

**THE IMPACT OF SERVICE CHARTERS ON SERVICE DELIVERY IN  
NAMIBIA'S PUBLIC SECTOR: A CASE STUDY OF THE MINISTRY OF  
MINES AND ENERGY (MME).**

**A THESIS SUBMITTED IN PARTIAL FULFILMENT  
OF THE REQUIREMENTS FOR THE DEGREE OF  
MASTER OF PUBLIC ADMINISTRATION**

**TO**

**THE UNIVERSITY OF NAMIBIA**

**BY**

**Mr. Alfredt Tjirorua Tjihambuma**

**Student No: 9643281**

**April 2010**

**Supervisor: Dr Lesley Blaauw**

## ABSTRACT

The objective of the study was to examine the extent to which the development of Service Charters has contributed to improving efficient and effective delivery in Namibia's Public Sector: A case of the Ministry of Mines and Energy. The general feeling is that the delivery of services to the public in Namibia is still lagging behind, and it lacks efficiency due to slow policy implementation and lack of follow up actions. The most overarching question that seeks to be answered through this study: was whether the Public Service of Namibia, especially the Ministry of Mines and Energy, is ready and committed to transforming Namibia and to guide the country's progression towards a Vision 2030, especially after the introduction, development and implementation of Service Charters?

Combinations of qualitative and quantitative research technique were used in conducting the study. The study was exploratory in nature, as the aim was to ascertain the impact of Service Charter on efficient and effective service delivery in the Ministry of Mines and Energy. The study found that there is a gap, in terms of monitoring and evaluation of the impact of Service Charter implementation. Therefore, the impact of the implementation of service charters on service delivery remains such an intractable challenge. It is therefore, recommended that there is a need to take stock of the service charter implementation programme. This should be done in order to establish what work, what went wrong and map the way forward. In other word as required by NEDP, there is a need to design an integrated monitoring, reporting and evaluation system on service charters' implementation across the Public Service in Namibia.

<b>TABLE OF CONTENTS</b>	<b>PAGE</b>
<b>Abstract.....</b>	<b>i</b>
<b>List of table and figures.....</b>	<b>vi</b>
<b>Acknowledgement.....</b>	<b>vii</b>
<b>List of Acronyms.....</b>	<b>viii</b>
<b>Dedication.....</b>	<b>x</b>
<b>Declaration.....</b>	<b>xi</b>

## **CHAPTER 1: INFORMATION AND BACKGROUND TO THE STUDY**

<b>1. Introduction</b>	<b>1</b>
<b>2. Background information</b>	<b>1</b>
<b>3. Statement of the research problem</b>	<b>5</b>
<b>4. The objective of the study</b>	<b>7</b>
<b>5. Research question</b>	<b>7</b>
<b>6. Research methodology</b>	<b>7</b>
<b>6.1. Data collection</b>	<b>8</b>
<b>6.2. Documentary analysis</b>	<b>10</b>
<b>6.3. Data analysis</b>	<b>11</b>
<b>7. Justification of the study</b>	<b>11</b>
<b>8. Limitation of the study</b>	<b>13</b>
<b>9. Organisation of the research thesis</b>	<b>13</b>
<b>10. Conclusion</b>	<b>14</b>

**CHAPTER 2: LITERATURE REVIEW**

<b>1. Introduction</b>	<b>16</b>
<b>2. General views</b>	<b>16</b>
<b>3. Service charters</b>	<b>18</b>
<b>4. Administrative reform</b>	<b>21</b>
<b>5. Civil Service Reform</b>	<b>23</b>
<b>6. Conclusion</b>	<b>24</b>

**CHAPTER 3: CONCEPTUAL AND ANALYTICAL FRAMEWORK**

<b>1. Introduction</b>	<b>26</b>
<b>2. Origin of the poor service delivery in Namibia</b>	<b>26</b>
<b>3. Legal Framework</b>	<b>27</b>
<b>4. Institutional arrangement</b>	<b>29</b>
<b>5. Analysis of how to draw up a Customer Service Charter</b>	<b>30</b>
<b>6. Service Charters</b>	<b>36</b>
<b>6.1. The Namibia Public Service Charter</b>	<b>37</b>
<b>6.2. Customer Service Charters</b>	<b>40</b>
<b>6.3. Charter for Public Service in Africa</b>	<b>40</b>
<b>7. Strategies for implementing Service Charter in the Government of the Republic of Namibia</b>	<b>42</b>
<b>7.1. Public Awareness Campaign</b>	<b>42</b>

<b>7.1.1. Africa Public Service Day</b>	<b>43</b>
<b>7.1.2. Trade Shows</b>	<b>44</b>
<b>7.2. The Public Service Handbook project</b>	<b>44</b>
<b>7.3. Performance and Effectiveness Management Programme (PEMP)</b>	<b>45</b>
<b>8. Conclusion</b>	<b>47</b>

## **CHAPTER 4: AN OVERVIEW OF THE IMPLEMENTATION OF SERVICE CHARTER IN THE MINISTRY OF MINES AND ENERGY.**

<b>1. Introduction</b>	<b>49</b>
<b>2. Components within Customer Service Charters (CSC)</b>	<b>50</b>
<b>2.1. This Service Charter</b>	<b>51</b>
<b>2.2. Commitments to service users</b>	<b>52</b>
<b>2.3. What we ask from you</b>	<b>54</b>
<b>2.4. Standards applicable to specific functional areas</b>	<b>55</b>
<b>2.4.1. CSC of Mines</b>	<b>55</b>
<b>2.4.2. CSC of Energy</b>	<b>58</b>
<b>2.4.3. CSC of Geological Survey of Namibia</b>	<b>59</b>
<b>2.4.4. CSC of Administration and Finance</b>	<b>60</b>
<b>2.4.5. CSC of Diamond Affairs</b>	<b>61</b>
<b>2.5. How to contact the ministry</b>	<b>61</b>
<b>2.6. If things go wrong, the ministry will:</b>	<b>63</b>
<b>2.7. How to provide feedback</b>	<b>64</b>

<b>2.8. When complaining</b>	<b>64</b>
<b>3. Conclusion</b>	<b>65</b>

## **CHAPTER 5: PRESENTATION AND ANALYSIS OF DATA**

<b>1. Introduction</b>	<b>66</b>
<b>2. Views on the implementation of service charters by MME</b>	<b>66</b>
<b>2.1. Views on whether staff members have required competencies</b>	<b>66</b>
<b>2.2. Views on whether the qualities of service delivery have improved</b>	<b>68</b>
<b>2.3. Documentary analysis</b>	<b>69</b>
<b>2.4. Interviews with service users</b>	<b>71</b>
<b>2.5. Observations</b>	<b>74</b>
<b>2.6. Key informants</b>	<b>75</b>
<b>2.7. Data analysis and Interpretation</b>	<b>77</b>

## **CHAPTER 6: CONCLUSIONS AND RECOMMENDATIONS**

<b>1. Introduction</b>	<b>81</b>
<b>2. Conclusions</b>	<b>82</b>
<b>3. Recommendations</b>	<b>86</b>
<b>4. References</b>	<b>88</b>
<b>Appendix (Questionnaires)</b>	

**LIST OF TABLES AND FIGURES**

Table 1: Customer Service Charters' development indicators	45
Table 2: Complaints against government O/M/As as per the Office of the Ombudsman's 2007 Annual Report	69
Figure 1: Response of staff members as per years of employment in terms being familiar with Service Charters	77
Figure 2: Response by staff members as per year of employment in terms of effects of nine general principles on service delivery	78
Figure 3: The effect of nine general principles on service delivery	78
Figure 4: Staff members' knowledge on Charter for Public Service in Africa	79

## ACKNOWLEDGEMENT

This study would not have been possible without the support of Dr Blaauw for proofreading several visions of the original research and the suggestions he made. His assistance and words of encouragement have been with me throughout my study. In addition, he made me to stay focused on the study.

Moreover, I owe tribute to a number of people who assisted me in different ways to complete this study. I would like to thank my employer, the Office the Prime Minister for partly providing me with the means to study. In addition, I would like to thank my brother, sisters, and cousins for all the support they give me through my academic career. To all friends I say thank you for all the encouragement you gave me when conducting my research.

Special mention goes to Dr T Chirawu; I appreciate all the advice and support that he rendered to me at time when I did not have a supervisor allocated to me. I would also like to thank all my MPA classmates for the wonderful time we spent together for those scintillating discussions we had.

Last but not least, let me thank God for all the strength, courage and guidance through the entire research. Without him, I would not have been able to accomplish this huge and demanding task. My love and most sincere thanks go to my loving, caring and supporting wife.

**LIST OF ACRONYMS**

- APSD – Africa Public Service Day
- AR – Administrative Reform
- CPSA (APSC) – Charter for Public Service in Africa (Africa Public Service Charter)
- CSC – Customer Service Charter
- CSR – Civil Service Reform
- ECU – Efficiency and Charter Unit
- MBESC – Ministry of Basic Education Sport and Culture
- MFMR – Ministry of Fisheries and Marine Resources
- MHSS – Ministry of Health and Social Services
- MLRR – Ministry of Lands, Resettlements and Rehabilitation
- MME – Ministry of Mines and Energy
- MoF – Ministry of Finance
- MPCS – Ministry of Prisons and Correctional Services
- MWTC – Ministry of Works Transport and Communication
- NAMPA – Namibia Press Agency
- NDP - National Development Plan
- NID – Namibia Institute of Democracy
- NPSC – Namibia Public Service Charter
- O/M/A – Office/ Ministries/Agencies
- OPM – Office of the Prime Minister
- PEMP – Performance and Effectiveness Management Programme

PM – Prime Minister

PMS – Performance Management System

PSN – Public Service of Namibia

SWAPO – South West Africa Peoples Organisation

UK – United Kingdom

UNDP – United Nation Development Programme

WASCOM – Wage and Salary Commission

## **DEDICATION**

This work is dedicated to my wife Zemanovandu and my mother.

**DECLARATION**

I, Alfredt Tjirorua Tjihambuma, hereby declare that this study is the result of my own investigation and research, except where stated otherwise in the acknowledgement. This work has not been submitted in for a degree to any other institution of higher education.

No part of the study may be reproduced without prior written permission of the author or the University of Namibia.

.....

Alfredt Tjirorua Tjihambuma

.....

Date

## **CHAPTER 1: INFORMATION AND BACKGROUND TO THE STUDY**

### **1. Introduction**

This introductory chapter gives background information. Basically, this chapter deals with the organization of the study. In addition, it looks at the introduction of the study, statement of the research problem, objectives of the study, research questions, research methodology and justification for the study and its limitations.

### **2. Background information**

The Public Service of Namibia (PSN) in general and the Ministry of Mines and Energy (MME) in particular exists to serve its customers, the people of Namibia, tourists, visiting business persons, fellow colleagues in the Public Service and political office bearers. The MME is, therefore, one of the most important stakeholders in terms of the Namibian's future as a nation. The MME is a custodian of Namibia's rich endowment of mineral, geological and energy resources facilitates and regulates the responsible development and sustainable utilisation of these resources for the benefit of all the Namibians (MME, Annual Report 05/06, p. 3). One of the objective of the MME among other objectives is to provide professional and customer focus service (MME, Annual Report 07/08, p. 4). The country developmental targets for the future are encapsulated in the Vision 2030 document (V2030). This document enunciates the developmental objectives of the

country to be achieved. The vision is amplified and made more concrete and concise by the Third National Development Plan (NDP3): 2007/08 – 2011/12.

Over the past years, Namibian Government has continuously undertaken Public Service Reforms in line with Vision 2030, National Development Plans and the South West Africa People's Organisation (SWAPO) Party elections manifestoes. These reforms include Service Charters to ensure that the Namibian Public Service would become professional, meritocratic, efficient, effective and accountable in the delivery of services to the service users or to the nation. This is being done in view of the fact that the people's quality of life is of outmost importance for vision 2030 (Nujoma, 1998).

The Public Service Reform initiatives for the past years focused on two themes, namely: ***"We are here for you"*** an initiative aimed at informing the general public about service delivery as well as making services more accessible to them through Customer Service Charters. In addition, ***"Together we can make a difference"*** aimed at institutional and capacity building, in order to ensure adherence to Customer Service Charters. Apart from improving efficiency and effectiveness, these initiatives were designed to ensure that public servants across all levels have access to concise information in order to strengthen their professionalism and ethical behavior in the Namibian Public Service.

The Wage and Salary Commission (WASCOM) indicated in 1995 that there were duplication of functions and ineffective services provision (WASCOM Report 1995, p.41). As a result, Service Charters initiatives were introduced to address these concerns.

The Customer Service Charter is aimed at informing the general public about service delivery standards as well as making services more accessible to the public or service users. The Government of the Republic of Namibia introduced the Namibian Public Service Charter (NPSC) consist of the nine general principles. These nine general principle were launched by former President Nujoma in 1997. The NPSC lends scope and provides guidance to performance requirements of each civil servant. The Efficiency and Charter Unit (ECU) was established in June 1997. This unit, in brief, has among its responsibilities, to conduct programmes for public service reforms and to provide advice on policies and the implementation of such policies to Cabinet through the Secretary to Cabinet. Generally, the advice provided is geared towards improving service delivery, securing value for money and imparting ethical practices in the public service (ECU Abridge Management Plan 2007/08, p. 2).

On 5 February 2001, the Charter for Public Service in Africa (CPSA) as part of the unity of African countries, for which all Public Service in Africa should work in harmony with special charter, was adopted by the third Biennial Pan African conference of Ministers of Civil Service in Africa, which took place in Windhoek, Namibia. The Charter makes provision for respect of the fundamental and universal principles of Civil Service by all African countries that are signatories to the charter. Namibia is a signatory to this charter. In addition, the Charter includes a legal provision to ensure equality of treatment, neutrality, legality, and continuity by the public services, as well as rules governing relations between the public service and the users as well as the code of conduct for public service employees (Charter for the Public Service in Africa, 2001).

Since then Customer Service Charters drawing on the nine General Principles of the Public Service Charter of the Republic of Namibia have been developed for different functional areas in Namibia's government structures which are referred to as offices, ministries and agencies (O/M/As). An example of such a Charter is the Patients Charter, Veterinary Service, Taxation, and Mining. Each Customer Service Charter highlights:

- What services are offered by specific government ministries concerned;
- What standard of service each government ministry aims to meet;
- What government ministry expect from the public to ensure that service standards can be met as promised in the charters; and
- Explain how to make complaints, if customers are not satisfied with services.

(How to draw up a Customer Service Charter, 2005, p. 3)

The Ministry of Mines and Energy (MME) is the leading ministry in terms of Customer Service Charter development in the Public Service of Namibia. A case study of this nature will explore the relationship, if any, between Service Charters and efficient and effective service delivery in general, and in the Ministry of Mines and Energy in particular. The Ministry of Mines and Energy is tasked with the challenging responsibility of being the custodian of Namibia's rich mineral, energy and geological endowments.

### 3. Statement of the Research Problem

The delivery of services to the public in Namibia is ineffective, potentially due to slow policy implementation and lack of follow up actions. According to Harold Pupkewitz, as quoted in the Namibian newspaper that the government's failure to implement performance management in order to improve public service delivery has resulted in a bloated, yet inefficient civil service ( Malesky 2005: p. 5). The Government of the Republic of Namibia without exception of the MME is faced with the challenge of engaging citizens in various activities of Public sector. Government is, therefore, obliged to make government activities more transparent, interactive, customer – oriented, and accessible for citizens through various initiatives. These initiatives include, *inter alia*, customer and citizen relationships, implementing administrative innovation, improving citizens' life quality, adoption of modern techniques of administration, and simplifying administrative procedures and delivery of high standards of services in order to ensure that by 2030 Namibia will be achieved.

Even though the Ministry of Mines and Energy is seen to have successfully developed Customer Service Charters, there is, in general, a view that Service Charters have not improved effective and efficient service delivery. In other words, even though the MME is seen as having successfully developed Service Charters, the application and adherence hereto are not clearly seen. Some view state that there is non adherence to the provision in the Customer Service Charter. In addition, there seems no adherence the provided guidelines when developing Customer Service Charters. Furthermore, what is on ground

seems not link to the requirements of Service Charters' implementation or it looks like the impact is still to be realised.

As a result of the above, one wonders whether Service Charters have any positive impact on efficient and effective service delivery in the Public Service of Namibia especially the MME as a case study. It is also difficult at this stage to say if staff members understand what Service Charters are and exist for. Although the MME has developed their Customer Service Charters, it is difficult to obtain copies of various Customer Service Charters at the points where they provide services. Customer Service Charters are not displayed at all places where the general public can access them easily. When one go around the MME and ask for Customer Service Charters, some staff members do not know who is responsible for the reprinting of Customer Service Charters once they are out of stock. Moreover, Customer Service Charters are not updated regularly as required.

The bottom line is that despite the introduction and development of Service Charters in O/M/As in general and the MME in particular since 1997, problems that could have been addressed by the introduction of Service Charters are still prevailing in the Public Service of Namibia. Even though there are such efforts, on the other hand, reasons and problems why service delivery remains such an intractable challenge are unknown.

#### **4. The objective of the study**

The aim of the study is to determine the impact of Service Charters in terms of effective and efficient service delivery in the Public Service of Namibia using the Ministry of Mines and Energy as a case study. That effort entailed to:

- Examine the extent to which the development of Service Charters has contributed to improving efficient and effective service delivery in the Ministry of Mines and Energy.
- Investigate challenges experienced in the implementation of Service Charters.

#### **5. The Research Question**

The overarching question that seeks to be answered through this study: was whether the Public Service of Namibia, especially the Ministry of Mines and Energy, is ready and committed to transforming Namibia and to guide the country's progression towards a "*prosperous and industrialised Namibia* by 2030, especially after the introduction, development and implementation of Service Charters?

#### **6. Research Methodology**

A combination of qualitative and quantitative research techniques were used in conducting the study. The study was exploratory in nature, as the aim was to ascertain the

impact of Service Charters on efficient and effective service delivery in the government of the Republic of Namibia with a focus on the Ministry of Mines and Energy.

### **6.1. Data Collection**

Questionnaires were distributed to the officials selected for the study. Interviews have been conducted on different occasions with individual staff to substantiate information provided in the questionnaires. During interviews, structured and semi-structured questions has been used.

The study was based on both primary and secondary data. Literature, theories and models that were used in terms of Service Charters development and implementation in other public services were examined. Furthermore, analysis of literature review was on relationship that exists in terms of efficient and effective service delivery between the Service Charters development and their implementation in the Ministry of Mines and Energy.

Furthermore, interviews were conducted. The following persons were interviewed namely the Prime Minister of the Republic of Namibia, Permanent Secretary of the Ministry of Mines and Energy, Director of Efficiency and Charter Unit in the Office of the Prime Minister, 30% Public Officials within the Ministry of Mines and Energy making use of purposive sampling. The MME has a staff establishment of 170; therefore 51(30%) Public officials were interviewed through questionnaires. Public officials for the

purpose of this case study was any person who works for MME. Furthermore, related reports from the Ombudsman's office were analysed and the representative from the office of the Ombudsman were also interviewed. In addition, cluster sampling technique were applied, the following MME's service users representatives namely: Association of Service Station, Oil Companies, Association of Small Scale Miners and Namibia Chamber of Mines were interviewed.

The reasons for the above sampling are as follows:

The Prime Minister of the Republic of Namibia is responsible for managing and overseeing Public Service in the country. The MME is part and parcel of the Public Service. So the aim was to get a general view on the performance of the Public Service and the Ministry of Mines and Energy in particular, since the introduction of Service Charters.

The Permanent Secretary: Ministry of Mines and Energy is the administrative head, it was interesting to get specific information on the performance of the ministry in terms of service delivery especially, on the challenges and shortcomings being encountered by the ministry since the development and implementation of Service Charter.

The Director: Efficiency and Charter Unit is the focal point for Public Service Reforms in the Namibia Public Service. The Unit initiates and implements Public Service Reforms which are aimed at improving service delivery, securing value for money and imparting ethical practices in the Public Service.

Public Officials within the Ministry of Mines and Energy were interviewed in order to get their views in terms of service delivery as well as on the challenges and the shortcoming of the ministry they are experiencing since the development and implementation of Service Charter.

The Ombudsperson's office investigates, among others, public complaints about the behaviour of public servants in Namibia.

Representatives of service users were interviewed to hear what would be their perceptions in terms of service delivery in the Ministry of Mines and Energy since the development and implementation of Service Charters. In addition, is to find out how the service users were involved in development and review process of Customer Service Charter.

## **6.2. Documentary Analysis**

In addition, to the literature that has been reviewed to develop the theoretical framework of the study; policy documents, annual reports, workshop reports were analyzed to establish impact of Service Charters on the service delivery in the Ministry of Mines and Energy of the Public Service of Namibia towards attainment of Vision 2030.

### **6.3. Data analysis**

Bogdan and Biklen (1982) posit that data analysis is the process of systematically searching and arranging the interview transcripts, field notes, and other materials that you accumulate to increase your own understanding of them and to enable you to present what you have discovered to others.

Data collected through questionnaires and interviews were thoroughly analysed and compared in order to establish the correct position and interpretation of participants. Correlation of information and differences were analysed to ensure that correct interpretation is made and agreeable conclusion is reached. Frequencies were generated for each employment category, namely year of employment, supervisory level (Chief and Control Officers) and lower level (ordinary officers to Cleaners). Furthermore, responses were paraphrased. Analysed information is displayed in the form of tables or graphs so that it is readable and finally so that the meanings of data are spelled out clearly.

### **7. Justification of the study**

It is hoped that the study will, firstly, enable, the Office of the Prime Minister, through the Efficiency and Charter Unit to know how positively or negatively Service Charters in the Public Service of Namibia are contributing towards attainment of vision 2030.

Secondly, it will inform many government offices, ministries and agencies about how positive or negative Service Charters are contributing towards the attainment of vision 2030. It will, therefore, reveal possible implications of the current service delivery level towards attainment of vision 2030 with specific reference to Service Charters implementation in O/M/As.

Thirdly, it is hoped that, the study will further draw the attention of the Office of the Prime Minister where to focus on, when enforcing the developing and implementation Service Charters across the Public Service of Namibia, that is capable of leading Namibia into 21 century.

Fourthly, the findings are expected to influence the:

- Improvement of customer services and related customer satisfaction levels;
- Improvement of image of the Public Service of Namibia;
- Achievement of national growth and productivity; and
- Increase in the public service's contribution towards Vision 2030.

Towards that end, the study should benefit other public services especially in the Sub-Saharan Africa by indicating to government offices, ministries and agencies where the need for institutional and operational alignment should be in terms of their performance.

## **8. Limitation of the study**

The author was not able to consult all service users nationally, in order to get their perspectives on the impact of development and implementation of Customer Service Charter by government and especially the Ministry of Mines and Energy. This is due to time and resource availability. Furthermore, there were an unwillingness and lack of co-operation among officials to reveal the much needed information.

The author restricted this study to some staff members in the Ministry of Mines and Energy. In addition, not all members of the public or service users were consulted but, only a small sample size which might not be a representative size of the Namibia population. Availability of high ranking officials to be interviewed were problematic, due to their ever busy schedules.

## **9. Organisation of the Research Thesis**

This study is organized in six chapters. Chapter one is an introductory chapter which gives background information. Basically it deals with the organization of the study. In addition, it looks at the introduction of the study, statement of the research problem, objective of the study, research question, research methodology, justification of the study and limitation of the study. Chapter two provides the literature review. The review focuses on the need for reforms, and prompted the introduction of the Service Charters reform initiatives. Chapter three provides an overview conceptual and analytical

framework of the implementation of Service Charter. The intention here is to ascertain synergy or the lack thereof between the guidelines provided by the Efficiency and Charter Unit in the Public Service of Namibia. 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.

## **10. Conclusion**

This chapter gives introductory background information. In addition, it looks at the introduction of the study, statement of the research problem by highlighting that the delivery of services to the public in Namibia is ineffective, potentially due to slow policy implementation and lack of follow up actions. The objectives of this study was firstly to examine the extent to which the development of Service Charter has contributed to improving efficient and effective service delivery in the MME and, was secondly to investigate challenges experienced in the implementation of Service Charter. While the research questions was to find out to what extent has Service Charter have been implemented in the Namibian Public Sector, the Ministry of Mines and Energy as a case study.

The research methodology was exploratory in nature and the justification is mainly hoped that the study will, enable, the Office of the Prime Minister, through the Efficiency and Charter Unit to know how positively or negatively Service Charters in the Public Service

of Namibia are contributing towards attainment of vision 2030. This chapter also highlights the limitations and concludes with the organization of the study.

## **CHAPTER 2: LITERATURE REVIEW**

### **1. Introduction**

This chapter provides an overview or a detailed discussion on the implementation of Service Charters. In order to understand this process, a brief conceptual framework of the implementation process is provided. Moreover, this chapter attempts to highlight the need for Civil Service Reform in Namibia. Furthermore, it looks at the concepts of administrative and civil service reform.

In addition, it highlights initiative of Service Charters as instrument of quality, efficiency and effective service provision. With growing demand and high expectation from citizens, governments are forced to offer value for money. This requires not only better service, but also compels government to do better with limited resources that are available. The conceptual framework covers the benefit of service charter and the awareness levels of both employees as well as services users.

### **2. General view.**

This exercise aimed to highlight why public service employees must possess a series of attributes, such as: merit, ability, vocation for service, efficiency in the performance of their duties, responsibilities with honesty and adherence to the principles and value of democracy. The Namibian Public Service Act, 13 (1995) points out that, "a Public

Service of the Republic of Namibia shall be impartial and professional in its effective and efficient service to the Government in policy formulation and evaluation and in the prompt execution of Government policy directives so as to serve the people of the Republic of Namibia and promote their welfare and lawful interests (Public Service Act, 1995 [No. 13 of 1995], Part I, section 2).

Hannekom and Thornhill (1983, p.175) assert that government is expected not only to see to the needs of the community, but to also ensure that the services rendered are of acceptable standards and satisfy the needs of the community. Despite the development and implementation of reform initiatives in Public Service in Namibia, the Commerce and Industry Review (2007, p.19), point out that the Namibia Public Service, is still encountering some challenges. Among the challenges it faces are how to:

- Strengthen management systems and accountability;
- Put in place effective monitoring and evaluation systems across the Public Service;
- Ensure buy-in by the various stakeholders on the Public Service Reform Initiatives;
- Change the mindset of the public servants, which is key to successfully achieving our long term objectives of having an efficient, effective and trusted public service; and
- Change the culture of public servants from an input oriented culture to an output and outcome focused.

### 3. Service Charters

Ayeni (2002, p. 31) states that Customer Service Charters clearly outline the basic principles of quality service and set the tone for a move in the direction of improved productivity and quality. On the other hand, Ayeni (2002) did not clarify how improved quality, efficient service delivery and accepted standards should be characterised. Similarly, the Minister of Mines and Energy stated that the MME will “in line with the Namibia Customer Service Charters, strive to provide maximum value for money to all our esteemed customer and other stakeholders through effective service delivery, but as the saying goes, there is always room for improvement, so we will strive to do even better in future” (2006, p. 2).

There are diverging views on setting up standards. For instance, Goldsworthy (2000, p. 21- 22) notes that 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. In addition, Goldsworthy highlight these as the core component of 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.

In summary, the advantage of the Service Charters approach are that it engages both service providers and recipients of services in the process of service delivery and encourages new ideas about how services can best be delivered, forcing service delivery organization to focus on the demand side priorities, rather than supply side concerns.

The irony lies in the fact that making public employees commitments to service quality may actually be seen to increase customer discontent. Citizens feel more at liberty to complain where the service fall short of published standards. The problem is that if there is little public recognition of improved standards and only greater public criticisms, even if service have actually improved, politicians will lose their enthusiasm for an initiative that threatens to make them less popular.

Highly publicized charters are merely a way of dressing up what may remain fairly mediocre service. Good slogans are not always backed by measure needed to make the promise real. Many of these promises are made for services for which the government has little choice. Introducing Service Charters, as 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.

Mbele (ibid, p. 74) indicates that charter has sensitised public servants about the need to transform and improve service delivery. He also confirmed that a charter has also led to the adherence to the principles of putting people first- the Batho Pele principles. Furthermore, Mbele (2006,p. 74) notes that there have been notable moves towards

ensuring the concept of integrated service delivery – an efficient, time-saving and cost-reducing exercises and it has minimised duplications and has limited the spread of fraud and corruption. Conversely, however, he did not states clearly that this can be achieved only if charters are developed, implemented, monitoring and evaluation accordingly.

At continental level, Busika (2007) confirms that the case for the adoption of the African Public Service Charter (APSC) is in recognition of the need for adoption of the code. This with the view to establish normative prescripts for the practices that shape a public administration system. In addition, he notes that while it has been adopted by the minister and acknowledged by many countries, it has failed to garner the grassroots support required to deliver the mandate of building effective and efficient public administration capacity in Africa. Moreover, he states that APSC has no binding force on its members, but rather is persuasive in nature; thereby implying that members are not obliged to domesticate and implement that charter. Based on this claim, therefore there is a need to strengthen charter development, implementation, monitoring and evaluation across the continent.

In the European Union, the case of the United Kingdom (UK) is instructive pioneered the implementation of service charters (“Putting Service First”) in 1991. In that country, the general framework of the Citizen Charter was based on six principles. These principles include setting standards, information and openness, choice and consultation, courtesy and helpfulness, putting things right, and value for money. For Tores, (2005, p. 689) the United State of America’s charter (known as “Service First”) has some key features.

Among others, this charter states that there should be a strong focus on quality; charter should look at services through the users' eyes and not simply reflect the organizational structure; performance against charter standard should be effectively reviewed and monitored and the results published; and charters should be regularly reviewed and updated.

The Finish public service charter key ideas included a promise to service users to produce quality services; flexible and customer-centered approach to service provision; customer feedback and the correction of errors. Moreover, reflects a description of the service in the service specification; and the efficient production of the best possible service. On the other hand, Italy, France, Belgium, and Spain, among others, have adopted legislative measures to introduce service charter and quality initiatives (Lourdes Tores, 2005, p. 690). In contrast, Tores (2005, p. 691) argues that Charter has no legal force; redress is primarily political rather than legal.

#### **4. Administrative Reform (AR)**

The quest for reform in general has its origin in the desire for humans to improve the conditions of the organization that render services to customers. It is based on the failure of organization system to achieve the results for which they were created. In some cases, reforms are a response to changes. Organisations expected to adapt these changes in order to enhance their operational efficiency and effectiveness. For example, change in

government and change in political ideology. It is with this in mind that the administrative reform in any government system should be conceptualized and explained.

Adamolekun, et al (1999) provides intelligible ideas on the meaning of administrative reform and notes 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 voluntary sectors. Secondly, efficiency measures are introduced to enhance public management performance. Such measure include the improvement of financial and personnel management system, an emphasis on increased autonomy for managers, but with corresponding responsibility, pay reforms partly link to performance, and continuous skills development and upgrading. The third feature is an emphasis on measure for enforcing the accountability of governors to the governed through increase transparency, openness, and citizen participation.

Saxena(1980) argues 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 development goals. Leemans (1996: p. 28), on the other hand, indicates that administrative reform has been equated with organizational efficiency. Government should be able to plan and execute public policies, plan, programmes and projects in an effective and responsible manner. Based on that, it is clear that the need for administrative reform itself is multifaceted. Caiden (1969) pointes out that the need for administrative changes, result from 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. Therefore, the rationale for administrative reform is to:

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

However, it is also important to look and the concept of Civil Service Reform (CSR), which is subset of administrative reform.

### **5. Civil Service Reform (CSR)**

Ingraham and Rosenbloom (1992, p. 3) refer to CSR as an issue dealing with personnel administration merit systems, labour relations, and improve efficiency and productivity of government agencies. According to Klitgaard (1997, p. 489) different development activities emphasises different needs for CSR. Das (1998, p. 28), on the other hand, observes that CSR is a consequence of constraints weak administrative capacity of civil

service in developing countries. Furthermore, he notes that developing countries were being threatened by the ineffectiveness of civil service. On the other hand, Olowu (1999) asserts 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. Olowu furthermore, states that these reforms have failed to tackle the major problems confronting Africa civil services. These include serious human resource management issues of leadership, merit pay and related governance reforms, and appropriate strategy for mobilizing resources for CSR and for implementing of such reforms.

Both CSR and AR are important efforts aimed at turning governments around so that they can provide quality service to communities. In addition, Administrative Reform and Civil Service Reform efforts arose as a desire for improvement in the quality and delivery of service.

## **6. Conclusion**

The Public Service Act, Act 13 (1995) point out that a Public Service of the Republic of Namibia shall be impartial and professional in its effective and efficient service to the Government in policy formulation and evaluation and in the prompt execution of Government policy directives so as to serve the people of the Republic of Namibia and promote their welfare and lawful interests. While a number of authors agreed that the publication of service standards are the core element of Charter.

Administrative Reform (AR) in any government system should be conceptualized and explained since governments are expected to adapt these changes in order to enhance their operational efficiency and effectiveness. Administrative reform is aimed at applying new ideas in order to achieve developmental goals. On the other hand Civil Service Reform (CSR) as an issue dealing with personnel administration merit systems, labour relations, and improve efficiency and productivity of government agencies. Both Administrative Reform and Civil Service Reform efforts arose as a desire for improvement in the quality and delivery of service.

## **CHAPTER 3: CONCEPTUAL AND ANALYTICAL FRAMEWORK**

### **1. Introduction**

This chapter provides historical background on administrative authorities in Namibia. Moreover, the chapter provides an overview and detailed discussion on the implementation of Service Charters. In order to understand the impact of Service Charters on service delivery, a brief conceptual framework of the implementation of Service Charters is provided. In addition, the chapter provides a description of the composition of various Service Charter in Namibia. It also highlights the mechanisms that the government of the Republic of Namibia has put in place to spearhead and facilitate the implementation of Service Charters, i.e the type of institutional arrangements, and guidelines documents that are in place for Service Charter implementation are discussed.

### **2. The origin of poor service delivery in Namibia**

At independence, the Public Service of Namibia evolved from the apartheid South African regime, a public service delivery mechanism that was structured along the tribal and racial configuration of the nation. Following the Odendaal Commission, the colonial authorities instituted sub- national governance along racial lines in Namibia. The Administrator General as the representative of the South African government fulfilled the function of coordinating the 13 + Administrations that were running tribal affairs, while

the Administration for Whites took the superior position of leading while the others were treated as sub-national government layer level.

As part of negotiations and settlement that led to Namibian independence, the agreement catered for the retention of civil servants in the new public service, as part of adhering to the policy of national reconciliation. At independence also, a great number of Namibians returning from exile had to be absorbed in the Public Service. This initial situation, resulted not only in an increase in the size of civil service, but also led to duplication of functions and in some cases poor service delivery.

Therefore, one can say that slavery mindset, post colonial and post apartheid mindset continue to dictate the level of service delivery in the Namibia Public Service. At independence, the mammoth task was not only to unite all these administrations into a unified Public Service of Namibia but, also to ensure that services are effectively and efficiently delivery to the general public. Furthermore, the permanent task now, is move towards more adaptation, innovation and creativity Namibia Public Service that would create the desirable mindset, attitudes and ethical norms to run the affairs of a representative government and to achieve vision 2030.

### **3. Legal framework**

In terms of Article 1 of the Constitution the Republic of Namibia is established as a sovereign, secular, democratic and unitary State founded upon the principles of

democracy, rule of law and justice for all. In addition, Article 18 of the Constitution of the Republic of Namibia states that “administrative bodies and administrative officials shall act fairly and reasonably and comply with the requirements imposed upon such bodies and officials by common law and any relevant legislation, and persons aggrieved by the exercise of such acts and decisions shall have the right to seek redress before a competent Court of Tribunal.

In addition, the President as Head of State and Government appoints the Prime Minister and other Cabinet members as stipulated in Article 35 of the Namibian Constitution, and their appointment is for the purpose of administering and executing the functions of Government. The Prime Minister has the following three main roles:

“ The Prime Minister shall be the leader of Government business in Parliament, shall coordinate the work of the Cabinet and shall advise and assist the President in the execution of the functions of Government” (Article 36 of the Namibian Constitution).

At the same time the Government adopted the policy of Affirmative Action, to increase representation of the previously disadvantaged groups at all levels of the service. The administrative departments and ethnic administrations of the previous dispensation were re-grouped and reviewed to form new Ministries relevant to the new independent nation. In addition, existing departments were expanded to cope with new national responsibilities.

An important question one has to answer is: “How is the MME implementing the Service Charters and what are the impacts thereof?” In order to answer this question it is

important to find out what are the administrative process put in place by the Office of the Prime Minister in general and Efficiency and Charter Unit in particular to guide O/M/As in general in developing their individual Customer Service Charters (CSC). This is in line, to assess the efficiency and effectiveness with regard to development and implementation of service charter in the Public service in Namibia. It is from this point that one can establish whether there is a solid foundation in place to facilitate the implementation, monitoring and evaluation processes.

#### **4. Institutional arrangement to ensure the implementation of Service Charters**

The implementation of Service Charters 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.

Given the importance and complexity of the Service Charters initiatives, the Government of the Republic of Namibia created the Efficiency and Charter Unit (ECU) in 1997. ECU is headed by a Director with two Deputy Director, two Chief Policy Analysts and a Private Secretary to the Director. This Unit acts as a catalyst and custodian of Service Charters. ECU is expected to oversee the actual implementation of Service Charters through assisting line O/M/As to set up their Customer Service Charters. Being the custodian of this initiative, ECU as its first step developed a guideline document for all O/M/As. The document is known as "How to guide". This document consists of

information, which is meant to be a step- by step guide for people involved in the creation and writing of CSC.

**5. Analysis of the How to draw up a Customer Service Charter in relation to Customer Service Charter in the Ministry of Mines and Energy.**

The Efficiency and Charter Unit has produced a manual of things to do and to follow when drawing up a Customers Service Charters. The how to guide document is neither a policy document nor is it prescriptive, apart from few basic rules specifically for the Public Service. The Charter for Public Service in Africa which require that Africa should work in harmony with special Charter unlike the Namibian Public Service Charter is not reflected as an attachment any where in the how to guide. The primary targets of the how to guide are all Offices/Ministries/Agencies (O/M/As) who are developing, maintaining or reviewing a charter. This can apparently also be used by state own enterprises, village, local or regional councils or private companies that which to developed charter covering provision of services directly to the public. The provided guiding document the how to guide does not provide important definition of what it meant by a functional areas, since O/MAs are required to develop Customer Service Charter for the functional areas. This omission has resulted in some ministry only developed one Customer Service Charter for the whole ministry. The Ministry of Fisheries and Marine Resources (MFMR) which has five directorates like the MME and has only one Customer Service Charter for the whole ministry.

This manual is structured as follows:

Part I of the manual highlight the definition of a charter and gives characteristics of charters. In addition different type of charters are defined, however, there is confusion in terms of the manner Ministerial Charters and Customer Service Charters are defined. Based on the manual definition, what the MME has in place like any other O/M/As are either Ministerial or Customer Service Charters. In the manual it is stated that Ministerial Charters apply to specific services throughout Namibia while Customer Service Charters relate to service delivered in local areas. In addition, this implied that Customer Service Charters can be produced by a regional or local office and are based on the local condition. Maybe it is not correct to refer to the five Charters in the MME as Customer Service Charters, maybe it can be referred to them as Ministerial Charters given the above- mentioned definition.

In addition, part I under section “what make good charter” it is stated that charter show publications date and are supposed to be reviewed at every two years. However, when one look at the current five Customer Service Charter in the MME, this requirement is partly adhered to. In other words the publication date is reflected correctly, ironically it is stated that these charter will be reviewed annually instead of every two years as stated in the how to guide. However, this promise seems not to be adhering to as the current CSC were developed in 2005. With regard to five key points to remember when creating a charter, in addition, it is stated that when O/M/As are reviewing the standards should try to improve on previous standards if possible. As is, this does not oblige MME to improve on previous standards.

With regard to provision made under Part II which has to deal with Planning when developing Customer Service Charter, the team that was involved in the development of the five Customer Service Charters had management support. A dedicated team was set up with commitment and support from all five directorate within the MME. Apart from the over all Customer Service Charter focal person who represent the whole MME, each directorate has their own directorate focal person. The overall focal person is public relation officer of the ministry who has regular contact with all stakeholder of the MME. Base on the these arrangement it is clear that there were no problem that could have hamper the development of Customer Service Charter in the MME.

### Part III – Talking and Involving

This section in the how to guide deals with the involvement of all stakeholders to soligid their inputs by talking to them. The emphasis according to the how to guide is only on the consultation during the development of Customer Service Charter. The how to guide is silence when it come to reviewing of Customer Service Charters, in other words it is not clear whether one does not need to talk to stakeholder when bi- annually reviewing Customer Service Charters. In addition, originally when these Customer Service Charters were developed the then staff members were consulted and provided their inputs and support by then, which does not represent the inputs of current or newly recruited staff members.

#### Part IV – Meaningful Standards, Measuring and Reporting

This part outlines critical factors to be considered when developing service standards. These critical factors include things such as that service standards need to be relevant, meaningful, achievable and be measurable. In addition, good Customer Service Charter should be written in plain language. Partly the study found that the five Customer Service Charters of MME are written in plain language. On the other hand a good Customer Service Charter should be supported by monitoring system, once again the MME has developed its own Customer Feedback forms. However, the effectiveness of these forms did not come out clearly during the study. According to characteristics of a good charter in the how to guide, CSC need to be reviewed regularly however, regularly is not measurable. There seems to be no consistency in the how to guide in terms of this requirement. In the same how to guide, on page 8 it is stated that the review should be done every two years. Does regularly refer to every two years or to something else? The guiding document is providing multifaceted interpretations.

The representative of service users interviewed stated that on regular basis meet staff members of the MME to address issues of mutual concern. However, could not recall having been consulted on the review or updated of Customer Service Charters. A Good Customer Service Charter required that performance against standards to be published widely. When one analyse annual reports of the MME these kinds of publications are missing. Monitoring performance is a critical area which imply that if you make promises like a case in MME, one need to measure how you are doing and tell everyone, even if the picture is poor. This kind of information is critical to shape organization's

performance review and to inform users about organization performance. The Efficiency and Charter Unit which is as per mandate suppose to ensure the implementation of Charter does monitor performance against standards across O/M/As. In other words, there are no central procedure in place to monitor the Public Service of Namibia's performance against the standards including the MME. Even during the last review of Customer Service Charter in the MME there was no indication of improvement of standards neither were there indication of failures in achieving set target or standards. So what purpose does CSCs serve then?

Part V, deals with mechanism which need to be in place when implementing Customer Service Charter in order to handle complaints and to put things right. In addition, this mechanism is aimed to indicate what to be done, if standards are not met and aimed to accommodate feedback. As per the five Customer Service Charters in the MME this provision is made, the effectiveness of this is not clear, there are no regular reports and/or publicised actions taken in this regard. However, according to service users interviewed, stated that on a regular basis they meet with staff members of the MME in order to address issues that are likely to hamper their already existing healthier relationship. This could be a sign of a mechanism put in place for interpretation of CSC.

Part VI – this section deals with how first of all to leave in harmonies with other service providers on which you are depending on. In other words, in order to ensure the implementation of Customer Service Charters, institutional barriers need to be broken down. This information was not coming out clearly from the MME during the study; it

seems their focus was more on service users. Even in the five Customer Service Charters of the MME there are no information provided telling service users where to go for information on related issues, e.g where to go when an investor need a work permit. Secondly this section highlights the important of customer responsibilities in order to ensure efficient and effective service delivery through Customer Service Charters. The five Customer Service Charters within the MME seems to have address this issue very well. However, Customer Service Charter of the Geological Survey of Namibia within the same ministry did not included this section in their Customer Service Charter.

Part VII – deal with the selling of the Charters to the Customers in terms of the format, design, publicity and distribution. The MME has done great job in this regard since the five Customer Service Charters are designed in a user friendly format. With regard to publicity and distribution the ministry can be commended since the ministry makes use of trade fairs/ shows and internet ([www.mme.gov.na](http://www.mme.gov.na)). However, no provision was made to cater for people with specialized need such as blind people and others. In addition Customer Service Charters are not consistently or at all time supply at reception points or where people sit and read information, for example in waiting rooms.

One of the critical shortcoming of the how to guide it does not provide the number of steps with durations one need to follow when developing Customer Service Charter. In other words there is no provision made for sequential check list to be followed when developing a Customer Service Charter in the “how to guide” document.

## 6. Service Charters

Prior to the introduction of Service Charters in O/M/As according to the WASCOM report there was considerable public dissatisfaction with the way services to the public were being provided. In addition, common criticisms were that the public servants were unhelpful and were perceived to have little or no interest in what they were doing. Therefore, there was a shift in focus towards the customers. Furthermore, it was realized that in order for the role of the public service to be played effectively there needs to be professionalism and total commitment on the part of public servants. In addition, it was realized that a clear standards and values are essential for the conduct of a civilized society.

As the result of Wage and Salary Commission (WASCOM) recommendation, Namibia Public Service Charters were introduced in 1997. A number of O/M/As took a lead in the implementation of the Namibia Public Service Charters. These ministries included the MME to address the above-mentioned challenges experience in term of service delivery to the general public.

The Public Service Charter Initiatives comprises of three charters namely: the Namibian Public Service Charter, the Charter for the Public Service in Africa currently under review and Customer Service Charters. In 1997, the Office of the Prime Minister launched the Namibian Public Service Charter underpinned by nine General Principles to provide momentum to the ongoing public service reform programme aimed at service

delivery improvement. The Public Service Charter aimed at addressing issues of professionalism and ethical behaviors in the Namibian Public Service. It also set the standard of service that service users would expect from various O/M/As.

Since 1997, Service Charters have been increasingly introduced, developed and implemented in the Public Service of Namibia. So far, the results have been mixed for variety of reasons, including wide scale corruption, misallocation of resources, misappropriation of funds, employment and promotion of unqualified staff, ethnic fragmentation, non- enforcement of rules and laws, non- transparent transactions, poor accountability, political patronage and attempting to do too many reforms at the same time with limited internal capacity.

In this regard, Service Charter is rooted in the administrative philosophy of modernising the public service. Furthermore, the public service has witness the efforts aimed at service delivery improvements. The initiatives can be grouped at two levels, namely, those driven from the centre and the others that emanate from the Ministerial operational and tactical planning.

### **6.1. The Namibian Public Service Charter**

The core of the central initiatives is an outflow from the Namibia Public Service Charter launched in 1997 by the founding President of the Republic, Dr. Sam Nujoma. The General Principles which guide the way every public servant should work are as follows:

- Standards (setting, checking and publishing clear standards of service that the customer can reasonably expect).
- Information (providing information about public services in a straightforward and open way that is easy to understand).
- Courtesy and helpfulness (providing a polite and helpful service to customers who have a right to such service, run by public servants who can be identified by a name badge).
- Consultation and choice (making sure that the customer is consulted and communicated with regularly, and giving him/her choice wherever possible).
- Accountability (providing details of how everyone performs according to set targets, and identifying who is responsible for reaching those targets).
- Openness (letting the customer know how public services are managed, how much they cost, and how well they are being delivered)
- Non-discrimination (ensuring that services are available and offered equally to all customers).
- Quality of service (informing customers what to do if they have a complaint, and providing them with an apology, full explanation and early correction if a mistake has been made).
- Value for money (providing efficient and economical public services within the limits of what can be afforded with public money) (Public Service Handbook, 2003, p. 78).

The General Principles as stated above were the first real attempt aimed at raising the bar of current level of service delivery. The question remains whether the above- mentioned

principles are still valid given, the current prevailing service delivery challenges in the Public Service of Namibia in general and the MME in particular. As per mandate of ECU the nine general principles are supposed to be reviewed and updated when necessary by ECU. Currently the nine general principles are under revision. It will therefore, be interesting to find out on what is the revision base and new principles of NPSC will look like. Words such as “customers”, “quality of service” and “value for money” started to surface with increased frequency in the public servants and political leadership vocabulary. During Africa Public Service Day (APSD) celebration on 23<sup>rd</sup> June 2005 the PM notes that there is still much to be done to fully implement the General Principles of the Namibia Public Service Charter. In addition the PM stated that the nine General Principles are not being properly promoted by various O/M/As. Similarly on 23<sup>rd</sup> June 2008 during APSD celebration a caller on the Talk of the Nation of NBC TV, questioned why public servants are not wearing name badge eleven year down the line since the introduction of NPSC. Again, given the above- mentioned concerns, it appears as if the principles are white elephants decorating offices in the Public Service of Namibia in general and the MME in particular. Yet, awareness about the principles of the Namibian Public Service Charter is being raised and the Charter has also been translated into Braille to make the General Principles accessible to visually impaired persons in order to enable them to know the level of service they are entitled to and to be able to demand the same if need be.

## **6.2. Customer Service Charters**

The implementation of the Namibian Public Service Charter is further taken forward, through the development of individual Customer Service Charters. Each major functional area where the government provides a service to the public has developed a Customer Service Charter. Functional customer service charters describe -in writing- the services offered by a given Office/Ministry/Agency (O/M/A) and the standards a given O/M/A aims to achieve.

## **6.3. Charter for the Public Service in Africa**

Apart from the Namibian Public Service Charter and Customer Service Charters, which have been explained earlier, Namibia is also a signatory to the Charter for the Public Service in Africa (African Charter), which was adopted by African Ministers of Public/Civil Service in 2001, in Windhoek, Namibia. The African Charter serves as a framework within which all public services on the continent could work towards the same goals of service excellence.

The Charter for the Public Service in Africa (2001) amongst others defines a framework to guide the public service in Africa in taking such legislative, regulatory, technical and practical measures as may be required to create conditions for the proper functioning of the public service and improve the quality of its services. Furthermore, the African Public Service Charter initiative underlines a number of critical principles, which will result in

better and more respected African Public Service. These principles are aimed at establishing a quality approach to management within the Public Service, customer orientation as well as establishing hard commitments and standards. However, according to this study the Charter for Public Service in Africa is not significantly known in the MME. In other words fewer staff members have little knowledge on the existence of the Charter for Public Service in Africa.

However, the African Public Service Charter reflects broadly four types of concerns:

The first is the government's (that is, the employer's) demand for loyalty and commitment to, and effective implementation of, its policy. The second is the civil or public servant's clamour for political neutrality and fair employment condition and practices. The customers desire for satisfaction and constantly improved service delivery standards come next, followed by average citizen's (including the tax payer's) preference for arrangements that promote high ethical standards- particularly integrity, accountability, transparency and related values – in the conduct of the public business. The current Charter for Public Service in Africa is currently under review ten year after it was introduced and the draft is available and still to be endorsed by African Minister of Public Service/ Civil Service.

## **7. Strategies for implementing Service Charter in Government of Republic of Namibia.**

According to this study, the Office of the Prime Minister started the Public Awareness Campaign amongst the Namibian population about the Charter for the Public Service in Africa, Namibian Public Service Charter, Customer Service Charters and other Public Service Reform Initiatives; in order to promote the understanding of the right to efficient and effective services. On the other hand the MME focus in this regard was on Customer Service Charter. The following are some of the initiative undertaken:

### ***7.1. Public Awareness Campaign***

In 2002, the Office of the Prime Minister started the Public Awareness Campaign on the implementation of Service Charters in Namibia. This public awareness campaign targeted at the general public including customers, in and out-of-school youth, visitors, tourists and business people; policy makers, national, regional, local and traditional leaders: teachers and caretakers; media practitioners; and public servants (Commerce and Industry Review Magazine Trans- Kalahari Advertiser, 2007: p.16).

The Public Service Charter Campaign Partners consisted of the: Office of the Prime Minister, Ministry of Information and Broadcasting, Ministry of Mines and Energy, Public Media: NBC, New Era and NAMPA, Private Media – radio, broadcast and print,

Namibia Institute for Democracy (NID), Advertising agencies, Regional and Local Authorities, In-house company and business newsletters as well as community media.

The public awareness was undertaken by way of: publication of newspaper inserts; participation on Radio/TV programmes; facilitating the production and availability of videos. Regardless of all these attempts there are no indications of negative or positive feedbacks recorded, as result of public awareness campaign. Such feedback could have been of help for the purpose of this study.

#### ***7.1.1. Africa Public Service Day (APSD) (National celebrations)***

The 1<sup>ST</sup> Pan-African Conference of Minister's of Public/Civil Service held in Tangier, Morocco in 1994 agreed that the 23<sup>rd</sup> June every year should be celebrated as Africa Public Service Day to "*recognize the value and virtue of service to the community*". Each year, 23 June is also celebrated as the United Nations Public Service Day.

Namibia has been celebrating the Africa Public Service Day since 2001. As part of Namibia's activities to mark the day, the Charter for the Public Service in Africa was displayed alongside the Namibian Public Service Charter and 11 Customer Service Charters, under the theme "*Windhoek Declaration – Implementation for the Public Service in Africa*". Eight Ministries, namely: Ministry of Basic Education Sport and Culture (MBESC), Ministry of Health and Social Services (MHSS), Ministry of Prisons and Correctional Services (MPCS), Ministry of Fisheries and Marine Resources

(MFMR), Ministry of Mines and Energy (MME), Ministry of Lands Resettlements and Rehabilitation (MLRR), Ministry of Finance (MoF) and Ministry of Works, Transport and Communication (MWTC) also exhibited their Customer Service Charters.

This implies that ever since 2001 to date, the Government of the Republic of Namibia on 23 June each year continuously raises awareness on the implementation and availability of service charters to the general public.

### ***7.1.2. Trade Shows***

As part of awareness campaign on Customer Service Charters, the Office of the Prime Minister (OPM) and the Ministry of Mines and Energy participated in Trade Shows/Fairs. The aim is to raise public awareness on Public Service Charters as an activity undertaken by the Public Service of Namibia to improve service delivery and to raise public awareness on public's rights with regard to services provided by the Government of the Republic of Namibia in general. Yet again much is being done to raises awareness on the implementation and availability of service charters to the general public.

### ***7.2. The Public Service Handbook Project***

In recognising that the principles of the Public Service Charter have to be internalised by all public servants, the Office of the Prime Minister initiated the Public Service

Handbook Project to incorporate mechanisms for the implementation of the Charter. The Handbook Project consists of three components, namely: the development of Being a Public Servant in Namibia: The Pocket Guide, the development of the website: Public Service Information Online and the review of the strategic generic training Programmes, the induction and customer service to incorporate the principles of the Charter (Commerce and Industry Review Magazine Trans- Kalahari Advertiser, 2007: p.18). The training programmes for example are aimed at operationalizing the principles of both the African and Namibian charters. Staff members from the MME like any other members have attended these training. The website: Public Service Information Online is up in running however; staff members in regions apart from those in Windhoek do not have access to this website. In addition, the electronic Pocket Guide: Being a Public Service on intranet ([//www.eservice.net.local](http://www.eservice.net.local) ) accessible only to all public servants, at the moment can not be access. So what purpose does this so-called electronic Pocket Guide and/or the website serve?

### **7.3. Performance and Effectiveness Management Programme (PEMP)**

The Office of the Prime Minister has worked together with the Ministry of Finance and the National Planning Commission to develop PEMP, which was started in 1998. PEMP sets outcome based objectives for each O/M/A and associated measures to determine “what O/M/As are trying to achieve on the ground” and how they are doing”. The aim of PEMP is to change the Public Service Culture from being input oriented and become outcome-based. PEMP data like CSC supposed to have effect on effectiveness and

efficient service delivery in Public Service of Namibia. Pemp data should be seen as basis for setting or coming up with service standards; however, there seems to be no link to CSC at all.

There are also PEMP data for Budgetary Analysis for OPM vote number 02 on Service Charter implementation. These measures are reflected under Objective 2: To ensure proper supervision and coordination of O/M/As and utilization of information and communication technologies (ICT) to secure efficient, effective and accountable public service.

Table 1. Customer Service Charter indicators: There are only two measures as follow:

Vote number...2...OPM	Unit of measure	2002/2003 <u>actual</u>	2003/ 2004 <u>Actual</u>	2004/ 2005 <u>forecast</u>	2005/ 2006 <u>forecast</u>	2006/ 2007 <u>forecast</u>	2007/ 2008 <u>forecast</u>
Column 6 – measure 9 Customer Service Charter coverage %	%	26	44	66	79	70	90

Source: PEMP data for Office of the Prime Minister: Medium Term Expenditure Framework 2005/06 -2007/08

The MME as ministry on its own has achieved 100% coverage since all the five directorates in this ministry has developed Customer Service Charters. On the other hand there are no performance indicators with regard to adherence to the provision of Service Charters.

## **8. Conclusion**

It was concluded in this charter that the Charter for Public Service in Africa is not reflected as attachment any where in the how to guide. The African Charter serves as a framework within which all public services on the continent could work towards the same goals of service excellence, therefore this need to be reflected in the how to guide.

In addition, the how to guide does not provide a clear distinct definition between a Ministerial Charter and Customer Service Charters. There is a confusion in term of what is reflected in the how to guide. According to the definitions provided it appear that what we have in place in Namibia are Ministerial Charters and not Customer Service Charters. Some Important definition such as functional areas are not reflected in the how to guide.

Furthermore, it was found that the ECU, which is expected to oversee the actual implementation of Service Charters through assisting line O/M/As to set up their Customer Service Charters does not have a mechanism in place to monitor performance against standards across the Namibian Public Service including MME. This guiding manual does not provides some of very important needed guidelines on how O/M/As

should develop a unified feedback system across the Public Service in order to monitor their performances. Instead the how to guide insist that Customer Service Charters reflect on what can be done to put complaint right. In addition, the how to guide require that O/M/As should report regularly and publicise what action a certain O/M/As has taken to address complaints. However, the how to guide is not specific when talking of regularly, which is not measurable in itself. Furthermore, the how to guide require O/M/As to highlight areas where the standards are proving unattainable and why and what has to be done to correct the problem. This requirement may incorrectly applied since there are not specific or concrete steps to be follow, O/M/As may be bias and decide what to report on.

Regardless of the above- mention achievement in the implementation in the Public Service of Namibia in general and MME in particular, financial costs incurred in the implementation of Public Service Charters have not been determined. In addition, no evaluation has been undertaken to determine the impact of the Public Service Charters on public service delivery. Despite awareness campaigns programme, feedbacks from this campaigns are not recorded which could have for basis for study of this nature.

## **CHAPTER 4: AN OVERVIEW OF THE IMPLEMENTATION OF SERVICE CHARTER IN THE MINISTRY OF MINES AND ENERGY.**

### **1. Introduction**

The MME was among the first to develop Customer Service Charters in the Public Service of Namibia, with the assistance from the Efficiency and Charter Unit. In the charter development process, service users were consulted by means of workshops, informal and formal meetings and questionnaires. The feedback received led to the development of CSC, a review of legislation, and more effective placement of staff. Service standards and expectations were set for the five functional areas for which the MME delivers services to the nation. These functional areas are Mines, Diamond Affairs, Geological Survey, Energy as well as Administration and Finance.

In terms of the implementation of its customer service charter, the MME emphasized the rights of customers and the ministry's commitment to meet the standard of service they promised their customers. The media and the public were invited to the launch of these service charters. A complaints coordinator was put in place to handle customer feedback.

Despite the implementation of the Customer Service Charter as above-mentioned, there are challenges faced by the MME. These include work ethics, internalizing the principles of the charters, combating corruption, building trust, and regular review of Customer Service Charters. However, the benefits of the Customer Service Charter include aspects such as

effective and efficient public service, more confident customers due to service accessibility, and constant service improvement.

As a commitment to its Customers, MME states that: “In partnership with customers, we will facilitate and regulate the responsible development and sustainable utilization of Country mineral and energy resources for benefit of all Namibians.”(Annual report 2005/06). At the end of each Customer Service Charter it is stipulated that, if one would like to make comments, suggestions or complaints or get more information on services being provided can visit the director. Moreover, service users are invited, if not satisfied with any responses received, to write to the complaint co-donator in the Office of the Permanent Secretary. Furthermore, Customer Service Charters reflect that: should you still not get satisfied with the service being provided, you can approach the Minister or the Office of the Ombudsman. The Ministry has developed customer complaint form in order to ensure that feedbacks are taken care off or received from service users.

## **2. Components within Customer Service Charter**

The five Customer Service Charters within this ministry like in cases with most other ministries consist of the following:

- Directorate of Administration and Finance
- Directorate of Mines
- Directorate of Energy
- Geological Survey of Namibia

- Diamond Affairs

([www.mme.gov.na](http://www.mme.gov.na))

The above- mentioned charters are developed as per the various directorates within the MME. However, this do not give a realistic picture, of all the various functional areas within those directorates.

### **2.1. This Service Charter**

This section is firstly in all the five CSC in MME. Secondly it is generic in all the five Customer Service Charters. In other words it outlines the composition of the Customer Service Charter or it serve as table of content. It gives a heading of what to expect such as:

- The standards, service users/ customers can expect when dealing with the specific directorate within the ministry.
- Reflects the commitment to deliver a high standard of service at all time.
- Explain how and where to get more information on services if needed.
- Explains how to make a complaint, if you are not satisfied with services.

However, even though this section supposes to be generic in all customer service charters, in case of Customer Service Charter of Geological Survey of Namibia within the same ministry there are following two additions:

- Guarantee on certain rights and privileges to show that the views count;

- Commitment is supported by the mentioning of the main functions when providing service to the service users.

Under this section in case of all five Customer Service Charters there is serious omission of mentioning service provides expectations from service users. Expectations are appearing somewhere in the four Customer Service Charters with the exception of Geological Survey of Namibia, in other word there are inconsistency in terms of the compilation of Customer Service Charters within the same ministry. All sections following this section is the brief detailed explanations of all the above- mentioned.

All the above- mentioned inconsistencies can result in wrong interpretations of various customer service charters within the same ministry.

## **2.2. Commitment to service users**

This section reflects issues of aspiration made by the ministry to its service users. This section highlights commitments of various functional areas. These commitments do not necessarily need to be the same in different functional areas. All Customer Service Charters with exception for Geological Survey of Namibia made some special commitment to its services users which are quotes as follow:

“In doing our work we focus on the needs of those we provide a service to. This approach builds on our key values of:

- Providing equal opportunity and treatment in timeous service delivery;
- Publishing information on procedures and performance standards we aim to meet;
- Being responsible and able to justify our decision and action;
- Being creative in response to issues that impact on our business;
- Being honest and professional in dealing with our customers;
- Carrying out our duties according to Acts and regulations;
- Providing value for money and customer focused service;
- Treat our customer with the necessary respect

Additionally, in case of the Diamond Affairs Customer Service Charter, promise is made for upholding the good image of the Namibian Diamond industry, while in case of Mines Customer Service Charter a promise is made in ensuring that Mineral Rights are allocated on a fair and equal basis.

In case of Customer Service Charter for Geological Survey of Namibia there are following commitment made namely to:

- Manage and research one of Namibia's most valuable assets: the surface and subsurface of land, which supports everyday life of the Namibian people;
- Provide our customers with quality service in the field of Earth Sciences available in our Information Centre;
- Facilitate the search for mineral resources, geological and land-use planning;

- Promote sustainable development with due regard to the environment;
- Provide access to our databases in the library;
- To be fair, efficient, accountable, polite, respect and helpful at all times.

Some commitments are generic and should be consistently reflected in all five customer service charters. This is not the case and yet again this may result in wrong interpretations of various customer service charters within the same ministry.

### **2.3. What we ask from you**

This section highlights the expectations or anticipations of the various officers in various functional areas from the service users. This is due to the fact that the quality of service MME can provide to service users depends on various issues including input and co-operation receive from service users. Therefore, four Customer Service Charters with the exception of the Customer Service Charter of the Geological Survey of Namibia are requesting service users to:

- Be honest and timely in providing required information;
- Comply with existing Act and regulations;
- Handle staff members with the necessary respect;
- Inform the functional areas, if not satisfied with service.

In addition the Customer Service Charter for Energy is challenging the service users to inform the ministry of any deficiency in legislation, regulation or the implementation

thereof. This request is valid and can be applicable to all five Customer Service Charters. However this important expectation was omitted in four customer service charters.

With regard to the Customer Service Charter of the Geological Survey of Namibia within the same ministry, the expectations are completely omitted. Again, there are no consistencies in developing customer service charters in the same ministry. Yet again this may result in wrong interpretations of various customer service charters within the same ministry.

#### **2.4. Standards Applicable to Specific Functional Areas**

Under this section each functional area Customer Service Charter specifies the set standards so that both users and providers of services know what the public can expect. In other words promises are given in a measurable form. Standards are always related to service provided, how the service is being delivered and indeed also the quality of the service being provided. Even though this is the case there are no guarantees that provided services will be effective and efficient.

##### **2.4.1. Customer Service Charter of Mines**

In term of this specific charter the following standards are being outline namely:

**In issuing of Licences and Permit, if all requirements are met, the ministry will:**

- Issue a Non- Exclusive Prospecting Licence within one day after an application is received. This is correctly specified. However, service users need to be informed what to do if they do not meet all the requirement and still need the service.
- Issuing Mining Claim within one day after Environmental Clearance is received. This is correctly specified
- Issue a Reconnaissance, Exclusive Reconnaissance Licence, Exclusive Prospecting Licence, Mineral Deposit Retention Licence and Mining Licence within 120 days. This standards is hanging, it does not specifies within 120 days of what;
- Issue Export Permit within one day. This standards is hanging, it does not specifies within which one day;
- Issue Uranium Export Permit within two days annually during December. Mine while this does not clearly specified precisely the days of that particular month on which permit with be issue.

**For our Marketing Strategies, if all requirements are met, the ministry promises to:**

- Sent service users monthly return forms for an entire year on annual basis in November;
- Sent you an annual return form in October for the next year;
- Ensure availability of a Mineral Rights Officer or Mineral Economist at the sealing centres of high value minerals upon application of export permit;

- Ensure the availability of the Mineral Rights Officer during the recording process;
- Provide market trend information on a daily basis,

All the above- mentioned under marketing strategies are clearly stated. Daily basis is confusing, does this include weekend and public holiday?

**To ensure Law Enforcement, if all requirements are met, the ministry promises to:**

- Conduct inspections at mines at least once a year; however this does not specified on the exact date and month of the year of when to expect inspection.
- Communicate findings of inspection to Management of the specific mine on the spot and if serious upon arrival, it will be followed up with a letter within five working days, on the other hand there is no indication of what will happen if not serious.
- When you inform us about a mine accident, the Chief Inspector of Mines will be on stand- by for 24 hours and will be available within 8 hours, depending on location of the mines. Correctly spell out.

Even though most of the above- mention are clearly spelled out, there are no specific services, standards and expectations applicable to small scale miners. Small Scale Miners should be focus in order to eradicate poverty and to ensure equal distribution of wealth.

### 2.4.2. Customer Service Charter of the Energy

**In issuing of licences, if all requirements are met, the ministry promises to:**

- Issue a Reconnaissance Licence within one week; correctly spell out
- Issue Petroleum Exploration Licence within two days after the agreement between the Minister and the
- Exploration Company is signed;
- Issue a wholesale Licence, Retail Licence and
- Consumer Installation Certificate within two weeks.

There is confusion in terms of how standards are spell out e.g bullet 2 and 3 seems to be together but appear in two separate bullets. The same apply to bullet 4 and 5, it is not clear, whether each bullet is on its own or both refer to the same issue jointly e.g “will be issue with two weeks”. The above- mentioned does not help the service users in terms of understanding what to expect.

**To ensure Law Enforcement we will:**

- Carry out inspection according to the existing Act and Regulations. This sound like a commitment and is wrongly place.
- Conduct enquiries within one week after the Petroleum Commissioners or Chief Inspector Petroleum is informed of the accident. This is correctly spelled out.

- React within one day after the Petroleum Inspectors are informed of oil spills. This is correctly outlined out.
- Inspect electrified localities during commencement and within 14 days of completion. This is correctly spelled out.

### **2.4.3. Customer Service Charter for Geological Survey of Namibia**

**In providing geological research data if all requirements are met, the ministry will:**

- Provide quality information in the form of reports, maps, digital data, analysis and personal advice daily;
- Assure easy access to such information with the following services:
  - Library services; (library hours 08H00- 12H30 and 14H- 16H00 on workdays)
  - Sale service; (09H00- 13H00 and 14H00 – 16H30). Confusing does this include weekend and public holidays?
  - Through the Internet. ([www.gsn.gov.na](http://www.gsn.gov.na))

It is not clearly define what is meant by quality report.

- Have an update price list of all our product and services available daily at the sales office. This is correctly reflected.
- Provide professional response within 2 working day of enquiring. This is correctly reflected.

**In provision of quality Service, we will:**

- Maintain strict confidentiality where required under the Minerals Act, 1992. This is correctly stated.

**In consultation with our customers we will:**

- Have consultations with our customers on a quarterly basis. This clearly spells out.
- Report on our activities in our published Annual Report. This clearly spells out.
- Have a service questionnaire and suggestion box daily at our reception to obtain comments from our customers. Does not clarified how these comments will be handled onwards.

**2.4.4. Customer Service Charter for Administration and Finance**

According to this directorate when providing support service to the whole ministry and outside service users, staff members will:

- Process all payments to suppliers within 30 days after receiving clear invoice with all supporting documents;
- Facilitate the auditing of donor money with three months after the end of the financial year;
- Acknowledge and inform you about the status of your application within one month, after closing date, if you apply for post to our Ministry.

The above- mentioned are clearly specified, however this does not seem to reflect all the major services delivered by this directorate to either their staff members or to outside service users.

#### **2.4.5. Customer Service Charter for Diamond Affairs**

According to this directorate among others it is stated that:

The directorate will conduct inspections at mines site, mining vessels at least once a month. This is promised in not stating clearly exactly when in each month this will be done. Customer Service Charter needs to be specific when it comes to measurability of Customer Service Charter.

#### **2.5. How to contact the ministry**

This part is common in all the five Customer Service Charters; it reflects the treatment service users will get when they contact the ministry by telephone, in writing or even by a visit. It is stated that:

##### **By telephone, the ministry promised:**

- To answer the telephone within three rings, if we are not in the office, the telephone will be forwarded to the switchboard and/ or another staff member to take a message. This seems not work, some telephones rung for more than 5 rings. In addition, there seems to be no one in some cases to take messages when staff members are not available.

- To identify officers by names;
- To inform service users when can expect a full reply, if the ministry cannot answer enquiry immediately.

With regard the Customer Service Charter of Energy, it is additionally stated that the ministry will give a reference resource such persons or institutions and their address if the matter in question is not in the ministry's areas of competence. This promise is applicable to all four functional areas, which need to appear in all four Customer Service Charters.

**In writing, the ministry will:**

- Reply to all letter within ten working days;
- Treat faxes and emails as letters;
- Unless you ask specifically for a written reply, the ministry may respond to your letter by phone, if the queries are straightforward.

In the Customer Service Charter of Energy furthermore promised that the ministry will follow up important letter with posted hard copies for record purposes. While in the Customer Service Charter of Diamond Affairs additionally stated that the ministry may respond to letter always in writing. In case of the Customer Service Charter of Administration and Finance it is stated that questions will be answer immediately, but if they can not the ministry will let servece users know why and when you can expect an answer from the ministry.

**When you visit the ministry, you will be:**

- See you upon the agreed time if you have made appointment;

- Your questions will be answered immediately, but if the ministry cannot you will be informed when you can expect an answer from us.

In case of the Customer Service Charter of Diamond affairs it is stated that if you did not made an appointment you will be seen if officers are available.

#### **2.6. If things go wrong the ministry, will:**

- Deal with complaints within two weeks;
- Offer an apology; but does not stated when and how this will be done
- Give an explanation; it is not clear whether this will be in writing or verbally and when this can be done.
- Give an assurance that we will avoid the same mistake from happening again.

There is however inconsistency with regard to the Customer Service Charter of Mines this information is wrongly placed under the heading “if you contact us”. In case of the Customer Service Charter of Geological Survey of Namibia, entirely different information from all the other Charter is reflected under this section this case. In this case service users are being encouraged to talk, phone or to sent email or fax to when to provide feedback or to seek advice. Additionally service users are advised to make appointment so that they can see the right person.

## 2.7. How to provide feedback

This information is common in four Customer Service Charter of Energy, Administration and Finance, Diamond Affairs and Mines. Which is stated that the four functional areas strive to render a service that is suited to service users needs. In addition, it is stated that if something goes wrong, these four functional areas will be glad to hear about it. Furthermore, it stated that the four functional areas are continuously trying to improve standards. To do this, they need to know what kind of services, service users want and how this compare with the service the ministry provides. Moreover, they promised to consider views when reviewing services standards. The four functional areas in addition, promised to conduct an annual survey to judge the relevance of our services and how well they are delivered. Last but not least a promise is made to publish the results of these surveys in the ministry Annual Report. In case of the Customer Service Charter of Geological Survey of Namibia, information of similar nature is reflect under the previous section. This provision is not being honored, there are no survey conducted for far.

## 2.8. When complaining

### Service users need to:

- Identify yourself
- Be clear why you are not satisfied
- Say what you want to happen
- Keep record of events

The above- mentioned information is generic in the four Customer Service Charters like the previous section with the exception of the functional areas Geological Survey of Namibia, which did not made provision for this part.

### **3. Conclusion.**

Despite unified provided guidelines on how developed Customer Service Charters across the Public Service in Namibia, there are no uniformity in term of Customer Service Charters within the MME. Firstly, there is no consistency in terms of chronological order, some information that need to come first in a Customer Service Charter is either in the middle or some where toward the end.

Secondly, some important components such as expectations from service users are not appearing in all Customer Service Charters. Lastly, some standards applicable to certain specific services are not clearly spell out. In other words there is no uniformity in term of developed Customers Service Charters within the same ministry. Services, standards and expectations applicable to some service users such as small scale miners are not reflected at all under the Customer Service Charters for Mines.

## **CHAPTER 5: PRESENTATION AND ANALYSIS OF DATA.**

### **1. Introduction**

This chapter presents the data collected on the actual procedures followed by Public Service of Namibia in general, and the MME in particular, to implement Service Charters. It also presents the views of staff members of MME, service users and key informants. If there are constraints, what can be done to remedy the situation. Thus, the analyses take into cognizance the need to determine the manner in which the Service Charters are impacting on service delivery. Data was collected using interviews, questionnaires and documentary search.

### **2. Views on the implementation of Service Charters by MME**

#### **2.1. Respondents: Staff members**

Staff members were inquired about their competencies, skill acquired through training in order to fully implement service charters. Close to 60% of staff members interviewed are of the opinion that MME has done a lot to enhance the skills of staffs. While 40 % of staff members interviewed are, however, of the opinion that little have been done in translating the skills acquired into practice to add value to their work. Other opinion in support of this view is that despite the fact that the MME has done all to enhance skills and competencies of staff members, ignorance plays a role in terms of service delivery. In

addition, staff members stated that MME's staff members are conversant with service charters.

On the other hand, 25% of staff members interviewed are of the opinion that public servants had the competencies and skills required even before the introduction of these service charters. This view is not shared by all, however not surprisingly therefore; close to 50% of staff members interviewed stated that they have improved their service delivery since the introduction of the service charter. All the respondents interviewed were of the opinion that there is a need to have suggestion boxes on all floors so that members of the public/service users can provide their suggestions. However, the MME has already a Customer Complaint Form in place, which is designed to cater for complaints as well as suggestions or positive feedback. Based on that demand one wonders whether this system is effective. Staff members seem not to be aware of the existing feedback channel in the ministry.

On the other hand, 20% of staff members interviewed claimed that staff members have sufficient skills but there are no incentives in return when providing quality services. While 10% of staff members interviewed are of the opinion that they are not sure on whether the required skills and competencies are there. On the other hand 10% of staff members interviewed are of the opinion that the project of service charters need to be piloted. This should be done in order to monitor and evaluate implementation results in order to assess the competencies and skills required. These views raise confusion since since a charter has been implemented for quite some time now. In support of this

opinion, 30% of staff members interviewed stated that at this time/ stage it is difficult or rather they can not really gauge the impact of service charter on service delivery. In addition, 10 % of staff members interviewed expressed the view that they are really not sure whether staff members have required skills and competency to enhance the implementation of service charters in the MME. Others were of the opinion that, not all staff members have required skills and competencies, while 10% of staff interviewed stated that staff members do not really possess the requires competencies and skills.

## 2.2. Improvement of service delivery

Staff members were acquired whether service delivery have improved since introduction of Service Charters as per their observations? Close to 40% of staff members interviews stated that this goal was realized to a certain level, but more needs to be done. While 40% stated that they have not observed outcome so far, a survey needs to be undertaken by the implementing body/ members in the general public in order to access the impact. On the other hand 20% stated that realization is always in the mind of people but implementation is always difficult. In addition, 30% staff members are of the opinion that even though this goal seems to have been realized a lot still needs to be done to change the attitude of certain staff members. Furthermore, 10% staff members stated that this goal is not fully realized and this should be an ongoing exercise!

Close to 40% staff members stated that service charters are not known to everybody since there is high personnel turnover rate in the MME and newcomers are not aware of

Service Charters. In addition, staff members stated that a general meeting should be organized in order to discuss service charters. Among staff members who have joined the MME after 2006 claimed that they were not informed about the existence of service charters or they have little information about service charter.

20% of staff members interviewed argued that qualities of service have improved and red tapes had reduced dramatically, while 40% claimed not to have seen much difference since the introduction of Service Charters. Other views state that the more they attend workshops the better they can serve the public in all means of service delivery to achieve the goal of quality service delivery. Furthermore, 40% staff members interviewed stated that staffs are now more professional in their daily tasks.

### 2.3. Documentary analysis

When one carefully analysis the Ombudsman 2007 annual report, complaints against government institution registered by this office, for the last two years there were only three complaints against the Ministry of Mines and Energy. It appear that for the last two years there was neither increase nor decrease in complaints against MME. During 2006, complaints against government institutions, for example, government agencies such as National Planning Commission, National Assembly and Public Service Commission which have not developed specific Customer Service Charters have less complaints register against them. In case of the Ministry of Mines and Energy which has developed CSC has more complaints registered to the Office of the Ombudsman with regard to

employees behaviors or slow/ poor service delivery. According to the Ombudsman statement the drop in complaints reaching the Office of the Ombudsman during 2007 was attributed to increased efficiency and improved service delivery in government and its institutions in general (Namibian, p: 5: December, 2: 2008).

*Table 2. Complaints against government Offices/ Ministries and Agencies as per the Office of the Ombudsman 2007 Annual Report*

<b>GOVERNMENT INSTITUTIONS</b>	<b>NO OF COMPLAINTS</b>
Prosecutor- General	1
National Assembly	1
Fisheries	1
Information	1
Office of the Prime Minister	1
Foreign Affairs	2
Trade	3
Mines	3
Labour	6
Youth	8
Lands	10
Environment	11
Gender	12
Regional Local Government, Housing and Rural Development	16
Finance	24
Defence	24
Agriculture	27
Works	30
Home Affairs	44

Health	53
Education	83
Prisons	195
Namibian Police	273
Justice	277

#### 2.4. Interviews with service users

Some representative of service users seems to have no knowledge of the existence of Customer Service Charters in the MME since they were recently appointed as representative of their organization. According to information from Efficiency and Charter Unit, initially when Customer Service Charters were developed in the MME the representatives of these organizations were involved through consultation. During discussion with service users, it became clear that even though the service users received good services from the Ministry of Mines and Energy, it is difficult to attribute this to the existence of Customer Service Charters.

In addition, it was indicated that the relationship of services users and staff members in MME in various directorates in particular is described as excellent. This according to services users was attributed to the fact that their businesses operate in an environment where prices are controlled by well-established regulation and legislations. There are legislations in existence, in the MME which control the prices, which made service users aware of what is expected of them. Staff members of the MME were described as being open, non discriminatory and without favoritism. Service users, furthermore, stated that

on a regular basis they meet with staff members of the MME in order to address issues that are likely to hamper their already existing healthier relationship. Therefore, representative of service users interviewed stated that they do not see the need to register complaints. However, interviewed representative of service users could not recall having met with MME on the revision or update of Customer Service Charters.

According to Oil companies, bureaucracy still seems to be the obstacle, which in most cases, hampers the relationship of service users with the Ministry of Mines and Energy. In some cases payment to service providers are not being done timely, because of government bureaucracy, service providers wait longer for their payments like in any other government O/M/As. The association of service station has raised concern with regard to the way the MME made announcement for increase or decrease in fuel prices. Announcement is apparently just being made within a day or two days prior to the actual implementation of fuel increase or decrease. This according to the association is a short notice; therefore, do not allow them to make all the necessary prior arrangement.

The representative of Small Scale Miners Association stated that they had heard about the existence of Customer Service Charter in the Ministry of Mines and Energy and, had never seen one. The Small Scale Miners Association started to operate officially in 2004. The association therefore, has not been involved or consulted when Customer Service Charters in the MME were developed.

At the moment there is a good working relationship between the MME and the Association for Small Scale Miners. However, specific services, standards and expectation applicable to Small Scale Miners are not reflected in the Customer Service Charter of Mines. This implies that Small Scale Miners are not familiar with the existence of Customers Service Charters.

On the other hand, when the association started, the working relationship was not as conducive. On regular basis the MME provides information about legal issues around prospecting licenses as well as with regard to registration of claims, to the Association of Small Scale Miners. The working relationship is further strengthened by the creation of a stakeholder's forum comprised of Ministry of Mines and Energy, Ministry of Agriculture and Forestry, big Mining Companies, Municipalities and Association of Small Miners, which meet on quartely.

Small Scale Miners know what is expected from them by the MME e.g with regard to application for claim renewal, prospecting or claiming licenses. It still seems to be problematic to most small scale miners as the illiteracy rate is higher among most of the miners. In other words, information is provided in English and this makes it difficult for most miners to understand. Other problem area that hampers smooth operation of these miners is lack of decentralized service center of the MME. This issue results in high traveling expenses among these mines, even tourist who are visiting these mines, find it difficult to acquire export permit as these services are only provided in Windhoek.

## 2.5. Observation

From observation, Customer Service Charters are in most cases located strategically, at places such as at receptions etc where service users can access them easily, at the MME head office. On the other hand, the Charter for Public Service in Africa is least popular and is not visible at all. The Namibia Public Service Charter is more visible in library and in only in some offices. In addition, various Customer Service Charters of MME are made available on the web site under publications. However, Customer Service Charters are not on the front page of the web site. The MME seem to be the only government offices/ministries/agencies that went that far to have Customer Service Charters displayed on their web site. Furthermore, some of various valuable application forms such as application for prospecting licenses are made available on the web site of the ministry, which is also one of the easiest ways for service users to get quick service from the MME. This initiative can be seen in line of making public service accessible to all service user where ever they are.

During trade fairs and shows, the various Customer Service Charters of MME is being distributed and publicized quite well. The wearing of name badges by staff members is stipulated as requirement in the nine general principle of the Namibia Public Service Charter. What is seen on the ground is that some staff members in this ministry are wearing their staff members' identification cards without wearing name badges. Therefore, it is not clear whether name badge referred to staff members' identification card in government terms.

## 2.6. Key Informants

According to, the Prime Minister there seems to be a lack of clarity on how the activities/projects undertaken by the ECU especially Service Charters impact on performance of Public Service general. According to the understanding of the Prime Minister, the ECU should promote values and ethics in the Public Service and build-up a character in the Public Service with regard to the values of the Public Service and what guide people in making decisions and/or taking actions. According to the PM public awareness level could be increased by way of workshops and seminars with public servants in the various O/M/As and their respective sectors e.g. teachers should have their own values when interacting with the children; and ensuring accessibility & visibility of Customer Service Charters in ministry.

The Prime Minister stated that there is a need to make use of radio slots in local vernaculars, to talk about the Public Service and Customer Service Charters e.g. diamond, geological survey, mining, energy etc. with staff members from these particular O/M/As in order to raise awareness among the public and get feedback on service delivery of those areas. In addition the PM stated that there is a need to link the activities of the ECU (promotion of values and ethics) to the existing/ created institutions such as the Office of the Auditor General, Ombudsman and the Anti-Corruption Commission. In other words, once the above- mentioned are done, it will be easy to assess the impact of reforms such as service charters. Furthermore, Prime Minister emphasised that all the

projects undertaken by the ECU should be contextualized under the theme: Promotion of Values and Ethics in the Public Service and that everything that is being done should have a meaning and not just routine since it defeats the purpose.

Since the introduction of Service Charters in the Government of the Republic of Namibia, the MME can be described as having been proactive as it makes service charters part of their strategic plan. In addition, the MME developed its own feedback forms. Furthermore, the MME have competent, committed staff and the MME is one of the best organized ministries that take care of their staff in terms of capacities building. Moreover, the MME is committed to improving service delivery both at management level and operational level. In most cases the MME does not wait from the OPM for direction or how to go about.

In terms of whether Service Charters goal of greatly improving the quality of service delivery to the general public has been realized, this could not be confirmed or denied because since the introduction of Service Charters no survey was done to evaluate this issue. There is a lack of support, buy in and ownership and lack of making service charters part of their daily work in general. Some public servants in MME do not see the value of service charters. Therefore, some public servants are seen as hindrances or obstacles when it comes to the full implementation of service charters in the Government of the Republic of Namibia in general, and the MME in particular. There are benefits which can be attributed to Service Charters such as that, the public or service users become aware of what is expected from them. They become aware of what to do if not

satisfied with the service delivered to them etc. However, this can not be said that these has been realized since there was no survey done to evaluate or there are no mechanism put in place to gauge these benefits. In other words, there is no designed integrated monitoring, reporting and evaluation system to gauge impacts of service charters on service delivery.

## 2.7 . Data Analysis and interpretation

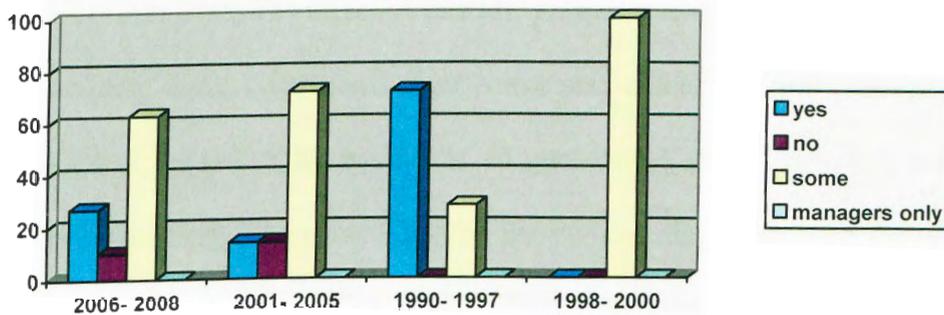
As per service users interviewed 100% indicated that service delivery in the MME has been improved in relation to other O/M/As. However, they could not clearly attribute this to the implementation of Service Charters in the MME. What came to the fore is that only 30% of service users interviewed are familiar with existence while 70 % indicated that they have no any idea about the availability of Service Charters in the MME. In addition the 70 % have indicated that the study has given them sufficient information about the existence of CSCs, what is left for them is to go and find out about existence Service Charters especially Customer Service Charters in MME. On the same note 100% interviewed agreed that a lot of improvement in terms of service delivery is needed, especially in OM/As providing social services to the public such as health, education, water etc, if vision 2030 is to be achieved.

In case of complaints for example registered by the Office of the Ombudsman's office against the MME is relatively lower, it reflect only three complaints. However, such complaints are higher than other O/M/As which did not develop Customer Service

Charters. The National Assembly for example has only one complaint registered by the Office of the Ombudsman.

In terms of staff members being familiar with Service Charters, staff members interviewed indicated as follows:

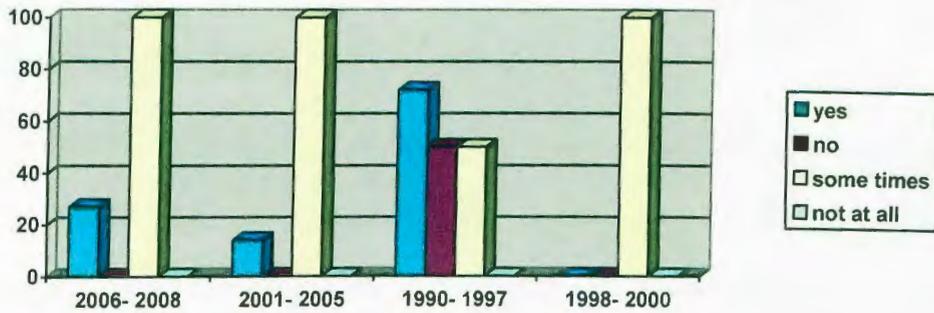
- 30% stated yes familiar, 7% not familiar, 63% stated that some are familiar while 0% or none state that is only managers who are familiar. The general feeling is that only some employees are familiar. On the other hand, employees who have been in the employment of the MME for quite some time are more familiar with service charters when comparing with those who join the ministry recently.



*Figure 1. Response of staff members as per year of employment in terms of level of awareness on service charters.*

In terms of adherence to the nine General Principle of the Namibia Public Service Charters it was revealed that:

- Only 20% always adhered while 80% stated that some time they adhered and 0% not at all. The general feeling is that some time employees adhere to the principles of the Namibia Public Service.

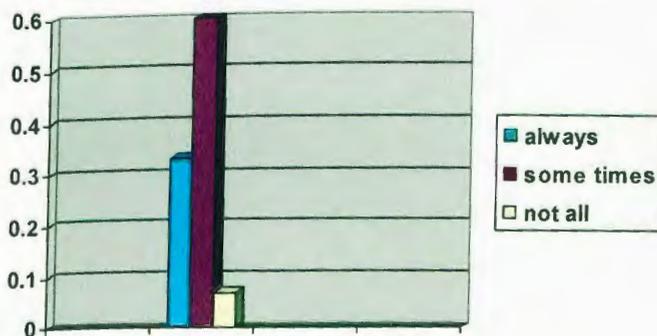


*Figure 2. Response by staff members as per year of employment in terms of adherence to nine general principles.*

With regard to whether the nine general principles contribute to effective and efficient service delivery, staff members interviewed indicated that:

- As reflected in the figure below only 33% indicated that these principles has always contributed to effective and efficient service delivery while 60 % indicated that some times contributed to effective and efficient service delivery and 7 % indicated the principles has not at all contributed toward effective and efficient service delivery. The general feeling therefore, is that some time the nine general principles contribute to effective and efficient service delivery.

Figure 3. The effect of nine general principles on service delivery.



Sources: Interviews (2009)

In terms of the level of awareness with regard to Charters for Public Service in Africa, staff members interviewed indicated as follows:

- Only 27% indicated yes that they are aware while 20 % indicated no and 53 % stated that they do not have any idea of what Charter for Public Service in Africa is all about. The conclusion is that the Charter for Public Service in Africa is not popular in the MME.

Figure 4. Staff members' knowledge on Charter for Public Service in Africa



Sources: Interviews (2009)

## CHAPTER 6: CONCLUSIONS AND RECOMMENDATIONS

### 1. Introduction

This research paper has attempted to highlight the importance of Service Charters introduced by public services in countries across the world including Namibia Public Service. At the same time, it also highlighted the constraints in realizing the impacts of Service Charters on service delivery in the Public Service of Namibia. This chapter is about the conclusions that have been arrived at and the recommendations made in order to improve the implementation, assess and to realize the impacts of Service Charters on service delivery. Furthermore, it provides suggestions on how to improve service charter implementation in the Namibian Public Service.

It should be stress that the process of conducting this research was not easy. Getting information from concerned parties proved to be very difficult. Most senior government officials were either not available for interviews or not forthcoming with information. All this shortcomings tend to limit the extent to which a research can come up with reasonable conclusion statements on this issue, as well as on capacity to proper recommendations.

## 2. Conclusions

The MME has succeeded with the development of Customer Service Charters for its various directorates as the first phase or stage of the implementation of Service Charters, but, it is rather not clear on the impact of service charters on service delivery. The current stage of the implementation of Service Charters in itself is a loose initiative; there are no proper mechanisms in place to assess the impact of service charters on service delivery. Once the above- mentioned is done, it will therefore, enhance performance and service delivery of all O/M/As and Regional Councils (RCs) improved to meet national targets, and performance and service delivery culture across all government institutions entrenched, as stipulated in NDP3; sub-sector 5: Public Management.

Given the above findings, Namibia can only become a developmental or entrepreneurial State if its Public Service is efficient, effective and accountable. Efficiency should be understood to mean delivery on time, and that the impact of delivered goods and services empowers people; accountability means that public servants are answerable for their actions. Thus, the Namibia Public Service should become professional and meritocratic, and should enjoy a measure of autonomy from political pressures.

It is, therefore, believed and acknowledged that the limited capacity for service delivery is one of the basic obstacles for economic growth and development in developing countries including Namibia. Strengthening service delivery capacity is a dynamic process, as the demands for service continue to increase with economic and social

development. Furthermore, the Government of Republic of the Namibia is representing the interest of the Namibian State and people. Therefore, the Government must continuously monitor and evaluate reform initiatives such as Service Charters which are aimed at enhancing capacity for service delivery.

The consulted literature clearly indicates a gap, in terms of monitoring and evaluation of the impact of Service Charter implementation in general. Even though there are such efforts, reasons and problems why service delivery remains such an intractable challenge are unknown especially in Namibia. Part of the concerns is that the systems in place are not functioning effectively. While it has been noted that Service Charters provide the backbone for corruption-free, ethical system of governance, for thriving public service, the reality is that Service Charters have no legal force when it come to implementation. Therefore, there is a need for continuous monitoring and evaluation on the impact of reforms initiative such as Service Charter on service delivery.

Even though much has been done by the Namibian Public Service in general and the MME with regard to Service Charter implementation, a lot still need to be done. Across O/M/As, service charters are visible; however service charters impact on service delivery is not clearly visible. Although the Office of the Prime Minister has put administrative procedure in place in order to facilitate the implementation of Service Charter process, there are still shortcomings. The Efficiency and Charter Unit within the Office of the Prime Minister which is spearheading the implementation process of Service Charters, seems not to be doing this effectively. ECU is focusing on developed of Customer

Service Charters across O/M/As without monitoring and evaluation the impact thereof on service delivery.

As a result there is no uniformity in managing, assessing and controlling customer feedback system. The service charters initiative is living document that need to be exposed clearly to both service users and staff members. This can be done through training and consistent involvement of stakeholders, such as interest group and service users. There seems no training or awareness raising programme for newly appointed staff members within the MME on service charters. In addition, most of the current MME's service users seems to have little knowledge of existence of specific Customer Service Charters, however the record within ECU indicate that the representative of service users were initially involved when Customers Service Charters in the MME were developed for the first time.

The Efficiency and Charter Unit which is supposed to spearhead this programme of this magnitude across O/M/As, structural wise has 5 employees who are too few to perform such a task. The unit is supposed to consistently monitor, evaluate the whole implementation of service charters in terms of its impacts on service delivery. The current service charter implementation state of affairs reflects clearly how it is difficult to assess the impact of service charter on service delivery. It seems as though everyone, from the policy makers to the implementing O/M/As assumed that the impact of service charter delivery will be realized once Customer Service Charters have been developed. What come out to the fore is that this does not happen automatically, but depends on carrying

monitoring and evaluation survey on impact of service charters on service delivery. This is due to the fact that the Service Charters are not link to performance management.

The MME has developed five Customer Service Charters per its various directorates in the ministry. It has also done a lot with regard to displays, marketing or awareness of various Customer Service Charters for their Directorates. MME is making use of trade fairs, shows, web site, reception areas and libraries to make their Customer Service Charters available to service users and to the general public. The Namibia Public Service Charter is partly available at some places while the Charter for Public Service in Africa is not visible and not known at all. However, the adherence to service charters is not clearly visible.

The Efficiency and Charter Unit (ECU) monitoring and evaluation system used to track the development and implementation of service charters. However, the charter system does not provide for any punitive measures in the event that public servants/ staff members or even O/M/As do not perform accordingly to the service standards and likewise does not provide for incentives for good performance.

### 3. Recommendations

There are some shortcomings, which were not taken into consideration at the initial planning stage of the implementation of service charter across O/M/As in the Namibia Public Service. Therefore, in order to improve the current service charters implementation strategies; OPM through ECU should look at the following thoroughly:

- a) Improvement or enrichment of the guiding document (how to develop Customer Service Charters). This document should provide O/M/As with specific information on how to assess the impact of service charters on service delivery. The monitoring mechanisms should also be clearly reflected. The “how to guide document” should be made available on the website in order to make it easily available to O/M/As.
- b) Budget provision for capacity building and regular consultations between service users and service providers, reprinting and printing of Customer Service Charters.
- c) Continuous training in any organization should not be underestimated if this exercise is to succeed. O/M/As need proper training to be provided in order to equip employees with the necessary skills as required. Training can enhance staff commitment to enable them, to carry reforms initiative or programme further.

- d) Regular consultation between service users, service providers and all relevant stakeholders when conducting update of Customer Service Charters is of outmost importance.
- e) Setting up of uniform Customer feedback system across O/M/As.
- f) ECU need to take stock of the charter implementation programme in order to evaluate the exercise so to establish what work, what went wrong and map the way forward. In other word as required by NDP3, there is a need to design an integrated monitoring, reporting and evaluation system on service charters' implementation across the Public Service in Namibia.
- g) The Service Charters need to have a name that will help change the mindsets of the service providers/ public servant/ staff members towards the users at the same time improve the image and quality of public service.

## REFERENCES

- Adamolekun, L. et al. (1999). *Public Administration in Africa. Main Issues and Selected Country studies*, Boulder Colorado: West view Press
- Anonymous. (2007). Efficiency and Charter Unit- Office of the Prime Minister. *Commerce and Industry Review Magazine Trans- Kalahari Advertiser*. (January/February, 2007: 16-20).
- Ayeni, V. (Ed). (2002). *Public Sector Reform in Developing Countries: A Handbook of Commonwealth Experience*. London: Commonwealth Secretariat.
- Busika, M. (2007). The Africa Public Service Charter as a vehicle for transformation. *Service Delivery Review: A Learning Journal for Public Service*, 2.(2), 72- 80.
- Caiden, E. G. (1969). *Administrative Reform*. Berkeley, Allen Lane, The Penguin Press.
- Goldsworthy, D. (2000). *Discussion Paper Submitted to a workshop on Public Sector Reform*, The Hague: Ministry of Foreign Affairs.
- (GRN) Government of the Republic of Namibia. (1990). *The Constitution of the Republic of Namibia*. Windhoek

(GRN) Government of the Republic of Namibia. (1995). *Public Service Act* (No 13).

Windhoek

Hannekom, S. & Thornhill, C. *Public Administration in Contemporary Society: A South African Perspective*. Southern Book Publishers.

Ingraham, P.W et al. (1992). *The Promise and Paradox of Civil Service Reform*. University of Pittsburgh Press. Pittsburg and London.

Klitgaard, R. (1997). *Cleaning Up and Invigorating the Civil Service: Public Administration and Development*. Vol. 17 No 5.

Leemans, F.A. ed, (1976): *A conceptual Framework of the Study of the Reform of Central Governments in the Management of Change in Government*. Martinus Nijhoff, The Hague.

Maletsky, C. (2005, November 9). Civil service 'bloated, yet inefficient'. *The Namibian*, p. 5.

Mbele, Y. (2006). Kwazulu- Natal Citizen's Charter: Achievements and Challenges. *Service Delivery Review: A Learning Journal for Public Service Manager*, 5. (2): 74.

Ministry of Mines and Energy. (2005/ 06). *Annual Report*.

Nsingo, S. (2001). *Public Policy: Implementation and Evaluation*. Windhoek: University of Namibia- Centre for External Studies.

Office of the Prime Minister. (2005). *How to draw up Customer Service Charter*.

Office of the Prime Minister. (2005). *Mission Statement*.

Office of the Prime Minister. (1995). *Wage and Salary Commission (WASCOM) Report*.

Oluwu, D. (1999). "Redesigning Africa Civil Service Reform" *The Journal of Modern Africa Studies*, Vol. 37, pp. 1- 23.

Sexena, H. (1996). *Performance Improvement in the Public Sector: A Challenge for Civil Service Reform in Developing Countries: A Case of Uganda Civil Service*. The Hague, Netherlands.

Terre Blanch, M & Durrheim, K.(1999). *Research in practice: Applied Methods for the Social Science*. Cape Town: UTC Press.

Torres, L. (2004). *Service Charter: Reshaping Trust in Government- The Case of*

Spain. *Public Administration an international quarterly*. Volume 82(Issue 3)

Torres, L. (2006). Service Charter in Spain: Transparency and Citizen Empowerment or Government Marketing. *Public Money and Management*. Volume 26(Issue 3)

## Appendix

### QUESTIONNAIRES

#### Introduction (Applicable to all)

The Government of the Republic of Namibia introduced Service Charters in order to ensure that the Namibia Public Service would become professional, meritocratic, efficient, effective and accountable in the delivery of Services to the nation. The Ministry of Mines and Energy (MME) is one of the leading ministries in terms of Service Charter implementation in Namibia.

The purpose of this questionnaire therefore, is to collect information regarding the impact of service charters on service delivery in the Namibian Public Service: A case of the Ministry of Mines and Energy. This research is targeting the staff members at different job categories.

The information you are providing will be treated confidentially so you do not need to provide your name. Please feel free to provide as much information as you can as well as answering all the questions by making a cross (X) in appropriate box.

1. What is you job category in the MME?

.....

2. Which year did you join the MME?

1990- 1997	1998- 2000	2001- 2005	2006- 2008

3. In your view do you think that your fellow staff members in your unit/ division/ directorate/ department in particular and in the MME in general are familiar with Service Charters?

YES	NO	SOME	MANAGERS ONLY

#### A. Public officials (below management categories)

1. Are you familiar with Service Charters in MME? (tick the appropriate ones)
- If no. Why are you not familiar?
- I have never heard about it
  - Wants to become familiar
  - Not quite sure
  - Was not involved in the development process

- If yes. How do you become familiar? (tick the appropriate ones)
- Was involved in the development process
  - Was trained/ sensitised about charters
  - Have read about it
  - Have heard about it

2. Among other things Customer Service Charters entails? (tick the appropriate ones)
- High level statement of the ministry
  - Set service standards
  - Set goals and objectives of the ministry
  - State how to reach vision 2030

3. How do you rate the MME in terms of service delivery now when comparing before the development of Customer Service Charters?

<b>BETTER</b>	<b>SAME</b>	<b>GOOD</b>	<b>EXELLENT</b>

4. How do you see the relationship between the MME and the service users now when comparing before the development of Customer Service Charters/ Service Charter?

<b>BETTER</b>	<b>SAME</b>	<b>GOOD</b>	<b>EXELLENT</b>

5. Since the introduction of Service Charters in MME, the quality of service delivery has improved greatly.

<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>DO NOT AGREE</b>	<b>STRONGLY DO NOT AGREE</b>

## B. Management Categories

1. Namibia launched the Public Service Charter with its nine General Principles in 1997. Do officials in MME adhere to these principles?

ALWAYS	SOME TIME	NOT AT ALL

2. Are the nine General Principles of the Public Service Charter promoting effective and efficient service delivery in the MME?

ALWAYS	SOME TIME	NOT AT ALL

3. Do official in the MME understand the content of Charter for Public Service in Africa?

YES	NO	NO IDEA

4. One of the requirements of Customer Service Charter development is to get stakeholders involved. How were stakeholders' involvements? Through....

SEMINAR	PRESENTATION	WORKSHOP	MEDIA

5. Since the introduction of Service Charters in MME what kind of implementation modalities were put in place in the MME to ensure that Service Charters become part of daily practice in the Ministry? Tick the appropriate

- Widen support for the Charter among key Government Institutions;
- Ensure that the administrative laws/ regulations relates to the Service Charter;
- Widely disseminate the Service Charter and popularize it in the MME;
- Arrange seminars/ workshops and conferences dealing with aspect of the Service Charters;
- Strengthen training programmes particularly in the area of ethics and professionalism;
- Monitor by collecting relevant and reliable information on the implementation of Service Charters.

6. Do you think that the public servants in the MME since the introduction of Service Charters have the competencies and skills required in order to make the public informed of what they can expect?  
Service Users

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

7. Service Charters are aimed at greatly improve the quality of service delivery to the general public, and also to give the public servants pride in what they do. In your view since the introduction of Service Charters in your ministry, how has this goals been realized?

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

**C. Service Users**

1. Are you aware of the existence of Service Charters in the MME?

YES	NO	NOT SO SURE

If aware. Were you involved in the development/ set up of MME Customer Service Charter?

***(Either answer goes to the next question, in case of no give brief background information of service charters and proceed with this question)***

2. How do you rate the standard of service delivery in the MME now and when comparing to before the development of Customer Service Charters?

BETTER	SAME	GOOD	EXELLENT

3. How do you see the relationship between the MME and the service users now when comparing before the development of Customer Service Charters?

<b>BETTER</b>	<b>SAME</b>	<b>GOOD</b>	<b>EXCELLENT</b>

4. How would you characterized the staff members in the MME?

<b>OPENNESS</b>	<b>NON-DISCRIMINATORY</b>	<b>COUTESY AND HELPFULLNESS</b>	<b>NON OF THOSE</b>

5. Since the introduction of Service Charters in MME, the quality of service delivery has improved greatly.

<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>DO NOT AGREE</b>	<b>STRONGLY DO NOT AGREE</b>

6. What are the possible hindrances of the fully implementation of Service Charters in the MME?

- a) Lack of commitment from staff members
- b) Poor monitoring mechanisms
- c) Does not add any significant value
- d) Do not see the need for implementation
- e) Lack of skills to implement

7. Have you ever register/ give a feedback being negative or positives to the MME?

YES/NO

8. If yes, were you happy with the treatment?

Yes/No, if no why?

.....

.....

.....

.....

9. If not to question 7. Why?

- a) Do not see a need to register a feedback.
- b) Not aware that such opportunities exist.
- c) Staff members are not friendly.
- d) There are no mechanisms in place to do that.

10.As a service user of MME, what is expected from you by the MME?

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

11. Do you think that the relationship between Public Service and the public servants is based on professional merit such as:

- a) You become public servants if you deserve it;
- b) There are equal opportunity for all;
- c) Re- deployment is based on where there public servants are needed.

**D) KEY INFORMANTS (PM, OMBUDSMAN etc)**

1. Since the introduction of Service Charters in GRN what kind of implementation modalities were put in place to ensure that Service Charters become part of daily practice in O/M/As?

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

2. Do you think that the public servants since the introduction of Service Charters have the competencies and skills required in order to make the public informed of what they can expect especially MME?

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

3. Service Charters are aimed at greatly improve the quality of service delivery to the general public, and also to give the public servants pride in what they do. Since the introduction of Service Charters how has this goal been realized?

.....  
.....

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

4. What are the possible hindrances of the fully implementation of Service Charters in the GRN and especially in the MME?

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

5. What kind of Service Charter related complaints/ complements your office has ever received?

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

6. What kind of tangible benefits come as the result of Service Charter introduction especially in the Ministry of MME?

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

7. The MME is one of the leading ministry among O/M/As in terms of Service Charter implementation. In your view what made the MME to be a leading ministry in terms of Service Charter implementation?

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

.....  
.....

8. Since the introduction of Service Charters in MME, the quality of service delivery has improved greatly.

<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>DO NOT AGREE</b>	<b>STRONGLY DO NOT AGREE</b>