

**A CRITICAL REVIEW OF THE
IMPLEMENTATION OF THE NAMIBIAN
PUBLIC SERVICE CHARTER**

**A research paper submitted in partial
fulfillment of the requirements for the
degree of Master of Public Policy and
Administration**

Of

The University of Namibia

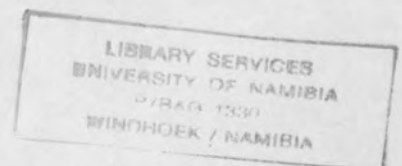
And

**The Institute of Social Studies
By**

Sirkka A M Ausiku

November 2002

**Supervisors: Mr. S Nsingo - UNAM
Dr. R Tangri - ISS**



ABSTRACT

This study is a critical review of the implementation of the Namibian Public Service Charter (NPSC) introduced in 1997. It is based on the recommendations of the Wage and Salary Commission Report of 1995. The NPSC is a national framework that guides the improvement of service delivery in Namibia. It has nine general principles, namely standards; information; courtesy and helpfulness; consultation and choice; accountability; openness; and non-discrimination; quality of service; and value for money. The implementation of the NPSC is expected to be completed in 2003. It requires that ministries develop specific Customer Service Charters (CSCs) for each major functional area where they provide services. Fifty-nine functions were identified for this purpose.

Since the introduction of the NPSC, only fifteen CSCs were developed by 2001. The rest are either being developed or are not developed at all. This trend shows that a problem exists in the ministries that have not yet completed this task. Given the limited time left, it appears that this task will not be accomplished. One would argue that either the ministries are not willing to comply with government policy or do not view this as a priority or there may be other constraining factors that have not received the attention they deserved. Consequently, this study was conducted to determine the nature of the problem and proffer recommendations for improving the process. Data was collected using interviews, questionnaires and literature search.

The findings were that administrative procedures are in place to facilitate the implementation process. However, these are not specific. Ministries use their own discretion to start the implementation process. As a result, there is no uniformity, and time schedules to adhere to. In addition, there is no budget for this exercise and no training is given to facilitate the implementation process. Middle management drives the process and to make matters worse, it is not monitored. This has inevitably led to delays. In order to improve and speed up the process, the Efficiency and Charter Unit (ECU) should revisit its implementation document to provide specific information on how the NPSC should be implemented. There should be funding for the process and officials should be trained. The ECU and senior management in ministries should show commitment and monitor the process closely to ensure adherence to deadlines.

TABLE OF CONTENTS

	Pages
Title page	i
Abstract	ii
Table of contents	iii
Figures and tables	vi
Acknowledgements	vii
Dedication	viii
Abbreviations	ix
Definition of Terms	x
Declaration	xi
CHAPTER ONE	1
INTRODUCTION AND BACKGROUND TO THE STUDY	1
1. Introduction	1
2. Statement of the Research Problem	4
3. The Objective of the Study	5
4. The Research Question	5
5. Research Methodology	6
6. Justification of the Study	7
7. Limitations of the Study	7
8. Organization of the Research Paper	8
CHAPTER TWO	9
CONCEPTUAL AND ANALYTICAL FRAMEWORK:	
LITERATURE REVIEW	9
1. Introduction	9
2. Administrative Reform (AR)	9
3. Civil Service Reform (CSR)	11

4. Public Service Charters	13
CHAPTER THREE	18
AN OVERVIEW OF THE IMPLEMENTATION OF THE NPSC IN GOVERNMENT MINISTRIES	18
1. Introduction	18
2. Implementation of the NPSC in Government Ministries	18
2.1 What is a Charter?	28
2.2 Planning and Getting Started	28
2.3 Involving Interest groups	29
2.4 Determining Meaningful, Achievable and Measurable Standards	29
2.5 Developing Mechanisms to Handle Complaints and Put Things Right	31
2.6 Working with Others and their Responsibility	31
2.7 Selling the Charters to the Customer: Format and Design	32
2.8 Selling the Charters to the Customer: Publicity and Distribution	32
CHAPTER FOUR	34
PRESENTATION AND ANALYSIS OF DATA	34
1. Introduction	34
2. Views on the Implementation of NPSC by Ministries	34
2.1 Interview Responses	35
2.2 Questionnaire Responses	40
2.3 Literature Search	47
CHAPTER FIVE	51
CONCLUSIONS AND RECOMMENDATIONS	51
1. Introduction	51
2. Conclusions	51
3. Recommendations	54

BIBLIOGRAPHY	5
APPENDICES	6
Figure 1	21
Figure 2	23
Table 1	25

FIGURES AND TABLES

Figure 1:	21
Figure 2:	23
Table 1:	25

ACKNOWLEDGEMENTS

First of all I would like to give my thanks to the Almighty God for making this possible for me. Secondly, I would like to express my sincere appreciation and gratitude to my two supervisors, especially Mr. Siphon Nsingo who was always available and guided me from the proposal to the final draft of the main research paper. To Dr. Roger Tangri, I say thank you for guiding me through the initial stage of my research design proposal in The Hague, The Netherlands. All the comments through the e-mails between Windhoek and ISS are very much appreciated.

To all those who provided information through interviews and questionnaires, your valuable inputs are very much appreciated. All friends and colleagues who took time to read through my paper, your effort and valuable comments are very much appreciated. To my secretary, Sarah Haufiku who helped with the typing, I say thank you. I would like to thank the University of Namibia and the Institute of the Social Studies in The Hague for granting me the opportunity to participate in this programme. To the Ministry of Women Affairs and Child Welfare I say thank you for the financial support.

Last but not least, my heartfelt appreciation to my family, especially my mother who came from Nkurenkuru to stay with my daughter Ileni in Windhoek, while I was in The Hague, The Netherlands.

While I appreciate the assistance rendered to me, all the shortcomings in the paper are solely mine. To all of you I am wishing God's richest blessing.

DEDICATION

This piece of work is dedicated to my lovely daughter Ileni, who kept asking me “Mummy, is it really necessary for you to study again?” Ileni, the last two years I was not there for you and to assist you with your homework. When I came back from classes you were fast asleep, but always remember that Mummy loves you.

ABBREVIATIONS

AR	Administrative Reform
CSC	Customer Service Charter
CSR	Civil Service Reform
DTA	Democratic Turnhalle Alliance
ECU	Efficiency and Charter Unit
GRN	Government of the Republic of Namibia
ISS	Institute of Social Studies
JCC	Joint Consultative Committee
MBESC	Ministry of Basic Education, Sport and Culture
MHA	Ministry of Home Affairs
MRLGH	Ministry of Regional and Local Government and Housing
NANGOF	Namibia Non Governmental Forum
NBC	Namibian Broadcasting Corporation
NPSC	Namibian Public Service Charter
NUNW	National Union of Namibian Workers
O/M/A	Offices/Ministries/Agencies
OPM	Office of the Prime Minister
PM	Prime Minister
POLY	Polytechnic of Namibia
PSC	Public Service Charter
SADC	Southern African Development Community
SAPS	Structural Adjustment Programmes
SPYL	SWAPO Party Youth League
TV	Television
UDF	United Democratic Front
UNAM	University of Namibia
UK	United Kingdom
WASCOM	Wage and Salary Commission
WCE	Windhoek College of Education

DEFINITION OF TERMS

For the purpose of understanding this research paper the following concepts have been defined.

Accountability: Is defined as being answerable to a supervisor. However, in this context it will mean to be answerable to the public as well.

Charters: Are defined as clear and simple documents that are widely accessible to provide the user of services with clear information of what to expect from a government department.

Civil Servant: This refers to a person employed in the service of a ministry. Basically the term can be said to apply to all employees of the central government ministries or departments. According to Vermeulen (1997:175) civil servants are defined as personifications of the public service. They act on behalf of the public. They execute government policy and belong to the public service.

Civil Service: Is defined as consisting of employees of the central or national ministries. In most countries it is defined by legislation specifying the characteristics of either the employee or the employing institution or both. The civil service does not include the military, police and state owned enterprises.

Ethics: Is about moral principles. This is about acceptable standard of behavior in the Public Service. This includes integrity, honesty, impartiality, trustworthiness and transparency. To have ethical behaviour is essential for an effective and stable political and administrative authority.

Implementation: It means a tool or instrument to work with when putting a policy in action.

Information: Is defined in this context as providing understandable information about public services in a straightforward and open manner. Importantly, information is one of the most powerful tools to assist the customer to exercise his or her right to good service. Information also provides transparency and can help to build legitimacy.

Measurable Standards: Is defined as setting out clearly the service that users can expect to receive. These standards are always a compromise between what is wanted by the users (customers) and resources available to deliver such services and policies of the Government.

Public Sector: It refers to the Public Service, Parastatals, police and military.

Public Service: It refers to the whole civil service, local government, health workers and teachers. In Namibia, there are no clear divisions between the public service and the civil service the two words are often used interchangeable.

Stakeholders: This is a group of people with an interest or concern for something. In this case it refers to the ministries, customers (clients), the public and interest groups.

DECLARATION

This is a research paper submitted in partial fulfillment of the requirement for the degree of Master of Public Policy and Administration, the study programme with the University of Namibia (UNAM), in Windhoek, Namibia and the Institute of Social Studies (ISS), in The Hague, The Netherlands. This dissertation is the original work of the author and it has not been submitted for a degree elsewhere. The views stated therein are those of the author and not necessarily those of the two institutions.

Enquiries:

University of Namibia
Private Bag 13301
Mandume Ndemufayo Avenue, Pioneers Park
WINDHOEK
Namibia

Institute of Social Studies
Private Bag 29776
2502 LT,
THE HAGUE
The Netherlands

CHAPTER ONE

INTRODUCTION AND BACKGROUND TO THE STUDY

1. Introduction

Public service reforms have been implemented in independent Namibia since 1992, two years after independence. By then the Government of the Republic of Namibia (GRN) had realized that there were shortcomings that impaired functional efficiency in the running of national affairs. Consequently, it introduced some rationalization initiatives to deal with the problems. These problems included the duplication of functions between ministries; redundancy; administrative and managerial ineptitude; and poor service provision. The main objective was to rehabilitate and reorient the public service to improve its efficiency; effectiveness; responsiveness and ability to cope with national development needs and priorities. This exercise came up with numerous proposals, for the rationalization of the public service so as to achieve these cherished goals.

In 1995, as part of the continued reform and restructuring process, the Government of the Republic of Namibia (GRN) set up a Commission of inquiry to investigate and look into the reform process that was started in 1992. This Commission was known as the Wages and Salaries Commission (WASCOM). It was supposed to advise the government on how to proceed in order to implement the results of the rationalization initiatives. The main objective of the WASCOM initiative was to look at the performance of the public service, to investigate its pay structure and the perception of the service by the public (WASCOM Report 1995:19-20). The Commission came up with a report consisting of many recommendations. These included the introduction of a new pay policy; downsizing the public service; coming up with a code of ethics to streamline the conduct and discipline of the public service; and

introducing systems that could be used to improve service delivery. This research focuses on the last one, i. e., the need to improve service delivery. The WASCOM Report of 1995 notes that the civil service did not provide the public with quality services. Consequently, the public regarded civil servants as being unhelpful, and having little or no interest in what they were expected to do. They were accused of being slow in rendering services to the public. This was evidenced by a prevalence of queues in most service ministries with each person having to wait for at least thirty minutes before receiving a service. Most of these accusations were made through the print media, talk shows of the National Broadcasting Corporation-Television (NBC-TV) and National Radio Broadcasts. As such civil servants remained unaccountable and created a social distance between themselves and the general public.

In view of the above, the Commission recommended that government should reorganize and restructure its civil service into a leaner, more efficient and customer-focused one. The government was expected to adopt certain ethical principles for the operation of the civil service. Ethical principles have become an important issue during recent years and many governments across the globe have introduced new ethical initiatives that emphasize the importance of customer care and excellence in service provision. For example, in New Zealand there has been an increasing awareness of the imperative to identify either client or customer groups and to make an effort to meet their needs. The emphasis is on the government's responsiveness in meeting customer needs and achieving customer satisfaction (Commonwealth Secretariat, 1995). This was based on the seven principles of improving the public sector namely, making the most of staff; making government more efficient; improving the quality of services; improving partnerships with organizations and agencies outside of central government; making management more effective; improving the management of finance; and improving policy-making (Commonwealth Secretariat 1995:72). Most Commonwealth Countries also adopted these principles.

In the same vein, the United Kingdom (UK) introduced the Citizen's Charter whereby citizens expected to be provided with high quality services that were responsive to their needs. These were to be provided efficiently. Prime Minister John Major introduced this initiative in July 1991. The aim of this initiative was to raise the operational standards of the civil service and make it more responsive to the wishes and needs of the public. The consumers of public services were to be referred to as customers. This concept was borrowed from the private sector that is believed to be more customers focused in its conduct of duty. This interactive model was adopted by all parts of the public service in the UK and resulted in a marked improvement in the provision of many services. Many countries in the world adopted the Citizen's Charter approach to improve public service delivery to their people. The Government of the Republic of Namibia (GRN), in recognizing the need for responsiveness and accountability, has adopted some of the practices of New Zealand and the United Kingdom. Consequently, it introduced the Namibian Public Service Charter in 1997. This was based on basic principles of the public service in the United Kingdom. These are standards; information and openness; choice and consultation; courtesy and helpfulness; putting things right; and value for money (WASCOM Report 1995:41-45).

The Namibian Public Service Charter (NPSC) is a national framework consisting of nine general principles aimed at improving service delivery. It specifies clearly the standards to be achieved by the Public Service. These standards are also in conformity with the Charter for the Public Service in Africa that was adopted and launched by ministers of Public Services in Africa, in year 2001, in Windhoek, Namibia. The Charter for the Public Service in Africa addresses, among others, the following: the fundamental principles of the public service; rules governing relations between the public service and the users; relations between the public service and public service employees; and the code of conduct for public service employees. Its aim is to transform public services in Africa into professional and customer focused institutions. In fact, Namibia was the first country to ratify this Charter. The nine general

principles of the Namibian Public Service Charter are as follows: standards; information; courtesy and helpfulness; consultation and choice; accountability; openness; and non-discrimination; quality of service; and value for money. These are discussed in greater detail later in this study. These general principles serve as a guideline to ministries that are expected to develop department - specific Customer Service Charters. The Customer Service Charters are expected to highlight the basic rights of the public and to create guidelines for the public to complain if they are dissatisfied with the standard of service rendered by ministries. An Efficiency and Charter Unit (ECU) was created in 1997, to act as a catalyst and custodian of this new initiative. The unit is located in the Office of the Prime Minister.

2. Statement of the Research Problem

Since the introduction of the Public Service Charter in 1997, only a few ministries have established their Customer Service Charters. The Secretary to the Cabinet drafted a memo dated 17 February 1998 outlining fifty-nine (59) functions to be developed into Customer Service Charters by eighteen (18) ministries. Out of the fifty-nine, only fifteen (15) from seven ministries were completed and launched by the year 2001. The rest are either in a state of being developed or are not developed at all (ECU Report, 2001/02). This trend shows that a problem exists in the ministries that have not developed the Customer Service Charters. One would argue that either the ministries are not willing to comply with government policy or they do not view this as a priority.

The magnitude of the problem is in the realization that policy provisions indicate that all Customer Service Charters should be developed by year 2003/04. This leaves ministries with little time to complete this task. Besides, it means that ministries are delaying in providing the public with documents that would act as guidelines for excellent service provision. Given this situation, ministries may continue to

provide the public with shoddy services, a situation the Government of the Republic of Namibia is trying to avoid.

3. The Objective of the Study

The objective of this study is to provide a critical review of the implementation of the Namibian Public Service Charter with specific focus on the constraints ministries experience in the process. This would enable the study to proffer recommendations for improving the implementation of the Charter, which is considered to be critical in the provision of quality services to the Namibian people.

4. The Research Question

It seems that ministries are taking too long to develop Customer Service Charters that have been recommended as important instruments for improving service delivery in Namibia. This is a problematic situation that needs redress. To this end, this research paper poses the following question: **How are ministries implementing the Namibian Public Service Charter and what constraints do they face in the process?**

In order to answer this question the following sub-questions were focused upon:

1. What is the process of administrative policy design adopted by ministries?
2. Do ministries have the budget and personnel to develop and implement this program?
3. Is there any training provided to the Civil Servants in the ministries to cope with the demands of the new initiative?

5. Research Methodology

This is a case study research. The triangulation method was used to collect data. This involved the use of interviews, questionnaires and literature search for example minutes of meetings and the Prime Minister's statement.

The writer conducted interviews with the following people:

- The Ombudsperson
- The Employment and Equity Commissioner
- The Deputy Permanent Secretary of the Ministry of Basic Education, Sport and Culture
- Under Secretary of the Ministry of Home Affairs
- The Director of the Efficiency and Charter Unit
- The Secretary of the SWAPO Party Youth League (SPYL)
- Chief Whip of Democratic Turnhalle Alliance (DTA) & United Democratic Front Coalition (UDF)
- The Coordinator of the Namibia Non Governmental Forum (NANGOF)
- The Deputy Secretary General of the National Union of Namibian Workers (NUNW),
- The National Coordinator of the Joint Consultative Committee (JCC)

Questionnaires were sent to the chairpersons of Customer Service Charter Committees through the Permanent Secretaries of all the eighteen ministries (18), as well as additional three to management cadres. Seventy-two (72) questionnaires were distributed and each ministry received four. The ministries are as follows: Agriculture, Water and Rural Development; Basic Education, Sport and Culture; Defense; Environment and Tourism; Finance; Fisheries and Marine Resources; Foreign Affairs; Health and Social Services; Higher Education, Training and Employment Creation; Home Affairs; Justice; Labour; Lands,

Resettlement and Rehabilitation; Mines and Energy; Prisons and Correctional Services; Regional and Local Government and Housing; Trade and Industry; and Works, Transport and Communication.

6. Justification of the Study

The introduction of the Namibian Public Service Charter was part of the government's reform initiative to improve the performance of the civil service particularly on service delivery. This was as per the recommendation of the WASCOM Report of 1995. However, it seems that ministries are failing to comply with this important initiative. The research paper would like to understand why the establishment of Customer Service Charters has been slow. This is important, as the provision of quality service is viewed as a priority by GRN (ECU Report 2001/02). It is only when these Customer Service Charters are in place that this ambition of the government can be fulfilled. Besides, the provision of quality services is of paramount importance in enhancing democracy and good governance. Once the process and constraints are noted, the study will develop capacity building mechanisms to speed up the process. Besides, improving service delivery is part of the whole process of public service reform aimed at governmental efficiency, effectiveness and economic growth. This paper is seen as a vital input to this process.

7. Limitations of the study

The writer has experienced some problems in getting the necessary information from key officials because of the nature of the study. This is the case because information provided can be seen as exposing the inefficiency of ministries to the outside or the public. Because of the limited literature on this subject in Namibia, the writer also relied on unpublished materials from the Office of the Prime Minister. In

addition, appointments with senior officials were cancelled when the meetings were about to take place. Some ministries that received questionnaires did not see the need to respond. The study limited itself to Windhoek, the Head Office of these ministries, where the process of implementing the Namibian Public Service Charter is taking place.

8. Organization of the Research Paper

The study is organized into five chapters. Chapter one is the introductory chapter giving the background information. Basically it deals with the organization of the study. It looks at the introduction of the study, statement of research problem, objective of the study, research questions, research methodology, justification of the study and limitations of the study. Chapter two provides the conceptual and analytical framework or literature review. The review focuses on the need for reforms, leading to the introduction of the Public Service Charter as the new initiatives. Chapter three gives an overview of the implementation of the Namibian Public Service Charter (NPSC) in various ministries in line with the guidelines provided by the ECU. Chapter four is the presentation and analysis of data. Chapter five is the concluding chapter. Conclusions are drawn and recommendations made to improve the implementation process.

CHAPTER TWO

CONCEPTUAL AND ANALYTICAL FRAMEWORK: LITERATURE REVIEW

1. Introduction

This chapter attempts to highlight the need for civil service reform in any given country. It looks at the concepts of administrative reform and civil service reform. Most importantly, it tries to highlight how the need for such reforms fits in with the new initiative for Public Service Charters as instruments for quality service provision. With the growing demand and high expectation from citizens, governments are forced to offer value for money services and to do better with limited resources that are available.

2. Administrative Reform (AR)

The quest for reform in general has its origin in the desire for humans to improve the conditions of the organizations that render service to its needs. It is based on the failure of organization systems to achieve the results for which they were created. Sometimes reforms are a response to changes. Many organizations in today's world are faced with rapid and irregular changes that are brought about by both external and internal factors. These Changes come about as a result of various factors such as globalization, technology, and changes in rules and regulations. Organizations are expected to adapt these changes in order to enhance their operational efficiency and effectiveness for example, changes in governments and changes in political ideology. It is with this in mind that the administrative reform in any government system should be conceptualized and explained.

Many authors provide intelligible ideas on the meaning of administrative reform. Adamolekun, et al (1999) note that administrative reform has three main features. The first is the redefinition of the role of the state with the view to ensuring that it only performs functions that should be at the level of the state while leaving the other functions to sub-national governments and the private and voluntary sectors. Second, efficiency measures are introduced to enhance public management performance. Such measures include the improvement of financial and personnel management systems, an emphasis on increased autonomy for managers, but with corresponding responsibility, pay reforms partly linked to performance, and continuous skills development and upgrading. The third feature is an emphasis on measures for enforcing the accountability of governors to the governed through increased transparency, openness, and citizen participation.

Saxena (1980) on the other hand, points out that administrative reform is an effort to apply new ideas to an administrative system with a conscious view to improve the system for the attainment of developmental goals. Leemans (1976:28) indicates that administrative reform has been equated with organizational efficiency. Governments should be able to plan and execute public policies, plans, programmes and projects in an effective and responsible manner. From the above, it is clear that the need for administrative reform itself is multifaceted. Caiden (1969) points out that the need for administrative reform arises from the malfunctioning of the natural processes of administrative change, as a result of widespread dissatisfaction with the performance of the public bureaucracies. The interest in formulating reform strategies arose out of the growing complexity of government activities, which in turn prompted people of ideas to feel that the new approaches, which were becoming increasingly used in the management of business and industry, could be gainfully adapted to the running of government. Thus, the rationale for administrative reform is to:

- Improve the competency of public administration in the delivery of goods and services to the communities
- Improve governmental efficiency and effectiveness
- Respond to corrupt tendencies exhibited by public bureaucracies
- Realign public administration with the new equation of government
- Enable public administration to respond to the new globalization imperative (Nsingo 2002:94).

However, it is also important to look at the concept of civil service reform (CSR), which is a subset of administrative reform.

3. Civil Service Reform (CSR)

Civil service reform deals with a specific core group, those employees have permanent and pensionable contracts. Ingraham and Rosenbloom (1992:3) refers to CSR as an issue dealing with personnel administration, merit systems, labour relations, and improved efficiency and productivity of government agencies. According to Klitgaard (1997:489) different development activities emphasize different needs for CSR. For example, in Structural Adjustment Programmes (SAPS), civil service reforms are driven by macroeconomic concerns. The concern here may be the public sector wage bill that might be too large, given a country's macroeconomic situation. As a result the solution is to reduce the wage bill, preferably through deep cuts in the number of civil servants. However, when this proves politically impossible, governments do this through freezing of posts, modest retrenchment, and cuts of salaries of civil servants. This exercise is done mostly with the intention to provide improved incentives to civil servants who remain in the employ of government. However, the reality, especially in the developing countries, is different as they cannot afford to pay their civil servants well. The problem noted in Wescott (1993:17)

is that official receipts are insufficient to pay competitive salaries to government employees. Salary payments are major contributors to public deficits. According to Lindauer (1994:28), the civil services of many developing countries are too large, too expensive, and unproductive. Nunberg (1994:120) agrees with this sentiment and notes that governments in many developing countries are unable to manage and finance their civil services. These civil services are frequently too large, too expensive, and insufficiently productive. Civil servants, especially those in managerial positions, get few incentives and are poorly motivated. Das (1998:28) on the other hand notes that CSR is a consequence of constraints of 'weak administrative capacity of the civil service in developing countries.' He goes on to note that development efforts in these countries were being threatened by the ineffectiveness of the civil service.

However, Olowu (1999) notes that although CSR in Africa has been part of the process of state redesign, most of these reforms have not been very successful and sometimes have failed, because of faulty diagnosis and prognosis. He further states that these reforms have failed to tackle the major problems confronting African civil services. These include serious human resource management issues of leadership, merit pay and related governance reforms, and an appropriate strategy for mobilizing resources for CSR and for implementing such reforms. These issues have to be adequately addressed before African countries can make significant progress in civil service reform and in development. However, whatever the constraints, CSR together with AR are important efforts aimed at turning governments around so that they can provide quality services to communities. For, government exists to improve social welfare and make life good for the citizenry (Nsingo 2001). It is partly with this in mind that Public Service Charters have been developed in different countries.

Therefore, administrative reform and civil service reform efforts arose as a desire for improvement in the quality and delivery of service. In actual fact, governments are evaluated by the criteria of efficiency and

effectiveness on service delivery. Because of the results of these different reforms many governments were forced to introduce the new initiative of Public Service Charters (new ethics).

4. Public Service Charters

The introduction of Public Service Charters in different countries can be seen as part of the New Public Management reform initiatives. The emphasis is on making the people or customers happy with the services delivered to them by the government. According to Farnham & Horton (1996:339) performance management, quality management and customer care are dominant themes in the New Public Management. In some countries, there are initiatives to develop a customer-oriented culture. They help to establish service standards and to evaluate performance based on measures of productivity and service quality. In order to ensure that government departments adhere to this customer orientation, a PSC has to be established.

Kaul (2000:139) notes that successful reform of the Public Service requires that new strategic approaches and new styles of management be accompanied by a deeper cultural change in the way public servants approach their work. In the context of service delivery, this means making greater efforts to fulfill the expectations of the public as both customer and tax-paying citizens, and consistently assessing the extent to which these efforts succeed. There are very specific measures that can be adopted in this respect within the context of each department. Reorienting the organizational culture also entails a more general rethinking of issues such as accountability and public service ethos. He continues to emphasize that the introduction of a PSC signifies the commitment of governments to the provision of services and outputs to its customers according to set quality guidelines. Images and attitudes are based on direct experiences of service delivery at the point of contact with public servants, waiting in line to post a letter for example.

Therefore, by improving client orientation at these levels, significant changes in public perception can be achieved, even for those functions that remain within the core public service.

Some scholars like Daddah and Hondeghem (1998:1-3) argue that this new initiative is a response to widespread evidence of declining public confidence in government service delivery, as well as about the integrity and standards of behavior of public officials. Governments are recognizing the importance of the public sector to be responsive to the needs and wishes of the public. This is because the civil service exists to satisfy such needs. The public expects civil servants to be objective, fair, and dedicated in their service delivery.

Many countries have embarked upon different reform programmes as a way of responding to this imperative. The emphasis is on reshaping the work culture of civil services in order to achieve customer-orientated results. The United Kingdom, New Zealand, Australia, and Canada are among the first countries to introduce the Public Service Charters initiatives. As indicated earlier, the United Kingdom came up with the Citizen's Charter launched by the Prime Minister in July 1991. The Citizens' Charter was expected to be a ten years programme of radical reform to raise the standards of public service and make it more responsive to its users. The UK government believes that citizens should be able to count on good public services. As taxpayers they have the right to expect that the money they provide is spent to optimum effect. However, for the governments to provide or deliver quality services the work culture has to change. The civil servants have to put more effort into their job to be able to deliver value for money services. For them to perform there has to be a standard to measure their performance. Standards place a direct responsibility on both the individual and the organization to perform. They help in the identification of strengths as well as weaknesses. In Trinidad and Tobago, the idea of measurable standards of performance has been introduced into the public service as part of their reform initiatives.

Some African countries, especially in the Southern Africa Development Community (SADC) region also embarked upon this programme. Zimbabwe, Tanzania, and Botswana were among the first countries in the region to introduce this initiative with the aim of improving service delivery to their people. This started in 1991 after the Harare Summit of the Commonwealth Heads of Government in Harare, Zimbabwe. In Tanzania, ministries departments and agencies were required to publish 'Social Pacts' setting out their service delivery standards, and informing citizens of their rights and the service levels they can expect. Annual service delivery objectives and key performance indicators linked to the budget were established and monitored. In South Africa the 'Batho Pele—People First' initiative requires that all national and provincial departments adopt the following principles namely accessibility; consultation; standards; information and openness; courtesy; publication of results and complaints; and some means of redress to improve the delivery of public service (Goldsworthy 2000:22).

Different authors give different views on setting up service standards or CSCs. According to Goldsworthy (2000:21-22), there are two main elements involved in setting up service standards. The first is to determine priorities, and to ensure that government expenditure is allocated in line with these and the second is the development and publication of specific standards for services to be provided, so that recipients of services know what they are entitled to expect. He highlighted these as the main components of Public Service Charters, namely: consultation with clients or recipients in developing service standards that reflect their concerns and priorities; setting and publishing measurable standards for delivery; and monitoring performance against standards.

Importantly, the CSC is expected to be a clear and simple document, widely accessible, to provide the user of a service with a clear statement of:

- The services that the public can expect to receive from a service provider in this case a ministry. In other words ministries are expected to give promises in a measurable form. If we take the Ministry of Home Affairs as an example, customers should be informed when exactly they may expect to receive their identity cards, e. g within fourteen (14) working days upon submission of the application form.
- The standards of service the public can expect to receive from their service provider or ministries. Ministries should show the performance targets and publicize the achievement of the promises made, e.g. providing the exact numbers of applications received and the ones attended to.
- What to do or how to complain if things go wrong by having clear complaining mechanisms. Here ministries should provide the names of the contact officials, as well as the telephone numbers.
- The responsibilities of the customer to ensure that the service can be delivered. Customers should be explained in clear terms what is expected from them.
- The organization's purpose in brief and how to contact the correct people.

What should be realized is that for this initiative to succeed, training is of utmost importance. When the UK, launched its charter, training was the first step it introduced to ensure that quality principles are fully understood at all levels of management. The UK government felt that there was much to be gained by having those who have experienced a quality program share with those who are new to it. In Trinidad and Tobago, the first step the government embarked upon is customer service training for frontline staff, i. e., those who interact daily with members of the public. The idea was to provide the frontline staff with the awareness and skills needed to deliver quality customer service. Training helps to explain these new concepts need to members of staff so that they do not make mistakes in fulfilling their role. It remains to be seen if GRN did the same with its staff.

Transparency and accountability are other important factors that should be considered when introducing a Public Service Charter. According to Dwivedi et al (1989), Adamolekun et al (1999), and Hughes (1998), transparency and accountability are the foundation for any governing process and the effectiveness of that process depends upon how those in authority account for the manner in which they have fulfilled their responsibilities, both constitutional and legal. It is, however, interesting to find out how transparent and accountable to the public the Namibian civil service is.

In short, the advantages of the charter approach are that it engages both deliverers and recipients of services in the process of service delivery and encourages new ideas about how services can best be provided, forcing service delivery organizations to focus on demand-side priorities, rather than supply-side concerns. Aside from the advantages of the PSC approach, Kaul (2000:142) highlighted some concerns, which could lead to a limited genuine utility. The first is the paradox that making public commitments to service quality may actually be seen to increase customer discontent as citizens feel more at liberty to complain where the service falls short of published standards. The problem is that if there is little public recognition of improved standards and only greater public criticism, even if services have actually improved, politicians will lose their enthusiasm for an initiative that threatens to make them less popular. Secondly, highly publicized charters and the like are merely a way of dressing up what may remain fairly mediocre services. Many of the standards set are vague and not especially demanding, such as serving with courtesy. Beautiful slogans are not always backed up by the measures needed to make the promise real. Many of these promises are made for services for which the governments have a monopoly and customers in fact have little choice. Therefore introducing the CSC, as a policy document is not sufficient. What is needed is a lot of effort to implement it. Therefore, it is important to look at various implementation models and their complexities. This will be discussed in the next chapter when looking at the Namibian situation.

CHAPTER THREE**AN OVERVIEW OF THE IMPLEMENTATION OF THE NAMIBIAN PUBLIC SERVICE
CHARTER IN MINISTRIES****1. Introduction**

This chapter provides an overview or a detailed discussion on the implementation of the NPSC through the development of CSCs. In order to understand this process, a brief conceptual framework of implementation is provided. This also provides an operational guideline for successful programme execution. The chapter provides a brief description of the information on the nine general principles of the charters. It also highlights the mechanisms that government has put in place to spearhead and facilitate the implementation of the PSC; i.e. the type of institutional arrangements, and guidelines documents that are in place for charter implementation are discussed.

2. Implementation of the Namibian Public Service Charter in Government Ministries

The NPSC as stated already was introduced in 1997. The Government of the Republic of Namibia embarked upon this initiative because of the unique situation it found itself in at independence. According to the WASCOM report of 1995, the government inherited a public service from the previous dispensation whose major role had been to regulate, rather than serve the Namibian nation. Although the government tried to introduce different reform initiatives with the aim of balancing the situation, especially on service delivery, this could not happen at once. It needed proper guidelines that would act as blueprints and control mechanisms for quality service provision.

The Namibian Public Service Charter is a national framework consisting of nine general principles aimed at improving service delivery. The nine general principles of the NPSC are as follows:

- **Standards:** Setting, monitoring and publishing clear standards of service that individual members of the public can reasonably expect.
- **Information:** Providing information about public service in a straightforward and open manner, which is readily understandable.
- **Courtesy and Helpfulness:** Providing a courteous and helpful service which is run to suit the convenience of those entitled to the service: service being provided by public servants who can be identified readily, through wearing name badges, by their customers.
- **Consultation and Choice:** Ensuring that there is regular consultation and communication with those who use a service and, having taken their views and priorities into account, providing a choice wherever possible.
- **Accountability:** Providing details of performance against targets and identifying who is responsible.
- **Openness:** Disclosing how public services are managed, and the cost and the performance of specific services.
- **Non-Discrimination:** Ensuring that services are available and applied equally to all.
- **Quality of Service:** Publicizing straightforward complaints procedures with independent reviews where possible. Providing, where errors have been made, an apology, full explanation and early correction of the error.
- **Value for money:** Providing efficient and economic public services within affordable resources (Namibian Public Service Charter, 1997).

Each Ministry is expected to implement the NPSC by developing an individual charter for each major functional area where the ministry provides a service either directly or through its agency. This Customer

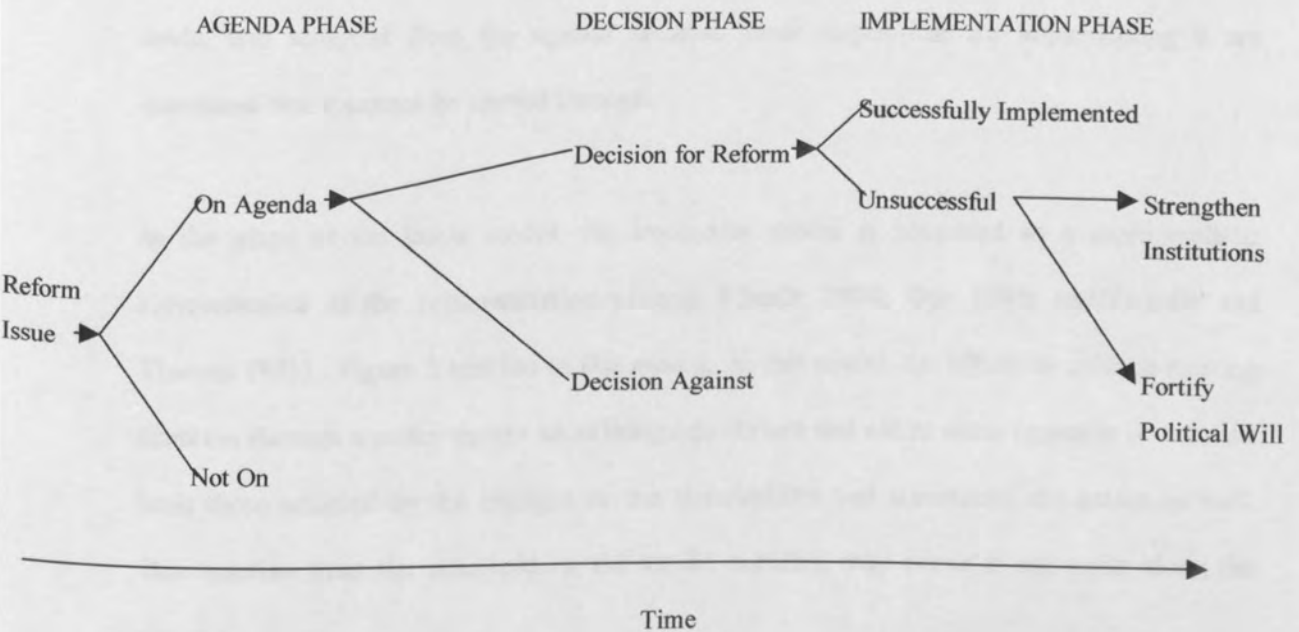
Service Charter (CSC) is to include specific commitments on the delivery of their services to the Namibian nation. However, these quality services should be extended to the people visiting Namibia like tourists and businesses people.

The development of CSCs is part of the process of implementing the NPSC. Failure to develop such a charter would render the NPSC meaningless. While implementation seems to be an easy process where decisions are expected to be put in practice, reality is that it is complex and demanding. The numerous public and private organizations that translate national objectives into concrete outputs, i.e., discrete goods and services conduct the implementation process. Both internal and external pressures influence all these organizational activities. Consequently, implementers are subject to stresses from the outside environment, which may be dynamic and turbulent. They are also subjected to internal strains depending on the mission of an agency, its nature, and professional, bureaucratic, or technocratic outlook. To further highlight the complexity and multiplicity of factors that affect implementation Brynard in Cloete (2002:176) says the process can be affected by the content of policy, its context, the commitment of implementers, the clients the policy is expected to serve and other coalitions of influence. He refers to these factors as 5-C protocol of policy implementation. This is contrary to what reductionist scholars say implementation is. These tend to assume that if a policy is decided upon, implementation will be carried out automatically, because to implement a policy in their view is simple, straightforward and mechanical once resources are made available.

This state of affairs is described by Lane (1993) as mechanical translation of goals into routine procedures, while Grindle and Thomas (1991) regards it as a linear approach to implementation. The linear model is provided in figure 1 to illustrate this point. The two authors explain that most decision makers and policy analysts in the past have created the impression that a proposed reform gets on the

agenda for government action. A decision is then made on the proposal or it is rejected. If accepted, the new policy is then implemented either successfully or unsuccessfully. In this model the decision is seen as the most critical as well as crucial choice and implementation is seen as a matter of carrying out the which has been decided upon.

Figure 1: Linear Model of Policy Reform



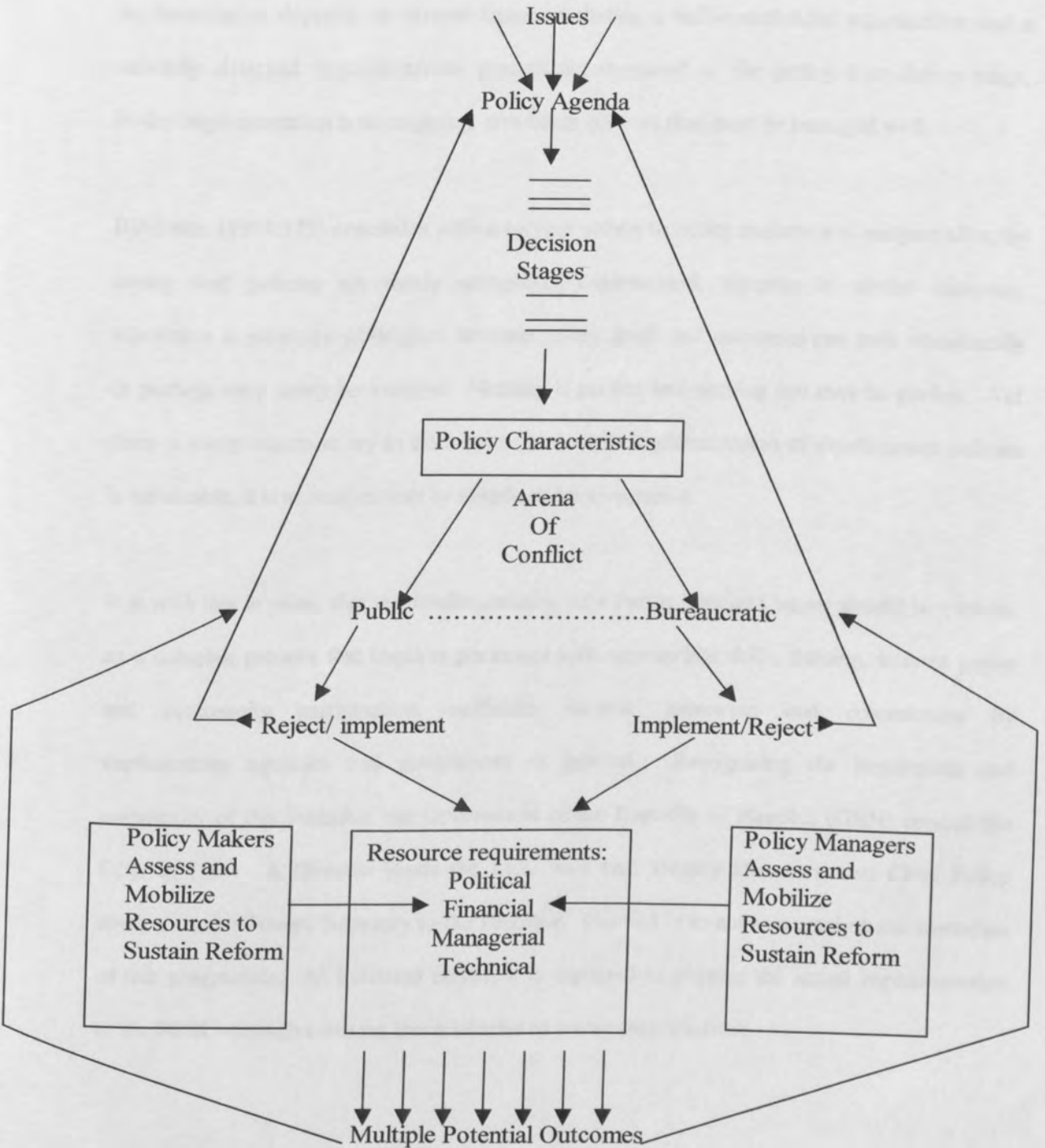
Source: Grindle & Thomas (1991:123)

However, as indicated earlier, the reality is inconsistent with this linear approach. Björkman (1994) argues that implementation is a complex, interactive and ongoing process of decision making, which is the most crucial part of the policy process since the policy outcome depends on how successful or not the implementation has been. Brinkerhoff, et al (2000) agree with Björkman that the policy implementation process is at least as political as well as it is technical. It is complex and highly interactive and calls for consensus building. Thus, it can be pointed out that implementation does not always happen automatically and as a result, it can sometimes be successful or unsuccessful, altered after a decision to pursue it has been made, and removed from the agenda because those responsible for implementing it are convinced that it cannot be carried through.

In the place of the linear model, the interactive model is proposed as a more realistic representation of the implementation process (Quade 1974; Dye 1985; and Grindle and Thomas 1991). Figure 2 testifies to this model. In this model, the efforts to alter an existing situation through a policy upsets an existing equilibrium and elicits some response or reaction from those affected by the changes or the stakeholders and sometimes the actors as well. This reaction from the stakeholders, the model explains, may occur at any point along the process.

This determines whether implementation may go on or return to the agenda or to any point on the model, depending on where conflict occurs. The process confirms the fact that sometimes the policy outcome is far different from what the planners have conceived, due to the process of change and conflicts that occur in the implementation stage.

Figure 2: The Process of Policy Implementation



An interactive model of policy implementation (Grindle & Thomas 1991:127)

The complexity in the implementation process means that it is not enough to draft a better policy in this case, the NPSC, or even to write a better law, because an effective implementation depends on several factors including a well-coordinated organization and a carefully designed implementation process incorporated at the policy formulation stage. Policy implementation is an on going, non-linear process that must be managed well.

Björkman (1994:375) concludes with a modest solace to policy makers and analysts alike, by saying that policies are rarely stringently implemented, slippage is almost universal, adaptation is necessity while gaps between policy goals and outcomes can only occasionally or perhaps very rarely be avoided. Nothing is perfect and nothing can ever be perfect. Yet there is every reason to try to do better. And while implementation of development policies is intractable, it is at least subject to sisyphian improvements.

It is with this in mind, that the implementation of a Public Service Charter should be viewed, as a complex process that requires personnel with appropriate skills, training, interest group and community participation, sufficient financial resources and commitment by implementing agencies and government in general. Recognizing the importance and complexity of this initiative, the Government of the Republic of Namibia (GRN) created the ECU in 1997. A Director heads the ECU with two Deputy Directors, two Chief Policy Analysts and a Private Secretary to the Director. The unit is to act as a catalyst and custodian of this programme. As indicated earlier, it is expected to oversee the actual implementation of the NPSC through assisting line ministries to set up their charters.

As indicated in the ECU Annual Report of 2001/2002 financial year, fifty-nine (59) functions from eighteen (18) ministries were expected to be developed into Customer Service Charters within a period of five years. The Secretary to Cabinet drafted a memo dated 17 February 1998 to this effect. These functions are highlighted in table 1 below. So far fifteen (15) Customer Service Charters from seven (7) ministries have been developed. These are bolded and italicized in the table below. The rest are either in the process of being developed or are not developed at all. The table also shows that some ministries have developed all their identified functions into Customer Service Charters, while others have only developed some of their functions or none at all.

Table 1: List of Functions from different Ministries Provided by ECU

MINISTRY	FUNCTIONS
Agriculture, Water and Rural Development	General Services Extensions & Engineering Services Planning Agriculture, Research and Training Veterinary Services Resource Management Rural Water Supply
Basic Education Sport and Culture	National Library & Information Services: – Community Library Services – National Library – Education Library Services – National Archives – Ministry Library Services Special Education Heritage and Culture <i>Secondary & Primary Education</i> <i>Adult Basic Education</i>
Defence	Community & Emergency Services

Environment and Tourism	Permit Office (Hunting Permit) Parks & Wildlife Management Game Capture Monitoring, Research & Planning Wildlife Trade Tourism Environmental Affairs Forestry
Finance	Customs and Excise Income Tax Tender Board – Suppliers Tender Board – Customs
Fisheries and Marine Resources	Fisheries Charter
Foreign Affairs	Missions
Health and Social Services	Patient Charter
Higher Education, Training and Employment Creation	Youth Charter Students Charter – UNAM, Poly & WCE Vocational Training Bursary
Home Affairs	Civil Registration Immigration Police Officers
Justice	Chief: Lower Courts Ombudsman
Labour	Labour Market Services Labour Services Labour Relations
Lands, Resettlement and Rehabilitation	Survey & Mapping Land Reform & Resettlement Rehabilitation Planning Deeds Registration
Mines and Energy	Geological Survey Energy Administration & Finance Mining Commissioner
Prisons and Correctional Services	Prisons (a)Inmates (b)Families / Visit organizations
Regional and Local Government and Housing	Professional Services Regional and Local Government Co-ordination General Services
Trade and Industry	Import & Export
Works, Transport and Communications	Civil Aviation Meteorological Services Government Garage Maritime Affairs Air Transportation

An important question one has to answer is: **“How are the ministries implementing the Namibian Public Service Charter and why is the process so slow?”** In order to answer this question it is important to establish the administrative processes put in place by the ECU to guide ministries in developing their individual CSC. It is from this that one can establish whether there is a solid foundation in place to facilitate the implementation process. Being the custodian of this initiative, the ECU as its first step developed a guideline document for all ministries. The document known as “How to draw up a Customer Service Charter” was drafted in August 1998. This document consists of information, which is meant to be a step-by-step guide for people involved in the creation and writing of charters. It is a flexible document that has to be adapted to the experiences of different ministries and customer requirements. The unit visited all ministries to explain and identify contact people to start the process of setting up Customer Service Charters. In most cases these contact persons were heads of directorates. Each contact person was expected to put together a committee to be known as a ‘charter team’ to start developing the CSC following the guideline document step-by-step.

The guideline document consists of the following eight articles or factors that have to be complied with and are discussed in detail. These are:

- What is a Charter?
- Planning and getting started
- Talking to and involving those with an interest
- Determining meaningful, achievable and measurable standards
- Developing mechanisms to handle complaints and put things right
- Working with others and their responsibility

- Selling the charters to the customer: Format and design
- Selling the charters to the customer: Publicity and distribution

2.1 What is a Charter?

The ECU guideline document of 1998 emphasizes the importance of a charter and outlines what it aims to achieve. According to this document a charter is a simple, flexible, accessible and living document that aims to improve access to, satisfaction with and the quality of service to the public. This can be achieved, among other ways through consulting widely with customers and staff delivering the service. It is also of utmost importance to measure constantly the actual achievements against promises made. The management of ministries should always be provided with a clear picture of the changing needs of customers to enable them to focus on matters of importance and place less emphasis on less important activities.

2.2 Planning and Getting Started

Here the importance of planning cannot be overemphasized. Any process requires a plan and without a plan there is little if any progress. The chairperson of the committee preparing a charter is responsible for the plan and for making it work and this cannot be delegated. It is also vital to decide on the time frames for the process, starting from the targeted finish date and working backwards, and should include all areas of activities. Division of responsibility is a necessity, to identify the people to be involved (e. g. who does what) and to make a thumbnail sketch of their inputs to the process (ECU 1998:6).

2.3 Involving Interest Groups

The ECU guideline document (1998:6) states that a charter is a “living” document and should be revised every two years. It is important to consult as much as resources and time allows because this process imparts ownership. Talking to those involved gives a better understanding of different views and provides insight into the services that people really want. Although it is important to let people have their say, their expectations should be managed from the start. If there are issues that cannot be changed for example, because of legislation or government policy, people should be told at the outset how they could raise such issues. Importantly, staff and their representatives should be consulted and involved. This is because they are often well placed to offer practical suggestions for improvements. They can help identify people or organizations, which should be consulted. Good ideas come from many sources. However, it is important to guard against possible conflicts between what users want and what staffs think they can deliver. Besides talking to staff members, it is also important to get the views of people or customers through meetings or workshops. If ministries cannot do these themselves they can hire professionals to perform the task on their behalf. However, feedback to those who have provided inputs is very important.

2.4 Determining Meaningful, Achievable and Measurable Standards.

Here the ECU guideline document (1998:9) explains what charter standards are. It indicates that charter standards set out clearly the service that users can expect to receive. Good standards are an essential part of a charter, and they should be expressed in a way that is meaningful to all users, because the users are only interested in the delivery of relevant and acceptable services. Charter standards are always a compromise between what the customer wants and what resources are available to deliver services and the policies of government.

Standards should cover the main services provided to customers and should focus as much on quality of output as on the activity. Standards should relate to the services provided (e.g. issuing correctly documented passports, or payment of the correct rate of benefit on the due date), to how service is delivered (e.g. the speed with which you answer letters or telephone calls and the quality of service provided).

However, this process should go hand in hand with quality of service. For example, a quick reply is of no use if the information in it is wrong. The development of good quality measures is difficult; therefore ministries should establish clearly what they can achieve and the main services they provide. Standards should be easy to understand and written in plain language. Importantly standards should be measurable. There is no point telling people that they will be seen 'quickly' without telling them precisely what this means: how many minutes, hours or days, and then monitor the performance. Standards should cover the key aspects of the services provided and should therefore include, for example, standards on waiting times. Monitoring of the performance and publishing of results is of utmost importance. Ministries should develop procedures to monitor performance against its standards. This should be done as part of normal operating procedures. It is important for users to know how ministries are performing against standards. The results of the monitoring process should be published in such a way that as many of the users as possible see it and be understand it easily. Another aspect to take into account is performance review. This is possible when comparing targets set with actual results achieved. Failures, successes and 'on target' situations all need attention. As a result the process has to be dynamic to succeed. Therefore there is a need to consider whether standards need to be modified.

2.5 Developing Mechanisms to Handle Complaints and Put Things Right

Here it is important to realize that if targets are to be challenging it is inevitable that some will not be met. Therefore it is important to be able to explain what will happen if standards are not met in the charter. Will the users get an apology, can they appeal, or what other options are available? How will people complain if standards are not met, and what can be done to put their complaint right. Regular reporting is needed and it is important to highlight areas where the standards are proving unattainable and why, and what has to be done to correct the problems. The charter should say that comments are welcomed and complaints are viewed as valuable feedback, that all will be investigated fairly, and that lessons will be learned from them. It is vital to avoid using any language that could be misconstrued as threatening. Importantly, always include a clear complaints procedure set out in stages, which identifies points of contact details. The charter should tell people how long each stage will take and how they will be informed of progress. The role of the ministry's Accounting Officers should be explained as she or he will take personal responsibility of their ministry's complaints procedure and should be available as the final points of arbitration within the organization. At the end complaints are a good source of information on how an organization is performing (ECU, 1998:13).

2.6 Working with Others and their Responsibility

Depending on other services provided, customers often have to contact a number of different public services to achieve their goal. According to the ECU guideline document (1998:14) all too often they are let down because the route through different public service providers does not consider the customer. Few public services can operate without interacting with other providers, and customer needs have to be considered and made less difficult. In developing

the charter, involve other relevant service providers. Telling users where to go for information on related issues, and using new technology to the full extent can do this. It is important to remember that a charter is a partnership of "common cause" between the service provider and the people who use it. Users should recognize that they have responsibilities as well as rights.

2.7 Selling the Charters to the Customer: Format and Design

According to the ECU guideline document (1998:15) when selling charters to customers, format and design are always important, because these make people want to use the charter. Much information in a document puts readers off. As a result the following should be considered e.g. how best to reach users, how to keep the charter short and 'punchy', and always to use plain language. As part of the design, an eye-catching front page is important. If it is attractive, it is more likely to attract the attention of customers and encourage them to read the charter. Flashy documents are off-putting and seen as a waste of money. However, there should always be a provision if needed to publish in a different manner to cater for specialist groups.

2.8 Selling the Charters to the Customer: Publicity and Distribution

It is important to publicize and distribute the charter and its contents. The development of the charter can be perfect, but without a coherent publicity plan the target audience might be missed. Each charter will require a different approach. For example, a launch can be an effective opening platform and as many as possible of the users who have been involved in developing the charter should be invited. As they know the audience, they should be asked how best to spread the information in the charter. When distributing the charter it is

important to try to make its contents available to users and potential users at times when they are likely to need it. It is good to summarize it and display the standards prominently, through posters. Using a combination of the following methods to publicize and distribute the charter should always be considered, e.g. press releases when launching the charter, or when reporting on achievements. Television and local radio are particularly effective ways of getting the message across (ECU 1998:16).

The Efficiency Charter Unit was set up with the intention to spearhead the implementation of the Namibian Public Service Charter in the quest to address the problem of service delivery in Namibia. ECU managed to put up administrative structures in the form of a guideline document, as well as charter teams in various ministries. However, the guideline document developed is too general and covers only broad information. Each ministry is expected to use its own initiative and convene meetings with all stakeholders to develop the charter as provided in the outline. In spite of this provision, Customer Service Charters have not been forthcoming since 1998; only fifteen from seven (7) ministries have been developed by 2001. The reason for this will be explored in the next chapter. However, it should be pointed out that developing CSC is just the first step or phase of the implementation of the Namibian Public Service Charter. If this phase is not being implemented effectively then what will happen to the second phase the implementation process, which is very crucial.

CHAPTER FOUR

PRESENTATION AND ANALYSIS OF DATA

1. Introduction

This chapter presents and analyzes the data collected on the actual procedures followed by ministries to implement the NPSC. It also presents the views of key informants on this process, i. e., whether it is proceeding as planned or whether there are constraints. If there are constraints, what can be done to remedy the situation? Thus, the analysis takes into cognizance the need to determine the manner in which the NPSC is being implemented and the constraints thereof. Data was collected using interviews, questionnaires and documentary search.

2. Views on the Implementation of Namibian Public Service Charter by Ministries

To be able to answer the research question on how ministries are implementing the NPSC and the constraints experienced, a number of methods were used to collect data. Firstly, interviews were conducted with the following people as indicated in Chapter 1: the Ombudsperson, the Employment and Equity Commissioner, one Deputy Permanent Secretary, one Under Secretary, one Director and from the interest groups are the Secretary to the SPYL, the Chief Whip of the DTA & UDF Coalition, the Deputy Secretary General of the NUNW, the Coordinator of NANGOF and the National Coordinator of the JCC. Secondly, questionnaires were distributed to eighteen (18) ministries. Each ministry received four

questionnaires. One of these was to be answered by the charter team leaders and the rest by management cadres from deputy director upwards. Thirdly, information was retrieved from the ECU Annual Report of 2001/2002, from minutes of meetings between ECU officials and ministries, and from the speech of the Prime Minister when he addressed Permanent Secretaries/Accounting Officers on the 11th September 2002. However, it has to be pointed out that getting information from Government ministries proved to be very difficult. Appointments were cancelled at the last minute and telephonic follow-ups were not returned. There is a lot of unnecessary bureaucracy in the process of getting information and it seems like there is reluctance from ministries to provide information to students.

2.1 Interview Responses

Interviews with government officials: Five government officials were interviewed and their responses are presented and analyzed below. The Director of ECU received special analysis because he is heading the unit, which is in charge of the implementation process. All questions are attached in Appendix 02.

The first question was about the importance of developing Customer Service Charters. All five interviewees (100%) agreed that there is a need for GRN to introduce the PSC initiative as a means to improve service delivery. It is important because it indicates what an institution will and can deliver and with what standard. This process will make the Government accountable to the people. This initiative is important because it involves the public. It allows communities to provide their input through consultation. This makes them feel that they are part of the government system.

The second question focused on the procedure followed by ministries when developing the CSCs. The Director of ECU indicated that there are procedures in place to guide ministries during this process. Each ministry is supposed to establish a charter team to spearhead the process. But he did not specify the number and the level of those members. He indicated that the ECU should further provide advice and guidance throughout the process by visiting ministries and checking whether charter documents drafted are in line with the charter requirements. Although there are procedures provided by the ECU in the guideline document to be followed step-by-step, the other three interviewees out of four (75%), pointed out that ministries/offices find them too general and difficult to follow. According to them the guideline document does not indicate the level or the exact number per team and as a result they do not have charter teams. Each Directorate has to come up with its own way of developing the charter as it sees fit. As a result there is no consistency. One interviewee out of four indicated that the question on procedures is of a technical nature known only by the technical people.

The third question sought to find out if training was provided to staff members to assist them to cope during the implementation of the NPSC. The Director of ECU indicated that the unit officials do interact face to face with charter teams in different ministries. He admitted that although there is a training programme for the Public Service it does not cover this new initiative of Public Service Charter; as a result a training manual is being developed by the ECU to accommodate this new initiative. The four other interviewees pointed out that they were not aware of any training programme taking place to assist ministries to cope with this new initiative. They highlighted the importance of training because this is a new concept.

Training will enable staff in various ministries to cope with the process and change their perception towards the initiative.

The fourth question was, "Is there a budget available to develop CSCs?" The Director of ECU indicated that ministries are responsible for budgetary provisions for this exercise. This includes the cost of printing, launching and implementing the charter document, as well as seeing to it that it is made available to the regions and the local government levels. But the guideline document is silent on how ministries should go about this. However, the other four interviewees raised the lack of funds as one of the reasons contributing to the slow progress of this exercise. They need the money for different activities e.g. to conduct meetings, workshops with stakeholders and as well as visiting regions for regional inputs.

The last question was about the constraints experienced by ministries in developing the CSCs and how to improve on them. The Director of ECU pointed out that staff members or ministries are not able to live up to the standards of the required programme. There is lack of commitment from staff members, including senior management cadres. The exercise is being delegated to the middle managers. Consequently, these charters are being developed without consulting customers. He pointed out that it is important not to force the process to the ministries but rather to change the working culture and let them accept the new changes and work towards their realization. Thus, the ECU expects ministries to take responsibility and not to be forced to comply. The other four interviewees responded that there is a shortage of staff in their ministry and those in the ministries/offices lacked commitment. One interviewee out of four pointed out that the Public Service Commission is delaying their new proposed structure. As a result, staff members in their ministry are overstretched. Some staff

members act in senior management positions for more than a year and such posts are not yet filled. The same interviewee raised the issue of accommodation of their ministry. The ministry is situated in what used to be a garage. This is not suitable for the operations of the ministry. The accommodation is not customer friendly, especially to people living with disabilities, and does not portray a professional image. It is difficult for the ministry to inform customers to come to their offices, which are not accessible to the customers. However, all four interviewees agreed that the situation could improve only if all involved were committed to this programme. They indicate that the situation can be improved through proper training, monitoring and evaluation.

Interviews with Interest Groups: Five members from selected interest groups were interviewed to get their views on the development of CSCs in various ministries. Interview questions are included in appendix 03.

The first question was about their perception of services delivered by various ministries. All five interviewees (100%) indicated that there has been an improvement with service delivery by government ministries, compared with what they used to get during the colonial days. At the same time service delivery varies from ministry to ministry. Despite this positive note one interviewee out of five indicated to the contrary. According to him, ministries still need to improve their services as communities expect more in this regard. One interviewee indicated that not all communities' benefit equally some have more than the others. However, all five (100%) interviewees agreed that a lot of improvement is needed, especially in ministries dealing with or providing social services to the public such as health; education, water, housing and electricity. Three interviewees out of five (60%) cited various issues that

need to be addressed, namely the attitude problem, poor telephone manners, customers being sent from office to office and waiting for too long in the queue before getting attention. They indicated that the Ministry of Home Affairs is the main offender in this regard.

The second question was, if interviewees were aware that the Government had initiated a programme of CSCs development and that they themselves were a part of the programme. While all five were aware of the existence of the NPSC document, none of the five interviewees was aware of the charter development exercise that is going on in different ministries. The Deputy Secretary General of NUNW, for instance, is not aware of this. He is not even aware of three CSCs that the Ministry of Labour is supposed to develop. According to him his union has never been contacted up to now and they do not know if the process has started or not. In fact, this research has given him sufficient ammunition to go and find out what is happening. One interviewee pointed out that they learnt about this exercise through the media on the day of the launch.

The third question was on the role of customers in the development process and why they regarded CSCs to be important. All five interviewees (100%) see the need to be involved to give their inputs. As taxpayers they need, to a large extent, to determine the content of the CSCs and through this, to build trust with the ministries. All five (100%) agreed that the development of CSCs is very important, and at the end the process is a two-way flow of benefits, that is to both the government and the public. There is a need to have a consensus in this exercise. The process makes them to feel part of the system and promotes accountability and transparency.

What came out of this is that all five interviewees (100%) agreed that the view of the public on service delivery by ministries has improved. However, a lot still needs to be done. Secondly, they are not aware of the development process of CSCs going on in different ministries. Ministries are developing CSCs without asking inputs from stakeholders. For this exercise to succeed the inputs from the customers that is the taxpayers is very essential.

2.2 Questionnaire Responses

As stated before, fifty-nine (59) functions indicated in table 1, were identified to be developed into CSCs since the launch of the Namibian Public Service Charter in 1997. However, only fifteen (15) functions from seven ministries were developed into CSCs, meaning that forty-four (44) functions have not been fully developed as yet. Since charter teams spearhead this process, questionnaires were sent to all contact persons or chairpersons of these teams and an additional three to management cadres in all eighteen ministries to find out about the development process. It is of course important to point out that these functions are Directorate based and headed by Directors, but the charter team leaders or focal points in most ministries are Deputy Directors. In the eleven (11) ministries that did not respond, their charter team leaders or focal points in most cases are middle management officials from training or personnel divisions. This observation was arrived at when the researcher made telephonic follow-ups. Although extra fifty-four questionnaires were sent to members of management, the responses were very disappointing - not a single questionnaire was completed. Nine ministries did not respond to telephonic follow-ups at all. Two ministries, which responded by telephone, said that they are not involved in the exercise and as a result, are not in a position to answer the questionnaire and referred the researcher to the charter team leader. As a result only seven (7) contact persons from seven ministries out of eighteen

responded, making it (39%) of responses received. These seven ministries that responded have among themselves thirty-six (36) functions out of the fifty-nine making it (61%) that are expected or supposed to be developed into Customer Service Charters.

The first question was asked as to how many ministries have developed Customer Service Charters. Three out of seven respondents indicated that they have developed ten (10) of the identified functions by the year 2001 (two have four each and one having two). One indicated that all its seven (7) functions have recently been developed into CSCs and finalized. Cabinet has approved and the ministry is waiting for the minister to launch them. The other three with nineteen (52%) of the functions are still in the process of developing their CSCs. This shows that the process of developing CSC is very slow.

The second question was to elicit their opinion on how the public perceived the service delivery of their ministry. Almost all responded that the general perception of the public has changed except, one who pointed out that the public is not happy with the service delivery by ministries and the service provision is regarded to be poor. The view of the six out of seven that responded was that although there is general satisfaction with service delivery by various ministries, the situation varies from community to community and from region to region. In some communities people are happy with the service delivered by ministries while in other communities they are saying that the service is not good. Sometimes these two types of views or perceptions are attributed to political alignment. It is clear that where there are many people who are not supporters of the ruling party, they will not say that the government is delivering good services. One raised another issue that the section of the population that enjoyed more government support before independence may not appreciate the service

delivered now, as the government has adopted a re-distributive policy to ensure equity. One respondent raised the issue of waiting long at offices or being sent from office to office or from floor to floor that makes customers angry and unhappy. What came out of this question is that (85%) of those who responded are saying that although there is a general satisfaction within the public with service delivery by ministries a lot of improvement is still needed. Interestingly enough, these sentiments are in line with those expressed by interviewees earlier.

The third question was about the administrative arrangement in place to facilitate the development of CSCs. Six out of seven (85%) respondents raised the problem of inconsistency in different charter teams. The guideline document is silent on how each team should proceed with the development of CSCs. Secondly, the document does not specify the level of officials to serve on the teams or committees. One gave an example of how it is done in their ministry, i.e. that the Permanent Secretary instructs Directors of various Directorates to adopt a standard, based on the views and expectations of the users and potential users and start to draft their charters. The Directorates are given deadline dates when to submit their drafts to the office of the Permanent Secretary and these drafts are then tabled for discussion in the administrative management meetings before submitting them to the ECU. Interestingly though, this ministry has not developed a single CSC from its eight identified functions as yet. Another problem raised by one respondent is that staff members assigned to draft the charters find themselves moving from one post to another with no proper transfer of responsibilities for developing the charter. One significant issue raised by all the seven respondents is that some ministries do not have charter teams.

The fourth question was asked about the availability of the budget for this exercise. Five out of seven (71%) respondents indicated that they are operating on meagre resources. They do not have sufficient funds to undertake this task. One respondent indicated that looking into its forward budget of 2003/2004 and 2004/2005 these budgets would not be enough to develop proper CSCs. Two respondents indicated that funding is necessary since the process of developing Customer Service Charter requires traveling into the thirteen political regions to get true opinions of those whom the government is serving. One respondent indicated that the process of consultation with customers or users of the service for this exercise needs a budget. Ministries are expected to call meetings and workshops or send out questionnaires to get the view of their customers. Sometimes questionnaires and materials for conducting meetings and workshops need to be translated into vernacular languages to accommodate the majority of the Namibian people, and this needs money. One respondent explained that they are utilizing allocations earmarked for other activities, with the necessary Treasurer authorization from the Ministry of Finance, to arrange consultative workshops to involve all stakeholders.

On the other hand, two out of the seven (29%) pointed out that the budget is not a problem, because Customer Service Charter development will not add additional activities to the existing ones, but will help ministries to set standards for service delivery and facilitate communication between the ministry and its customers through the establishment of a complaint system. The budget is not a big problem for the government, funds can be found but the problems are lack of commitment, not having clear objectives, not setting targets and monitoring performance. What came out of this is that (71%) of ministries that responded are

citing the budget as being one of the factors contributing to the slow process of developing the CSC.

The fifth question was if ministries have the personnel to develop the CSC. Six out of seven (85%) pointed out that they are experiencing shortages of staff members. In the first place ministries are experiencing staff turnover because competent and skilled staff often leave ministries to take up other posts that offer better salaries and benefits. One respondent also raised the problem of having vacancies, which are budgeted and not filled, as a contribution to the slow development of the CSC. Not enough staff members really have proper knowledge as to how to develop a CSC and why a Customer Service Charter is very important. There is also a lack of commitment and motivation from staff, sometimes they do not receive support from senior management cadres to speed up the process.

The sixth question was if there is training provided to staff in ministries to cope with this initiative: Six out of seven ministries (85%) complained that the momentum has been lost, because of the lack of training and awareness. The ECU only pays visits and conducts meetings, which they term face-to-face contact with various ministries. One respondent emphasizes the importance of training, i. e., that training is a transmission mechanism through which knowledge and skills are acquired. It is through training that ministries get the right skilled people to perform the ministry's tasks and objective of developing CSCs. One respondent pointed out that they have a focal point to spearhead the exercise, which is the Human Resource Manager who has no specific training apart from face to face visits by the ECU. Interestingly, one ministry indicated that training is not needed at this stage, but only when the implementation stage starts then its staff members will be trained by the ECU.

Here ministries are recognizing the importance of training. The request to the ECU is to do more than just paying visits to ministries. This is a new concept therefore; the training of ministries' staff members as to how to develop a CSC is of cardinal importance.

The seventh question was asked about the process of consultation with customers. To this all agree that consultation of stakeholders or users is important in this exercise. All seven respondents are aware of the need to consult customers. Five out seven (71%) cited the budget as being the problem for not consulting properly. One respondent emphasized that the process of consultation is too cumbersome, leading to delays. All say that they need to organize meetings or workshops, sometimes send out questionnaires to solicit the true opinions of the customers. The reality is that many of the people in the regions, if not all, do not understand the aims and objectives or this new concept of the Customer Service Charter. Therefore sensitization of the public on this new concept is vital. One respondent indicated that customers are not directly involved in the CSC development, but their input is through ideas, complaints and comments in the suggestion boxes. They have comment registers as guiding tools for what the charter should contain. Two out of seven (29%) respondents indicated that they do not have problems in contacting their customers. One attributed this state of affairs to the nature of the ministries that only deal with issuing mining licenses, although they experience problems with small miners, the indigenous people. Another says that given the number of their customers, the ministry selected a representative sample of them. All those who fell within the sample contribute to the development of the CSC. Institutions that fall within their mandate are always targeted. It is important to point out that the two ministries are the ones that stated that the budget is not a problem. However, only one has developed all its four identified functions. The other one is the one seven CSC

approved by Cabinet. What came out clear is that although all respondents see the need for consultation, in reality this does not happen. The budget was cited as the reason for not consulting.

The last question asked was about the constraints and challenges and how to overcome them. All seven ministries are saying that in reality the development of CSC means that they are expected to promise the public or their customers in clear and measurable terms what service they are providing, when, where and how. They are then expected to stick to the promise. Such promises can only be upheld if they are presented in the form of a CSC. All seven (100%) say that the administrative arrangement in place is not enough to help them to develop their CSC. Developing the CSC means putting a tool in place that informs the public about the service qualities, quantities, effectiveness, efficiency and timing. At the same time the public is put in a position to know who, how, when, why and where the services are rendered and more importantly to know the procedures for complaints and queries about the service. As a result, many ministries are reluctant to commit themselves to something they know they cannot deliver.

Another challenge raised by four out of seven respondents is the attitude problem where ministries seem not to value the importance of CSC. The question is how this attitude problem will be addressed by the ECU. All these ministries are experiencing problems, which they feel need to be addressed first, before they can embark upon this important new initiative. Two out seven (29%) respondents pointed out that it seems that the ECU does not take to task the ministries that are failing to implement the development of the CSC. In their opinion the unit is too small to coordinate a programme of this magnitude. One responded

that a CSC can be brilliantly written with brilliant ideas and commitments but all those will remain on paper, which will start gathering dust while the officials will never provide the service to the customers as promised in the charter. Changes in the understanding of what it means being civil servants should first happen. Many civil servants are there only for monthly salaries but not for serving the public. They have to be made to understand that they have signed a contract with the Government to provide service to the customers, the Namibian nation. The officials are there without commitment, and developing a CSC will not yield any changes in the service. What is needed therefore is a training and awareness programme for civil servants to underline the importance of this initiative.

2.3 Literature Search

Literature search was also used to collect data. The 2001/2002 Annual Report of the ECU, minutes of the ECU meetings and ministries, and the speech of the Prime Minister dated 11th September 2002 when he addressed Permanent Secretaries/Accounting Officer were analysed. It is important to note from the onset that the problems raised by ministries in the literature search are similar to those from interviews and questionnaires. At the meeting held in January 2002 between the ECU and the Directorate of Civil Registration and Immigration, in the Ministry of Home Affairs (MHA), the ministry indicated to the ECU that it is experiencing a lack of proper equipment, which needs to be in place before they start with the development of the CSC. The directorate is responsible for issuing identity cards, birth and death certificates, marriage certificates, passports, work permits, residence permits, permanent residence permits, citizenship, and visas. The ministry is utilizing outdated equipment e. g., computers, and other essential equipment. This state of affairs leads to some important activities being done manually, such as verification of fingerprints of applicants for

national documents. As a result, people end up being issued with more than one identity document. The ministry indicated to the ECU that this problem needs to be addressed first. If the ministry has to start developing the CSC, new equipment has to be bought, so that everything has to be in place. If they provide customers with a service charter when they do not have appropriate equipment for providing identity cards and passports, it would be difficult for them to act according to the charter. This would compromise their capacity and ability to provide excellent service and to keep their word. Secondly, there is a shortage of staff and most of the time CSC team members move on to take up other responsibilities, through promotions, transfers and appointments in different offices, ministries and agencies. There is often no proper hand-over or transfer of responsibilities. This state of affairs contributes to the slow provision of service delivery and to the delay of developing the CSC. Directorate is responsible for important and essential activities like the issuing of national documents to Namibian citizens, as well as to foreign nationals. From the above, it seems that the ministry is deliberately holding back the developing of the CSC, since they are not likely to implement it until everything is in place.

The Directorate of Library and Information Services in the Ministry Basic Education, Culture and Sport (MBESC) during the meeting with ECU held in January 2002 raised the following problems as contributing factors to the slow process of developing CSC. The Directorate indicated that it deals with specialized services of preserving the Namibian history, therefore it needs professional staff, but the Directorate is experiencing serious staff shortages. WASCOM was one of the contributing factors to the lack or shortage of staff, when the grading system put staff dealing with specialized services like librarians at lower salary scales. This state of affairs does not attract people to join the ministry or the Directorate.

Staff members seem to be frustrated and very dissatisfied with the conditions of service. However, as a first step in the developing of CSC, Directorate has contracted consultants to conduct a survey on customer needs, the first draft of which was expected to be produced by March/April 2002. The actual process of developing a Customer Service Charter would commence.

During the ECU meeting with officials from the Ministry Regional and Local Government and Housing (MRLGH) held in January 2001, the ministry felt the need to develop their strategic planning programme first. It is true that the need for a strategic plan in any organization is very crucial. It is only through this process that an organization, in this case a ministry, can determine what it intends to accomplish and how. It is here where the mission, goal, or vision of an organization or ministry is clearly stipulated. Important elements or components of CSC should be incorporated into the strategic plans. Another problem raised was the delay of the restructuring process from the office of the Prime Minister, which counts negatively to this exercise. The ministry made it categorically clear to the ECU that the development of the CSC will commence once the ministry's new structure is in place. The target date for the approval of the new structure is March 2002.

The Prime Minister in his address to all Permanent Secretaries/Accounting Officers dated 11th September 2002 highlighted some problems being experienced during the development of CSCs, specifically he cited lack of support from senior management, lack of commitment from staff members and inconsistency in teams assigned to develop CSC. These problems are similar to those raised in the findings from ministries.

The Prime Minister at this meeting called upon Permanent Secretaries/Accounting Officers *“To give the necessary support to the relevant implementing units to ensure the successful implementation of NPSC by the middle of next year”*. However, this seems to be far-fetched taking into cognizance that forty-four identified functions have not yet been developed into CSCs by 2001. The Prime minister argued that all civil servants must own the programme and see the importance of delivering quality service to the public. The Prime Minister continued that good public service should not be a privilege in Namibia but people should have a right to it. According to him, improving service delivery calls for a shift away from inward-looking bureaucratic systems and procedures and a search for new ways of working which put the needs of the people first, ways faster and which are responsive to their needs. There is a need for a complete change in the way that services are delivered, if necessary to find alternative ways of delivering existing services better, even if it means finding new organizational structures.

What came out of this chapter is that data collected indicates that there are problems that lead to the process of developing CSCs to be slow. These problems or constraints need to be addressed seriously if the programme is to succeed. Conclusions and Recommendations for dealing with these issues are provided in the following Chapter.

CHAPTER FIVE

CONCLUSIONS AND RECOMMENDATIONS

1. Introduction

This research paper has attempted to highlight the importance of the new initiative of the Public Service Charters introduced in many countries. In the same vein, it also attempted to highlight constraints encountered in the development process. This chapter is about the conclusions that have been arrived at and the recommendations made to improve the implementation of this initiative. However, it should be emphasized that the process of conducting this research was not easy. Getting information from government officials proved to be very difficult. Senior government officials were not forthcoming with information. Some officials cancelled the interview appointments at the last minute, while others did not grant such interviews giving the reason that they were busy. These shortcomings tend to limit the extent to which a research can come up with reasonable and conclusive statements on an issue, as well as its capacity to proffer recommendations. However, this study has managed to draw conclusions and offer capacity building initiatives that can be used to enhance excellent service provision in Namibia.

2. Conclusions

The objective of this study was to provide a critical review of the implementation of the NPSC, with specific focus on the constraints ministries experience in the process. Firstly, the study shows that the process of developing the CSCs is very slow. Ministries are

experiencing problems or constraints during the development process. This has led to delays. Since the introduction of the NPSC in 1997, only fifteen (25%) of the identified functions have been developed into CSCs by 2001. The remaining forty-four out of fifty-nine (75%), are still in the development stage. In fact, some of them have not been exposed to this process as yet. However, all CSCs are supposed to be in place by 2003. As a result ministries do not have enough time to meet this deadline.

Secondly, although there are administrative procedures in place to facilitate the implementation process, these are not specific. The ECU, which is supposed to spearhead the implementation process, is not doing this effectively. The programme is not monitored properly. It is, however, important to note that monitoring of an implementation programme is an integral part of any policy management model. Control should be part of the ECU *modus operandi*. The guideline document, which is supposed to assist ministries, is just a general document that covers broader issues and does not serve the purpose. As a result there is no uniformity in developing Customer Service Charters. Customer Service Charter teams exist only on paper in some ministries. At least ten ministries indicated that they do not have these teams. Ministries are using their discretion to start the charter development process. Consequently, there is no general time schedule that charter teams can adhere to. Staff members, including senior officials, lack commitment to implement the programme. The Public Service initiative is a new concept that needs to be explained in depth to ministries. This can be done through training. However, there is no training programme at the moment. The Development of CSCs involves consultation with stakeholders, like interest groups and communities. However, it seems that ministries are not consulting these stakeholders. Those stakeholders interviewed clearly indicated that no consultation was

taking place. In short, ministries are experiencing a number of constraints that need to be addressed first if this programme is to succeed. These constraints contribute to the delays. This shows that no proper planning was done at the initial stage of the programme. This can be attributed to the fact that the ECU, which is supposed to spearhead this programme of this magnitude in all Government ministries, is a small unit with only five officers. The unit is supposed to constantly monitor and evaluate this whole programme and currently it is not in a position to do so effectively and efficiently with such a small team.

This state of affairs tells us how difficult the implementation of a policy can be. It seems as though everyone, from the policy makers to the implementing agencies (ministries) assumed that the development of CSCs would be an easy process that would happen automatically. What came to the fore, is as stated in Chapter Three, that policy implementation does not happen automatically, as described by Grindle & Thomas (1991:123) in the linear model in figure 1. It should not be seen as a matter of carrying out that which has been decided upon in this case the adoption of the NPSC. Policy implementation goes through various stages and it involves many different stakeholders with their different interests, as indicated in the interactive model, figure 2, in the document. Implementation of any programme involves a lot of steps and different phases. It is also influenced by multiple actors and operates at multiple levels. All these need to be taken into consideration during the planning stage. As a result the interactive model of Grindles & Thomas (1991:127) figure 2, should always be taken into consideration. The following recommendations have been set forth to be considered to improve the process of developing the CSCs.

3. Recommendations

There are some shortcomings, which were not taken into consideration at the initial stage of planning of this programme or phase of developing CSCs. For this exercise to succeed, the ECU should take a new look at the following and advise ministries accordingly. These are as follows:

Guideline Document: In the first place the ECU should revisit the guideline document to provide specific information on the process of developing the CSCs, as well as the implementation thereof. Information about the members, the numbers and the level of the charter teams is very important. The document should specify the deadline date for completion of the CSCs. The monitoring procedures should also be made clear to ministries. It is important to inform ministries how regularly to provide reports to the ECU. If ministries fail to adhere to deadline dates the consequences need to be explained to them. The document should be made accessible to the public through the radio and TV. Since Namibia is part of the global village, the ECU should develop a website for this exercise for those who have the facilities to have access to the charters.

Budget: The importance of the budget in any organization cannot be underestimated. Ministries indicated the need for the budget for developing CSCs. The budget is needed for the following activities: training of staff members (capacity building), developing questioners, conducting meetings and workshops with stakeholders as well as traveling to the regions for consultations. This is an ongoing programme, which needs adjustments regularly, and therefore, there should be a separate budget vote. Another reason why there is a need for

a separate budget vote for this programme is because ministries cannot utilize funds or spend money for any activity, which has not been budgeted for. The Ministry of Finance, Treasurer will regard this act as unauthorized expenditure. Besides, the verimentation process is cumbersome, as ministries have to approach Treasurer for approval. In most cases Treasurer is reluctant to approve such requests. In addition, the Standing Committee of Public Account of Parliament does not take kindly to such a process.

Personnel Commitment: It is hard to imagine any organization, which does not require committed personnel or human resources. According to Wallis (1989:142), any department of government is based on relationships between people. He argued that a key task of management is to harness the resources these people represent in order to achieve the purposes or goals of the organization. Importantly, to have a group of committed personnel in ministries is vital for this exercise to succeed. Leadership and team building, in particular among staff members, are important and need to be encouraged by Permanent Secretaries/Accounting Officers. There is a need to have support and commitment to this initiative from the very top of the management team of each ministry. Staff members need to be enthused with the concept of providing quality service to the customers as well as to be motivated, recognized, monitored and at the end rewarded. Permanent Secretaries should guard against having vacancies in their establishment, which are budgeted for year in and year out, while they fail to appoint people. The ECU should monitor this situation and take up or raise the issue with the relevant ministries or even with the Public Service Commission. In the absence of committed personnel in ministries this programme will not succeed.

Training: The need for training in any organization cannot be underestimated. For the exercise of developing Customer Service Charter to succeed, ministries need proper training to be provided to their staff members to equip them with the new skills. Any programme that is not guided by a policy is bound to experience difficulties and problems at best, or failure at worst. Therefore a policy guideline for training is necessary for the programme to be effective and meaningful. Management and leadership training are important to ensure that quality principles are fully understood at all levels of the organization. This exercise will make it easier for staff members to share the experience and new skills with new entrants to the system. It should be noted that the concepts of 'customer care', and 'providing quality service to the customers' are new in themselves and need to be thoroughly put across to staff through training. One of the factors holding back this implementation in Namibia is that its Civil Service is not trained. It has emerged that there is a lack of commitment to this programme, and this can be attributed to the lack of training. Of course, there is a training programme within the Public Service but this does not cover the Public Service Charter initiatives as a 'new ethic' to guide the service. According to the ECU report a training manual is being developed, but this was supposed to be in place already before the start of the programme. It therefore defeats the purpose of improving service delivery if there is no training provided to the staff member or the service provider.

Consultation: Consultation is important in any organization, and there is no exception with this programme. The government has realized that its citizens should be able to count on good public service. As taxpayers, they have the right to expect that the money they provide be spent to optimum effect. When customers are consulted, the exercise leads to transparency, efficiency, and effectiveness, as they feel themselves to be part of the system.

They also feel that their input and opinions are valued and this can strengthen the relationship with the ministries. Consultation also leads to equity. Through consultation, ministries get feedback on their performance. Consultation also leads to better understanding of different views and ensures that service meets needs of the people. As taxpayers, customers need to be consulted and to have their needs satisfied at all times. It is not necessary to re-invent the wheel but we can use the existing organized structures like workers' unions, NGOs, and Political Parties to reach the public. Through their meetings, they can pass on the message to the public. As a result, this kind of relationship should be built and maintained. In the end this initiative benefits both the service provider and service users (customers). Therefore, the ECU should see to it that consultations are taking place during this exercise. There is no use developing a document, which will not be used by those whom it is intended for, particularly if they do not understand it.

It should always be noted that this programme has been introduced in many countries around the globe. There are a lot of success stories for Namibia to learn from as stated before. From those countries it can be seen that with this type of programme, it generally takes a one-to-two-year period to introduce a proper quality initiative of this caliber in any organization. During this period, it should be possible to provide awareness about the new programme, with the intention of changing staff attitudes if necessary. All this is made possible through training provided to staff members as well as to management cadre. As a result, proper planning is of vital importance, and needs to be taken into consideration at all times. Therefore, the Efficiency and Charter Unit needs to take stock of the whole programme to evaluate the exercise in order to see what went wrong and find the way forward. The evaluation exercise should use the interactive model and consider the issues raised in the

recommendations. These have been identified as the delaying factors in the development of the Customer Service Charters.

It should be understood that the process of developing the CSC is just the first phase or stage of the implementation of Namibian Public Service Charter. If Namibia is struggling with the first phase, then putting the developed document in practice, which is the second phase, will be difficult to realize. If all these problems are not addressed properly it may lead to failure of the implementation of the Government policy of quality service provision. Most importantly, the ECU needs to look seriously at how to strengthen its position, by proposing an enabling law through Parliament. At this moment the ECU's hands are tied. They cannot reprimand ministries that are deliberately delaying the process of implementing the NPSC. With this law in place, ministries will be obliged to implement the NPSC. If they fail to do so, the Law will take its course. Further, the ECU should guard against those officials within the ministries who would like to or attempt to block or unnecessarily delay this exercise because of fears that their inefficiency in running their ministries may be exposed to the public. Lastly, the ECU must make sure that this exercise should not be a mere dream and largely a paper exercise, but should be implemented by every ministry.

With this in mind, it is clear that the Government of the Republic of Namibia has come up with an important initiative to enhance quality services provision. However, this initiative can only bear fruits if government departments comply through timely development of Customer Service Charters and making sure that communities (their customers) are aware of them. It is only then that we can speak of a reformed community oriented public service.

BIBLIOGRAPHY

- Adamolekun, L. et al 1991. *Public Administration in Africa, Main Issues and Selected Country Studies*, Boulder Colorado: Westview Press.
- Adamolekun, L. 1989. *Issues in Development Management in Sub-Saharan Africa*. An EDI Policy Seminar Report, No. 19. Washington, D.C: The World Bank.
- Adamolekun, L. 1990. *Institutional Perspectives on Africa's Development Crisis*, in the *Journal of Public Sector Management*. Vol 3, No. 2. pp 5 – 15.
- Adamolekun, L. 1993. 'A Note on Civil Service Personnel Policy Reform in Sub-Saharan Africa' in the *Journal of Public Sector Management*. Vol. 6, No. 3. pp 38 – 46.
- Administratio Publica, 2000. *School of Public Management and Planning*, Vol. 10 No 2. University of Stellenbosch, pp. 5-30.
- African Governors of the World Bank, 1996. *Partnership for Capacity Building in Africa: Strategy and Program of Action*" a Report to Mr. James D. Wolfensohn, President of the World Bank Group, September.
- Altenstetter, C. et al 1981. *Planning and Implementation: A Comparative Perspective on Health Policy*. *International Political Science Review*, Vol. 2, No. 1, pp 11-42.
- Batley, R. 1999. *The New Public Management in Developing Countries: Implications for Policy and Organizational Reform*, *Journal of International Development* No. 11, pp. 761-765.
- Berman, P. 1978. *The Study of Macro-and Micro-Implementation*. *Public Policy* 26: pp. 157-184.
- Björkman, J.W 1992. *Squaring Circles in Public Policy: Development Administration and Administrative Development*. Leiden: Rijksuniversiteit Oratie.
- Björkman, J.W 1994. *Developmental Lessons of Sri Lanka's Health System: Public Policy Analysis and Design*, Concept Publishing co., edited by K Agrilanca Delhi pp. 133 – 159.
- Björkman, J.W 1994. *Implementation and Development Policy: Major Problems, Small Steps*. *Public Enterprise* 14: No. 3-4 pp. 368-378.
- Björkman, J.W 1995. *The Mechanics of Professional Dominance in the Health Sector: Critical Clues from Comparative Perspective. Designers of Development: Intellectuals and technocrats in the Third World*, Research School CNWS, Leiden The Netherlands, pp. 153-165.
- Bossert, T. et al 1998. *Transformation of Ministries of Health in the Era of Health Reform: The Case of Colombia*. *Health Policy and Planning* Vol. 13, No. 1, pp. 59-77.
- Brinkerhoff, D.W 1991. *Improving Development Program Performance Guidelines for Managers*, Lynne Rienners, Inc, Kumarian Press.
- Brinkerhoff, D.W et al 2002. *Managing Policy Reform, Concepts and Tools for Decision-Makers in Developing and Transitioning Countries*, Kumarian Press.
- Bryant, C. et al 1982. *Managing Development in the Third World*, Boulder Colorado: Westview Press pp. 105 – 134.
- Bryant, C. et al 1982. *The Process of Project Design and Implementation: Managing Development in the Third World*, Boulder Colorado: Westview Press pp105-134.
- Caiden, N. 1991. *Handbook of Comparative and Development Public Administration*, Ali Farazmand (Editor), pp. 421 – 434.
- Caiden, N. 1991. *Unanswered Questions: Planning and Budgeting in Poor Countries Revisited*. *Handbook of Comparative and Development Public Administration*, Ali Farazmand (Editor). pp. 421-434.

- Caiden, E.G 1969. *Administrative Reform*. Berkeley, Allen Lane, The Penguin Press.
- Caiden, G.E 1991. *Administrative Reform Come of Age*. Walter de Gruyter, Berlin, New York.
- Chambers, G. 1992. *The Self-Deceiving State*. IDS Bulletin 23(4):31-42
- Citizens First, 2001. *Report on "Have Your Say!" A survey on improving government services*. The Institute of Public Administration of Canada.
- Cloete, F. et al 2000. *Improving Public Policy*, Published by Van Schaik Publishers.
- Commonwealth Secretariat, 1995. *Current Good Practices and New Developments in Public Service Management, A Profile of the Public Service of New Zealand*, The Public Service Country Profile Series: No. 5.
- Commonwealth Secretariat, 1995. *Current Good Practices and New Developments in Public Service Management, A Profile of the Public Service of the United Kingdom*, The Public Service Country Profile Series: No. 2.
- Commonwealth Secretariat, 1995. *Current Good Practices and New Developments in Public Service Management, A Profile of the Public Service of Trinidad and Tobago*, The Public Service Country Profile Series: No. 4.
- Das, S.K 1998. *Civil Service Reform and Structural Adjustment*, Delhi, Oxford University Press Calcuta.
- DSE Report, 2002. *Implementing the "Charter for the Public Service in Africa" A Strategy for Namibia*.
- Dwivedi, O.P et al 1989. *Public Service Accountability, A Comparative Perspective*, Kumarian Press, Inc.
- EGPA Yearbook, 1998. *Ethics and Accountability in a Context of Governance and New Public Management*, IOS Press.
- Farnham, D. et al 1996. *Towards a New People Management: Managing People in the Public Services*, Macmillan Press LTD, London.
- Garcia-Zamor, J.G 1991. *Problems of Public Policy Implementation in Developing Countries*. In *The Handbook of Comparative and Development Public Administration* edited by Ali Farazmand. New York: Marcel Dekker, Inc pp. 435-444.
- Goggin, M.L et al 1990. *Implementation Theory and Practice, Toward a Third Generation*, Printed in the United States of America.
- Goldsworthy, D. 2000. *Discussion Paper Submitted to a Workshop on Public Sector Reform*, The Hague: Ministry of Foreign Affairs pp.3-18 and 17-31.
- Gordon, G.L 1993. *Strategic Planning for Local Government*, ICMA, Washington.
- Grindle, M.S et al 1991. *Implementing Reform: Arenas, Stakes and Resource. Public Choices and Policy Changes*. Baltimore: Johns Hopkins University Press pp. 121-150.
- Grindle, M.S et al 1996. *Public Choices and Policy Change, The Political Economy of Reform in Developing Countries*, The Johns Hopkins University Press, USA.
- Gustafsson, L. et al 1999. *Public Sector Reform in Sweden*.
- Hughes, O. 1998. *Public Management & Administration, An Introduction*, Macmillan Press LTD London.
- Ingraham, P.W et al 1992. *The Promise and Paradox of Civil Service Reform*. University of Pittsburgh Press, Pittsburgh and London.
- International Journal of Human Resources Management, The Vol. II No. 1 Feb. 2000.
- Journal of Public Administration: 1999 Vol. 34 No 4. Pre press images, SAAPAM, pp. 104-123.

- Kaufman, R. 1992. *Strategic Planning Plus an Organizational Guide*, SAGE Publications, pp. 3-30 and 59-81
- Kettl, D.F 1997. *The Global Revolution in Public Management: Driving themes, Missing Links. Policy Analysis Management*, Summer Vol. 16 No. 3, pp. 447 – 462.
- Klitgaard, R. 1997. *Cleaning Up and Invigorating the Civil Service: Public Administration and Development* Vol. 17 No. 5.
- Kooiman, J. et al 1987. *Managing Public Organizations* pp. 487 – 509.
- Lane, J.E 1993. *Implementation Models. The Public Sector*. London: Sage Publications pp. 90-160
- Langseth, P. 1995. *Public Administration and Development*, Vol. 15 pp. 365 – 390.
- Leemans, F.A. ed, 1976: 'A Conceptual Framework of the Study of the Reform of Central Government, in *The Management of Change in Government*. Martinus Nijhoff, The Hague.
- Lester, J. et al 1991. *Back to the Future: The Rediscovery of Implementation Studies*. Policy Currents 8(3) 1-9.
- Lindauer, D.L 1994: *Government Pay and Employment Policies and Economic Performance* in Lindauer D. L. and Nunberg B.
- Lindauer, D.L et al 1994. *Rehabilitating: Pay and Employment Reforms in Africa*, Regional and Sectoral Studies series, World Bank, Washington, DC.
- McCool, D.C 1995. *Public Policy Theories, Models, and Concepts*, An Anthology, University of Utah.
- Metcalf, L et al, 1990. *Improving Public Management*. London, Newbury Park, New Delhi. Sage Publications.
- Metcalf, L. et al 1987. *Improving Public Management*, SAGE Publication Ltd.
- Mohan, K. 2000. *Management Reforms in Government, A Review of International Practices and Strategies* London, PACAM.
- Montgomery, J.D 1991. *The Strategic Environment of Public Managers in Developing Countries*. In *The Handbook of Comparative and Development Public Administration* edited by Ali Farazmand. New York: Marcel Dekker, Inc., pp 511-526.
- Moore, M. 1992. *Competition and Pluralism in Public Bureaucracies*. IDS Bulletin 23(4) pp. 65-77.
- Mostafa, I.M.D et al 2000. *Accountability in Public Management and Administration in Bangladesh*, Kumarian Press.
- Mutahaba, G. et al 1993. *Vitalizing African Public Administration for Recovery & Development*, The United Nations, Ashgate Publishing Limited, England
- Nicholson, N. 1988. *The State of the Art*. In *Rethinking Institutional Analysis and Development*, edited by Vincent Ostrom et alia. San Francisco: Institute for Contemporary Studies Press, pp 3-39.
- Nsingo, S. 2001. *Public Policy: Implementation and Evaluation*, Windhoek: University of Namibia – Centre for External Studies.
- Nunberg, B. 1994. 'Experience with Civil Service Pay and Employment Reform: An Overview' in Lindauer, D.L and Nunberg, B.
- Nunberg, B. 1994. 'Managing the Civil Service: Reform Lessons from Advanced Industrialized Countries', Discussion Paper No. 204, Washington DC: The World Bank
- Nunberg, B. et al, 1989. 'Civil Reform and the World Bank'. Washington, DC: The World Bank.
- Nunberg, B. et al, 1995. 'Civil Service Reform and the World Bank', Discussion Paper No. 161, Washington, DC: The World Bank.

- Office of the Prime Minister 1992. *Rationalization Report*.
- Office of the Prime Minister, 2002. *Address by the Right Honourable Prime Minister at the Meeting with Permanent Secretaries/Accounting Officers of Offices, Ministries and Agencies*.
- Office of the Prime Minister, 1995. *WASCOM Report*.
- Office of the Prime Minister, 2001/2. *Efficiency and Charter Unit Annual Report*.
- Olowu, D. 1998. *Building Critical Capacities for Sustainable Development in Africa: Matters Arising*. International Journal of Technical Cooperation, 1 summer, Vol. 1, pp 1-19.
- Olowu, D. 1999. "Redesigning African Civil Service Reforms", The Journal of Modern African Studies, vol. 37, pp.1-23.
- Olowu, D et al, 1999. *Human Resources Management: Public Administration in Africa*, Westview Press, pp 86-106.
- Polidano, C. 2000. *World Development* Vol. 28 No. 5, Elsevier Science LTD., pp. 805-822.
- Qhah J. S.T 1995. *Sustaining Quality in the Singapore Civil Service: Public Administration and Development* Vol. 15, pp 335-343.
- Radin, B.A 1998. *The Government Performance and Results Act (GRPA): Hydra-Headed Monster or Flexible Management Tool?* Public Administration Review, Vol. 85, No. 4, pp. 307-135.
- Razavi, S. 2000. *World Development* Vol. 25 No. 7, Elsevier Science LTD., Workshop Folder, Workshop Public Service Reform, pp 1111 – 1125.
- Rondinelli, D. 1992. *Implementing Decentralization Programs in Asia: A Comparative Analysis*. In *Progress in Development Administration* edited by B Smith. Chichester: John Wiley & Sons, Ltd, pp 99-125.
- Russell, S. et al, 1999: *Reforming the Health Sector: Towards a Healthy New Public Management*. Journal of international development Vol. 11 pp. 767-775.
- Saxena, H. 1996. *Performance Improvement in the Public Sector; A Challenge for Civil Service Reforms in Developing Countries: A Case Study of Uganda Civil Service*. The Hague, Netherlands.
- Sjoblom, S. 1999. *Transparency and Citizen Participation. Citizen and the New Governance* IOS Press, L. Bouban (Ed), pp. 15-27.
- Spears, G. et al. 2000. *Citizens First Summary Report*.
- Storey, J. 1995. *Human Resources Management: Still Marching On, or Marching Out?* *Human Resource Management*, Routledge, pp. 1-10.
- Tendler, J. 1997. *Preventive Health: The Case of the Unskilled Meritocracy. Good Government in the Tropics*. John Hopkins University press, pp. 21-45.
- Thompson, J. 1998. *Participatory Approaches in Government Bureaucracies: Facilitating Institutional Change, Who Changes? Institutional Participation in Development*: J. Blackburn & J. Holland (Eds) pp. 108-117.
- Wai, D. 1995. *'The Essence of Capacity 'Build in Africa'*: James Smoot Coleman Memorial Papers Services, JSC African Studies Centre, University of California, Los Angeles.
- Wallis, M. 1989. *The Management of Human Resources. Bureaucracy*. Macmillan Publishers, pp. 142-169.
- Wescott, C. 1993. *'Background Paper: Civil Service Reform in Africa'*, Paper Prepared for Public Administration Working Group of the Special Programme for Africa, United Nations Development Programme, New York.

- White, L. 1989. *Public Management in a Pluralistic Arena*. *Public Administration Review* 49: 522-532.
- White, L. 1990. *Implementing Policy Reforms in LDCs: A Strategy for Designing and Effecting Change*. Boulder, CO: Lynn Reinner.
- World Bank 1994. *Evaluation Results, 1992*, World Bank, Operations Evaluation Department, Washington, DC: The World Bank.
- World Bank 1995: *Bureaucrats in Business: The Economics and Politics of Government Ownership*, Oxford University Press for the World Bank, New York.

Appendix A: *Interview Questions for African Groups*

Appendix B: *Questionnaire on Interviews*

Appendix C: *List of Country Teams/Contact Persons*

Appendix D: *Charter for the Public Service in Africa*

APPENDICES

Appendix 01	Namibian Public Service Charter
Appendix 02	Interview Questions to Government Officials
Appendix 03	Interview Questions to Interest Groups
Appendix 04	Questionnaire to ministries
Appendix 05	List of Charter Teams/Contact Persons
Appendix 06	Charter for the Public Service in Africa



REPUBLIC OF NAMIBIA

NAMIBIAN PUBLIC SERVICE CHARTER



President Sam Nujoma

The President of the Republic of Namibia launches the Namibian Public Service Charter

There is a growing international trend for governments, in both developed and developing countries, to focus on the need to provide greater value for money in the delivery of public services. With this trend has come an awareness that public services must improve the quality of service provided to their customers: citizens, tourists and visiting businessmen and women.

If Namibia is to prosper, we, too, must show our commitment to improving the quality of services delivered to all who live in or visit our country. The Government has therefore decided to introduce a Namibian Public Service Charter. Today sees the launch of the General Principles for our Charter initiative. These principles are, of course, part of a much wider programme of reform designed to provide efficient, effective and economic public services.

In the months ahead, Charters will be published for specific functions currently undertaken by Government. It is also my hope that parastatals and the private sector will follow this example and help make the delivery of services in Namibia as efficient, cost-effective and consumer-focused as possible. Let us make Namibia a country that we can all be proud of.

Sam Nujoma

President of the Republic of Namibia

PUBLIC SERVICE CHARTER

GENERAL PRINCIPLES

STANDARDS

Setting, monitoring and publishing clear standards of service that individual members of the public can reasonably expect.

INFORMATION

Providing information about public services in a straightforward and open manner which is readily understandable.

COURTESY AND HELPFULNESS

Providing a courteous and helpful service which is run to suit the convenience of those entitled to the service: services being provided by public servants who can be identified readily, through wearing name badges, to their customers.

CONSULTATION AND CHOICE

Ensuring that there is regular consultation and communication with those who use services and, having taken their views and priorities into account, providing a choice wherever possible.

ACCOUNTABILITY

Providing details of performance against targets and identifying who is responsible.

OPENNESS

Disclosing how public services are managed, and the cost and performance of specific services.

NON-DISCRIMINATION

Ensuring that services are available and applied equally to all.

QUALITY OF SERVICE

Publicising straightforward complaints procedures with independent reviews where possible. Providing, where errors have been made, an apology, full explanation and early correction of the error.

VALUE FOR MONEY

Providing efficient and economic public services within affordable resources.

UNITY

LIBERTY

JUSTICE

INTERVIEW QUESTIONS TO GOVERNMENT OFFICIALS

1. Since the government introduced the NPSC, it requested ministries to design Customer Service Charter for specific functions that they perform. In your opinion is it important to have a Customer Service Charter?
2. What are the procedures that are followed by your ministry in developing the Customer Service Charter? Who participated in drafting the charter and what exactly do they do in the process?
3. Is there any training provided to the staff in your Ministry to cope with the demands of the new initiative?
4. Does your ministry need a budget to develop the Customer Service Charter and do they have it? Explain.
5. It appears that ministries are expected to have developed their charters by 2003. How ever it appears that there are delays. What constraints do they face in the process of developing the Customer Service Charter?
6. How can this process be improved?

INTERVIEW QUESTIONS TO INTEREST GROUPS

1. In your opinion, what is the public's perception of the service delivered by the ministries? Explain.
2. Is your organization aware of the government's initiative of introducing the Customer Service Charter and have the members of your organization been involved in the development of the Customer Service Charter in any Ministry? Explain how.
3. In your opinion, what should be the role of the public including your organization, in influencing the setting up of Customer Service Charters in different ministries?
4. In your opinion, is it important to have a Customer Service Charter explained?

**QUESTIONNAIRE:
TO
MINISTRIES**

I am a student doing a Masters in Public policy and Administration at the University of Namibia UNAM/ISS MPPA postgraduate programme. As part of my programme I am expected to do a research project. My research is on the Implementation of the Public Service Charter by Ministries. His Excellency the President of the Republic of Namibia launched this charter, in 1997.

The purpose of my Study is to determine the manner in which government ministries are developing Customer Service Charters as a way of complying with government policy and to identify the constraints ministries face in their effort to develop these instruments. This will enable me to provide recommendations for improving the implementation process.

Therefore I would appreciate it if you could spare your time to answer the attached questions.

Thank you for your valued assistance.

1. (a) Does your Ministry have a Customer Service Charter?

Yes No

(b) If not, has it started developing one? Explain.

.....
.....
.....

2. In your opinion, what is the public perception of the service delivered by the ministry?

.....
.....
.....

3. What is the process of administrative policy design adopted by your ministry?

.....
.....
.....

4. Does your Ministry have the budget to develop the Customer Service Charter? Explain.

.....
.....
.....

5. Does your Ministry have the personnel to develop the Customer Service Charter? Explain the kind of human power that is available.

.....
.....
.....

6. Is there any training provided to the staff members in your ministry during the development of Customer Service Charter process and what kind of training is provided? Explain.

.....
.....
.....

LIST OF CHARTER TEAMS/CONTACT PERSONS

MINISTRY	FUNCTIONS	CONTACT PERSON(S)
Agriculture, Water and Rural Development	Extensions & Engineering Services Veterinary Services Rural Water Supply Planning Resource Management General Services Agriculture, Research & Training	<i>Mr. s. Kintinu</i> <i>Mr. s. Kintinu</i> <i>Mr. s. Kintinu</i> <i>Mr. s. Kintinu</i> <i>Mr. s. Kintinu</i> <i>Mr. s. Kintinu</i> <i>Mr. s. Kintinu</i>
Basic Education Sport and Culture	Secondary and primary education Library and information science Heritage and culture Special education Adult Basic Education	<i>Mr. M. Shimpophileni</i> <i>Ms. E Namhila</i> <i>Dr. H.N. Diaz</i> <i>M. Kahikuata</i> <i>Mr. W. Kahivere</i>
Defense	Community & emergency services	<i>Mr. Uugwanga</i>
Environment and Tourism	Permit Office (Hunting permits) Parks and Wildlife Management Game capture Monitoring, Research and Planning Wildlife Trade Tourism Environmental Affairs Forestry	<i>Mr. S. Muinjo</i> <i>Mr. George Mashilo</i>
Finance	Income Tax Customers & Excise Tender Board – Suppliers Tender Board - Customers	<i>Ms. .K.T. Hangula</i> <i>Ms. T. Kuhanga</i> <i>Ms. M. Onesmus</i> <i>Ms. M. Onesmus</i>
Fisheries and Marine Resources	Fisheries Charter	<i>Mr. Kashindi</i> <i>Ms. E. S. Boys</i>
Foreign Affairs	Missions	<i>Mr. M. Mutonga</i>
Health and Social Services	Patients Charters	<i>Mr. S.V. Weyulu</i> <i>Ms. Eina Awaseb</i>
Higher Education, Training and Employment Creation	Youth Charter Students Charter – UNAM, Poly & WCE Vocation Training Bursary	<i>Mr. Haingura</i> <i>Ms. E. Mbuye</i> <i>Heita/Taukondjo</i> <i>Mr. Gertze</i>

Home Affairs	Immigration Civil Registrants Police Officers	<i>Mrs. Eliphas</i>
Justice	Chief: Lower Courts Ombudsman	<i>Mr. Unengu Adv. B. Gawanas</i>
Labour	Labour Market Service Labour Services Labour Relations	<i>Mr. C. Schlettwein</i>
Lands, Resettlement and Rehabilitation	Survey & Mapping Land Reform & Resettlement Rehabilitation Planning Division Deeds Office Charter	<i>W. Mwanyekange Mujetenga Mupurua Ms. Mouton Beukes</i>
Mines and Energy	Geological Survey Mining Energy Administration	<i>Mr. H. Shipena Mr. H. Shipena Mr. H. Shipena Mr. H. Shipena</i>
Prisons and Correctional Services	Prisons (a) Inmate (b) Families/ visit Orgs.	<i>N. Katunohange</i>
Regional and Local Government and Housing	Professional Services Regional & Local Gov. Coordination General Services	<i>Ms. L. Namholo</i>
Trade and Industry	Import and Export Charter	<i>Mr. Kuyonisa</i>
Works, Transport and Communication	Civil Aviation Meteorological Service Maritime Affairs Air transport services Government Garage	<i>S. G. Madaba Mr. S. Mwangala M. Nangolo Mr. Kauaria Mr. Kauaria</i>

CHARTER FOR THE PUBLIC SERVICE IN AFRICA* (ABRIDGED VERSION)

*Adopted by the 3rd Biennial Pan-African Conference of Ministers of Civil Service
Windhoek, Namibia, 5 February 2001



FUNDAMENTAL PRINCIPLES OF THE PUBLIC SERVICE

All African countries that are signatories to this Charter, shall respect the fundamental, universal principles of the public service. This implies that legal provisions exist, that they are well known, comprehensible and accessible.

Principle of equality of treatment

All public services shall recognize the equality of citizens before the law.

Principle of neutrality

The public service that serves the interest of the public shall not discriminate against its employees because of their personal traits. The public service as a whole remains neutral in respect to the government of the day and this fundamental principle will be respected by all administrations.

Principle of legality

Public service shall be provided in strict compliance with the law.

Principle of continuity

Public service shall be provided on an ongoing basis and in all its important parts, in accordance with the rules governing its operation.

RULES GOVERNING RELATIONS BETWEEN THE PUBLIC SERVICE AND THE USERS

The public service shall serve users in accordance with the following criteria: proximity and accessibility of services; participation, consultation and mediation; quality, effectiveness and efficiency; valuation of services; transparency and information; speed and responsiveness; reliability and confidentiality of information.

Proximity and accessibility of services

The public service shall be organized along functional and centralized lines designed to bring public management closer to the people and provide them with appropriate and accessible basic services.

Participation, consultation and mediation

It shall be the responsibility of the administration to ensure that mechanisms of participation and consultation involving civil society and other stakeholders are effectively put in place through consultative forums or advisory bodies.

Quality, effectiveness and efficiency

The public service shall ensure that the highest quality and the most effective and efficient services are provided by making optimal use of the resources at its disposal. It shall also take into account the resources and means that users have available to them to benefit from

Evaluation of services

The evaluation of the effectiveness and productivity of services shall be based on objectives and programmes of activities defined before and accompanied by performance indicators and criteria.

Transparency and information

Administrative decisions shall always be taken in accordance with transparent, simple and understandable procedures, while ensuring accountability.

Speed and responsiveness

The public service shall determine and respect deadlines in the delivery of its services. These deadlines must be established by law and regulations and evidence of unusually long delays, may make the administration liable to legal action.

Reliability and confidentiality of information concerning citizens

Personal information or information that helps to identify, in any manner whatsoever, directly or indirectly, the individuals concerned, may not be subject to processing, including computerized processing, in a manner that would violate personal privacy, individual freedoms or human rights.

RELATIONS BETWEEN THE PUBLIC SERVICE AND PUBLIC SERVICE EMPLOYEES

The relations between the public service administration and its employees shall be based on professional merit and respect for human rights.

Recruitment and promotion

Public service employees shall be recruited, appointed and promoted on the basis of their competence and professional skills and in accordance with transparent and objective procedures that guarantee equal opportunities for all, women, disabled and particularly disadvantaged groups.

Mobility and redeployment

Deployment and redeployment of staff shall take due account of the exigencies of the service and as far as possible will respond to the aspirations of public service employees for a satisfactory and rewarding career development.

Staff training and development

Considering that public service employees are entitled to training and development, the public service administration shall provide an enabling environment and the necessary resources for enhancing and adapting, on an ongoing basis, their knowledge and skills, including through allowing them to specialize and become versatile.

Motivation

The organization and functioning of the public service administration, as well as the management style and quality of management of managers, shall address the aspirations of public service employees for self-fulfilment and develop in them leadership capabilities, responsibility and a sense of initiative.

Remuneration

Public service employees shall be entitled, within the framework of an improved, motivational, coherent and harmonized system, to fair remuneration that is commensurate with their responsibilities and performance and enables them to live in dignity.

Physical safety, working conditions and security of tenure

The administration shall guarantee minimum standards of health, security and safety in the workplace.

CODE OF CONDUCT OF PUBLIC SERVICE EMPLOYEES

FUNDAMENTAL VALUES OF THE PUBLIC SERVICE EMPLOYEE

The fundamental values of a public service employee shall be based on public service rooted in professionalism and ethics.

Professionalism

Professionalism resides in how skilfully and how well a public service employee performs his/her functions and duties.

Ethics

Ethics shall mean a sound culture based on ethical values and principles.

A public service employee shall perform his/her duties properly and efficiently and display professional discipline, dignity, integrity, equity, impartiality, fairness, public-spiritedness and courtesy in the discharge of his/her functions, notably in his/her relations with his/her superiors, colleagues and subordinates, as well as with the public.

RULES OF CONDUCT FOR PUBLIC SERVICE EMPLOYEES

The rules of conduct for public service employees shall be based on an integrated anti-corruption system.

Integrity and moral rectitude

Public service employees shall refrain from any activity inconsistent with ethics and morality, such as misappropriation of public funds, favouritism, nepotism, discrimination, influence or administrative indiscretion.

Conflict of interest

Public service employees shall not take up functions or engage in transactions or have any financial, commercial or other interests that might be incompatible with their functions, responsibilities or duties.

Declaration of assets or illicit enrichment

In order to ensure the monitoring of any excessive accumulation of wealth, public service employees appointed to certain positions of responsibility specified by law shall, upon taking and leaving office, declare their assets as well as those of members of their families.

Political neutrality and duty of confidentiality

A public service employee shall not use his/her post, position or responsibilities for political or partisan purposes, which are detrimental to the interests of the public service.

IMPLEMENTATION MODALITIES

Implementation of sensitization and training programmes

Member States shall undertake sensitization and training programmes for public service employees in the area of professional ethics and take the appropriate practical steps to inform the public.

Establishment of national monitoring bodies

Member States shall implement the legislative and measures necessary for establishing monitoring bodies and mechanisms for ensuring compliance within the standards of conduct set forth herewith and punishing inappropriate behaviour.

FINAL PROVISION

Establishment of a follow-up mechanism

In order to ensure respect for the principles, values and standards defined above, a mechanism to monitor the implementation of the present Charter is required.