the United Nations Development Programme (UNDP), the RGoZ launched the ZPSRP in 2010. This was spurred by the need to enhance the performance of the public service in Zanzibar and

influenced by the major reforms undertaken by the mainland public service that began around 2000. Early steps were the adoption of the Public Service Policy in 2010 and the design and implementation of the Zanzibar Public Service Reform Program I (ZPSRP I). The Public Service Policy, a far-sighted and comprehensive document, was approved by cabinet members and the president. It remains the inspiration for all subsequent public service reform programs.

A key achievement of ZPSRP I was the overhaul of the legal framework for the public service.

Taken together, the constitution (revised in 2010), the PSA (2011), the HR regulations (2014), and the accompanying HR Manual provide a strong legal and policy framework for the reforms envisaged in public service policy. The PSA, in particular, clarifies the roles and responsibilities of the principal actors in public service management, in addition to setting forth a Code of Ethics for the public service that reflects the set of principles and values that the public service should be imbued with. In the traditional public administration model, these were seldom made explicit, and the PSA, following the example of other countries in the region, fills an important gap in the formal regulatory framework.

Furthermore, through ZPSRP I, the role and scope of the government in relation to other actors were clarified, functional review studies for ministries and relevant departments were carried out, and their recommendations were actioned.

This was followed by various public service management initiatives, including a standardized government tool for a monitoring and evaluation (M&E) framework and a client service charter. However, fully implementing the institutional changes launched under ZPSRP I for sustainable change required a bigger impetus. Even though they had been designed, it would take more time for them to be embedded in day-to-day human resources management (HRM) activities in the ministries, departments, and agencies (MDAs). For a while, reform momentum was lost.

In 2020, the RGoZ launched Vision 2050, which aspires to a highly efficient, knowledgeable, and competent public service, providing high-quality services underpinned by service-wide digitalization and performance management.

Vision 2050 sets the goal of high ethical conduct and accountability of public leaders and civil servants in line with a zero-tolerance policy on corruption. It has roots in mobilizing public participation to fight against corruption.

To advance the public service reforms in line with the Zanzibar Vision 2050, the RGoZ designed ZPSRP II with a focus on modernization.

The RGoZ had the following goals: deepen the implementation of institutional reforms designed under Phase I, improve the skills of the public sector employees, improve records and archive management, and adopt eGovernment interventions to improve efficiency in public services.

ZPSRP II demonstrates the RGoZ commitment to continue efforts of public sector reforms.

ZPSRP II seeks to address many constraints challenging the public service performance in service delivery, including but not limited to slow technology uptake in public service operations, inadequate management of public records, limited technical capacity, low remuneration packages, insufficient skilled workforce, structural and institutional coordination challenges, and limited

PMSs. These challenges have led to the low satisfaction of the public on the quality of services delivery, low morale and motivation of the civil service, and suboptimal contribution by the civil service to the attainment of the Zanzibar Development Vision 2050. In effect, Zanzibar's public service is caught in a low-productivity, low-motivation, and high-informality trap, as it struggles to meet multiple expectations from the public at large—both as deliverer of services and provider of employment as the largest employer in the formal sector.

This diagnostic study was based on the RGoZ's request for the World Bank's technical assistance in supporting the ongoing ZPSRP II and thereby regaining momentum in modernizing government administration. While the specific request was focused on the records management system, the development of the e-registry, reform of the Institute of Public Administration (IPA), and the review and design of the PMS, this report takes a wider perspective to identify systemic issues that hinder broader institutional reform that supports improved efficiency in service delivery.

This report seeks to establish a clear understanding of the status of the public service in Zanzibar, how well it is managed, and how incentivized and motivated the employees are to deliver better services to the people. The outcome of the diagnostic study will inform the design of strategic interventions and transformation frameworks for the achievement of sustainable public service reforms that are critical to the achievement of Zanzibar's Vision 2050. The study was undertaken using key informant interviews listed in Annex 2; a focus-group discussion; and the review of key documents such as laws and directives, policy and program descriptions, and information from published and unpublished reports. The material used in this study is included in the references.

The Organizational Structure and Coordination Arrangements for Public Service Management

The President of the Revolutionary Government of Zanzibar

The PSA Article 11 states the powers of the president as the general superintendent of the public service. Except for those officers who are constitutionally independent, all other public servants are accountable to the president. The president thus has powers to determine the public service's size and level of functioning, as well as to hire and fire any public servant within the law. He/she has the mandate to appoint public officers to the position or acting position of principal secretary and to remove the office holders or acting officials.

The Chief Secretary and Head of the Public Service

The role of the chief secretary as head of the public service has been restated in the PSA under Article 14. The PSA states that the incumbent will be the chief adviser to the president on all public service matters. In addition, he/she has the responsibility for ensuring that public servants

are trained and motivated, that they work skillfully and efficiently to deliver quality services, and that they promote accountability in the public service. He/she exercises a disciplinary mandate over presidential appointees and all other public servants and issues guidelines on coordinating the public service institutions and on the duties, capacity, compensation, and benefits of principal secretaries and other presidential appointees.

The Public Service Commission

Consistent with the constitution, PSA Articles 17–30 provide for the establishment of the PSC and the appointment and termination of the commissioners and the chair. The PSC has 47 skilled staff organized around three departments: (a) HR and Personnel, (b) Appeals and Audit, and (c) Guidelines and Audit of Organization Structures. The commission's functions include advising the president on all matters related to the public service, appointments of senior staff to presidential posts, and public service salaries. The commission is also responsible for overseeing the other service commissions. Additionally, it has responsibility for HRM audit and investigation. It also serves as an apex body on disciplinary issues, in cases where staff appeal the decisions of the service commissions. The PSC has also assumed responsibility for approving schemes of service (SofS), organizational structures, and salaries as recommended by the service commissions. It is required to issue an annual report on the state of the public service but so far has not done so due to lack of technical capacity.

The Civil Service Commission

The CSC is a constitutional body with a scope that covers employees of the central government, local government, and independent departments and agencies. It does not cover employees of state-owned enterprises (SOEs). The constitution also established similar service commissions for the house of representatives staff (House of Representatives Service Commission), for judicial staff (the Judicial Service Commission), and for the uniformed services (the Special Department Services Commission). The CSC has 24 staff, including 6 support staff, which it considers limited to fully execute its roles. It has a budget vote, which is also under the PO-CLAPSGG. These constraints notwithstanding, the CSC has been heavily involved in the design and implementation of the performance-appraisal system. The CSC has also carried out a review in selected public institutions on how well they are implementing the HRM regulations. The findings of this review had not been released at the time of this study.

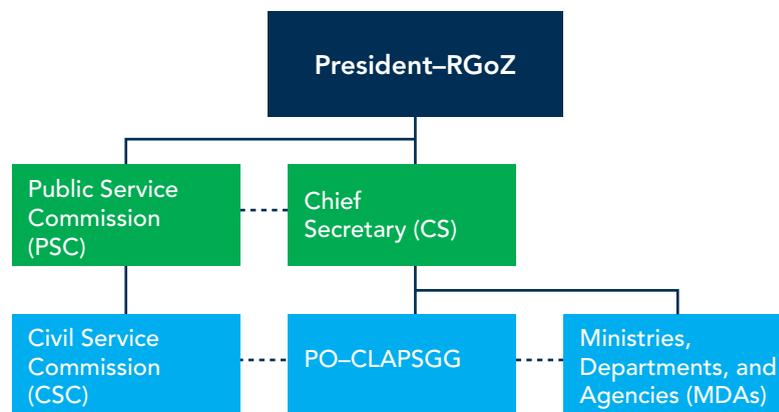
The President's Office's Constitution, Legal Affairs, Public Services, and Good Governance

The PSA provides for the establishment of the ministry responsible for public service management to be headed by a principal secretary (nowadays folded into PO-CLAPSGG). The ministry shall have a facilitating and implementing role and will be accountable to the principal secretary. The ministry has the mandate of coordinating and overseeing management of the

public service with the following key responsibilities: (a) issue strategic guidelines on supervision and management of the public service, including recommending the establishment, use, and acceptance of new systems and management procedures across the public sector; (b) analyze public sector HR capacities and identify capacity needs in the Zanzibar public sector; (c) design and implement public service reforms across the public sector, for specific sectors, institutions, ministries, or special projects; (d) develop policies for the management of the public service and support their implementation in the public service; (e) provide technical and administrative support to public institutions in Zanzibar; (f) coordinate and issue instructions, guidelines, and orders on procedures for rent, transport, official transport, subsistence allowances, and other benefits for public service staff and other non-public servants whose benefits are overseen by the government; (g) collect, process, and store all data on the public service, together with other reports and statistics related to the supervision and management of the public service; and (h) deal with all matters relating to HRM.

Based on the foregoing structure, in Zanzibar, the role of managing the public service is chiefly distributed between the chief secretary, the PSC, and the PO-CLAPSGG. The chief secretary has a major role in managing presidential appointees and overseeing the public service. The core functions of the public service—that is, recruitment, confirmation, promotion, and termination and recommendation of salary structures and levels—are with the PSC. The ministry has a developmental function in designing and implementing new systems and policies on HRM. It also plays a role in presenting the human resources budget to Parliament, and for this reason it coordinates the recurrent budget process for HRM in the government. The act also includes, among the ministry’s role, dealing with all matters related to HRM.

Figure 1.1. Organizational Chart for Civil Service Management in Zanzibar



The functions of the chief secretary, the PSC, the satellite service commissions, and the PO-CLAPSGG are summarized in table 1.1 for ease of comparison.

TABLE 1.1. SUMMARY OF ROLES AND KEY HRM INSTITUTIONS IN RGoZ

Chief Secretary	PSC	CSC	PO-CLAPSGG	MDAs
Public Service Values and Ethics				
Monitor compliance with the basic public service principles, values, and code of conduct.	Recommend measures to be taken against any executive who fails to act concerning subordinate staff in line with the laws and regulations.	Ensure that public service basic principles, values, and codes of conduct are observed.	Develop the public service values and ethics. Interpret public service values and ethics by issuing guidance notes.	Ensure public service values and ethics are adhered to by employees.
Public Service Appointment and Promotion				
Be an appointing authority for presidential appointees.	Advise the president on appointments of specified public officials on its own motion or at the request of the president.	Select and appoint persons to the public service for vacancies identified by MDAs against the nominal role.	Sign and issue employment contracts to public servants.	Place new hires in vacant posts.
Public Service Remuneration and Benefits				
Issue directives and guidelines to ensure improvement of public service.	Advise the president on public service remuneration.	Advise the government on remuneration and benefits of public servants.	Review and recommend policy on remuneration and benefits to the Cabinet and supervise implementation.	Implement remuneration policy guided by the PO-CLAPSGG.
Performance and Promotion				
Assess performance of presidential appointees in the public service excluding judges.	Facilitate, monitor, and evaluate performance of public service officials.	Approve promotion of employees according to SofS.	Coordinate the performance-appraisal process for civil servants that leads to recommendations by principal secretaries/ heads of agencies for promotion.	Undertake performance appraisal of employees and recommend increments or promotions to the CSC.
Public Service Discipline				
The highest-ranking disciplinary officer in the public service may exercise all or any of the powers delegated to a disciplinary authority.	Receive and act on appeals from relevant disciplinary bodies.	Suspend or terminate an employee from the service based on recommendations of the MDAs.	Execute suspension or termination from the payroll and HR records on notification by MDAs.	Discipline employees for minor offenses. Recommend suspension or termination to the CSC for grievous offenses.
SofS				
Oversee the SofS for senior executives.	Approve SofS and organizational structures of public institutions recommended by the CSC.	Review and recommend to the commission approval of SofS for institutions under its jurisdiction.	Coordinate the preparation of the SofS for the various cadres and submit to the CSC for review.	Contribute inputs to the preparation of SofS for the respective cadres.

Size and Distribution of Public Service

Zanzibar’s public service forms a large component of formally employed staff in the economy. According to the PO-CLAPSGG data, there were an estimated 56,000 staff members in 2022 compared to a total formal employment of 80,800 in 2020. This figure does not include parastatal employees whose employment is overseen by the respective boards. Government employees constitute approximately 68 percent of the formally employed. Approximately 10,000 of these are employed in the uniformed services, and this leaves 46,000 public servants spread within the central government, local government authorities, and independent departments and agencies.

The police force in Zanzibar is a union department, and hence it does not fall under the RGoZ. The uniformed services under the RGoZ include the Zanzibar Anti-Smuggling Unit (Kikosi Maalum cha Kuzuia Magendo), Fire Brigade and Rescue Force (Uokozi), Zanzibar Correctional Facilities (Mafunzo), National Service Brigade (Jeshi la Kujenga Uchumi), and Zanzibar Volunteer Defense Force.

Employment trends in the public sector show a significant growth of at least 3 percent per year in the past 10 years, though with much variation between years (table 1.2). This rate of growth is slightly higher than the population growth rate in Zanzibar, which is 2.8 percent. The rapid expansion in the public service is partly driven by the need to provide services such as education and health to a fast-growing population. But it is partly driven by weak management of established posts that leads to the creation of new posts and employment in a weak regulatory environment. Currently, the government hires on average 2,000 employees against a retirement rate of about 500 annually, implying a net increase of at least 1,500 employees. Over the years the government has become an employer of last resort. This partly accounts for the absence of a strong scrutiny process for new positions, advocated on a needs basis, and reinforced by popular expectations of jobs in government.

TABLE 1.2. RGoZ EMPLOYMENT TRENDS 2011–20

Year	Recruited	Retired	Total Employees
2011/12	330	533	31,762
2012/13	3,261	418	32,180
2013/14	846	449	32,925
2014/15	2,828	330	33,203
2015/16	1,330	401	33,642
2016/17	1,097	624	33,739
2017/18	2,968	583	34,045
2018/19	3,493	592	36,945
2019/20	5,700	655	40,323

Source: PO-CLAPSGG, 2021.

Most of the staff are employed in the three main sectors, education, health, and agriculture, which together constitute two-thirds of all government employees (figure 1.2). The education sector has 17,458 employees, of which 12,099 are teachers, and is considered in need of at least 4,000 more. There are also another 6,789 employees in the health sector, of

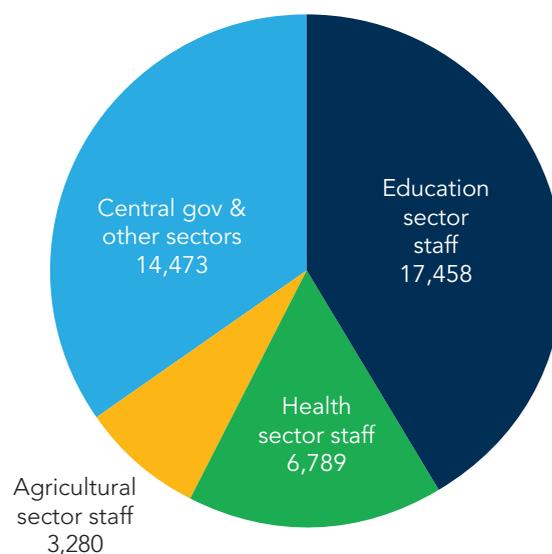
which 3,167 are professionals, and this sector is viewed as in need of at least 2,000 more. The education and health sectors in particular are expanding rapidly due to the population growth placing an increasing demand on services. When combined with the agricultural sector with 3,280 employees, these three sectors constitute over two-thirds of the total workforce in the government. Redundancies, nonetheless, exist in all these sectors, due to lack of critical review of positions, alongside critical staff shortages. While there is a shortage of science and math teachers, there is reportedly an excess of art teachers.

While the need for education and health workers is evident, there is still a high level of employment across public service of low-skilled workers who make a limited contribution to service delivery.

Approximately 30 percent of the staff are those who have not completed form four (low-skilled workers), which affects the overall productivity of the workforce through the constraints to their further training.

Table 1.3 also shows the gender disaggregation of the public service for the domains of the respective service commissions, namely CSC, JSC, HRSC, and SDSC. Generally, there is a significantly larger proportion of females to males in the public service.

Figure 1.2. Distribution of Government Employees (2021)



Source: PO-CLAPSGG 2021.

TABLE 1.3. GENDER DISAGGREGATION OF THE PUBLIC SERVICE

Academic Level	CSC		JSC		PSC		SDSC		Total		Grand Total
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	
Secondary Education	2,185	1,527	131	28	29	15	4,661	3,561	7,006	5,131	12,137
Certificate	294	480	19	53	7	7	1,358	3,184	1,678	3,724	5,402
Diploma	1,635	2,285	26	55	8	17	2,438	5,635	4,107	7,992	12,099
Degree	2,740	3,260	69	47	18	20	1,793	1,941	4,620	5,268	9,888
Master's	85	67	1				118	56	204	123	327
Ph.D	29	7					77	27	106	34	140
Total	6,968	7,626	246	183	62	59	10,445	14,404	17,721	22,272	39,993

Source: PO-CLAPSGG, 2021.

Special Departments (SD) command the largest share of employment numbers in the total public service workforce. The SD is made up of five departments, namely the Zanzibar Anti-Smuggling Unit (KMKM), National Service Brigade (JKU), Zanzibar Correctional Facilities (Chuo cha Mafunzo), Fire Brigade and Rescue Force (KZU), and Zanzibar Volunteer Defence Force/People Militia Unit (KVZ). Collectively, these units make up approximately 62 percent of the total public service workforce.

The majority of the current workforce in the public service in Zanzibar are below degree holders, constituting approximately 74 percent of the total workforce. Those below diploma level (certificates and secondary level education) occupy the largest share of the pie at 44 percent, while those with a diploma level education make up 30 percent. This entails that only 37.5 percent of the public service workforce in Zanzibar possess at least a degree and above.

The key challenge for the government is thus to right-size the workforce with a skill set that is necessary for modernization while also controlling the size of the wage bill. This study did not do a deep dive on the root causes to this issue, though the lack of a strong challenge function for new position requests, the absence of up-to-date organizational structures, and popular expectations for government employment are clearly factors. Implementation of the government's ICT reforms, while holding considerable potential for productivity gains, will also create redundancies. Many of these will change from manual-driven processes currently to automated systems. Adapting to this environment will require recruitment of skilled personnel and retraining and redeployment of existing staff to cope with the changes. Such changes need to be planned in advance.

Human Resources Management (HRM) Systems and Processes

As part of this diagnostic study, we reviewed six key dimensions of the public service: HRM capacity, strategic planning, HR policy and practice, performance management,

Figure 1.3. Workforce Composition by Thematic Area

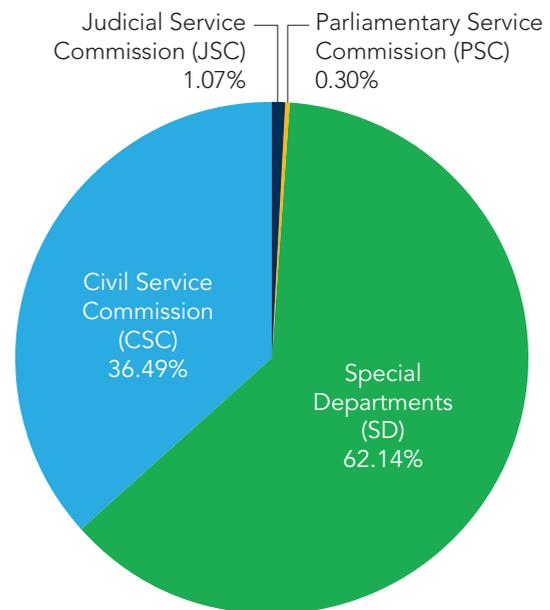
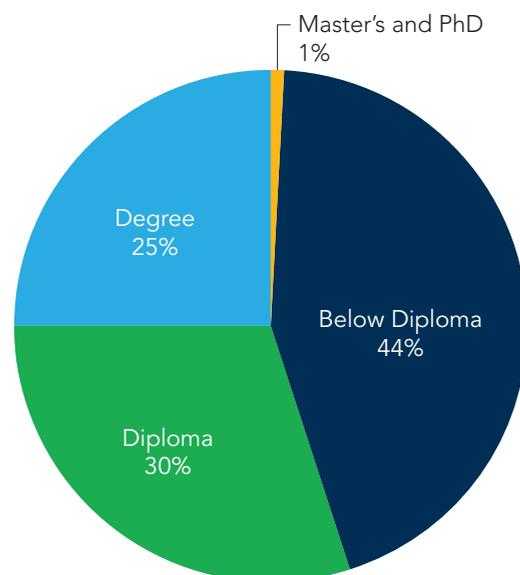


Figure 1.4. Workforce Composition by Educational Level



compensation and benefits, and staff training and development. The findings from this review are summarized below.

HRM Capacity

All the MDAs visited had adequately skilled directors and heads of sections, in relation to existing processes, though new ones like PMS were less so. There are variations in skill levels in terms of junior staff, which reflect the general public service skill set.

HRM Strategy

HR strategic planning. The PSA requires MDAs to prepare their respective five-year HR strategy. The PO-CLAPSGG prepared and issued a guideline in 2017 for preparing HR strategic plans. Some ministries such as education and health used the guideline to prepare five-year HR plans that are linked to the ministry/institution's medium-term strategy, especially through the staffing plans. The major sectors such as education and health effectively use the HR strategic plan for designing measures to address the challenge of staff numbers. These two sectors are guided by staffing norms that help in planning for the sectors. For many other sectors, staffing norms do not exist and the HR strategy adopts historical staff lists as the basis for planning. The HR strategic plan has been well developed in the health and education sectors in particular as a standard tool for medium-term planning, though it tends to emphasize needs over resource availabilities and their requirement to face trade-offs. HR planning is also incremental, focused on additional staff needs, with little emphasis on improving the productivity of existing staff, which is much lower than it should be due to poor pay, lack of supplies, and other workplace factors. HR plans are also dependent on the existence of organizational strategic plans that may not be regular or fiscally realistic.

HR planning. Annual HR plans are derived from the strategic plan and prepared every year to request the recurrent budget resources. The annual plans are evaluated annually as the basis for the next year's plan and also for addressing staffing shortfalls affecting service delivery. The key tool used is the nominal roll, with which HR staff identify vacancies to be filled in the next year and additional requests for staff from the sectors. The nominal roll is the list of all staff in post in an organization, with their basic details including date of birth, education qualifications, date of employment, and current grade. It is used to prepare budget estimates for salaries and other staff costs. It is also used to request for new staff to fill vacancies where existing staff have left the organization. The implementation of annual plans is evaluated at the end of the year and summarized in a report that is sent to the PO-CLAPSGG as part of the preparation of the annual plan and budget for the successive year.

Succession planning. A succession planning guideline was prepared by the PO-CLAPSGG as part of the ZPSRP I in 2017, but it is not widely used by MDAs as a stand-alone tool. HR planning in the MDAs usually does not consider succession planning; instead, planners use the nominal roll to identify vacancies. Ideally, the established positions in the organizational chart should be the basis for identifying vacancies. The absence of approved organizational structures and thus established positions has led to increased reliance on the nominal role to identify staff

positions that need to be replaced or added. This is a short-term measure that does not allow much room for succession planning. Thus, even though the HR policy identifies succession planning as a useful tool, it is yet to be effectively used across the public sector.

HRM Policy and Practice

The Public Service Act. The PSA (2012) together with the HRM Manual (2014), widely known by its Kiswahili title “Kanuni,” are the main policy tools used to guide HRM practices. These tools are heavily quoted in decision-making and implementation of HR measures in the government. All the practitioners interviewed during this study noted that the manual is an adequate tool for HRM, even though it has not been widely circulated to staff. All employees who undergo induction training get acquainted with the manual as a tool that sets out their rights and obligations as public servants. The manual is viewed as adequate by many of the practitioners in the government, citing only minor shortfalls. The PSC and CSC also view the manual as adequate in guiding them within their current roles.

The PSA, however, requires a closer review, since there seem to be overlaps between the mandates of the PSC, the CSC, the chief secretary, and the PO-CLAPSGG. A good example is on reviewing salaries, which ideally should be an executive function under the PO-CLAPSGG, but it is a constitutional mandate of the CSC. Based on discussions with the CSC, it was reported that it lacks capacity to undertake this activity and thus leaves it to be carried out by the PO-CLAPSGG. Controlling the establishment is another area that should be the mandate of the PO-CLAPSGG, an executive function in all other Commonwealth countries. In Zanzibar, this role is the mandate of the CSC, a constitutional body.

The RGoZ is at the final stages of drafting the new PSA, which is comprehensive and generally sound but has led to overlapping roles and responsibilities. It is not unusual (many different configurations can be found in Anglo-tradition countries) to have an overarching PSC coordinating satellite commission with responsibility for the various branches of government. What does stand out is the overlapping of roles, with the constitutional bodies playing an active role in activities that elsewhere would be considered executive functions, such as recommending organizational structures for MDAs, devising SofS for the various professional cadres, establishment control and making recommendations on pay policy and salary grades. It is possible that lack of capacity in the PO-CLAPSGG (within which the function of Ministry of the Public Service is nested) at the time the PSA was drafted and afterward has given rise to this effective displacement of functions.

The current PSA, in Article 69, establishes the Senior Executive Service (SES) in Zanzibar whose terms of employment, promotion, remuneration, and termination are to be provided in a separate guidance note of the chief secretary. This article and Article 70 have not been put in practice, and to date the SES has not been established. Article 70(d) in particular has a drafting error in the English version, which states that a public servant qualifies to be appointed to an SES position if he/she “had held a presidential appointment.” The Kiswahili version uses the present tense. It is unlikely that this is the reason that the SES has not been established. It is more likely

that the specific terms and conditions of this cadre have not been fully developed. Whether or not the government goes ahead with the creation of a SES, the current system appears to lack a mechanism to hold senior staff accountable for their performance.

Approved organization structures. For many years, ministries and departments did not have an approved organization structure. As part of ZPSRP I, a functional review of ministries and departments was carried out in all the ministries that led to the design of organization structures that was completed in 2020. These have been reviewed by the PSC and presented to the government for approval. These organizational structures are currently used informally for HR planning as many of them are yet to be approved by the Inter-ministerial Technical Committee of Principal Secretaries. As part of this process, SofS were also prepared for each cadre, and these have been used as job descriptions and for staff deployment. Once they have been approved, it will be necessary for the PO-CLAPSGG to provide a guidance note to sectors and some training on updating the job descriptions in the SofS. Usually, for many governments, preparation and approval of organizational structures and SofS are done by the executive rather than regulatory bodies like the PSC. Box 1.1 provides a summary of international experience on the use of SofS to improve productivity in the public sector.

BOX 1.1.

INTERNATIONAL EXPERIENCES IN THE USE OF SCHEMES OF SERVICE

Both Zanzibar and the mainland governments, together with most other Commonwealth governments in sub-Saharan Africa, use SofS as an organizing tool for their civil services. Typically, a SofS is developed for each cadre in the civil service, showing the different levels within each professional group, from entry through to the highest attainable level, specifying the qualifications and experience required for progression. In most SofS, grade levels are given, providing staff a career development framework and a way for management to determine the salary range for the cadre. For example, a person joining the finance officer cadre after graduation might expect to move through two or three levels of finance officer, senior then principal finance officer, to chief finance officer, assuming good performance and a vacancy at the next level.

SofS were introduced in the decade following the 1968 UK Fulton Commission Report, which, confronting the rigidities of the traditional administrative model, recommended the abolition of classes and the development of a more professional civil service. They were quickly adopted in East, West, and Southern Africa by governments seeking to adapt postcolonial civil services to the demands of development. They are mostly not found in countries that have substantially delegated pay and employment decisions to departments and agencies, though many, like the United Kingdom, have retained the concept of professional groupings to foster professional standards and values.

SofS have been criticized for an overemphasis on qualifications and time at level, but this can be offset by greater emphasis on performance and competencies. Regularly updated and underpinned by job evaluation, SofS can assist governments, like Zanzibar, that embark on overhauling pay and grading structures. They can also support the development of individual goals and targets in a performance management system (PMS) and facilitate the cascading downward of organizational goals and targets.

Staff recruitment, selection, and placement. This is under the mandate of the CSC as defined in the constitution and the PSA. The HRM manual provides detailed guidance on recruitment procedures, and these are followed consistently by the CSC. The role of auditing these procedures rests with the PSC.

Recruitment processes start with the respective ministry or independent department where the HR department will establish vacant positions that need to be filled every year. Due to outdated establishment numbers, the nominal roll is reportedly used as the basic tool for filling vacancies in a specific fiscal year. Requests for recruitment are sent to the PO-CLAPSGG for approval, following which the approved staff posts are budgeted for in the annual work plan and budget. The nominal roll is not an appropriate tool for identifying vacancies in an organization and continued use may have contributed to increased staffing numbers. As the RGoZ moves toward a more results-oriented approach, it needs to review not just filling vacancies but whether existing staffing levels and deployments are appropriate. Another key challenge identified on recruitment relates to how the positions for recruitment (vacancy) are identified. Based on the feedback received, there is not a structured analysis (scrutiny) and objective way to identify positions for recruitment, especially for lower-level jobs. The review noted that the selection process is standard, and similar to the process in the mainland, whereby candidates are invited for interviews, then a decision is made based on academic or technical qualifications.

Once the budget for recruiting new staff is approved, the principal secretary of the MDAs requests that the CSC proceed with the recruitment process. The CSC prepares and issues advertisements, screens candidates, invites selected candidates for an interview, and interviews candidates in collaboration with client ministry or institution. Following interviews, the successful candidates are selected and the names are sent to the principal secretary to fill the vacant positions. When the candidate is offered a position by the client ministry, he/she is hired on a one-year probation period. This recruitment process is closely followed by MDAs. To ensure compliance, the PSC reviews the recruitment process from time to time.

Orientation and induction of new staff. The HRM Manual provides for induction of new staff, and this is given special emphasis by the PO-CLAPSGG. New staff cannot be confirmed following probation unless they have undergone induction training. In practice, limited HR budgets in respective ministries and institutions have hindered a number of staff from attending induction training. This training is provided through the Zanzibar IPA, which offers consistent training to all staff. IPA charges for induction training, which suggests that either the PO-CLAPSGG centralizes this training and includes payment to IPA in its annual grant or it takes a more stringent approach, making approval of new positions contingent on MDAs demonstrating that they have set aside sufficient training provision in their HR budgets. In short, the MDAs should take greater responsibility for providing a conducive work environment for their staff (as the PSMP Note envisages), starting with provision of basic training. Our review noted that pre-service trainings (orientation and induction) are not prioritized by most of the MDAs due to budget limitations.

Furthermore, the absence of performance metrics on staff trainings and development relaxes the MDAs' commitment to planning and instituting pre-service trainings.

In the absence of approved organizational structures, the basis for setting establishment levels for the sector ministries has been weak, with the exception of sectors, such as education and health, where staffing norms are available. In other ministries, there are no clear instructions on the staffing norms for technical services staff versus administrative and support staff. The PO-CLAPSGG reviews proposals from sectors on staff promotions and recruitments and their impact on the establishment and the wage bill on an annual basis. But without staffing norms in many sectors, this process is weakened. Partly as a result, decisions made in the past have led to a huge increase in the overall workforce and, in turn, the wage bill. At the same time, the government's ability to fund non-wage running costs (other charges) has diminished, and with it the productivity of the public service workforce. Notably missing is serious scrutiny of new position requests in which needs are assessed against existing staff and structures, in addition to financial headroom. The net result, over time, is continued growth of establishments, faster than population growth, and beyond what financial resources can afford. The result is eroding pay, weakened motivation, absenteeism, and other informal behaviors, feeding through into poor service delivery and public dissatisfaction.



Discipline, termination, and grievance procedure. The PSA describes disciplinary proceedings to be taken against employees who break the professional ethics code for the respective profession (Article 9), and the HRM Manual provides guidelines on handling disciplinary matters at the workplace. Disciplinary actions can be taken by the supervisor, the head of department, the principal secretary, or the CSC, depending on the severity of the offense. In cases where the employee is dissatisfied with the decision, he or she may appeal to a higher authority. There is little awareness among staff of the stipulated discipline, termination, and grievance guidelines, due partly to inadequate awareness programs but also because sanctions for poor performance are seldom imposed.

There is a disciplinary committee set up with the CSC, which addresses grievous offenses brought by the principal secretaries or heads of institutions. Since the decision to hire is with the CSC, it is also the body that can fire employees in the public service. This includes taking disciplinary measures such as denying promotion or salary increment to an employee. Supervisors in ministries and institutions can only make recommendations to the CSC about disciplinary actions to be taken. Suspension or termination decisions are made following a disciplinary committee hearing under the CSC where the respective employee is given an opportunity to defend why disciplinary steps should not be taken.

Performance Management

A modern PMS was introduced in the RGoZ in 2019. This allows the supervisor to sit with an employee to set annual objectives at the beginning of the annual employment cycle, which starts on the employment or promotion date anniversary; hence, it is unique to each individual depending on the date of employment or promotion.

At the end of the annual employment cycle—that is, before the employment or promotion date anniversary—the employee makes a self-assessment in the performance-appraisal form on the achievement of agreed objectives and submits to the supervisor. The supervisor is supposed to assess the staff performance in the performance-appraisal form against both targets and competencies and call for a meeting to get a consensus assessment. During the meeting, the supervisor and employee jointly review the assessment and agree on a total score. The supervisor then makes final comments in the form, confirming the performance of the employee and the reward to the employee. Both the supervisor and the employee sign the form, and the former submits to the principal secretary or head of the institution.

The performance-appraisal form does not include departmental objectives, and thus employees and supervisors liberally set objectives based on the job description, mostly drawn generically from the SofS of the relevant cadre, and set targets along these lines. There is a need to make improvements in the performance-appraisal system to link it to departmental objectives and thus to be able to better assess the achievement at the end of the fiscal year.

Other drawbacks include the performance-appraisal cycle being individual based since it is linked to employees' date of employment or promotion. This does not allow a coherent review of performance across the institution. Further, even though the system of rewards and sanction exists, the latter has not been effectively used. Experience has shown that most supervisors find it difficult to give an objectively negative rating to someone they are familiar with for reasons of potential backlash outside the office due to the closely knit communities where they reside. There is thus a need to make the performance-appraisal system more objective.

The initial use of the performance-appraisal tool was viewed by staff as a way of getting increments and promotion. However, since 2010, staff have not been awarded salary increments due to lack of adequate revenues. This greatly diminished the credibility of the PMS. A further drawback is that over 90 percent of staff pass the performance-appraisal assessment with flying colors. Only in the health sector, where it was reported that 20 percent of staff did not meet the average of the performance-appraisal system and were given warnings, does the staff-appraisal system appear to have been applied rigorously.

Heads of departments and principal secretaries who are presidential appointees are not assessed in the performance-appraisal system under the HRM manual. Such a system has not yet been formally established, which undermines the accountability of this group. There is a need to establish a performance-appraisal system for this cadre, considering their performance in achieving strategic organizational objectives as well as their management qualities. There are discussions on a possible performance contract scheme for heads of department and above. Performance contracts relate to specific work targets and performance criteria. These are objectively measured by supervisors to be able to provide awards to those being evaluated. Such a system thus needs to be built on a good M&E system that will require further improvements in the current HRM environment to be able to work effectively.

Staff rewards, recognition, and sanctions. Within the PMS described in the HRM Manual, in theory, there is a mechanism for rewarding outstanding employees and sanctioning poor performers. Outstanding performers can be granted two increments, and where relevant they can get an accelerated promotion. Poor performers are not granted an increment and cannot be promoted. Remedial action could include training to improve employees' performances. In practice, supervisors report a high demand from employees to be appraised since they are aware it could lead to confirmation, increment, or promotion when these are due. No increments or promotions have been formally awarded based on the system. It has been sparsely used for sanctions, as reported by the Ministry of Health. Most supervisors report difficulties in applying a more objective and rigorous process to evaluate employees, arguing that Zanzibaris have close community ties. These relationships limit the extent to which supervisors can use objective criteria to sanction employees for fear of backlash at home from close family members. As a result, most appraisals result in positive performance ratings. The PSC is currently reviewing the performance-appraisal system to make recommendations on strengthening it. As part of strengthening the system and to prevent abuse, limits could be set on the proportion of staff in an MDA awarded the highest ratings.

Staff promotion. The regulations are clear on the promotion of an employee who performs well. Where vacancies exist at a senior level and an officer has performed well in the current job, the supervisor can recommend a promotion. This recommendation must be endorsed by the principal secretary and submitted to the CSC for approval. Mid-level and senior positions in the public service are largely for promotion rather than external recruitment. Historically, seniority (readily measured) has been a dominant factor in promotions, aided by the absence of a functioning staff-appraisal system. Overall, career progression in the public service is slow, exacerbated by a weak staff-appraisal process, delays in approving SofS, and new organizational charts. With entry pay determined by level of education, the way ahead is perceived to be through academic credentials and seniority rather than job performance. The challenge for the future is to strike a better balance between seniority and performance, to ensure that the latter is the chief criterion for advancement.

For almost 10 years, the RGoZ did not promote staff. The government argued that the lack of approved SofS did not provide an objective means of guiding promotion decisions. Further, SofS were supposed to be tied to organizational charts, which had also not been prepared and approved. These organizational charts and SofS are now ready and awaiting approval by the Cabinet. Second, the government had frozen pay increases in the public service due to inadequate revenues for many years. These two factors have led to weak career progression among staff and are a major source of complaints. Now that the SofS are set to be approved, it is unclear how the government will deal with the wave of pending promotions in the public sector and, more importantly, how this will be factored in the wage bill. The SofS are to be approved alongside the organizational charts by the Inter-ministerial Technical Committee.



Staff Compensation and Benefits

Pay policy. The government drafted a pay policy in 2017 with the express objective of harmonizing salary disparities within the public sector and for better managing the wage bill. Under the leadership of the PSC, in 2020 the government reviewed salaries of central government against those of independent departments and agencies. Before this study, agencies had been reviewing their salaries independently and had their own salary structures. Based on the review and the pay policy of 2017, the government moved to a single-spine pay structure that applies across the public sector. Parastatals still have their own independent boards that determine the salaries of their respective employees.

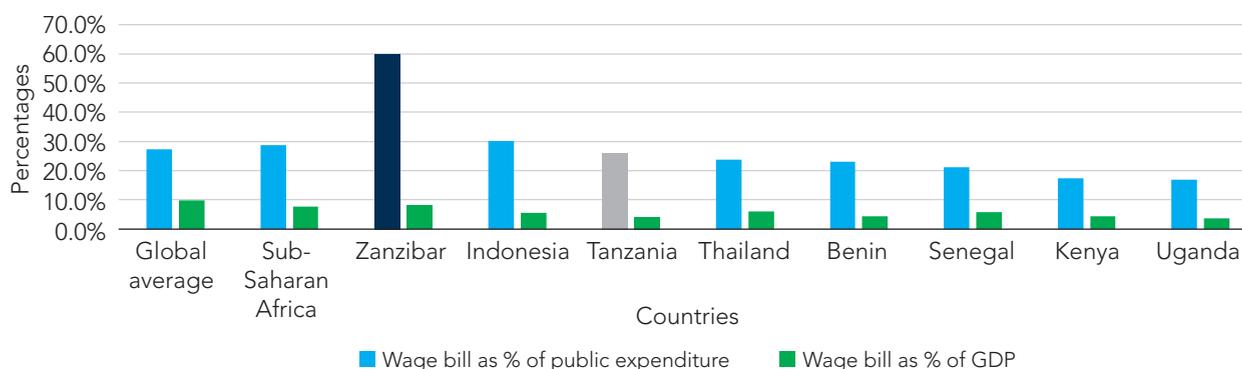
Wage bill. The wage bill in 2019/20 for the RGoZ was TZS 283.8 billion (US\$123 million) for the whole public sector including the uniformed services and the political posts but excluding parastatal employees.¹ This represented 39 percent of recurrent expenditure of TZS 722.6 billion, approximately US\$316 million (6.8 percent of gross domestic product [GDP]). Over the past six years, the average share of the wage bill is at around 45 percent, slightly higher than the average best practice in low-income countries (40 percent). However, due to the negative impact of COVID-19 on GDP and continuing wage-bill growth, its share increased significantly recently. The Ministry of Finance and Economic Planning reports that wages increased to 60 percent of recurrent expenditures in 2021/22 and to more than 8 percent of GDP. COVID 19 appears to be the principal reason for the jump, due to the contraction of revenues and output and an inflexible wage bill.

TABLE 1.4. RECENT TRENDS IN THE WAGE-BILL RATIONS (RGoZ)

	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21
Wages to GDP (%)	7.7	7.3	8.4	5.9	6.8	8.0
Wages to recurring budget (%)	49	46	48	33	39	60

Source: Office of the Chief Government Statistician Zanzibar (OCGS), 2022.
Note: 2020/21 figures are estimates by the Ministry of Finance and Planning.

Figure 1.5. Wage Bill Trends (FY 2020–21)



¹ Exchange rate July 2022: US\$1= TZS 2350.

Salary structure. The RGoZ has a salary structure that is divided into 12 grades, from A to L, for general professional staff. The government moved to a single-spine salary structure in 2020 following recommendations from the PSC to harmonize pay in the public service, including for independent departments and agencies. The structure has a minimum entry salary of TZS 300,000 (US\$127.60) at the lower level and a minimum entry salary of TZS 1,300,000 (US\$553) at the higher grade, per month. Existing scales are highly compressed and relatively flat, with increments within a scale comparatively small. The salary compression ratio for professional grades is 4.3. This is low compared to the mainland, with a compression ratio of 13.6. Notably, lower compensation/remuneration levels contribute significantly to the failure to attract top talent. On the same note, if wage levels and supporting services are low, informality grows, and with it, absenteeism becomes common. Stakeholder interviews confirmed that absenteeism in Zanzibar occurs mainly because many challenges prevail. Low remuneration, inadequate operational budget, dysfunctional PMS, and inadequate working tools are among the factors contributing to absenteeism.

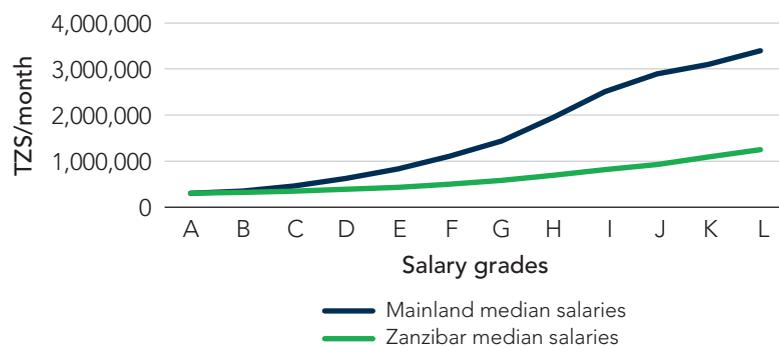
There is another grade for the officials who serve as heads of department and above S. The salary attached to this grade was not made available. However, it is estimated they earn up to TZS 3,000,000 (US\$1,276.50) monthly, which is about twice the rate of officers on the highest regular scale. Staff have raised concerns that the disparity does not reflect the workload between these positions, while presidential appointees have expressed that the level of pay they are awarded is the same regardless of experience and seniority. This concern needs to be addressed since it does not promote accountability for results.

Allowances. There are allowances associated with the senior posts in the public service and also for specific professional cadres. The heads of department and other senior officials are reported to have a monthly allowance of TZS 500,000 (US\$212.80) while heads of sections have a monthly allowance of TZS 300,000 (US\$127.70). Specific cadres on regular scales such as state attorneys and public prosecutors have an allowance of TZS 200,000 (US\$85) per month. Teachers are provided an allowance equivalent to 20 percent of their basic pay. The use of allowances is limited to these senior positions and professions.

A comparison of the median pay scales for Zanzibar and mainland Tanzania is shown in figure 1.6.

Both sides of the union have a 12-grade structure (from A to L) for professional staff in the general public service. They also use a single-spine salary structure. These

Figure 1.6. Median Salaries in TZS per Month



Source: RGoZ for Zanzibar, 2022; Public information from the mainland, 2017.

similarities provide the opportunity of comparing these two salary ranges. While the salary grades are comparable at the lower levels, there are wide disparities moving to higher grades. This is due to the step increases from one grade to another, which are higher on the mainland than in Zanzibar. A comparison of teacher salaries in secondary schools, as shown in table 1.5, demonstrates disparities at various grades.

TABLE 1.5. TEACHER SALARIES IN TZS FOR ZANZIBAR (2022) AND THE MAINLAND

Qualification	ARTS		SCIENCE	
	Znz	Mainland	Znz	Mainland
Diploma	386,000	419,000	395,000	530,000
Degree	539,000	718,000	557,000	940,000

Source: RGoZ; Published mainland salary grid, 2017. US\$1 = TZS 2350.

Note: Znz = Zanzibar.

Generally, since 2000, there has not been a comprehensive salary review in Zanzibar. This has contributed significantly to the differences in salaries between Zanzibar and the mainland. On the mainland, by then, the government had begun undertaking reforms of the public sector and carried out comprehensive reviews of the salaries, which included benchmarking with the local labor market. In the absence of salary reviews, the RGoZ has made three ad hoc salary adjustments resulting in increases in the minimum wage from TZS 100,000 (US\$63) in 2000 to TZS 125,000 (US\$77) and TZS 150,000 (US\$63) in 2011 and 2013, respectively. Further adjustments were made in the minimum wage to TZS 300,000 in 2017 (US\$66) per month. These adjustments were made across the board and did not consider performance or the labor market dynamics. Overall, the government pay scales are relatively flat, significantly lower than mainland government scales, making it difficult to recruit, retain, and motivate staff with technical skills in demand elsewhere in the economy.



Staff Training and Development

Based on the guidance of the HRM Manual, all MDAs are supposed to have a training plan and monitor staff training. Given that the training budget is meager, not many staff are trained every year. The priority is on induction training, which is also underfunded. In-service training is largely donor funded with scholarships provided by the governments of China, Republic of Korea, and India, among others. The RGoZ also provides funding for critical skills offered in Tanzania mainland universities. Similarly funded are Zanzibar scholars in medicine, agriculture, and livestock colleges. The PO-CLAPSGG maintains a database of all staff who have been trained and ensures that there is equity in selection. However, the RGoZ recruits mostly fresh graduates who cannot work effectively without investing in in-service training. This is an area that needs to be developed further. In-service training and continuous professional development (CPD) have not been institutionalized within the public service and need to be.

One of the major challenges that has emerged recently is where staff privately fund training courses of their choice. The government is at odds about whether this approach is valid and staff should be compensated. Nevertheless, provided the staff have attended a training institution that is recognized by the government, they are eligible to be recategorized on their return.

The role of IPA in offering in-service training to support skills building in the public service in a sustainable manner is key. Pre-service and in-service trainings are still an issue to be addressed, mainly because IPA is currently focusing more on providing academic trainings that put it more closely to a university than a staff college. This shift in IPA's curriculum/offering has created a gap for pre-service and in-service training to public servants. This shift in course content earns the institute funds that enable it to run with limited budget support from the government. Furthermore, over half the people currently attending IPA courses are not public employees, though many may be selecting courses in the hope of getting a public sector job.

IPA clearly has an important role in deepening the skills of Zanzibar's public service, both at the start of an officer's career through timely and relevant (and funded) induction training and with in-service training. It faces challenges in terms of deepening its technical capacity to deliver courses, especially in attracting the right quality of tutors for colleges due to unattractive compensation packages, especially for advanced degree holders. The other key challenge is in licensing software for the computer lab, which is costly, and hence they depend on unlicensed software, which has its setbacks. IPA also lacks hostels for accommodating its students, which means students commute from urban Zanzibar to the institute daily. There are plans to build a hostel, but it has not taken off due to lack of funds. Shorter non-residential courses would reduce the need for on-campus accommodation.

Retirement from the Public Service

The PO-CLAPSGG holds the database of public servants that contains personal details of age and date of employment. This database is updated frequently by respective sector ministries and institutions. The PO-CLAPSGG in collaboration with sector ministries and institutions

monitors staff who are about to retire. This enables the respective institutions to update the nominal roll with expected vacancies as well as to take action to notify the CSC of a pending retirement of an employee. Employees are allowed to retire voluntarily when they reach 55 years old, and on a compulsory basis when reaching 60 years.

The HRM Manual requires the employing institution to notify the employee six months in advance of a retirement date, in the absence of which the employee should be paid six months' salary. The CSC's mandate is to approve the retirement of an employee following a request from the employing institution. By issuing the approval, the respective employee is struck off from the personnel database and thereby from the payroll.

In practice, there are delays in processing retirement letters due to manual procedures, as notifications are sent from the employee's institution to the PO-CLAPSGG and to the CSC for action and finally to the Ministry of Finance and Planning to update the payroll. The controller and auditor general notes that these delays affect the integrity of the payroll information, and this is an area of concern.

Enhancing the Performance of the Public Service in Zanzibar

Based on this study, there are several key issues that are salient in enhancing the performance of the public service in Zanzibar to achieve Vision 2050. These could be grouped into the following key areas: (1) managing public service, (2) redeployment and retraining staff, (3) building the skills of the future, and (4) improving the systems and processes to enhance a career-based and motivated public service. These are discussed in detail below.

Managing the Public Service

The management of Zanzibar's public service is distributed between multiple actors. While this is both natural and inevitable, the present distribution of functions may not be the best for sustaining the impetus of public service modernization. Current players are

- The president of the RGoZ;
- Chief secretary as head of the Public Service;
- The PO-CLAPSGG, headed by a minister, within which the Office of Public Service Management is nested;
- The line ministries, departments, and executive agencies headed by their principal secretaries/chief executives;
- The principal constitutional oversight body, the PSC; and
- The satellite service commissions (CSC, JSC, HRSC, and the Special Department Services Commission—chiefly uniformed branches), which are also constitutional bodies, with specific domains but coordinated overall by the PSC.

The question to be asked is whether the structure of management functions and responsibilities set forth in the PSA is the best one for ensuring that Zanzibar moves forward with its public service reform programs toward its Vision 2050 goals. The roles at the center of government, of the president, chief secretary/head of service, and the Public Service Office nested in the PO-CLAPSGG, headed by a principal secretary and a minister, are straightforward and well articulated. Likewise, the responsibilities of MDA principal secretaries and chief executives are straightforward. The extensive powers and functions of the constitutional bodies, comprising the PSC and its satellite service commissions, require more reflection, effectively constituting a single system to one side of the chain of command down from the president through the chief secretary and the center of government Office of Public Service Management to the line ministries and departments.

Looking to the future, particularly as the RGoZ moves further down the road toward a more results-oriented public administration, where strong central direction of policy is needed, the government should aim for a sharper division of functions between the executive arm of government and the constitutionally more autonomous bodies. The constitutionally autonomous bodies' prime objective is ensuring the merit principle is followed in recruitment, appointment, and promotion, and that there is due process in disciplinary matters. Constitutional bodies should be consulted on pay and staffing policy insofar as they impinge on merit, but they are not well suited to be policy initiators or policy gatekeepers. This may require adjustments to the PSA, distinguishing core responsibilities of the constitutional bodies from those which are consultative or verge on executive. In the short run, overlapping roles can be accepted. In the medium to long run, the PO-CLAPSGG, as the center of executive government, needs to build its capacity to set policy and direct and control the public service. This will enable the constitutional bodies to focus on their oversight functions.

As the modernization program proceeds and the center builds its capacity for strategic control and oversight, greater delegation of HRM to MDAs should be possible. Two other points may be made about the roles and responsibilities of constitutional bodies. The first is that as MDAs become more accountable for results through the development of performance management, both the constitutional bodies and the center will need to progressively delegate HR processes to MDA heads and their HR staff. This would give them greater control over hiring, firing, and staffing decisions to achieve the results expected of them. Successful development of the HRMIS and its links with the Accountant General's system for paying salaries will be critical to how fast this can be done. So, too, will be how well the PMS operates at the staff/supervisor level and how effective mechanisms for holding departmental heads accountable for results can be put in place and operated.

The Zanzibar PSC and its satellites, if the PSA is a guide, straddle several models. On the one hand, the PSC is heavily involved (through the subordinate Service Commissions) in recruitment, appointment, promotion, and discipline. On the other hand, the PSC aspires to play a role in the development of public service principles, values, and ethical and monitoring adherence.

This could be a viable model if the commissions are able to progressively delegate critical HR functions to MDAs, which may not be possible now but might be once new PMSs become better entrenched.

More controversial is that the commissions have quite extensive involvement in what normally might be seen as the center of government's public service management functions. In areas like the development of new SofS, the PSC should rightly be consulted but not be the approval gatekeeper. In the same vein, it might be questioned whether the PSC should be an approver of MDA structures or new salary grades. Box 1.2 compares international experience on PSCs.

While a constitutional oversight body such as the PSC might be offered a voice in these issues, the determination of organizational structures and new pay scales in most other countries would be considered a strictly executive responsibility. This suggests that the current range of functions the PSC and the service commissions are attempting to cover should be reviewed, with the aim of focusing them on a smaller number of functions, while at the same time respecting the value of consulting them on critical executive policies.

BOX 1.2. **INTERNATIONAL EXPERIENCES ON PSCS**

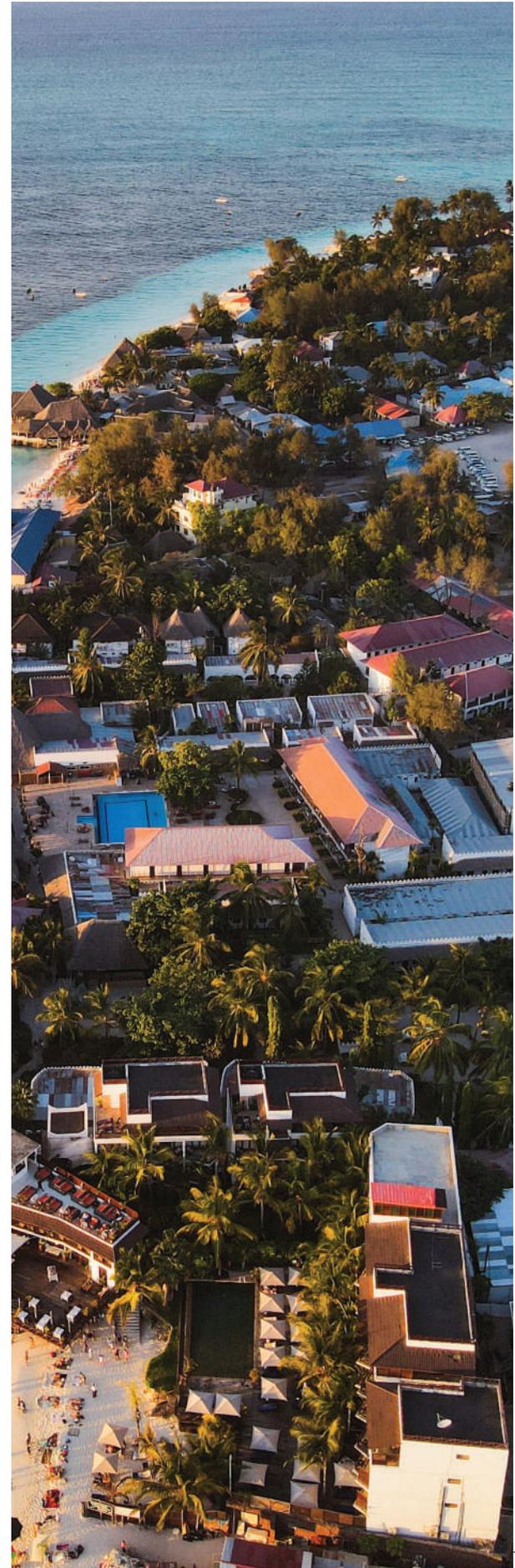
Creation of public service commissions was part of the first wave of civil service reform in the mid to late nineteenth century in both the United Kingdom and old Commonwealth countries as well as in the United States, to protect the merit principle and ensure open, competitive recruitment, appointment, and promotion in civil services that, until that point, were patronage driven. Public service commissions were introduced in new Commonwealth countries in the run-up to independence to ensure that, in newly independent governments, the public service would be protected from patronage pressure from politicians, and that standards would be protected in an era of rapidly expanding recruitment and severe shortage of skilled and experienced administrators and professionals. Public service commissions were thus written into constitutions for newly independent countries and have largely remained there ever since.

There is huge variation, though, in the functions of PSCs. At one end of the scale is Botswana, which, shortly after gaining independence, restricted the PSC's functions to solely that of a disciplinary appeals body, on the argument that the challenges of public service management in a country with ambitious development goals required strong centralized personnel management. Most other countries in the Anglo administrative tradition in Africa have retained the original model with the PSC closely engaged in recruitment and promotion, as is also the case in the Indian subcontinent (where there are huge numbers of applicants each year seeking to join the public service). In new Commonwealth countries with strong performance accountability frameworks, PSCs have largely delegated recruitment and promotion functions to line ministries and departments and focused on monitoring adherence to good practice guidelines. This has left service commissions in countries like Australia free to focus on promoting the principles, values, and ethics of a well-performing public service and monitoring adherence.

Redeployment and Retraining Employees

The size of the RGoZ is a major issue that needs to be addressed to enable it to improve productivity in the sector. While the wage bill, which currently averages at 45 percent, is crowding out other recurrent expenditures, the quality of the workforce where more than 30 percent are low-skilled workers warrants intervention from the government. With the adoption of digital systems, the public service workforce is bound to change. The PO-CLAPSGG will have to assess the workforce requirements going forward and identify those posts that are not going to be required. This will require the RGoZ to approve the organizational structures and SofS that are currently pending to allow better management of the establishment. The government should adopt a policy of freezing employment in these positions to allow normal attrition. It should also identify staff who are trainable for targeted training programs that would convert or upgrade them to new jobs in the public service. A clear strategy will need to be developed with the assessment of what this could lead to within a period of say five years, based on existing attrition rates and training for the specific jobs across the whole government. The HR planning unit in the Department of Human Resources Management in the PO-CLAPSGG, in collaboration with the CSC, could lead on such a study that will have short- to medium-term effects.

HR budgeting is currently incremental, meeting norm-driven staffing needs, and the central management agencies of the President's Office Finance and Planning (POFP) and PO-CLAPSGG need to develop a stronger capacity to scrutinize staffing plans. The report on public service management charts the growth in public service employment, showing how two-thirds of total government employment is accounted for by the education, health, and agriculture sectors. This is to be expected and is partly norm driven, propelled by a population growing at 2.8 percent a year. Some of this is unavoidable, but it seems to have led to a practice that HR budgeting is about meeting additional hiring demands rather than assessing needs against availabilities and how existing staff are being used. It is also necessary to maintain the right balance between spending on personal emoluments and other charges, key to an enabling work environment. To do this effectively, the government, led by the PO-CLAPSGG, should develop its capacity to challenge staffing requests not just at the margin but also in effective deployment of existing staff. This will become increasingly important as the RGoZ adopts ICT-enabled management systems, which will release



staff employed on time-consuming manual systems for redeployment, retraining, or equitable early retirement. If HR budgeting remains incremental, the potential for productivity gains will not be realized, and the scope for making pay more competitive and motivating will be limited.

Building the Skills of the Future

The nature of recruitment in the public service in Zanzibar has predominantly been focused on fresh graduates from universities and colleges. While this has strong benefits in terms of cost and preserving the youth structure of the public sector, it does have the downside of inadequate skills to fit directly within the government posts; this will be even more of the case when the RGoZ is geared toward building a workforce that meets the expectations of the future. In such an environment, the government has to invest in skills building as part of in-service training. This is a medium- to long-term initiative with a longer-lasting institution-building impact. Public service colleges play a crucial role in advancing performance, ethics, and accountability of the workforce, which are the key aspects of the long-term aspiration of the RGoZ in its Vision 2050. Allocating funding for such a purpose must be a priority for the RGoZ. IPA has experienced a shift in training programs relying more on training privately funded candidates and becoming more academic oriented, rather than focusing on the public service's skills building through in-service training. Box 1.3 describes the international experience of the evolution of IPAs and the role they have played in providing skills to public service employees.

BOX 1.3. INTERNATIONAL EXPERIENCES OF IPAS

Although the Zanzibar IPA is a more recent creation, Institutes of Public Administration (variously named) were founded in many countries in Africa in the first decade of independence, with the support of bilateral donors like United States Agency for International Development, Canadian International Development Agency, and the United Kingdom, with the active involvement of foundations like Rockefeller and Ford. The purpose was to fill a training gap above the support staff training institutions that countries had before independence, focused on building the skills of newly graduated officers filling middle- and upper-level administrative and professional positions in the rapidly growing public services. The emphasis at that time was on subject-specific short-term courses, as careers developed, reflecting the expanding reach of the development state. At the same time, with many of them located on or near university campuses, attractions grew to offer longer degree-level courses, particularly at the postgraduate level, both for in-service staff and pre-service staff. As the initial donor funding phased down, IPAs became increasingly dependent on government funding. When this faltered, IPAs shifted their focus to providing courses for government employment, for which there was a market demand, from those who aspired to government employment or otherwise sought qualifications that were in demand in the private sector. Consequently, function-specific short-term courses geared toward upgrading the skills of serving public officers dwindled, to the detriment of both career officers themselves and the government generally.

This does not mean that existing offerings of the Zanzibar IPA should be discarded. Rather, there should be a rebalancing of the program of course offerings, identifying new skill areas for in-service training, such as modern concepts and practices of performance management, how HRM needs to change, basic ICT skills of serving officers, and their ramifications at the sector ministry level. In parallel, this should also include enhancing the capacity of tutors to reflect the revised offerings. A task force should be formed to identify training priorities, which should involve IPA administrators and their trainers, who will be called upon to deliver the courses.

A new training system will require overhaul of the current Institute of Public Administration (IPA) offerings and their funding. Currently, IPA, driven by the need to raise fee income, has more outsiders than government employees attending courses. The courses are more heavily weighted toward academic and other credential-based programs than the shorter, more functional skills-based courses that IPAs across Africa were created to supply. More direct funding will be required from the government, initially from the center, and then progressively from MDAs as their senior management becomes more accountable for results and more fully engaged in the need to invest in the knowledge and skills of line managers and staff to deliver them. HR staff will play an important role in assisting supervisors to determine suitable training for their staff and in drawing up organizational training plans in addition to ensuring their implementation.

Improving the Systems and Processes to Enhance a Career-Based and Motivated Public Service

Pay levels for most staff are too low to support performance. The government drafted a new pay policy in 2017 with the aim of harmonizing pay across the public service sector and strengthening wage-bill management. Earlier, the PSMP had noted the existing low levels of compensation—an inefficient and inequitable pay structure that made it difficult to recruit, retain, and motivate skilled staff—and the burden of a large wage bill, with its tendency to crowd out non-wage running costs (“Other Charges” in the RGoZ budget terminology). It recommended that the PSC play a role in regulating the pay and benefits system and embark on systematic job evaluation with the finance and public service ministry (PO-CLAPSGG).

Correcting pay levels will be a complex and challenging process, taking several years and weighing competing demands for scarce resources. At the moment, the RGoZ is struggling to fulfill its side of the employment bargain with its staff, so that it pays a fair wage consonant with local labor market conditions, consistent with the work performed and the skills and experience required. It also requires a work environment that supports productive employment. At the same time, the weak revenue base and the contraction of the economy during the COVID-19 pandemic means that the RGoZ’s ability to finance an expanding wage bill is limited. This will require careful management of needs and availabilities as well as monitoring of public finances in the years ahead. The PSC may have a voice in this process since deficient pay affects performance and

may undermine merit and ethical behavior. In the last analysis, though, since trade-offs between improving pay and other spending priorities have to be faced, reforming pay and benefit systems in the public service should be a center of government executive responsibility.

Pay reform also means restructuring pay scales. Currently, the pay structure is very flat, with non-overlapping grades from A to L, which are highly compressed (with a salary compression ratio of 4.3:1). This makes it particularly difficult to recruit, retain, and motivate cadres like IT specialists who are in high demand in the economy as a whole. Furthermore, the rigid categorization of staff at entry by academic credentials blocks the career progression of better-performing staff, as does an overemphasis on seniority. This means that not only should pay be made more competitive over the medium term, as resources allow, but the pay scales themselves should be reshaped. Even though the labor market in Zanzibar may be relatively small in terms of the number of employers, the need to undertake a compensation market survey is still urgent, as stated in the PSMP. This should begin with a strategic job grading and evaluation exercise to ensure comparability between jobs.



Linking pay to performance. There is also a need to establish strong links between pay and employee performance. The RGoZ has to strengthen the performance-appraisal system by enhancing objectivity in assessments. The current performance-appraisal guideline note is largely focused on employees. There is a need to address the importance of the appraisal process for supervisors. The performance-appraisal process has to be linked to departmental and organizational objectives as articulated in the annual work plan. By setting clear objectives at the beginning of the year and monitoring progress, the departmental heads supported by the Directors of Operations and Personnel will be able to more objectively assess the staff performance at the end of the year, besides improving on staff supervision.

The directors and principal secretaries, as a distinct group, are not covered by a system of performance appraisal currently. This needs to be rectified to ensure they are accountable and incentivized for their performance. As leaders, they should be recognized for their performance, for them to incentivize their teams as well. For a performance management to be effective, principal secretaries, directors, and top managers of public organizations must visibly and continuously demonstrate commitment to performance management as an organizational priority. This will also ensure that managers and staff within respective institutions are encouraged to allocate the appropriate time and effort to fully engage with the process beyond administrative requirements. Given the nature of their employment, a performance contract scheme could be introduced to assess their performance and enhance their accountability. The RGoZ should design such a scheme that links the performance of the SES to accountability for results.

At the same time, there is a single structure for directors and principal secretaries at roughly twice the level of the highest pay grade of the remaining public service. This was likely introduced as an emergency measure to retain senior managers, who otherwise might have left the service. A more pragmatic approach would have been to place the directors and principal secretaries into the Senior Executive Service (SES), as provided for in the PSA. The SES has not been established to date. Most other countries adopting a SES model have used performance-based contracts, with renewal contingent on achieving agreed goals and targets to the satisfaction of the chief secretary (or his/her equivalent). They have also not let such a large gap grow between the SES scale (and its perks) and the top levels of the regular scales, critical for retaining experienced technical and professional staff. The RGoZ should consider applying performance-based contracts to directors and principal secretaries to ensure they are accountable for their performance.

Managing the wage bill will require the joint efforts of the POFP and PO-CLAPSGG working within the RGoZ's medium-term fiscal outlook. The report notes that the wage-bill share of GDP in 2019/20 was 6.8 percent. Though it may have since risen to about 8 percent because of COVID, this is not out of line with comparator countries. However, since existing pay scales are heavily constrained by RGoZ's ability to pay, the share of GDP in a sense is artificial and would certainly be several points higher if Tanzania mainland scales were applied. Wage-bill pressure on the recurrent budget is intense and is reported to have risen from 39 percent of the recurrent budget in 2019/20 to 60 percent two years later.

Reforming public service pay is likely to take several years of iterative adjustment, with the finance and public service ministries balancing expanding differentials with raising pay across the board, pay levels against total employment, and the overall wage bill against other demands on the recurrent and capital budgets. A medium-term fiscal framework (MTFF) will greatly assist strategic decision-making. Furthermore, the single pay spine introduced a few years ago should remain the backbone of public service remuneration. However, it will need to be elongated, with overlapping bands for each cadre, utilizing both the results of job evaluation, as it proceeds, and the professional progression built into each SofS. SES staff should be part of the pay spine and perks such as board fees (they attend in their official—not personal—capacities) eliminated at the next pay review.

The new staff-appraisal system is a major step forward but will require diligent application and further development. The new staff-appraisal form that was introduced in 2019 replaces the colonially inherited closed system. It requires supervisors to rate employee performance against goals and targets, provides space to list competencies, and is consistent with the PSMP. This states that the government will install PMSs to enhance accountability and results orientation. Currently, this is an annual process that has not yet been linked to departmental goals and targets, such as might be developed through a rolling strategic planning process or otherwise drawn from the national plan (if this articulates MDA goals). Good performers stand to earn one increment and outstanding performers two, though these incentives are undermined by over 90 percent of staff rated as meeting the standard. As in many other countries in the region, supervisors find it difficult to critically rate staff they are familiar with and would benefit from a system with more objective performance criteria.

Strengthening SofS. Although the RGoZ has established SofS for various cadres, these schemes do not refer to specific skills—such as communication and report writing—and behaviors required for the employee to perform well on the specific grade. They could also be job specific—for example, the use of HR software such as the integrated HR and payroll system. By demonstrating competence in these skills, the employee is thus able to move to a higher grade. In most organizations, employees acquire such skills through on-the-job training and as part of their career development. Without identifying these skills, the movement from one grade to another is driven by seniority or academic qualifications. A good definition of the job competencies required in a job description is key to job evaluation and grading. It is also the main basis for comparison across other market comparators.

A Summary of the Proposed Actions for Reforming the RGoZ Public Service

TABLE 1.6. SUMMARY OF PROPOSED RGoZ REFORM ACTIONS

Theme	Short Term	Medium/Long Term
Managing the public service	<ul style="list-style-type: none"> ■ PO-CLAPSGG should submit a proposal to the Law Review Commission of Zanzibar requesting to amend the PSA to avoid overlaps ■ Review the functions of the PSC and the CSC to delegate HRM functions to ministries and departments and harmonize the roles of these regulatory bodies if possible ■ Upskilling the technical capacity of staff within the center (PO-CLAPSGG) and commissions through trainings or merit-based recruitment, to enable successful execution of their expected mandate and responsibilities ■ Build and report on the capacity of the PSC and CSC to monitor and recommend improvements in public service principles, values, and ethics. ■ Strengthen the executive branch in overseeing HRM functions in ministries, that is, recruitment, appointment, promotion, and discipline. 	<ul style="list-style-type: none"> ■ Revising the PSA to refocus the PSC and the CSC on their traditional functions of overseeing the appointment process, protecting the merit principle, and observing the Code of Ethics ■ The PSC collaborates with CSC in monitoring HRM functions in MDAs that enables the publication of the annual State of the Public Service report to enhance accountability. ■ Strengthen HRM monitoring and evaluation in MDAs to enable a focus on performance and results leading to rigorous reports on public service performance. ■ MDAs should have full control of the HRM functions and are able to effectively respond to the frontlines of service delivery.
Redeployment and retraining of staff	<ul style="list-style-type: none"> ■ Begin to identify jobs that will no longer be required in the future and freeze employment of these jobs. ■ Identify and plan recruitment needs for the jobs of the future. ■ Evaluate the training requirements for existing staff to move them to new jobs of the future. ■ Design a training and redeployment program to meet future job requirements. 	<ul style="list-style-type: none"> ■ Implement the HR medium- and long-term plan for transforming public services to meet the future workforce requirements. ■ Review the impact of the short-term measures on the structure of the public service, that is, those employees exiting the service through attrition and those who are retrained and recruited to new jobs.

(continues)

Theme	Short Term	Medium/Long Term
Building the future public service	<ul style="list-style-type: none"> ■ Identify function-specific public service short courses for IPA to deliver. IPA should focus on skilling the public services in HRM and ICT that will be required in the future. ■ The PO-CLAPSGG will need to assess the training budget compared to that of other HR activities given the growing need for increased funding of induction and in-service training programs as an entry point to transform the public service. 	<ul style="list-style-type: none"> ■ Evaluate the relationships between costs and results from initial funding by the PO-CLAPSGG to delegate funding budgets to MDAs. This will allow MDAs to fund and prioritize training from their own budgets. ■ MDAs fund training based on HR plans and evaluate performance in relation to organizational objectives. ■ Through funding, retooling, and capacity building, evaluate the programs for refocusing IPA to be a key player in the transformation of the RGoZ public service through its training programs.
Improving the systems and processes to enhance public service careers	<ul style="list-style-type: none"> ■ Undertake a limited job evaluation and grading exercise for critical categories to help benchmark public service jobs with the market. ■ Undertake a market survey on pay to strengthen the competitive position of the RGoZ in the market and to balance between the public and private sector recruitment. ■ Improve objectivity in performance-appraisal process by (a) limiting the number of employees achieving a specific rating, (b) harmonizing performance evaluation based on financial year rather than employment or promotion anniversary, and (c) introducing midyear performance reviews to avoid surprises at year-end. ■ Design a performance-appraisal system for department heads and above to ensure it is linked to performance and accountability for results. ■ Strengthen SofS to include specific skills and behaviors for the job to improve the quality of the public service and strengthen career progression. 	<ul style="list-style-type: none"> ■ Review and adjust salaries and benefits annually and in depth every three years to peg to local labor market and enhance incentives for public service careers. ■ Reform the pay structure in line with job evaluation and grading results and informed by local market conditions to achieve pay policy objectives. ■ Improve wage-bill planning with links to MTFE to better manage affordability. ■ Link the improved SofS with pay grades to allow comparability with the market when undertaking market surveys.

CHAPTER TWO

Status of Utilization of ICT Solutions for Core Public Service Management

Overview of ICT Development in Core Public Service Management

This chapter focuses on highlighting key findings and recommendations from assessing the adequacy and readiness to automate core public service management systems, such as records management, the personnel management information system, and the payroll, for sustainable reform. It also reports the progress that the government has made, and the challenges encountered with ICT systems generally, since the launch of ZPSRP I in 2010.

ZPSRP II positions GovTech as a strong enabler to foster work discipline in public management (both public administration and public financial management) and hold MDAs accountable on performance. Improving the role of GovTech in public service management is expected to contribute positively to the attainment of the ZDV 2050 as a long-term strategy to eradicate poverty and attain sustainable development. While ZPSRP II is a continuum of many reforms that started with ZPSRP I, it brings IT solutions to the forefront of public sector reforms, which brands this edition of public sector reform programming. IT solutions for public service management are key means to enhance efficiency in public services management.

The complementary role of ICT systems in enabling better public service management is undisputable. If the development of ICT solutions is to be sustainable,

there should be consideration on how existing, largely paper-based processes are working, placed in the broader reform context: what public management reforms are underway or planned, how managers will be motivated to take advantage of potential productivity improvements, and whether staff will have the skills required to operate the new systems. In short, the application of ICT to government does not take place in a vacuum.

The institutional reforms featured in the PSMP and the successive RGoZ reform programs are foundational; the ICT reforms build on them. The technology at the core of the new ICT processes provides a platform for improved public service performance. But this will occur only if technical changes are properly implemented on the systems side and if staff and management capabilities, incentives, and accountabilities are strengthened on the institutional side. As mentioned previously, implementing the institutional reforms discussed in chapter 1 alone would improve performance. The ICT reforms discussed in chapter 2 without complementary institutional reforms would yield only modest gains, if any at all. Successful implementation of both institutional and ICT reforms could lift public service performance to a much higher level. However, the institutional reforms required go beyond new laws and changes in mandates. At the heart of the institutional reforms are changes in the way the Public Service is managed, with firmer leadership in the center, greater willingness to confront needs with availabilities, and to hold staff and managers at all levels accountable for what they realistically can achieve.

The development and implementation of ZPSRP II was aimed at addressing many constraints challenging the public service performance in service delivery. Notable ICT-related constraints in managing Zanzibar's public service include, but are not limited to, slow technology uptake in public service operations, inadequate management of public records, inadequate technical capacity, low remuneration packages, insufficient skilled workforce, structural and institutional coordination challenges, and limited PMSs. Since the beginning of the implementation of ZPSRP II, Zanzibar has made significant strides toward its digital government vision, including increased access to government services for its citizens through ICT. All 14 districts in both islands (Unguja and Pemba) have now been connected to the national fiber network, and the next phase will see all wards connected as well. With the introduction of technology platforms such as the payment gateway (ZANMALIPO) in December 2021, aimed at facilitating electronic transactions and controlling government revenue, and its integration with other government institutions as well as private companies (such as AzamPay and EzyPesa), citizens can request and pay for services to any government agency through their mobile phones. From ferry tickets and road licenses to business registration, these services are now available electronically, increasing efficiency and convenience to citizens.

Through the Ministry of Infrastructure and Communication (MoIC), the government has built 10 telecommunication centers (6 in Unguja and 4 in Pemba) to allow the public access to digital services free of charge. Since its launch in March 2020, the service has thus far connected at least 2,074 citizens.

The RGoZ appreciates the technological advancement and operational improvements that mainland Tanzania has undergone, and is also keen to advance its public service management.

Notable aspirations include rolling out the automated human resource management information system (HRMIS) and integrated financial management information system (IFMIS) across multiple ministries and institutions.

Under the Zanzibar PSA (2011), the five key HRM institutions are the Office of the Chief Secretary, Public Service Commission (PSC), Civil Service Commission (CSC), PO-CLAPSGG, and MDAs. For this study, we identified three institutions as being key stakeholders: PO-CLAPSGG, President's Office Finance and Planning (POFP), and eGovernment Agency of Zanzibar (eGAZ). As the institution in charge of public service, one of the PO-CLAPSGG's responsibilities is to scrutinize HR capacity and identify HR capacity requirements for public service, as well as set HR and records management policy and delegate to its MDAs while the POFP is currently in charge of the payroll system, and eGAZ has been given the mandate to supervise ICT projects across public institutions.

The PO-CLAPSGG was established in its present form in 2010, and its roles and functions are stated in the PSA (2011). The three core public service functions under this ministry form a significant part of its portfolio as the primary institution responsible for public service across the entire government (18 ministries, 11 local government authorities [LGAs], and 58 agencies). In 2012, the PO-CLAPSGG developed Zanzibar's first National eGovernment policy, followed by the National Information and Communication Technology (NICT) policy (2013) developed by the MoIC. Together, these guide all the systems developed for the public sector and lay a strong foundation for building an effective eGovernment. The policy has achieved the following objectives.

- Created an eGovernment institution and a legislative framework, although work on the framework remains ongoing;
- Built a communication infrastructure by laying fiberoptic cables and microwave technology across the country to connect both islands, as well as MDAs to the national fiber backbone;
- Built the national data center, which is now operational, and has recently been upgraded to increase its capacity. Although this is not a dedicated data center for public institutions, the Zanzibar government hosts some of its systems here; and
- Registered domain names for public institutions for 70 percent of MDAs to start using for email and creating websites.

PO-CLAPSGG relies heavily on the current HRMIS to execute its core functions in managing public service in Zanzibar. The current HRMIS is made up of an e-registry spreadsheet (maintained by the PO-CLAPSGG) and a payroll software (maintained by the POFP) that was locally developed. With the inherent challenges of a paper-based system (which requires bulk storage, lacks backups, has inadequate audit trails, and is error prone, and time-consuming) and as the government moves more toward digital solutions, the need for a more robust and efficient system became apparent for both HR and payroll functions.

In 2021, the PO-CLAPSGG in collaboration with the POFPP commissioned the development of a new HRMIS to address some of the existing challenges, including combining HR and payroll functions. The new system is being developed by a local software company and is expected to go live in December 2022.

The new HRMIS and other ICT systems in public service are under the custodianship of eGAZ, which is the institution tasked with steering the government's digital agenda and overseeing technology initiatives across all public service institutions. Similar to mainland Tanzania (eGovernment Authority of Tanzania [eGAZ]), the agency reports to the PO-CLAPSGG under the permanent secretary. Although there are some systems that are not under the supervision of eGAZ (as listed in Annex #5), the plan is for all systems in public service to be under the technical purview of the agency.

Initially established as a department, eGAZ was upgraded to an agency in 2019, in a move to broaden its mandate and ensure a wider and more coordinated plan for all public service technology projects taking place in Zanzibar. Following in the footsteps of neighboring countries, eGAZ is currently being upgraded to an authority, a mandate it believes will afford it a larger supervisory authority and financial muscle to address more pressing technological and talent needs. Despite the effort to upgrade it to an authority status, eGAZ still faces two major challenges. The first is recruiting, retaining, and motivating skilled IT staff on government salary scales. The second is getting MDAs to accept eGAZ's coordination of ICT government



wide. eGAZ already has agency status, and the PSA (Section 55.9) allows agencies to have their own salary scales if circumstances justify. Since eGAZ deals only with government agencies and does not regulate the private sector, the approval by the Cabinet/Revolutionary Council of an updated government ICT strategy would pave the way for a presidential directive giving eGAZ the necessary coordination powers under the PO-CLAPSGG.

The proposed law to upgrade eGAZ to an authority has been drafted and shared with the Law Review Commission and Permanent Secretary Steering Committee, where it now awaits review by the attorney general before being tabled in the house of representatives. According to eGAZ, the proposal to become an authority is based on a number of factors, including

- A perceived public opinion that an agency cannot successfully supervise eGovernment initiatives across the entire government;
- To accommodate new provisions such as data protection, eSignature, ePayment, and eTransactions that are not included in the current eGovernment Agency Act 2019; and
- To include new provisions for bulk procurement of ICT goods and services.

Status of the HM, Payroll, and Records Management Processes

Human Resource Management (HRM)

Under the PO-CLAPSGG, the departments for SofS and compensation and HRM are in charge of HR administration for public service institutions. HRM is guided by the Human Resource Manual (2014) as the main policy tool. This manual is considered an adequate tool for HRM, even though it has not been widely circulated to staff. Employees are familiarized with the manual during induction training. HR functions, such as recruitment, promotion, and transfer, operate on a paper-based system through a series of files containing letters and permits, with the exception of the public servants e-registry (in Excel format, maintained by the PO-CLAPSGG) that has been populated from the nominal roll (IKAMA) exercise, where all institutions were required to submit staff profiles. The HR e-registry keeps the following information of civil servants: full name, date of hire, date of birth (DOB), position, qualification, profession, payroll number, salary level, gross monthly salary, gross annual salary, and Zanzibar Social Security Fund (ZSSF) monthly deductions.

The government is also working to digitize the personnel management system through the development of an HRMIS. With the exception of a nominal roll of all public servants held in the PO-CLAPSGG's e-registry, the present system is paper based, with separate files for each officer recording key information such as DOB, education, date of first appointment, subsequent postings, transfers and promotions, current position and grade, and so on, held in MDAs with a master in the PO-CLAPSGG. It is through this system that all routine transactions (such as leave approvals and annual evaluations) are processed by departmental HR officers. In turn, this information supports payroll calculations through the linked government payroll system (GPS)

that is currently managed by the POFP. Challenges include inconsistencies between the two files and errors from manual data entry.

The new HRMIS system that eGAZ is implementing will streamline the traditional system through a series of digitized and automated modules, including a self-service portal for staff. It will be rolled out in phases and is currently in the testing phase. The second phase will include most of the modules. It is likely that data will require cleaning and verification to eliminate duplication. The new HRMIS expects to combine and streamline both payroll and HR processes to remove inefficiencies, digitizing and automating tasks.

The above modules will allow for, among other things, a self-service portal for managing feedback, requesting leave, making advance payments, and generating pay slips. Also, since the data in e-registry were input manually, the errors and inconsistencies that it may contain will require cleansing, deduplication, and verification before being imported into the new system, to avoid some of the existing problems.

It is worth noting that despite the efforts to roll out the new HRMIS, it will be effective only if the MDAs are able to use it. Since the HRMIS will be the operating system for personnel management across government, it will be vital for HR staff in the MDAs to quickly become familiar with operating the HRMIS, so that personnel actions can be completed promptly and accurately. This will require special training programs and supply of the necessary computer workstations to HR staff. In turn, competencies for HR staff in their SofS and their own appraisal forms will need to be amended to include the HRMIS operability. Funding should be provided in budgets for MDA training and hardware acquisition.

Payroll

The existing locally built payroll system, GPS, has been running for some time. It will benefit from being replaced with the new, faster, and more accurate HRMIS, compared with the largely manual system that preceded it. As part of the new HRMIS, the payroll module will include functionalities such as payroll verification, notification of retirement, pay slip generation, and suspension of salary disbursements. After discussions between the POFP and PO-CLAPSGG, it was agreed that management of the payroll module be given to PO-CLAPSGG. The Accountant General, given his/her statutory responsibilities for managing and recording total government expenditure, is an important stakeholder, since the HRMIS payroll module feeds into the overall public expenditure management system, and any decision on payroll responsibilities needs to consider likely development of the government's financial management system.

The payroll unit is currently under the POFP. Unlike HR, payroll practices do not have operating manuals or guidelines and are mostly documented through memos and letters. Currently, a locally built application, the government payroll system (GPS), is the main system for payroll and handles all calculations, and salary scales (based on government pay policy) are pre-coded into the system to determine deductions and taxes.

This information, received through physical letters, is first sent to the POFP's permanent secretary, before moving to the budget commissioner and then sent to payroll for verification before manually entered into the system. For new recruits, the PO-CLAPSGG initiates the hiring process, after the respective ministries receive approval to hire and sends this information to payroll, for verification before creating a unique payroll ID. For each payroll ID, the payroll e-registry contains the following: employee number, full name, place of birth, job title, presidential post or not, date of hire, education, Zanzibar National Identification Authority (ZANID), and ZSSF number.

Payroll data are collected from the end of the last payroll period and generated/processed between the 13th and 15th of every month, where a summary of payment letter, detailing a breakdown of payments for each unit, department, and ministry, is sent to the Commissioner of Budget. Once this summary is approved, the commissioner sends a memo to the permanent secretary of the POFP detailing payroll payments for the month. Approval by the permanent secretary triggers an authorization notification to the Accountant General to request funds from the central bank (Bank of Tanzania [BoT]).

The Accountant General, through their assistant, sends a request to the central bank for transfer of funds to the POFP's People's Bank of Zanzibar (PBZ) account. Once funds are disbursed by the central bank, the Accountant General, using IFMIS, transfers the funds to the commercial banks for the respective votes (institutions) and sub-votes. Each institution then receives a voucher with a summary of funds available for payroll. The final disbursement into the civil servants' bank accounts is done by the respective institution's chief accountant. In the case of PBZ, the Payroll Department has an arrangement to assist the bank by sending a list of civil servant recipients to PBZ via email. The Payroll Department also issues pay slips. All institutions typically receive funds by the 18th of the month, and salaries are deposited into the civil servants' accounts by the 21st of each month.

The above observation highlights the need for more streamlining and automation and less reliance on human intervention for routine tasks, not to mention the elimination of paper. The Payroll Department participated in user requirements gathering and communicated challenges of the existing system, to shed light on their needs for the new system. Going forward, the current GPS will be decommissioned, and a new HRMIS with a payroll module will replace it. This new HRMIS will include functionalities such as:

- Online payroll verification and approval—to allow for more automations and transparency in workflows;
- Notification of civil servants approaching retirement age—to enable system administrators to halt disbursement when necessary;
- Suspension of salary payment to civil servants marked as deceased, terminated, resigned, or retired—to prevent unauthorized and/or invalid disbursements;
- Notification of salary disbursements to civil servants—to allow for better user experience;

- Direct deposit into individual accounts (linked through IFMIS)—to streamline the disbursement process and reduce human intervention; and
- Pay slip generation and printing—as proof of income for civil servants.

The above functionalities are in line with standard practice and will be combined with a streamlined workflow that will be preprogrammed, automated, and triggered in the system by certain conditions. The new HRMIS will use the Open Application Programming Interface (API) to link with other government and non-government systems, such as IFMIS and national payment system (ZANMALIPO), among other things, to automate salary payments through the banking system and allow future integration. After discussions between the POFPP and PO-CLAPSGG, it has been agreed that the new payroll function will now be managed by the PO-CLAPSGG, and finance will only process disbursements of funds.

Records Management

The current records management system is a traditional paper-based one operating in each MDA. This typically comprises open and confidential file registries, mail rooms logging incoming and outgoing mail, and a system of circulating files to the responsible officers for action and return. After files are closed, they are held for a period before being transferred to the national archives. It is, in effect, a manpower-intensive, bureaucratic work management system of traditional public administration. Deeply ingrained, it is beginning to be congested, with mislaid correspondence and files resulting in processing delays. The PO-CLAPSGG has overall responsibility for records management and archiving policy and its implementation by MDAs. Successful rollout of eOffice will make a number of clerks, drivers, and messengers redundant, and unless they can be retrained and deployed in more productive positions, they will need to be terminated with equitable and lawful packages. In turn, eGAZ should develop eOffice further, to build a stronger workflow management function, such as enforcing timelines and sending reminders, digital signatures on official documents, text recognition, and automatic scanning and saving of documents.

Each ministry has a division for records management, in charge of keeping track of all documents received, sent, and processed within. The current setup for all divisions is on paper-based systems such as physical registers (notebooks) and paper files since there is no records management manual or documentation of the processes. Each MDA keeps a physical registry for incoming and outgoing correspondence. Through the Public Services Act Section 95 (1), the PO-CLAPSGG is responsible for issuing guidelines and developing policies and operational manuals for public service records management through its registry division.

Each MDA's Record Management Division is required to keep documents for a minimum period of five years before being transferred to a national records center. The records center (if one exists) operates under the Institute of Records and Archives and maintains all documents that are still in use (minimum five years) but have not reached the archiving stage. Unfortunately,

Zanzibar does not have a records center; hence, documents are forced to stay in ministries (basement in the case of the PO-CLAPSGG) for extended periods and take up precious space. Documents that are no longer active are moved to archives for permanent storage. While this system has been working well in the past, it has become slow and costly to operate due to the large number of files and bulkiness of boxes.

As eGAZ gets ready to launch the new eOffice software—a locally developed document management application—efforts are underway to digitize all incoming correspondence and procure the necessary equipment. During requirements gathering for the new system, the exercise to determine procedures and codify different types of documents was spearheaded by the President's Office Records division.

To deal with the large number of paper files in hand, newer documents are being scanned first to allow for the system to be functional. In the next phase, older files will be scanned into eOffice. It is worth noting that key issues such as digital skills and change management will become more magnified as the government becomes more digital and switches to an electronic records management system. This dependence on technology will also need to be planned for, in both the short and long term to ensure a seamless transition. Given the size of the operations and workforce, the need for more computers, software, other hardware, and the skills to operate these devices will become more apparent. There will also be a need for a change management





plan to address any possible reassignment or redeployment of resources as more automation is implemented. The government will need to be prepared to transition (whether phased or parallel) from the old to the new system to ensure that there is consistent treatment of cases between both systems.

The new eOffice solution allows only for minimal functions such as scanning and manually attaching documents but lacks other important functionalities such. The key missing functionalities include workflow automation where the system can request specific actions, enforce timelines, and send reminders; request digital signatures on official documents; utilize text recognition for faster data entry; and enable automatic scanning and saving of documents for streamlined automation and improved efficiency. Also, the system is not mobile device friendly as it was only designed to be used on desktop and laptop computers. There is a need for more documentation on business processes to enable the developers to understand and meet user requirements.

In government administration, the registry system helps MDAs communicate and manage the bureaucracy as it communicates within and outside itself. Therefore, it is critical that as the RGoZ transitions to an e-registry system, it also makes sure that the necessary tools (such as computers, laptops, and scanners) as well as infrastructure (internet connectivity and power supply) are in place to avoid a breakdown of this workflow management system. Needless to say, not only do MDAs have to make provisions in their budgets for such tools, but even more important is the assurance of available funding to maintain this new system and train users. Unlike the current paper-based system that only requires staff to move and document files, eOffice will rely completely on a functioning electronic system with stable connectivity and power supply. Once the RGoZ migrates to eOffice, there will be no turning back, and any hiccup in the system or infrastructure could result in the government coming to a halt.

Also, as part of the change management program for going digital, there is a need for a clear plan on how the migration will deal with the workforce that administered the paper-

based systems, such as clerks and messengers. If they are to be trained and redeployed to different MDAs, this needs to be communicated and executed in the appropriate manner to avoid disappointment.

HRMIS

An HRMIS combines a number of systems and processes such as recruitment, training, leave and attendance, payroll processing and salary disbursements, and performance appraisal to ensure the efficient management of people, business processes, and data.

The current version of the government HRMIS is an HR-payroll solution, which exists as two separate systems: an e-registry for public servant records and a payroll software. The HR e-registry is an Excel spreadsheet (populated through the nominal roll exercise), owned and maintained by the PO-CLAPSGG. The payroll software, GPS, is a stand-alone application owned and run by the POFP.

These two systems make up all of public servant information, even though past records have shown a number of duplicates and inconsistencies. To address this challenge, the POFP runs a series of checks during each pay period to make sure that there are no double payments, missing payments, or other errors. The current HRMIS lacks basic security features such as single-sign-on capabilities, is also not scalable, is paper intensive, lacks backup capability, is error prone, and has become outdated.

eGAZ, through a local software vendor, is finalizing the new HRMIS that aims to address the above challenges from the two existing systems. Development of the new HRMIS was first commissioned in May 2021, after an open bid was issued by the POFP. The development of the system was divided into two phases. The first phase, which is expected to go live during the first quarter of 2023, involves migration and verification of data into the new system and connects all 18 ministries. The second phase is scheduled for January 2023 and aims to connect SOEs. The new web-based HRMIS is written in Visual Basic language (.NET and Blazer Frameworks) and uses an SQL server database, which allows users to access the software from any secure connection over the web.

The second phase will include all the above modules, except for leave, attendance, and training modules. Currently, the new system has a total of 72,000 records that have been imported versus the estimated 42,000 on the payroll registry. The approximately additional 30,000 duplicate records are due to the current setup of payroll numbers, where civil servants (usually middle to senior level) who assume more than one role in different institution, such as being a committee member in one and a director in another, require three separate payroll numbers for remuneration (one payroll ID for when they were initially registered into the system, a second and third one to receive compensation for the committee membership and directorship, respectively). Because the correct number of civil servants is known, the deduplication exercise will use payroll registry as the master source for verification.

Key Findings for the ICT Readiness Assessment

This section highlights key findings related to infrastructure and systems, processes readiness, people (work force) readiness, and overall institutional readiness to adopt ICT reforms.

Infrastructure/Systems

Shortage of Working Tools

There is a significant shortage of tools and equipment such as laptops, computers, and peripherals not just at the PO-CLAPSGG, eGAZ, and POFP, but also across every other government institution, with only 20 percent of civil servants having access to laptops. Computers and laptops are being shared, with an average computer-to-user ratio of 1:6. Considering the nature of core public service functions in particular, this presents a number of risks, including unauthorized access to sensitive personnel information, financial information leakage, and manipulation of data. In addition to the shortage of computers, most of the existing computers are running outdated operating systems (such as Windows XP) and lack the necessary computing power (such as Wi-Fi capability and sufficient local storage space) to complete basic tasks such as connecting to the internet.

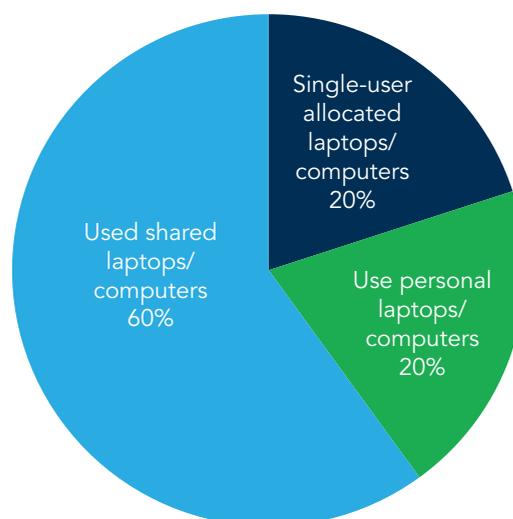
To deal with this challenge, about 20 percent of civil servants opt to bring personal laptops to work and install government applications.

While seemingly commendable, it presents a number of risks and violates policy, such as storing government data on personal devices; security, where an infected device could compromise other computers on the same network; and loss of information, where once a staff member using a personal computer leaves the institution, sensitive government information is lost.

Unstable Power and Connectivity Issues

Progress has been made by the Ministry of Infrastructure and Communications (MoIC) and the Zanzibar ICT Infrastructure Agency (ZICTIA), creating the communications infrastructure across the island and connecting with the mainland. Connectivity varies within government departments, since MDAs are responsible for their own internal networks, and periodic power

Figure 2.1. Access to Computers



Source: World Bank Survey, 2022

outages affect both internal processes and public services. Domain names for public institutions have been created and 70 percent of the MDAs have registered to start using email and creating websites. A payment gateway (ZANMALIPO) has been launched to enable citizens to make payments to the government electronically.

Power and internet outages remain a challenge for service delivery for public institutions in Zanzibar. Most institutions, including the PO-CLAPSGG, eGAZ, and POFP, rely on small generators or power inverters to run their systems during frequent power cuts that Zanzibar experiences. While these power alternatives are decent temporary solutions and are proactive, most of these power sources can only be afforded by a few institutions, particularly those with access to donor funds. With the occasional power outages (one to two hours every day), the government faces pressure to ensure smooth delivery of service to the public. eGAZ plans to build a data center, but due to lack of funding, it is unable to do this at the moment and instead shares one with Zanzibar's Ministry of Communications and the mainland's eGovernment Authority. Once eGAZ establishes its own data center, Zanzibar ICT Infrastructure Agency (ZICTIA) data center will become a disaster recovery site for eGAZ and vice versa.

At the institution level, MDAs are responsible for setting up their internal infrastructure. Because each ministry is in charge of its own budget, there are variations on how well built these internal networks are. A majority of institutions have basic network structures for connectivity, single connection (through ZICTIA), and rely on power from the national power utility, while very few operate more sophisticated networks and have redundant connectivity and power supply.

Currently, there is a heavy reliance on a single fiberoptic cable (under ZICTIA management) to connect all government systems, including mission-critical platforms such as payroll, government mail system (GMS), and ZANMALIPO (the government's ePayment gateway). Outages of internet services have in many cases caused delays of more than seven days in processing of services for the public. And even when there is stable connectivity to an institution, internal network structures with substandard architecture, network cables, and hardware present more connectivity challenges to some institutions.

The government fiber connection offers internet speeds of 10–400 mbps, shared across all connections. As the sole connection link to the internet, any downtime and/or disruption to this service causes a number of chain reactions, including not being able to disburse payments and to access applications.

Insufficient Budgetary Provisions for ICT

Reliable funding of ICT development remains a problem, which leaves a significant portion of unmet ICT-related needs. This is partly a consequence of the past two years of COVID-depressed government revenues. This has led to cutbacks in originally budgeted allocations, which disproportionately affected ICT. But the problem seems also to be systemic—a failure to

properly plan and budget for the implementation of the government's ICT policy over the long run. Even though these institutions set budgets for ICT, the allocated amounts by the POFP to public institutions were between 4 percent and 6 percent due to various reasons, including a lack of government funds. Some have resorted to pirated software and the use of personal laptops of staff, both of which carry security risks. Restricted release of budgeted funds has also affected eGAZ. As an example of budgetary constraints, for its 2022/2023 financial year, eGAZ has currently received less than 10 percent disbursement of its July and August 2023 allocations.

The success of eGovernment adoption is determined by a country's ICT capability and readiness of government, supported by the ability to allocate budgets for ICT investment, in terms of people, processes, and systems. As an upcoming ICT hub in the region, Rwanda allocated US\$161 million, between 2011 and 2016 (equivalent to 2 percent of its GDP in that period) to ICT.² As a result of this commitment by the Rwandan government, the country has achieved tremendous success in public service (including the launch of its award-winning government portal, Iremba,³ which offers over 70 e-services to the public), and moved up the eGovernment index ranking from 140 in 2014 to 120 in 2018.

Processes

Lack of ICT Governance

To ensure effective and efficient use of ICT, a set of accepted standards and processes is needed to govern ICT. In the case of Zanzibar, most systems in public institutions have been developed in house and with very little supervision by a governing authority such as

² Ministry of Information Technology and Communications, Rwanda ICT Hub Strategy 2024.

³ World Bank, Rwanda World Economic Update.



eGAZ, and therefore lack the required standards. As a result, a majority of the “systems” built are merely digital data sources or databases that institutions use for data storage. The data in these databases are usually low in integrity as they contain inconsistencies from the manual sources that populated them. These databases, usually in the form of MS Access or spreadsheets, also lack the necessary structure (such as data validation) and security to ensure restricted access.

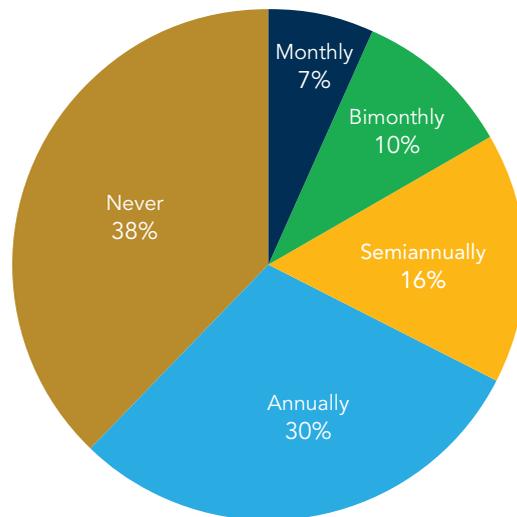
Another important governance tool used in ICT is user policies. Out of the fourteen institutions we surveyed, only four (office of the Controller and Auditor General [CAG], eGAZ, Ministry of Education, and Ministry of Health) had IT-acceptable use policies in place. The other institutions acknowledged a number of unsafe practices, including

- Allowing anonymous access to Wi-Fi hotspots;
- Allowing unregistered devices on the government network;
- Allowing unrestricted access to inappropriate/ malicious websites and content;
- Not installing and updating antivirus software;
- Storing government information on unencrypted devices; and
- Storing confidential information on personal devices.

Our survey found that 38 percent of respondents never changed their computer or application passwords. While 46 percent only changed them every six to twelve months, only 17 percent changed their passwords every month or two.

Other than the required paper-based system (physical letters) for official correspondence, communication through electronic devices within and outside institutions is mostly conducted on personal emails (when responding to queries, submitting official documents, corresponding

Figure 2.2. Password Enforcement across MDAs

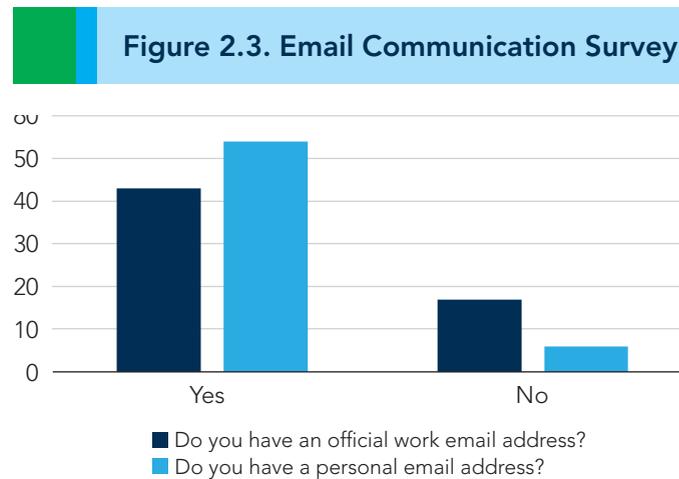


Source: World Bank Survey, 2022

TABLE 2.1 STANDARD IT-ACCEPTABLE USE POLICY REQUIREMENTS (MINIMUM)

Purpose	Why the policy is put in place, explained from the institution’s perspective
Expectations	Overall expectation the institution has of its staff regarding their behavior
Acceptable use	Explains how staff are to use ICT tools and systems, including what is allowed
Unacceptable use	A list of what is not allowed to be used on institution’s tools and systems
Enforcement	An explanation of how the institution monitors the use of its tools and systems and how violators will be punished

with external parties, and even transmitting sensitive information) instead of government-issued email. This is mainly due to unreliable email service, which had to be terminated for failure to pay for user licenses. This reliance on personal and private email services increases the probability of government information leaks and sabotage. A directive by the Zanzibar government to have all institutions register a local domain and use only official emails (through GMS) for communication is still underway but varies in commitment between MDAs.



Source: World Bank Survey, 2022

Lack of Enforcement of ICT Standards and Guidelines

As part of its mandate through the eGovernment Agency Act of 2019, eGAZ develops and administers ICT policies, rules, guidelines, and standards. To date, eGAZ has issued the following ICT standards and guidelines: Government Disaster Recovery Plan, e-Service Sustainability Framework, ICT Services Management Procedures, Hardware and Software Specifications, DAOM of eGovernment Apps, and ICT Strategy Template.

Because the above standards were issued in 2021, applications developed before did not follow the architecture standards. The rollout of these applications was also not accompanied by user manuals—for training and troubleshooting purposes, technical specifications for hardware and software sizing, and for user-acceptance testing documents—to show how user requirements have been met. Consequently, applications ended up being developed with little to no consideration for integration with other systems.

In the current setup, when eGAZ issues a guideline, there is no directive attached to enforce compliance by respective MDAs. Instead, these guidelines are only supported by the Act and circulars. Due to this low compliance to standards, audits on government systems conducted by the Zanzibar CAG office usually flag this as a finding, leading to the issuance of circulars to remind institutions of the importance of adhering to these guidelines and standards.

Government websites (which are the main sources of information for the public) also do not adhere to a set of standards, such as the type of information posted, layout, mobile responsiveness, and color theme. From unsecure domains to missing general information, slow loading times, broken hyperlinks, and failed downloads, these websites do not publish up-to-date information, offering an unpleasant user experience and lacking the consistent look and

feel across the board. This leaves users with a different experience of each government site they visit. Eight of the fourteen institutions' websites we surveyed do not have basic information that should be readily available, such as publications, notices, and general news.

Low Coordination of Resources

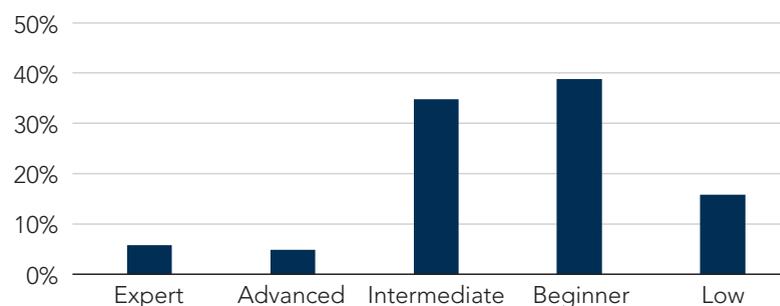
Each effort to build a solution is usually done in isolation and with few provisions for integration with other systems, leaving other institutions with similar challenges, pursuing their own projects that seek the same outcome. Such problems come to light only when an external party does an independent assessment. As an example, eGAZ is in the final process of launching a new HRMIS, which will involve the entire government. Yet during this study, the Ministry of Health was also working on a similar initiative (for the ministry) through a donor-funded project to tackle its own HR challenges.

People

People and Digital Skills

The level of computer proficiency of government employees is low. Several factors contribute to this: the educational levels of many civil servants, which are limited to secondary and certificate; the prevalence of paper-based systems for the routines of public administration; the shortage of computer workstations; the existence of a generation gap, with some older staff averse to learning digital technologies; and the underfunding of suitable training programs.

Figure 2.4. Digital/Computer Skills Survey



Source: World Bank Survey, 2022

The skills of specialized IT staff in government departments, estimated at 800, are not at the same level, and eGAZ is embarking on an accreditation program to raise the standard. A scheme of service for the IT profession in government exists, but it needs to be reviewed as the IT field is continually changing, with new skill categories added. Although IT staff are relatively

well graded in government pay scales, it is difficult to recruit and retain skilled and experienced IT specialists because of higher pay in the private sector and the limited range of official pay scales. In contrast to eGAZ (which employs relatively few professional staff and could be allowed to move away from government scales on an exceptional basis), the scope for significantly raising the pay of departmental IT staff is limited in the short run.

A significant number of civil servants graduated and were employed before computer skills and ICT courses were taught at universities and other learning institutions. The education level within government consists mostly of secondary and certificate education, taking about 45 percent of the workforce, while 30 percent have diplomas and only 25 percent are degree holders. A majority of the workforce is women (56 percent) while men account for the remaining 44 percent.

From the digital skills survey conducted, it became apparent that digital skills as well as basic computer skills are very low. Out of the 61 respondents, 46 percent do not know ICT topics such as cloud computing, intranet, uploading of documents, virtual private network (VPN), firewall, artificial intelligence (AI), and machine learning, while 55 percent did not have basic computer skills (such as word processing, spreadsheets, and technological troubleshooting).

While MDAs have budget allocation for ICT training and capacity building, lack of quality learning programs, incentives, and performance measures disincentivizes the attention placed on training. Each ministry develops an annual training plan that includes ICT capacity building as recommended in the NICT policy. In practice this is only conducted for specific departments such as IT and finance because the nature of their duties involves computer systems. As a result, most public servants do not develop ICT skills that are considered basic by their peers in the private sector.



Shortage of Qualified ICT Staff

One of the challenges public institutions face is the lack and shortage of qualified ICT staff.

Among the reasons for this shortage is low pay scales offered by most public institutions, which discourages qualified candidates from pursuing careers in government. To understand the extent of the shortage, the RGoZ, through eGAZ, intends to conduct an assessment of ICT professionals across the government to determine the level of competency and how to address training needs that would help bridge the skills gap. eGAZ will also issue certificates to participants as a verification of skills and competency levels. The expected assessment that will be conducted by eGAZ will involve an estimated 800 ICT professionals across the government. This exercise will eventually extend to other non-IT staff in an effort to upskill their tech-savviness; it will also be used to revise the current SofS and benefits for IT public servants, as well as identify knowledge gaps and courses required by officers to meet government standards. The accreditation will act as an incentive for other staff members as they seek more responsibilities within the government. eGAZ continues to seek funding for continuous capacity-building programs for all ICT professionals in government.

TABLE 2.2 SALARY COMPARISON (eGAZ AND PRIVATE SECTOR)

Title	eGAZ Salary Range (TZS)	Private Sector Company ⁴
Principal ICT Manager	1,002,000–1,217,000	7,000,000–12,000,000
Senior ICT Manager	912,000–987,000	4,000,000–6,000,000
ICT Officer	600,000–871,000	2,500,000–4,000,000
Assistant ICT Officer	335,000–506,000	1,700,000–2,900,000

Source: eGAZ, 2022

The lack of adequate investment in ICT by MDAs further discourages ICT professionals who typically prefer organizations that invest heavily in state-of-the-art infrastructure and training. Due to the changing nature of technology, institutions that remain current offer ICT professionals the exposure and skillsets desired in competitive job markets to advance in their careers.

Government ICT professionals follow the current Zanzibar ICT SofS, which was developed from an exercise that was carried out and approved by the Zanzibar CSC in 2012 for 16 ministries. The schemes were later reviewed and approved again in 2019 by the Zanzibar CSC, listing in detail the career progression of an ICT professional in government, including requirements for particular roles, responsibilities, and promotion procedures.

⁴ Average ICT gross salaries from two private companies in the financial services sector.

The scheme does not include new roles now found in government, such as cyber security specialists and cloud architects. There is a need for Zanzibar CSC to work with eGAZ to revise the current SofS specifically and consider recent advances in ICT to allow for the type of growth that is usually experienced in the industry.

Organizational Readiness

As an agency established from within the ministry and as the institution that will be coordinating the automation of the core public service systems, eGAZ is well positioned to lead the effort, but the center of government will be required to reinforce the role of eGAZ. While eGAZ itself is being run in a tech-savvy environment and culture, the core public service management functions operate in a primarily paper-based system, and some are not well documented. In addition, the PO-CLAPSGG has a generational mix in its workforce with different points of view regarding the use of technology and other changes. This challenge highlights the need for eGAZ and PO-CLAPSGG to have a change management strategy that will ensure processes and people are in place to coordinate the efforts and communicate change, with the goal of transforming the institution and changing people's mindsets.

In its capacity to set and supervise guidelines and standards for all ICT initiatives in the public sector, eGAZ should develop an ICT user policy. This would cover acceptable use, network security, incidence response, remote access, vendor management, password management, identity access, and data management. It would also highlight lax practices to be avoided, such as using unsafe passwords, storing confidential information on personal computers, and not installing antivirus software. In turn, it would assist in updating the NICT policy that predates the creation of the agency, working with the MoIC and ZICTIA. A number of guidelines have already been issued by eGAZ; these will need to be heeded more seriously by MDAs than in the past. Adherence to the ICT user policy might be one of the criteria for assessing the performance of MDAs.

While the current eGovernment policy has met some of its objectives, such as the establishment of a government payment gateway and nationwide coverage of the fiberoptic network, some key issues remain unimplemented and require immediate action. For example, Zanzibar does not have a data protection policy, even as it is getting ready to launch new applications. Also, very little has been done with regard to digitizing records and archiving—not to mention that electronic signatures are not yet recognized as valid. According to eGAZ, part of the problem is perception, in which other institutions feel that an agency cannot reform the technology landscape in Zanzibar.

The agency is also currently short-staffed for at least six positions that have not been filled and lacks key resources such as application developers, systems architects, and a data center facility where it plans to host and run all government applications. The agency shares a data center with Zanzibar's Ministry of Communication and the mainland's eGovernment Authority, which hinders eGAZ from making long-term plans and means it has to accommodate the requirements of its hosts.

Similar to mainland Tanzania and Kenya (under the head of public service), eGAZ reports to the permanent secretary of the PO-CLAPSGG. Success in mainland Tanzania has motivated Zanzibar to replicate this model to a great extent, including its intention to upgrade from an agency to an authority.

In addition, eGAZ should work with the PO-CLAPSGG to articulate, in its change management strategy, how the government will manage the transition to digital, how the role of eGAZ has changed, and how to secure funding for an increased budget subvention through the POFP.

As a precursor to the change management strategy, eGAZ should perform a risk analysis to identify and plan how it will manage the identified risks. The change management strategy should identify stakeholders and assign responsibilities and roles during the change period. It should also contain the following: a readiness assessment, communication plan, estimated budget, training plan, resistance management, and results management. This strategy will be used to seek government commitment, assign responsibility, and ensure that it gets implemented according to plan.

Key Recommendations on Improving ICT Usage on Managing Public Service

Governance and Policy

Set and supervise guidelines and standards for all ICT initiatives to ensure alignment with the government policy and strategy. As the institution tasked with overseeing the implementation of the eGovernment policy, eGAZ is strategically placed to play a critical role by ensuring all policy objectives are met and that ICT policies are occasionally reviewed for relevance. To realize its vision, eGAZ requires more supervisory recognition within the public sector. Among the standards that need immediate enforcing for all MDAs is ICT User Policy, addressing the following mandatory issues.

- **Acceptable use policy.** Outlining acceptable use of computer equipment and defining inappropriate use of information systems and the risk it may cause.
- **Network security policy.** Ensuring the confidentiality, integrity, and availability of data by following a procedure for conducting system and network activity review.
- **Change management policy.** Ensuring that changes to an information system are managed, approved, and tracked.
- **Incident response policy.** As part of an organization's business continuity plan, it outlines the organization's response to an information security incident.
- **Remote access policy.** Minimizing potential exposure from damages that may result from unauthorized use of resources.
- **Vendor management policy.** Providing guidance on how to acquire and manage vendors, validating the vendor's compliance and information security capabilities.
- **Password management policy.** Providing guidance on developing, implementing, and reviewing a process for creating, changing, and safeguarding strong and secure passwords.

- **Identity access management.** Defining how to establish, document, review, and modify access to systems and sensitive information.
- **Data protection policy.** Specifying the types of data that the business must retain and for how long, as well as how the data will be stored and destroyed.
- **Issue the following policies, guidelines, and standards:**
 - Management and maintenance of government websites
 - Guidelines for system integrations
 - eGovernment application architecture standards and technical guidelines
 - Government software applications quality assurance checklist
 - Quality assurance compliance guidelines for eGovernment applications
 - Standards for development, acquisition, operation, and maintenance of eGovernment application
 - ICT policy template

Develop a new eGovernment policy and strategy to focus on recent developments and include the Zanzibar Development Vision 2050 (ZDV 2050). From a relevance point of view, while it was comprehensive and inclusive at the time it was written in 2013, the NICT policy has become outdated and requires revision to reflect recent trends and technological advances (such as cloud computing, AI, and machine learning) that could spearhead the move to a digital government. Notable milestones have been achieved that should be recognized in new policies, such as the rising internet penetration rate (49 percent).⁵ The eGovernment policy was prepared in 2012, before the establishment of eGAZ, and addresses key policy issues that need to be put in place for the 2050 vision. Having achieved some of its objectives, including setting up an eGovernment agency, launching a government payment platform (ZANMALIPO), building a data center, establishing an infrastructure agency, and laying a fiberoptic network throughout the country, these new policies will propel the country's digital agenda further.

Develop implementation strategies for the NICT policy and eGovernment policy and coordinate stakeholder involvement in their implementation. As of July 2022, the MoIC had acknowledged the need for NICT policy review and is expected to publish a revised version before the end of this financial year. The MoIC will be the owner of the policy, while an interdepartmental review group will be made up of eGAZ, ZICTIA, State University of Zanzibar (SUZA), and private sector companies (such as financial institutions and mobile network operators) as participants and stakeholders.

⁵ Penetration rate of voice telecom and internet services in Tanzania from 2013 to 2021, <https://www.statista.com/statistics/1082352/tanzania-voice-telecom-and-internet-penetration/>.

Infrastructure, Systems, and Data

Establish a data center for eGAZ to host and run government applications to kickstart the RGoZ digital agenda. The current trend across many countries, including East Africa, has been to develop physical data centers to host applications; this reflects the need for such a facility for Zanzibar. The data center can also be used as a disaster recovery site for the RGoZ.

Cleanse and verify public servants' data to ensure data integrity and accuracy. Both payroll and HR currently rely on registries with data that are inaccurate and inconsistent. As the foundation of the new HRMIS, it is critical that civil servants' data be verified (by an independent party) before the launch of the new system. Among the issues that need immediate resolution is the current problem of senior civil servants having more than one payroll ID due to multiple appointments. There is a need for a true unique identifier for all payroll recipients.

Review and document payroll, HR, and records management operational manuals to use as reference and guidance for system development and maintenance. This will ensure consistency between operating procedures and computer systems.

High priority should be given to digitizing the government records management system, for which a document management system, eOffice, is being launched by eGAZ. Through this initiative, creating a clear design of records management to illustrate how different institutions manage records from creation to disposal will be paramount. This design will also help new players in the ecosystem integrate their systems and share information. This should include a system architecture diagram.

Strengthen connectivity infrastructure and redundancy. Tanzania is fortunate to have several undersea cables passing through and terminating at the country's coasts. Currently, there are three undersea cables connected to mainland Tanzania (TEAMS, EASSy, and SEACOM), which the Zanzibar government should take advantage of to increase internet capacity in Zanzibar and provide redundancy to ensure continuity of service. This additional connectivity will not only benefit the government but will offer more variety to the public as well (through private service providers) as citizens become more connected and part of the new digital community. Through ZICTIA, the extra capacity can become an additional source of revenue by selling to other ISPs and mobile operators, who are currently experiencing poor connectivity in the islands.

Legal and Regulatory Environment

From a national perspective, the legal and regulatory framework of Zanzibar for ICT and eGovernment requires updating, and a consolidated ICT law is required. Thus, eGAZ should work with the PO-CLAPSGG to expedite laws and regulations to cover eGovernment delivery of services to citizens and businesses. Additionally, issues like security of information, data protection, and e-signatures need to be addressed.

Ensure that relevant ICT laws are in place and the legal environment supports the NICT policy and eGovernment policy. The legal and regulatory framework in Zanzibar does not fully support a digital government and guidelines are not followed, even by other public institutions. Even though an institution to supervise eGovernment has been established, to date, Zanzibar does not have a consolidated ICT-related law, as recommended in the NICT policy. The proposed eGovernment Authority Act addresses some key issues from the NICT policy such as recognition of electronic data, security of information data protection, and ionic filing. Because eGAZ is not a ministry, it needs to work with the PO-CLAPSGG to fast-track the enactment of laws and regulations that support eGovernment.

Revise the current eGovernment policy to include necessary provisions. For ICT issues that only involve internal systems such as eOffice and electronic signatures within government, eGAZ is able to revise its eGovernment policy to include such provisions. As an example, the new eOffice system will now use digital documents, but the current eGovernment Agency Act does not recognize electronic forms of information.

Develop a change management strategy as a medium-term program of investment in eGovernment to identify and implement required changes necessary to prepare and create a conducive environment for a digital government. During this study, it became apparent that information is not readily available online, and not all public institutions were aware of the



technological changes and projects in the public sector that would have a direct impact on them. For there to be an awareness and willingness to embrace the upcoming changes, eGAZ, together with the PO-CLAPSGG, needs to develop a change management strategy to create a conducive environment for a digital government. This may include change champions at every MDA, an awareness program to sensitize staff to what is coming, and workshops to collect and give feedback to stakeholders. Considering the size of such a program, covering the whole government of Zanzibar, and for it to be effective, long-term commitment to funding needs to come from the top (that is, president), PO-CLAPSGG, and POFP.

People and Training

Revise compensation packages to become more competitive and similar to the private sector to attract and retain talent. The agency should explore creation of a new salary structure that would enable it to offer competitive compensation and attract and retain talent (such as section 55 no. 9 of the PSA of 2011). This would address the issue where most young graduates avoid looking for career opportunities in government because of low remuneration.

Work with higher learning institutions (such as IPA) in identifying candidates and creating a mentorship program for students to get experience before graduating. This not only allows candidates to increase their chances of securing employment but guarantees eGAZ a pool of qualified candidates each year.

Allocate budget and provide working tools to civil servants. Upon being employed or assuming new roles, public servants who qualify to have a computer or laptop need to be issued or have access to individual working tools necessary to perform their duties. These tools should be attached to an individual profile to ensure that they adhere to the set IT usage policy. Along with these tools, these public servants must also be provided with regular training and support to ensure that users are kept informed and up to date.

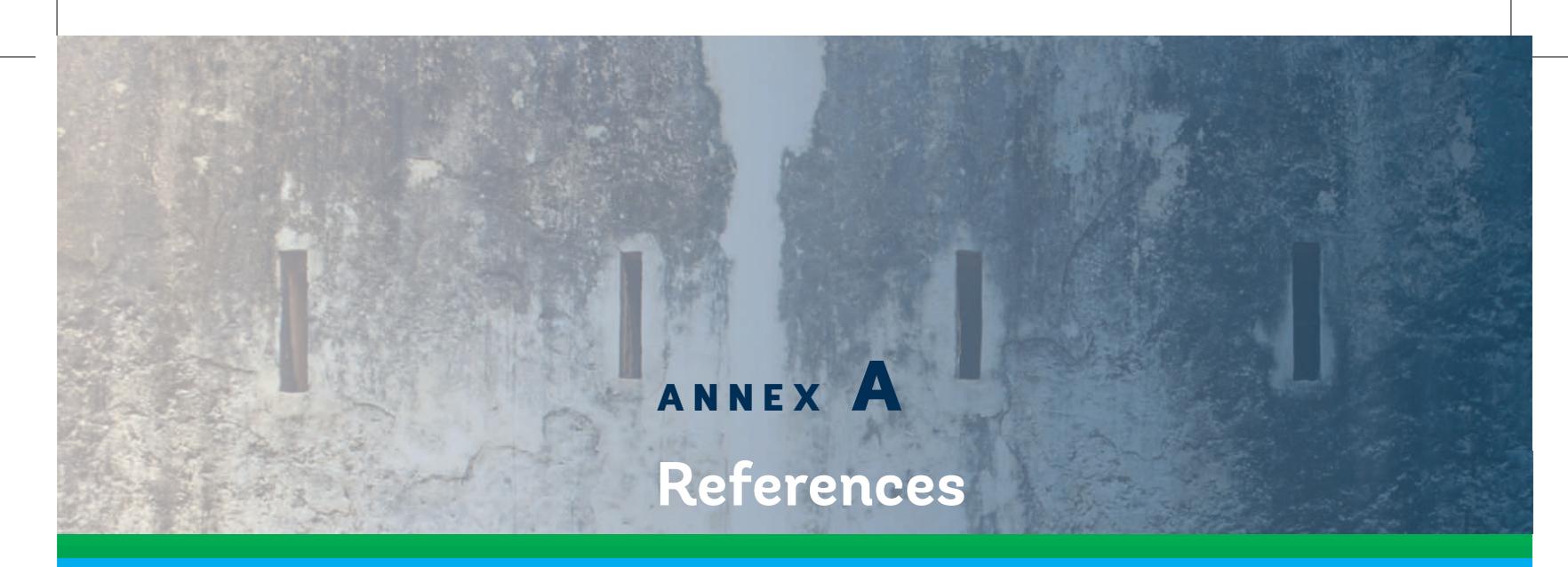
Regularly update training plans within public institutions to reflect changes in technology and business environment. Ensure that the level of technology skills match each role, to guarantee employee fit. eGAZ should work with the PO-CLAPSGG, through its government training policy, in determining the level of ICT competence that will be required and incorporate this into the new SofS for ICT professionals. These training plans will then be part of a public servant's appraisal at the end of each year.

Increase the number of ways a public servant can receive training and work with institutions such as IPA to offer more short-term online/virtual classes to upskill public servants. This will allow public servants who are in remote places to access the same quality of training as their colleagues. IPA currently only offers in-person short- and long-term courses for public servants and enrolled students. As a learning institution, MDAs should use IPA to ensure that all public servants go through an agreed curriculum as part of orientation, as well as specific short-term courses for officers in particular professions for skills acquisition.

A Summary of the Proposed Actions for Improving ICT Usage in Supporting Public Service Management

TABLE 2.3. PROPOSED ACTIVITIES

Theme	Short Term	Medium/Long Term
Improve ICT governance	<ul style="list-style-type: none"> Develop ICT user policy across all MDAs to ensure strict enforcement. Collect stakeholder feedback on the current NICT policy and eGovernment policy. Ensure provision for electronic forms of data such as eSignature, eTransactions, eForms, and eFiling in the new ICT law. 	<ul style="list-style-type: none"> Assist in expediting enactment of ICT laws through the PO-CLAPSGG. Design a change management program to assist with digital adoption.
Review and streamline processes	<ul style="list-style-type: none"> Review HR, payroll, and records management processes, procedures, and regulations to ensure alignment with system processes. Develop operational manuals for core public service systems for future reference. 	<ul style="list-style-type: none"> Develop process maps for HR, payroll, and records management for documentation purposes.
Capacity building	<ul style="list-style-type: none"> Train public servants on IT literacy and digital skills (including basic computer skills, cloud technology, and data analytics). Review SofS for ICT professionals to ensure alignment. Create awareness of eGovernment initiatives by launching awareness programs and campaigns. 	<ul style="list-style-type: none"> Initiate ICT mentorship program with higher learning institutions. Conduct ICT needs assessment for MDAs. Develop a strategy to acquire sustainable funding for ICT equipment and working tools. Support IPA to establish short-term ICT-related courses for public servants. Embed digital skills requirement as a mandatory part of PMS.
Improve network and power infrastructure	<ul style="list-style-type: none"> Improve connectivity for all government agencies by enforcing SLAs with service providers. Procure redundant internet connections from other service providers. 	<ul style="list-style-type: none"> Add redundant power (such as generators and inverters). Increase internet connectivity capacity. Develop or commission cloud-based data center services and Disaster Recovery System (DRS) for eGAZ.
Build government websites	<ul style="list-style-type: none"> Migrate all government domains to central hosting under eGAZ. Secure government websites and portals by installing certificates and firewalls. Redesign ministry websites to have a consistent look and feel that is in line with standards issued by eGAZ. 	<ul style="list-style-type: none"> Build national government e-service portal to consolidate services and offer a one-stop shop for the public.



ANNEX A

References

(continues)

- Revolutionary Government of Zanzibar, Constitution of Zanzibar of 1984, 2010 version.
- Revolutionary Government of Zanzibar, Public Service Pay Policy, 2017 (English).
- Revolutionary Government of Zanzibar, Public Service Act, 2011.
- Revolutionary Government of Zanzibar, Public Service Regulations Manual, 2014.
- Revolutionary Government of Zanzibar, Implementation Report of the Responsibilities of the President's Office Public Service and Good Governance 2010–2020. August 2020.
- Revolutionary Government of Zanzibar, Report of the Implementation of activities of the Civil Service Commission for the period 2011–2020, Government Printing Agency, Zanzibar. June 2020.
- Revolutionary Government of Zanzibar, PO-CLAPSGG, Report on the Review of Functions and Organizational Structures of Ministries, Departments and Institutions of the Revolutionary Government of Zanzibar. August 2021.
- Revolutionary Government of Zanzibar, ZPSRP Final Report-Draft, June 2019.
- Revolutionary Government of Zanzibar, Guidelines on Performance Appraisal (Undated Note).

Note: Except where stated these documents are in Kiswahili.

As part of this study, a focused group discussion was organized with a set of middle-level staff from several ministries and departments. There were 15 participants from the Ministries of Education, Health, Public Service Management, and eGovernment Agency. The participants were provided with a questionnaire to guide them on responses required. Only 11 of the questionnaires were returned.

Responses from the questionnaire reveal a consensus that the size of the public service is inadequate and there is a need to increase, rather than reduce, the number of staff. The participants noted the increasing number of schools and health facilities as an indicator of the need to increase staff numbers. Surprisingly, even with adequacy of pay and benefits, 6 of the 11 participants felt they were adequate. This is in contrast to the discussion where pay and benefits were the main concern.

Generally, the mandate and structure of the government were viewed positively by participants, even with respect to the CSC and the PSC, which regulate the sector. They also clearly understood their own roles in achieving organizational objectives.

Many of the participants viewed the HR regulations as being an adequate tool for HRM, bearing minor deficiencies related to granting leave for essential travel such as the pilgrimage to Mecca. But some felt this was accommodated in the provision for emergency leave. Further, some complained about leave benefits where there are marked differences. They cited an example of inequitable pay, where a minister was paid TZS 3 million whereas a junior staff was paid TZS 100,000.

The role of the PO-CLAPSGG was viewed positively by most of the respondents, with the exception of funding of posts through the budget. On the latter, 6 of 11 respondents tended to disagree that funding of the posts worked well. On recruitment of staff, with the exception of career development and promotion, most staff agreed that the recruitment process and placement were clearly followed by institutions. On career development and promotion, however, 6 of the 11 participants felt this process was not transparent and merit based.

The participants did not feel comfortable responding to the question on political neutrality of the public service. Of those who did, 7 out of 11 agreed it is politically neutral. However, during discussions this was a question that drew a blank response. None of the participants was ready to discuss it openly.

Some of the key issues that readily emerged from the discussion were as follows.

- (a) There is no need to reduce the size of the public service; rather, there is a need to increase the skills. There is a skills shortage that will not be addressed by reducing the size of the public service. Reallocation of staff will also help correct the seemingly oversized workforce. The number of classrooms built is huge and not commensurate with the number of teachers available. There is a need to increase staff and staff skills.
- (b) Compensation packages differ significantly between heads of department who are presidential appointees and staff immediately below them. A head of department earns twice the salary of a directly reporting employee. Further, participants state that salaries are not adequate to attract rare skills; for example, a nurse in Zanzibar earns TZS 372,500, while on the mainland the salary will be TZS 600,000. A degree holder earns TZS 500,000 while on the mainland, the pay will be TZS 900,000. These disparities need to be rationalized.
- (c) Some benefits are supposed to be equal. For example, why should a minister be given leave pay of TZS 3 million and a directly reporting staff member be given TZS 100,000?
- (d) Participants asked why salaries of the Zanzibar Revenue Board are significantly different from the ministry under which they serve.
- (e) The rationale of the scheme to harmonize pay where accountants and procurement and internal audit staff are ranked equally but HR staff are ranked lower was questioned.
- (f) Institutions are not transparent, and the induction course does not give clear guidance on entitlements.
- (g) Training opportunities, especially those that are donor funded, are not offered based on need. In some cases, the target beneficiary department is not involved in selecting trainees. There was a belief that selection is based on personal interests. Many felt that their departments had no training plan.
- (h) On a day-to-day basis, supervisors assign work unrelated to the job description. There is no succession planning.

eGAZ also maintains and runs a disaster recovery site intended to host all government systems. The following systems fall under the technical supervision of eGAZ and have been rolled out to some of these government institutions.

Name	Description
eOffice Management System	eOffice is a custom-developed, web-based, shared workflow automation system for government institutions built and maintained by eGAZ. It is able to record letters coming into ministries and direct the letters to the appropriate recipients. Once the letters are received, users can approve, reject, or escalate for further action. The system is intended to reduce the government's reliance on a paper-based system for records management. eOffice is currently being used by nine ministries.
GMS – Mailing system	GMS is a custom-developed, web-based communication system that serves as a communication tool for government institutions. In the absence of a reliable communication tool and due to lack of funds to acquire licensed communication software, GMS was developed to connect institutions and allow for reliable email system.
Zanzibar National Payment Gateway – ZANMALIPO	ZANMALIPO is a centralized government system for facilitating payments to all Zanzibar MDAs and local governments (municipalities, district councils, and town councils), as well as payment service providers (such as banks and mobile network operators [MNO]). As of May 2022, 18 ministries, 10 LGAs, 3 payment providers, and 1 bank are connected to the gateway. Since its launch in December 2021, no cash payments are accepted, and all electronic payments to the government go through ZANMALIPO. Upon completion, Budget Management and Expenditure Systems (BAMAS) will be integrated with ZANMALIPO.
HRMIS and Payroll Integrated System (GPS)	The Ministry of Finance and Planning, together with the PO-CLAPSGG, is currently testing a new HRMIS expected to launch the first phase of the system in March 2023. The current system is being used by all ministries and agencies, except for SOEs.
Budget Management and Expenditure Systems (BAMAS)	A web-based system written in Angular/Java using an Oracle database, built to facilitate all government budgeting and expenditure as well as to ensure that such expenditure is carried out in accordance with the prescribed procedures. BAMAS is used by MDAs.
Ajira Portal	A web-based recruitment system that will be used for posting and processing job applications from different public institutions. The system will handle the entire application process, including interview scheduling and providing feedback to applicants. The system will also maintain records of applicants for future reference. All public institutions and the general public are expected to use this system.

ANNEX D

Summary of Institution Visited

Institution name	President's Office Constitution, Legal Affairs, Public Service and Good Governance Office (PO-CLAPSCGG)
Challenges	<ol style="list-style-type: none">Use of personal email addresses and laptops for official dutiesPaper-based processesLack of adequate qualified staff; 60 percent of staff only have diplomasInadequate IT policies across the whole governmentLimited transparency on what is happening with the POFP on the payroll systemInternet services are the largest operating expenseNo document archives system; reliance on manual paper-based system
Institution name	eGovernment Agency of Zanzibar (eGAZ)
Challenges	<ol style="list-style-type: none">Staff shortage; only 52 staff members80 percent short on budgetStruggling with capacity building in ICTShared computers and laptopsUse of personal email addresses and laptops for official duties
Institution name	Institute of Public Administration (IPA)
Challenges	<ol style="list-style-type: none">BAMAS is operational; currently testing eOffice and ZANMALIPONo online coursework offeredDocket and WhatsApp groups act as communication channelsNo redundant link but TTCL expected to go live soon
Institution name	Public Service Commission (PSC)
Challenges	<ol style="list-style-type: none">Shortage of computers and laptopsManual registry but in the process of digitizingLow ICT capacity among staff membersOutdated database for public servant registry

Institution name	Controller and Auditor General (CAG) – Zanzibar
Challenges	<ul style="list-style-type: none"> i. No way of restricting payroll in case of termination ii. Delays in payment for transferred staff iii. Lack of audit software iv. Paper-based audits instead v. Shortage of computers; office owns only six computers
Institution name	Civil Service Commission (CSC)
Challenges	<ul style="list-style-type: none"> i. Manual process and paper based ii. Only 1 IT person for 24 staff members iii. No official email server; domain registered iv. Use of personal email addresses and laptops for official duties i. No IT policy
Institution name	President's Office Finance and Planning
Challenges	<ul style="list-style-type: none"> i. Local connectivity issues within the building; poor network design ii. Low ICT skills; outdated mentality toward technology
Institution name	Ministry of Agriculture, Irrigation, Natural Resources and Livestock
Challenges	<ul style="list-style-type: none"> i. Shortage of computers; only 7 desktops and 6 laptops for 120 staff members ii. Poor internal network iii. No IT policy iv. Only allocated 25 percent of budget request
Institution name	President's Office – Regional Administration and Local Government
Challenges	<ul style="list-style-type: none"> i. Shortage of computers and laptops ii. Use of personal email addresses and laptops for official duties iii. No IT policy
Institution name	Ministry of Education
Challenges	<ul style="list-style-type: none"> i. Two HR databases (MS Access and an Excel spreadsheet) contain registry information for the ministry ii. 2019 IT policy iii. No archiving and document management software iv. No redundant link v. Paper-based letters for communication

Institution name	Ministry of Health
Challenges	<ol style="list-style-type: none">i. Outdated Digital Health Strategy (from 2001)ii. Developing governance structureiii. Developing IT blueprintiv. Digitizing health and client registryv. Low ICT skillsvi. Lack of qualified professionalsvii. Shortage of laptops and computersviii. Low usage of data-supported initiatives
Institution name	Workers' Association
Challenges	<ol style="list-style-type: none">i. Inadequate implementation of the recommendations given to the governmentii. Low pay to public servants

Photo credits

Cover: © mariusltu/Adobestock; page 1: © Patrick Mueller/Unsplash; page 11: © Sameer Al-maafazy/Unsplash; page 24: © Queen Lj/Unsplash; page 27: © Abubakar Burhan/Unsplash; page 30: © MARIOLA GROBELSKA/Unsplash; page 35: © Dmitry Limonov/Unsplash; page 38: © Majkl Velner/Unsplash; page 43: © Micah Camper/Unsplash; page 46: © Crispin Jones/Unsplash; page 51: © Giacomo Berardi/Unsplash; page 52: © Anil Reddy/Unsplash; page 56: © Kaspars Eglitis/Unsplash; page 60: © Rowen Smith/Unsplash; page 66: © Patrick Mueller/Unsplash.

