

**Public Service Reform in Tanzania:
The Assessment of Effectiveness Implementation of Client Service Charter (CSC) in the
Public Service**

By

Vonyvaco Hebel Luvanda

THESIS

Submitted to

KDI School of Public Policy and Management

in partial fulfillment of the requirement

for the degree of

MASTER OF PUBLIC POLICY

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Committee in charge:

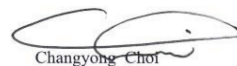
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Abstract

Along the implementation of public reform initiatives, Tanzania adopted Client Service Charter (CSC) as one of Performance Management System. The objective was to increase compliances to the citizen's need by engaging them in delivering and management of public service. It is more than decade since the adoption and operationalization of the CSC. Hence this study came to assess the effectiveness implementation of CSC in public service. The study was conducted in all Ministries as well as in few Executive Agencies, Independent Departments and Regional Offices. The main research question in the study was to what extent CSC impacts service delivery in Tanzania public service.

The study was undertaken based on three research questions that formed three objectives of this study. The first research question examines the efforts that have been undertaken by government to institutionalize the charter. The second research question analyses the factors and the extent have contributed to whether success or failure of the CSC implementation. The third research question aiming at looking challenges that affecting implementation of CSC.

The study employed primary data, 33 public organizations were involved of which 32 are the main CSC implementers and one organization is the overall public service reform coordination office 'President's Office'. Interview for this study were undertaken in the 32 organizations (implementers), while the President's Office provides researcher with broad information on CSC implementation in public service. Moreover, the researcher employed secondary data—literatures relevant to the subject matter were involved include books, articles, journals, papers and research studies. Also, all available public service reform documents in Tanzania such monitoring reports, studies, progress performance reports were involved.

The researcher presented the finding of this study in descriptive and explanatory mode. In addition, researcher presented various remarkable case studies and best practices observed from CSC implementation, the case studies were highlighted to support findings obtained from the respondents as well as from the secondary data.

The finding shows that CSC is operationalized to the most of public organizations. Similarly, most of the factors/ areas/ or variables that were established under this study have been implemented by the government with intention of ensuring CSC objective realized. Specifically, citizens' awareness through established government communication strategies is receiving high attention. On other hand, CSC was institutionalized in most of public organizations. Other areas that support CSC achievement such as training, M&E, CHM, BPI, and ICT were also implemented. Further, the finding showed there is increase of citizens' awareness, participation as well as compliances to the citizen needs due to CSC utilization. Therefore, based on finding of the study together with the identified case studies, researcher can conclude that adoption of CSC in public service have positively impact in improving public service delivery, in spite of challenges that still exist.

The finding shows the areas that still needs attention including strengthening participation and communication in order to raise awareness to all citizens about their rights and hence demand better services from the Government. Also comprehensible enforcement and rewarding mechanism should be introduced to enhance accountability. ICT should be employed seriously in order to improve business process across the public service since re-engineering of business processes, computerize processes will reduce bureaucracy.

KEYWORDS: Client Service Charter (CSC), Public Service Reform, Public Service Delivery, public/ civil servants, Public Organization and Citizens

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Abbreviations and Acronyms Used

BPI, Business Processes Improvements (Business Re-engineering Processes) and Quick Win

BRELA, Business Registrations and Licensing Agency

CHM, Complaint Handling Mechanism

CSC, Client service Charter

CSR, Civil Service Reform Programme

DDMU, Department of Diversity Management Unit

DE, Department of Establishment

DEP, Department of Ethics Promotion

DMIS, Department of Management Information System

DMS, Department of Management Services

DHRD, Department of Human Resource Development

DP, Department of Planning

DPD, Department of Policy Development

D by D, Decentralization by Devolution

GCU, Government Communication Unit

HCMIS, Human Capital Management Information System

ICT, Information Communication and Technology

KDI, Korea Development Institute

NGOs, Non Governmental Organizations

NPM, New Public Management

M&E, Monitoring and Evaluation

MDA, Ministry, Independent Department and Executive Agency: (Public Organization)

MDG, Millennium Development Goal

MoHA, Ministry of Home Affairs

MoHSW, Ministry of Health and Social Welfare

OECD, Organization for Economic Co-operation and Development

OPRAS, Open Performance Review Appraisal System

PIM, Performance Improvement Model

PM, Performance Management

PMS, Performance Management System

PO-PSM, President's Office Public Service Management

PRSPs, Poverty Reduction Strategy Plans

PSRP, Public Service Reform Programme

PwC, PricewaterhouseCoopers Limited

RCU, Reform Coordination Unit

TFDA, Tanzania Food and Drugs Authority

TRA, Tanzania revenue Authority

Tz, Tanzania

CHAPTER ONE

Introduction and CSC's Review in Tanzania Public Service

1.1 Background and Overview of the Study

Reforming public service, including government is a long and continuous process. It is begins through initiatives in local and international social-political, economical, and technological advancement (Osborne and Gaebler 1992). Many of African counties, including Tanzania government have responded to these situations by adopting at least three major reform measures: First, reforms that place efforts on strengthening government structures; second, reform that focus on organizations capacity (e.g. recruits, empower, motivate, develop and nurture) in order for employees to comply with public service culture and thereafter deliver quality service; third, focus on addressing institutional bottlenecks (e.g. performance management systems, working processes) in the machinery of government that may otherwise constrain the compliances, accountability, public participation, efficient and effective provision of public services, among others (Economic Commission for Africa 2003, Mutahaba and Kiragu, 2006). The same observation was also noted by other literatures such as Fatile, Jacob, Adejuwon and Kehinde (2010).

In Tanzania, reforms initiatives experienced since independence, but this study will focus on the massive public service reforms initiatives that Tanzania has been implementing since early 1990s. Massive reforms rose in 1990s in order to respond the prolonged resources and services crisis that hit hardest the country in 1980's (Hamad, Burhan and Stabua, 2014). During that period the size of the government was bigger than the scale of economic resources produced and at the same time government experience series of inefficiency in service delivering. Reform

initiatives came up with new public management (NPM) philosophy, the idea behind was to emphasize discipline, accountability and performance based (Dixon, J. et al. 1998). As noted from John I.M. et al (2002) in the study of role of performance management in public sector-argued that spirit of performance management (PM) or results oriented has become one of main central pillar of NPM today.

Introduction of NPM in Tanzania resulted into institutionalization of various measures which will strengthen the idea of performance management in public service. The areas that were earmarked as reform agenda included performance management systems (PMS); organizational structures and respectively responsibilities; public policies; public service pay and remuneration; public servants management; leadership; and monitoring initiatives; and all other areas related to accountability and responsibility (Government of Tanzania, 2007).

Performance management system (PMS) introduced under public reform initiatives included **Client Service Charters (CSC)**; Service Delivery Surveys; Self Assessments; Strategic Plans, Mid Term Expenditure Framework; Action Plans; Monitoring and Evaluation (M&E); Open Performance Review Appraisal System (OPRAS); Complaint Handling Mechanism (CHM); business Re-engineering processes or Business Processes Improvements (BPI); e-Government; Records Management; and Performance Improvement Fund (Government of Tanzania 2000).

This study is mainly focus on assessing the efficacy of Client Service Charter (CSC) system in public service. CSC is one among the major PMS that developed and implemented in Tanzania public service over one decade, original purpose of the charter was to improve awareness of service offered by public or government organization to the citizen. It was

established in order for people, who interested or seek for government service to understand the responsibilities and commitment of government organizations as well as standard and processes of service delivery. It enhances transparent, openness for public to contact, complaint, and access or remedial about public service. Moreover, it provides opportunity to the public to participate in the management of public service. According to CSC guideline, Public organization required to review their charter in every period of between three to five years depending on life span of organization strategic planning as well as the span of ruling manifesto. The periodic review of charter enables to accommodate changes such as changes in institutional priorities, mandates, address and processes of delivering service.

The expectation of implementing client service charter in Tanzania is still unclear to conclude the satisfaction of this system in improving service delivery despite of implementing for more than one decade. In early 2000s president's office introduced and facilitates institutionalization of the system in all Ministries, Independent Departments, Executive Agencies, and Regional Administrative Offices. Completion report of public service reform programme phase one (2000-2005) showed that most of government organizations have developed, print, disseminates and creates awareness of charter to their stakeholder. Following this initiatives, it was believed that public service delivery in mid 2000s started showing improvement and it was unquestionable that government credibility to the people started to increase at the same period.

Despite of improvement experienced, but still most of report indicated that intended objective of client service charter was not achieved. According to the reports from many of Non Governmental Organization (NGOs) they argued that most of general public still lacking information about the government functions and even procedure to claim their right. Also they

continue by claiming that very few people who aware and access of government services and opportunities and the found only in town areas. The evaluation study from PricewaterhouseCoopers Limited (2010) indicates the accessibility of information on government service stood at less than 30 percent from many of communities. On other hand, most of the monthly speech of fourth president (Jakaya Mrisho Kikwete) telling that most of people they do not trust the government, not because the government is not working but they have not informed about government services provision and they do not know the procedures on how to claim their right.

In this regards, the role of charter to improve compliance of government machineries to citizens need not only remains questionable but also posses' series of questions on achievement of even other reforms initiative which implementated by government over three decide. Following these controversially perspectives about this system, there is a high need for a study to assess the efficacy of this system on enabling service delivery in Tanzania public service.

1.2 Statement of Problem

Given the important roles of government to manage, facilitate and deliver service to the public; Tanzania among many of developing country prompted public service reforms initiatives with a purpose of responding the rapid increases of service demand from the citizen. According to Bana, Benson and Ngware, S. A. (2005), public service reform introduced to increases government machinery to deliver quality, timely and efficient services and according to the people expectation. Mutahaba at el (2005) argue that public service reform tend to improve compliance of government on peoples' need and thus foster the spirit of service delivery. Along with these concepts, client service charter was introduced and implemented since early 2000s

with essence of facilitating government organization to commit their promise to the people, while it provides the smooth ground to the people to access and claim quality services.

Despite of implementing client service charter over a decade, there is no conclusive evidence indicating there is increase of government compliance to citizen need following the series of complaints from people on the way government working (World Bank, 2014).

According to Ku" lli and Tiina, (2012) they urged that citizen have tendency to lose trust over the government when they lack information or not involved in government business. Also, many cases indicating that service standard in charter is not very realistic as compared to actual deliverance. Moreover, a series of complaints about lack of citizen participation on way basic services provided. It is also observed that still many organization have client service charter but they never adjust, review or report of whether there is improvement or not. Corruption, lack of transparency is continuing hit in many public sectors.

In another dimension, according to my knowledge, many studies and evaluation that have been undertaken in public service have been focused on looking the totality public reform implementation. To my knowledge very few study have been conducted on client service charter in Tanzania and most of them have looked on the implementation situation in public service and not results whether there have a change or not on service delivery due to existence of charter.

Therefore this research study came at right time since the massive public reform programme in Tanzania ended last year 2015. The study promised to add up on previous study by assess comprehensively the efficacy implementation of client service charter through examining awareness of citizen, involvement of citizen on service delivery as well as other factors that influence success or failure of this system in Tanzania public service. Moreover, the study examined the achievements and challenges encountered from implementation of the

charter. Subsequently, the study came up with lessons and alternatives that will help to improve the utilization of charter in Tanzania public service.

1.3 Objective of Study

Over decade, public reform in Tanzania has been embarked on implementing various reform agenda. Along the agenda, client service charter system was among which was introduced to support service delivery with intention of increasing transparency, responsibility, accountability and citizen participation to the public service management. It is noted from reform reports that client service charter was contributed to improve service delivery. Charter system has come forefront to bridge the between government as service provider and the citizen as client of the services. Despite of these initiatives, it is observed that government services are not yet well informed to the broad number of the people. Without clear knowing roles of government, it will be hard to account citizen's participation in managing public service. Besides, inadequate involvement of people creates uncertainty that obviously weaken government responsibility and accountability. Therefore, this paper identified the bottlenecks in implementing charter in Tanzania public service and thereafter come up with alternatives to improve the utilization of the system.

1.4 Significance of the Study

The study will play the important role in improving service delivery as it will facilitated understand and address the factors that minimize utilization of client service charter and therefore contribute to enhance delivering of service.

Moreover, the public organization can be able to identify ways of strengthening interaction with the citizen, and therefore increase government efficiency, effectiveness, responsibility and accountability which are the spirit of NPM and PM ideology.

1.5 Methodology

Based on the nature of the study, the research explained different analysis and phenomena qualitative method using descriptive and explanatory approach.

In order to achieve the intended research objective, first the researcher consulted Present's Office because the office has a mandate of coordinating public reform initiatives including introduction, installation, training, monitoring and evaluating implementation of charter. Second, the researcher selected other government organizations which are well informed about this system including Ministries, Independent Departments, Executive Agencies, Regional Administrative offices.

Questionnaires were prepared to collect information from public organization. The questionnaires are in both modes 'closed ended and open ended'. The questionnaires constructed based on the factor/ areas shown in chart 3 that lead to the expected outcome of the CSC. On other hand, questionnaires focused on examining the efforts undertaken by the government regarding the institutionalization of the charter as well as exploring the results and challenges from implementing the charter.

The results from the questionnaire is interpreted as **agree** when the 'sum of score of agree and strong agree is more than 50 %'. The total result of the study is also interpreted as **agree** when 'agree score is more than half of the total constructed questionnaires'.

A total of 33 public organizations involved in this study (see annex 2); of which 32 were the implementing agency of CSC whereas one was a coordinating office-President's Office. The

implementing organizations include 19 Ministries; 4 independent departments; 1 Executive Agency; and 8 Regional Administration offices were interviewed. Key respondents were from department of Administration or Planning. Under the President Office, researcher consulted 10 departments which were RCU, DMS, DP, DPD, DE, DHRD, DEP, DDMU, DMIS, and GCU. President office provides to the researcher the general information about CSC implementation of charter in public service.

Moreover, the study employed an intensive analysis from various secondary sources. Literatures relevant to the subject matter in Tanzania, Africa and other developing and developed countries were involved. These include surveys to various books, articles, journals, papers and research studies. Researcher also went through all available public service reform documents in Tanzania including monitoring reports, studies of reform, reform progress performance reports, policies implementation reports, and guidelines for reform implementation.

1.6 Research Question

The main research question is to what extent charter system impacts service delivery in Tanzania public service. To address the main problem, following research questions were answered.

- i. What are the initiatives undertaken in insuring institutionalization of CSC in public organization?
- ii. What are the factors contribute for success and failure of the CSC system?
- iii. What are challenges affecting institutionalization of CSC in public services?

1.7 Hypothesis (or Claim)

- H₀: There is a change in service delivery following the adoption and implementation of CSC in Tanzania public service.
- H₁: There is no change in service delivery following the adoption and implementation of CSC in Tanzania public service.

CHAPTER TWO

Literature Review

2.1 Emerging of Public Service Reform

Many of countries beginning with developed countries in early 1980s started caring out the new approaches that were considered as reform of the public administration system. Reform initiatives resulted to replace old civil administration system with new public management (NPM) types of public service. Many literatures explaining the cause of this change, among argued about the problems that hit most the governments in late 1970s including fiscal problems (Hamad, Stabua and Burhan 2014), many countries faced difficulties to secure budget in short, medium and long term. Also they argue about increase demand of services from citizen (Janine O' Flynn, 2015).

According to Mark Robinson (2015), Hemant, Needesh and Bhisum (2009) they argue that in 21st century public sector from various countries has been experienced serious reform which started in advanced countries. Hood (2003) argue that reforms started in OECD countries and they named it citizen charter (OECD, 2005). Thereafter many developing countries continued adopting and implementing the reform initiatives in their territory. They also argued that globalization, technology and increasing number of service providers were the reason for rose of this reform. Continuing rise of globalization and competition in the in different economies pushes the countries to stop the old fassion of administration 'business as usual' and pay attention to results based approaches.

According to John (2002) and Pollitt (2003) they argue that many countries have adopted reform initiatives with similar purpose of enhancing performance, quality of service,

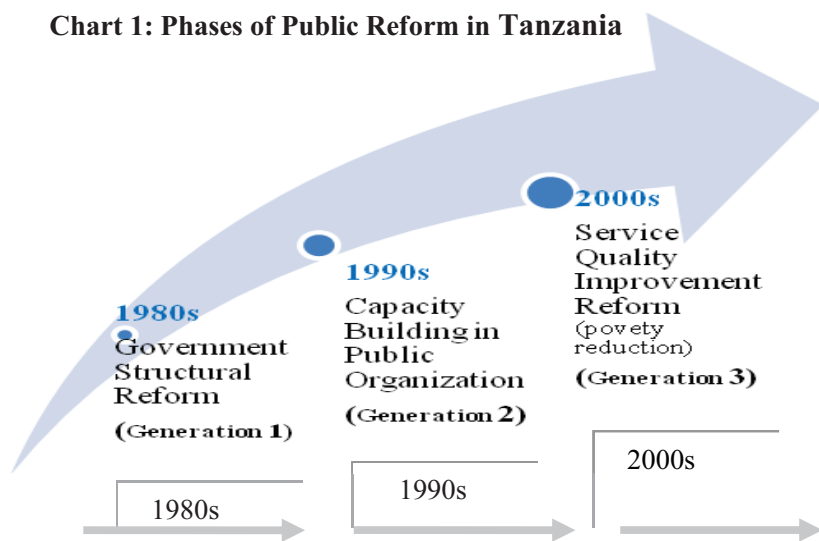
strengthening relationship between government and private sector, strengthening regulation and promoting accountability which aim to support delivering of good service to the citizen. Kiragu (2002), Paul and Stephen (2009) they argue that reform in public service is considered as new approach to increase managerial flexibility by minimize unnecessary procedural by reengineering the business processes, ensuring efficiency and effectiveness in delivering of service according to the people serve.

Pollitt, (2003) pointed out that new public management (NPM) is considered as a new era of public service, under NPM “redefinition of the-size, scope, role of the state in society and its relationship with the market alongside reforms for improving competence of public bureaucracy” will be a forefront. Hussein Lufunyo (2013) argues that under NPM many governments have managed to restructure the public organization with aiming of refitting the organization with service they provides.

Post-independence era, most of African countries they had civil service which was indeed inherited elements of colonial civil service. The service was characterized by many challenges including human resource capacity in knowledge, skill and experience, poorly remunerated staff, poorly motivated public servants, unnecessary bureaucracies Francis et al (2012). Besides, financial crisis in 1970’s hit hard African counties, subsequently neoliberal Washington Consensus Policies in the 1980s pointed out that government intervention in controlling the economy was the reason for emerging the crisis. The consensus was a new era for public service, from there onward public reforms assumed to all part of Africa (World Bank, 2001).

Reforms under the umbrella of new public management (NPM) were implemented in Africa in different phases. Weakness and challenges in each phase was taken as lesson learnt in establishing the next phase. According to Francis Owusu (2012) the first generation of reform in Africa was in between late 1980s and 1990s and the initiatives was focus on cost containment and secures macroeconomic stabilities. The second generation was 1990s through 2000s (Haque and Aziz et al 1998) intention was improving remuneration of public servants at same time continuing minimizing size of government. However, achievement of these iniatives was very much less compared to the expectation. Low achievement of this two generation was concluded due to lack of citizen participation in service delivery. Francis pointed that the third generation of reform was came forward in late 1990s and all issues of social, political and economic were integrated into reform with

broad objective of improving service delivery and poverty reduction, See chart 1



Thus, until now most of African countries they are continuing implementing the 3rd generation of reform as it considered more comprehensive and broad in terms of insuring public organizations operating in efficient, effective and outcome oriented. Besides, under this generation public organizations are strongly required to promote customer care and empower the citizen (Francis, 2012).

Similar to many of African countries, **Tanzania** also has adopted the same path. Civil Service Reform implemented into two phases in 1990s, while in early 2000s embarked on with another phase of reform known as Public Service Reform. Public Service Reform considered as much broader and comprehensive in terms of efficiency, effectiveness and more inclusion of public in delivering of services (Graham Teskey and Richard Hooper 1999).

Many reports indicated that citizens have been facing unnecessary transactions costs in terms of bureaucracy and red tape as well as poor customer service and orientation in most of government offices. Thus, various management systems have been introduced under the umbrella of new performance management (NPM); client service charter (CSC) was among of them. The Management systems regarded as important tool to support delivering of services (Government of Tanzania, 2007). Besides, delivering quality services is the key emphasis of third generation of reform after abandoned structural transformation and capacity building generation.

As noted earlier, responsibility, accountability and results based are a core objective of new performance management (Economic Commission for Africa, 2003). In Tanzania, CSC parallel with other measures was introduced in order to strengthening government responsibilities as well as increasing participation of people in managing public service. Besides,

the charter is considered as tool that helps to re-organize public organization in delivering quality services.

2.2 CSC Definition and Concept

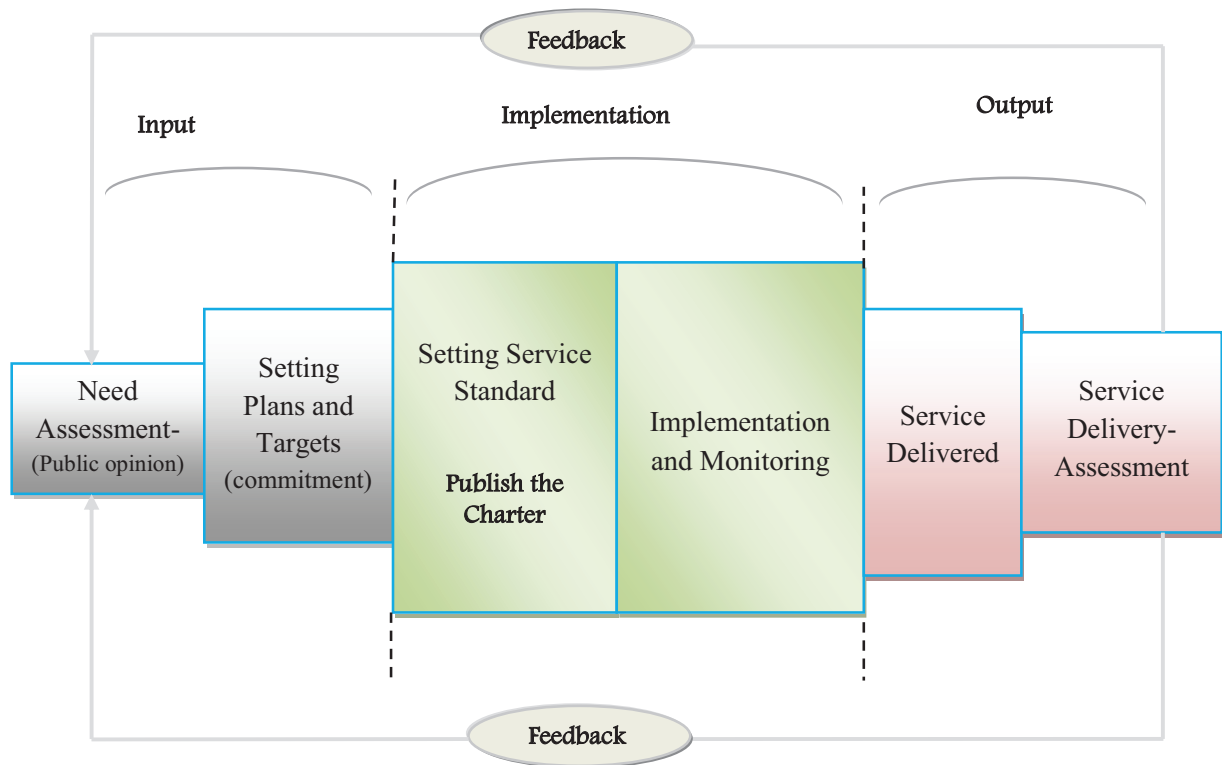
The key word under this part is service, which is also focus of this entire paper. As noted previous, many countries have decided to change old administration system by adopting new public management (NPM) with focus of improving the public services. According to Jane, V.G (2000), a simple explanation of service in context of public sector refers as an action that people (*could be named as clients/ customer/ stakeholder/ citizen or public*) expects from the public or government organization. Action should either be a processes or results. Service has meaning when it satisfies the need of recipient or customer and it provided according to their expectation. Service can correspond to the citizen need only through knowing and understanding the demand of the citizen, and this will be achieved through interaction between citizen and public organization. The system has come along to fulfill the concept of customer service orientation which carries out the market idea (Jani Van Greunen, 2000) with the essence of deviating from receiving what government offer; instead the government provides what citizen need.

CSC can be presented in many ways. According to Njunwa (2011), CSC refers to the contract or agreement between supplier and consumer of service. The terms of reference were focused on satisfied information, standard and quality of the services. On other hand Francis (2012) argued that CSC is the tool that empowers the citizen regarding the services they need from public organizations.

In study, researcher can define CSC as a written document of public organization that incorporates all services provided by public organization according to agreed standards of

service (could be timeline, rights and responsibilities of clients, ways of complaint and remedial, among others) between public organization and clients of service. See chart 2

Chart 2: CSC Process and Service Standard Setting

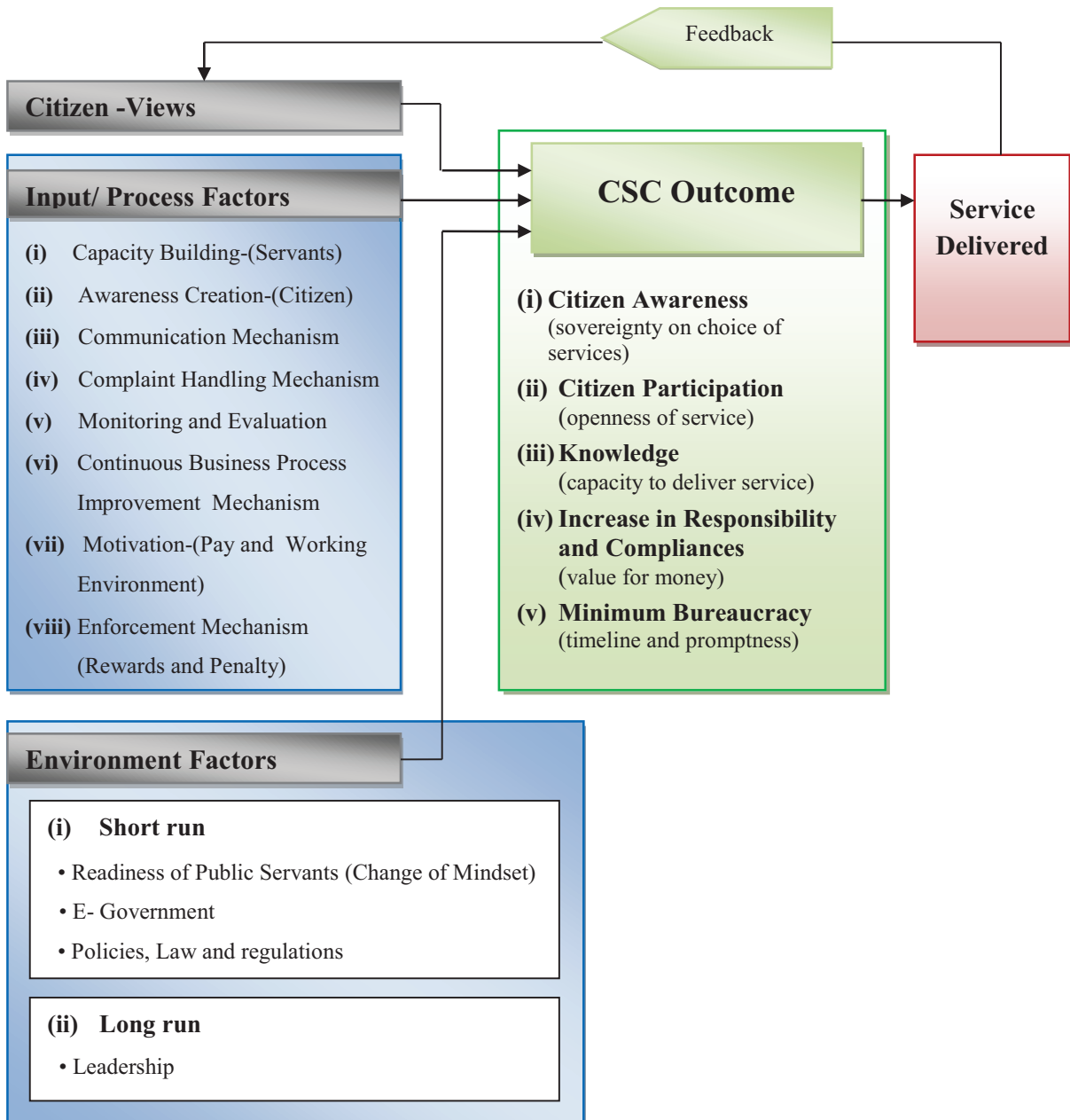


2.3 Essential Factors for CSC Success

As noted from Njunwa (2011) and many reform documents from Government of Tanzania indicated about inputs that that can be direct encountered to the success of charter. First is awareness creation to both citizen on public service and their responsible in improving service delivery. Second is capacity building to public servants on setting standards, and utilize the charter. Third is complaint handling mechanism that allows citizens to claim when there is improper service. Fourth is monitoring and evaluation system to ensure adequacy of CSC standard. Fifth is communication mechanism that informs and market government services. Sixth is installation of in-house business process improvement unit as precondition of charter system. Seventh is motivation to public savants such as pay and working infrastructures. Eighth is presence of strong enforcement mechanism that can allow carrot and stick. These factors is also established are this study in analyzing the effectiveness of CSC implementation, see chart 3. They named as input factors

On other hand, Njunwa as well as lessons from Government assessments indicates other more factors that highly should be considered in implementing reforms iniatives as well as the charter. These included factors that are difficult to control whether in short run or even in both short run and long run. Among others, these factors are such as readiness of public servants to accept reform initiatives; availability and applicability of ICT and other related infrastructures; leadership that value reforms; policy, regulation and rules should support reform agenda; political support and commitment toward reforms. These factors named as environment factors-see chart 3.

Chart 3: Conceptual Framework for CSC Success



2.4 CSC System in Service Delivering Processes (Theoretical Arguments and the Role of CSC in Service Delivery)

Enhancing delivering quality public services has been the basis for introduction of charter system in many countries, Tanzania as well. Many literatures including previous studies have recognized the importance of CSC for development of public sector and they have documented in differently way about relevance of the charter in supporting service delivery. Frank Louis (2010) claimed that CSC is a new innovation and it should be considered a **'holy grail'** in public service since it is a tool that it will restore the performance of government to its citizens. Frank continued by arguing that result from the system would be realized only when factors associated in implementing the charter have well analyzed and accommodated in reform agenda.

Jani van Greunen (2000); Government of Tanzania (2000) and Frank (2010) they pointed out the importance role of CSC in public service, among others- include creation of knowledge to the citizen, it allows consumer sovereignty in participating management of public service, enhance accountability, it provides planning guidance in delivering public service as well as it creates linkage between different management systems.

The concept of performance management (PM) from new public management (NPM) referring the public service which work according to citizen expectation. Therefore, the idea of charter system is to be a mechanism that facilitated involvement of citizen in service delivery. Citizen engagement should be undertaken in all stage from the need assessment, implementation, and assessment of results. Taylor, (1999) argue that common knowledge on management of service between government and citizen is raised only through participation between these two part. Thus, from this perspective CSC contribute raising consumers' knowledge about the

Service government offered; while at same time government understand the need of the citizen. CSC simplifies the flow of valuable information and revolutionizes linkage between government and public based on the way of delivering service. World Bank, (1994) argued about criteria of good government in which sharing of information between government and people they serve is among the pillar of good government among others.

Empowering the people, include allowing them to provide opinion on running the public service. Incorporating the citizen opinion during delivering of service it entrench a greater chance of reducing unnecessary bureaucracy. On other hand it makes delivering of services according citizen expectation and not bureaucracy itself. Wilson, (1996) noted that Government to act upon the consumer preference is considered as consumer sovereignty. Also, McGuire (2002) argue that consumer sovereignty in public service can only increased by making government organization more responsible to citizen. Also, McGuire argued that CSC tend to bring greater efficiency in public service especially in this democratic country because the freedom of the citizen to participate in development process may resist on paying tax or any other contribution when they observed their need are not addressed or addressed at diminishing cost compared to the agreement.

According to Frank (2010), argue that when charter system utilized well it contribute the accountability of Government to the public. Own the fact that citizen through CSC are provided with enough information about the public service and way delivering, it is therefore simple for them to know whether government or public servants are responsible for their demand or not. Pilkington, (1999) noted that the sense of accountability from the charter is to make clear and open about how the government performing in terms of service delivery and more important it

create a room for government or public servants to answer about the quality, standards or kind of service they offer. Further note from Shah & Schacter, (2004) shows that CSC are useful particularly to the area where they face regularly corruption events since it because it is considered as a tool that will push the change in government sector from the traditional business as usual to the performance government.

Segal, (1999) pointed out that charter system has a role of promotion of public opinion. Therefore from that view the charter is also tool that provides guidance on way the Government has to address and respond to the genuine demand of the citizens' which are main client of public service. Besides, respecting citizen right is inevitable because are the one that finance public service whether direct or indirect though the tax system. In many Governments particularly weak Governments, it is normal to implement adhoc activities, unforeseen activities, unsystematic activities and sometime irrelevant to the established objective of the organization. Thus, utilization of CSC it will be the solution of public organization to work upon legitimate right of citizen.

In another dimension, CSC is considered as performance management tool by showing the target or milestone for the government institutions required to achieve (Dodoo, 1997). With support of system measuring performance targets will be much easier and more reliable in detarming country development since the services provided is known to both public organizations and citizen. Referring the first and second generation of public reform initiatives were not achieved well, the explanation showing that the there was a gap between the government and the people. Thus, the charter come forefront to bridge that gap. CSC it indicate standard of service, service provided openly, within time and participatory way. In this regards, it

will be difficult for public organization or public servants to temper with the activities that already agreed openly with both parties.

2.5 Finding from Previous Related Studies on the Effectiveness of CSC in Service Delivery

According to the analytical study undertaken by Frank (2010), examined whether the introduction of CSC is a Holy grail in Ghana public sector or not. In responding to research question, the study analytically pointed out challenges that likely can hold back the expected outcome of the system, the challenges may occur is due to misconnection of CSC with other reforms initiatives, when oversees bodies of service delivery favor government side instead of governed citizen, over ambition setting of commitment and standard, when CSC is more concerned on individual customers instead of responding the need of the people.

The survey study undertaken by Price Water Coopers (2010) on behalf of Government of Tanzania examined the way public servants deliver public service. The survey examines all angles that were touched by massive public service reform programmes. The responded of the survey were the general public. Among the focus of the study were included- accessibility of public service, awareness of citizen on public service, government compliances to the citizen, complaints handling, corruption, and public servants accountability. The results from many of the areas of survey indicated that government's service delivery was on average of 30 percent to 50 percent.

The study from Njunwa (2011), analyze the effect charter system in achieving of Millennium Development Goal (MDG) in Tanzania. The finding showed that Tanzania have achieved well many of MDG objectives. Besides, the system was considerable as one among the tool that has supported the achievement by creating awareness to the public. However there is no

conclusive evidence showing that there is outstanding improvement of awareness of citizen on government services especially people living out of the cities. Moreover, most of people they still they do not know to read hence it is very difficult for them to access many opportunity from the government.

Another descriptive study from Prosper Ngowi (2013) assessed the implementation of charters system. It is focused on examining the situation of implementation in Ministries. The results indicated all ministries have installed the system however some were not yet update their charter. While others or were not uploaded to ministry Website where every citizen can able to access it. Other ministries have well updated charter but some of services information which are very important to be seen to the citizen according to nature of organization were not accommodated in charter.

Hussein Lufunyo (2013) conducted the study on impacts of public service reform in Local Government Authority. The study focus on examining effects of reform to the public servants in local governments, and among the area of the study included awareness of local government servants on complaint handling mechanism, the results showed that larger number of servants they aware. Also the study showed there is moderate higher level of participation of public on local government initiatives. However, the study indicates the level of corruption and timeline of service delivery it was observed difficult to conclude by most of servants since they have not clear whether there are changes or not, but in general service delivery from most of local government servants declared that there is noticeable improvement compared to previous time.

2.6 Gap Identification and the Focus of this Study

Nevertheless, most of literatures understand the role and importance of CSC following the results observed from different champion countries. To my knowledge, there are still very few studies conducted in this subject matter in Tanzania as we have seen in this chapter. Also, most of them were not more specific on examining the charter, in steady they were assessed the totality effects of reform either in whole public sector or specific sectors such as charter in Local Government. Also some of them they have assess charter specific to the achievement of Millennium Development Goals (MDGs). Therefore, this study will promise to add up to previous studies by looking efforts undertaken by government in implementing charter, awareness of citizen and involvement of citizen on service delivery as well as other factors that influence success or failure of this system in Tanzania public service. Moreover, base on the purpose of study, the researcher will examine the changes encountered from charter utilization.

CHAPTER THREE

Implementation of CSC in Tanzania Public Service

This chapter is explaining the effort undertaken by the government in implementing the charter specifically under the support of public service reform programme. The explanations will focus on implementation of charter itself and other factors as shown in chart 3 that support the utilization of charter. This chapter is also addressing the first objective of this study.

3.1 Initiatives Undertaken by Government in Instituting CSC in Public Service

Regarding CSC, various interventions have been undertaken by government. According to discussion with President Office as well as public service reform programme reports (progress performance reports and monitoring reports and studies)¹ they explaining various efforts that government have undertook to ensure institutionalization of the charter.

The effort of the government is discussed here under the following areas:-

CSC Installation: The Government through President's Office Public Service Management (PO-PSM) has introduced the client service charter in public service under PSRP in early 2000. The system was implemented intensively in the first phase of programme (2000-2007) and second phase of programme (2008-2014). Under the programme, installation and operationalization of CSC was seriously done in 67² organizations including Ministries, Independent Departments and Executive Agencies (MDAs). However, there are other more

¹ PSRP Phase One-Annual Performance Reports (2001-2007); The End of PRAP(I) Report 2007; PSRP Phase Two-Annual Performance Reports (2008-2014); The End of PRAP Report (II) 2013; PSRP II Monitoring Reports (2008-2014), Studies on Public Service Delivery (2004, 2010, 2014).

² 27 Ministries, 15 Independent Departments, 8 Executive Agencies and 19 Regional Administrative Office

public organization apart from these 67 they have installed CSC system using they own resources.

CSC Guideline: In 2006 PO-PSM developed CSC guideline to the public service in order to harmonize and direct public organization to implement the charter in similar approach. The guideline defines the quality and contents that should be included in public organization's charter such as standard of service from public organization, organization clients, how to engage and communicate with clients, way of dissemination and awareness creation, monitoring and evaluation of service standard, time of reviewing charter, among others. Moreover, the guideline indicates series of interconnected interventions from need assessment to assessment of service delivered that public organization need to adhere in utilizing the charter.

Capacity Building on CSC Utilization: Since the beginning of CSC introduction in 2000, several training under the reform programme support have been experienced in most of public organization concerning the implementation of the system. PO-PSM played a big role on facilitating MDAs to install and operationalize the system. Training provided to all cadre from the top position to the lower position.

CSC Awareness Creation: Programme monitoring reports indicates that MDAs have been using different approaches to create more awareness of system to the citizen. Most of approaches used by the MDAs included printing of CSC document and circulate to their stakeholders and put to the organization library; publishing the charter to the organizational website; public awareness during public service day; and very occasionally in Radio or Television.

Communication Mechanism: In 2005 government introduced a unit known Information Education and Communication (IEC) and later name changed to Government Communication Unit (GCU) to all public organizations. The unit was established to enhance provision of information from public organization to citizen in time and frequent. In another word, the unit provides regular information to the citizen about every day function undertaken or expected by the government.

Complaint Handling Mechanism (CHM): According to the programme report, most of public organization has introduced office for receiving and registering complaint from the citizens about the organization performance. According to the CHM guideline, requires all public organization to open office that will manage all internal and external complaints. The office should have at least senior officer and equipped with all necessary tools such as telephone and connected computer.

CSC Monitoring and Evaluation: CSC management is under department related to Administration and Human Resource Management in all public organization. This department is responsible or cause for monitoring all service and standard set in the charter. In another dimension, the department is responsible of taking action on those complaints received from stakeholder.

Motivation of Public Servants: Pay is considered as major incentive to the public servants. Regularly the government have been reviewing and increasing the salaries especially minimum wage. Over time, the minimum wage has been increased to average of from 60,000 in 2006 to TZS 300,000 in 2015. Other incentive includes provision of training, job security and working

tool and environment. These assumed as the factor that can help the government to retain vibrant worker that deliver quality service as according to the standard and citizen expectation.

Enforcement Mechanism (Rewards and Penalty): Normally public organizations tend to provide rewards annually to the best performance workers. Promotion is provided base on standing order and sometime base to the performance. Every public servant should fill the performance form for appraisal (OPRAS) at banning and end of financial year. Servants should agree on standard of service delivery which as is part of CSC, even evaluation is done base on agreed standard. In another dimensions, public service act of 2008 and public service standing order of 2009 detailed all punishment to public servants when one go against the public service morals and ethics.

Readiness of Public Servants (Change of Mindset): According to the programme strategy (PSRP I and PSRP II), among intervention undertaken seriously under the programme are those insuring public servants changed their mindset from the traditional way of government practice ‘business as usual’ to a new performance management “result oriented” which is also a concept of charter. Series of activities have been implemented to insure public servants adopt, accept and willingly implement reforms agendas. Efforts involved, including reviewing public service and employment policy and public service standing order in order to support NPM e.g. recruitment, promotion, motivation, penalty; Continuously increase of salary; capacity building to the areas that need training; improving working environment; introducing performing systems e.g. M&E and OPRAS; empowerment of public servants with information, participative decision making, introduction of D by D, exposure of public servants to the real situation of country is also taken as measures to improve performance and quick respond to the citizen need.

E-Government: E-government is introduced in Tanzania with intention of insure government becoming effective and efficiency in terms of service delivery as well more it provide more responsiveness to the citizen, this support the CSC idea by simplifying delivering process, enable transparency and therefore save time and cost. Government have established e-government agency which promote and coordinate all ICT activities in public service. Also, government established ICT unit to all public organization to ensure smooth ICT function. Moreover, most of public organizations have opened the website with help to contact direct with citizen.

Leadership: Under reform era, developing and strengthening leadership in public service was one among the major priority of all phases of programme interventions. Public Service Leadership College was established to capacity public leaders; also, training and exposures for best practice outside the county have been offered to many of leaders; promotion to best performance servants are considered in promotion criteria (Public Service Standing Order 2008); empowerment and evolvment of leaders in government decisions was also part of strengthening leaders to improve and manage public service deliverance according to citizen need.

Increasing Political Attention: It was the fourth government spearheaded by President Benjamin Mkapa that launched reform (CSRP) in 1990s; the same government launched another phase of reform (PSRP) in 2000s. On other hand, series of complain as well as poverty from citizen push them to claim on better services to their representatives with are the political leaders. Since the lunch, political leaders have shown committed to the public reforms with intention of responding to the citizens' need. On other hand, it is normal for the recent leaders to resign due

to poor performance or fail delivering of service according to the citizen expectations. This was observed from prime minister and many line ministers.

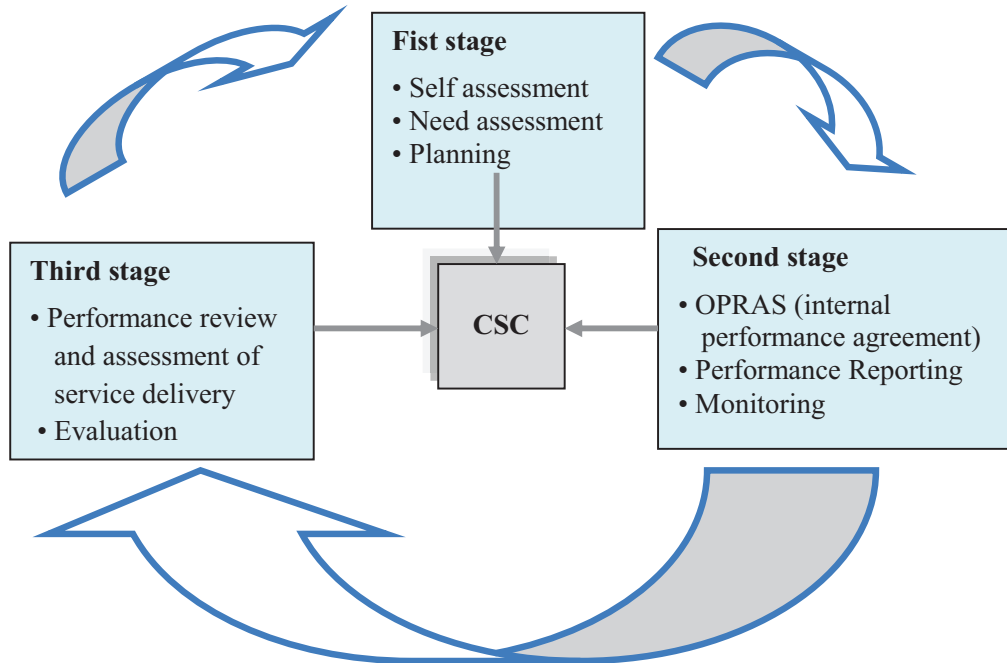
Other effort

The government has developed the model called Performance Improvement Model (PIM) while will show and guiding the relationship between performance management systems (PMS). The detailed explanations PIM in public service are as follows.

As noted in chapter' one, CSC is part of performance management system, and in order to produce maximum results in service delivery, all PMS tools should be employed collectively. Most of other PMS tools except for client service charter were established to support internal performance, but client service charter is made to be used by all part internal-organization as well as external-stakeholder or citizen. In spite of having different specific role, but PIM help to connect all PMS tools with intention of forming greater impacts in service delivery.

Plausibly PIM have three parts, the first is planning part which includes all performance management system that support preliminary assessment and proposed strategies; second is implementation part which includes all systems that support implementation as well; and the third is review and evaluation part which also include systems that support assessment. The essence of client service charter in PIM is observed in all three stages. Application of client service charter under the first stage involves collaboration between government and citizen to undertake need assessment and thereafter make plan according to need. While the later stages, performances review and service assessment is based on plans, service standard and customers' satisfaction. See chart 4.

Chart 4: CSC and Performance Improvement Modal (PIM)



CHAPTER FOUR

Data Presentation, Interpretation and Discussion of Findings

This chapter presents the data, describe and interpret the information derived from primary and secondary source. It is also a main chapter that provides the critical finding on effectiveness of CSC implementation in public service. In other dimension this chapter addresses the second and third question or objective of this study.

The assessment of CSC was undertaken by rating the constructed assumption in form of questionnaires. The questionnaires constructed and evaluated based on factors established as shown in conceptual framework-chart 3. The respondents rate was either strong disagree, disagree, neutral, agree or strong agree.

4.1 General Profile of Respondents (characteristic of the sample)

➤ *Respondents that respond and not respond to research questionnaire*

Research was planned to be undertaken in 45 public organizations (Ministries, Independent Departments, Executive Agencies and Regional Office). However, only 32 organizations which are 71 percent have responded to the questionnaires while 13 organizations which are 29 percent were not able to respond the questionnaire. See the summary in table 1

Table 1: Respond and not respond organization

Title	Frequency	Percent (%)
Respond	32	71
Not Respond	13	29
Total	45	100

➤ ***Different between respondents group (characterized by seniority level)***

The total respondents participated in study were 32. Of these, 7 (11 percent) respondents were **Chief Executives Offices (CEOs)** of the organization, 11(34 percent) respondents were the **Directors/ principals** from department of either planning or administration, and 10 (31 percent) respondents were the **Senior Officers** with experience of more than eight years in public service while remaining 4(13 percent) were categorized as **Junior Officers** since they serve less than seven years in public service. The overall profile respondents group is shown in table 2.

Table 2: Respondents group

Title	Frequency	Percent (%)
Chief executive Officer (CEOs)	7	22
Director/ Principal Officer	11	34
Senior Officer	10	31
Junior Officer	4	13
Total	32	100

➤ ***Respondents within the President’s Office***

The researcher consulted 10 departments from President Office; it involves separate discussion with head departments depending on area of discussion, each area of reform there is specific department responsible for managing it. President Office provides information to the researcher in broad about CSC situation in public service based. Responding department and area for discussion is summarized in table 3.

Table 3: Departments evolved during the discussion with President’s Office

Department	Response area	Frequency
DMS	CSC, BPI, and other PMS Tools	1
DPD	Motivation and other public policies	1
DE, DHRD, DEP	Capacity building, leadership,	1
DDMU	Complaints handling	1
DMIS	E-Government	1
GCU	Awareness creation, communication system	1
DP, RCU	Readiness of public servants and general status of reform	1
Total		7

4.2 The main Assessment of Effectiveness Implementation of CSC from the respondents based established factors for CSC success and constructed questionnaires

This section presented the finding scores from the respondents, the score category is between number (1-5) that **(1-Strongly disagrees; 2- Disagree; 3- Neutral; 4 – Agree; 5- Strongly agree)**. The results the statement or question is interpreted as agree when the sum of score of agree and strong agree is more than 50 %. The total result of the study is considered as agree when agree score is more than half of the constructed questionnaires.

The detailed of assessment is presented below from number (i) to (xi):-

(i) Citizen/ clients know about existence of CSC and service offered

Table 4 shows that most of respondents indicating that their clients aware about CSC and services offered. About 75% agree, 19% strong agree while only 6% of respondents they are neutral. This finding indicating most of clients that are frequently interacted with organization they have well informed about CSC and service standards, however it is difficult to be justifying to majority of the citizen.

Table 4: Citizen/ clients know about existence of CSC and service offered

Scale	Frequency	%	Cumulative %
Strong Disagree	0	0	0
Disagree	0	0	0
Neutral	2	6	6
Agree	24	75	81
Strong Agree	6	19	100
Total	32	100	

(ii) Regular awareness to citizens on service offered by the organization

Table 5 shows that most of organizations create citizen awareness about service offered from them organization. 50% of agree, 28% they don't have clear position, while 16% they strong agree, 6% they disagree. This implies that CSC has impacted government to know importance of providing knowledge and information about government services to the citizen.

Table 5: Regular awareness to citizens on service offered by the organization

Scale	Frequency	%	Cumulative %
Strong Disagree	0	0	0
Disagree	2	6	6
Neutral	9	28	34
Agree	16	50	84
Strong Agree	5	16	100
Total	32	100	

(iii) Citizen/ stakeholder opinion incorporated into plan and considered in service delivery

Table 6 shows that most of organizations incorporate citizen opinion into their plan. 44 % of agree, while 44% they are neutral, and 12% they strong agree. This indicating that CSC has an impact in service delivery, however there is still a tendency in public service to work according to the established rules and procedures. The innovation emerged such as from CSC normally it take long period of time to be accepted and supported across the government.

Table 6: Citizen/ stakeholder opinion incorporated into organizational plan

Scale	Frequency	%	Cumulative %
Strong Disagree	0	0	0
Disagree	0	0	0
Neutral	14	44	44
Agree	14	44	88
Strong Agree	4	12	100
Total	32	100	

(iv) Clients receive feedback about charter or organization performance

Table 7 shows that most of respondents agree that they provide feedback to their clients. 41% agree, 28% they are neutral position, 22% they disagree and 9% they strong agree. This result implies that implementation of communication strategies which introduced along CSC efforts have allowed linkage arrangement between government and citizen, this provide more opportunity for the citizens to participate and improving service delivery.

Table 7: Citizen/ stakeholder receive feedback about charter implementation

Scale	Frequency	%	Cumulative %
Strong Disagree	0	0	0
Disagree	7	22	22
Neutral	9	28	50
Agree	13	41	91
Strong Agree	3	9	100
Total	32	100	

(v) Openness of government to the public

Table 8 shows small difference among categories about government openness. 28% agree, 25% disagree, 19% they don't have either of position, 16% disagree respectively and 12% strong agree. This implies that despite innovation brought CSC but confidentiality in public service still experienced in most of government machinery. It is need necessary effort in terms of capacity building on issues that requires being confidential and when the confidentiality end.

Table 8: Openness of government to the public

Scale	Frequency	%	Cumulative %
Strong Disagree	5	16	16
Disagree	8	25	41
Neutral	6	19	60
Agree	9	28	88
Strong Agree	4	12	100
Total	32	100	

(vi) Organizations have skilled and knowledgeable staff capable of setting service standard, implement, monitoring and evaluating CSC with aim of improving service

Table 9 shows that most of respondents agree that they have capacity to manage CSC system of them 56% of agree, 22% strong agree, 13% they not in position to comment 9% are not in either of side. This result showed that in government has capacity to implement CSC, however, inadequacy number of employees as well retaining skilled staff is still challenge.

Table 9: Skilled staff capable of setting and managing CSC standard

Scale	Frequency	%	Cumulative %
Strong Disagree	0	0	0
Disagree	3	9	9
Neutral	4	13	22
Agree	18	56	78
Strong Agree	7	22	100
Total	32	100	

(vii) Training have been provided to the public servants with a view of addressing the gaps in meeting charter standards

Table 10 shows that most of public organizations provide training to the workers. 34% of agree, 21% they strong agree, 19% they are neutral, 17% disagree and 9% they strong disagree. This implies that developing of human resources in public service is taken as the major measures for improving government performance gap which is also CSC objective.

Table 10: Training have been provided to the public servants

Scale	Frequency	%	Cumulative %
Strong Disagree	3	9	9
Disagree	5	17	26
Neutral	6	19	45
Agree	11	34	87
Strong Agree	7	21	100
Total	32	100	

(viii) Compliant Handling Mechanism (CHM) is in place and it is able to manage all kind of complaints

Table 11 shows that most of respondents indicating they have CHM. 56% agree and 25% strong agree. On other hand 19% they don't have either of the position. This implies that installation of CHM has impact in strengthening CSC by allowing citizen to claim their right and complain against poor service offered.

Table 11: Compliant Handling Mechanism

Scale	Frequency	%	Cumulative %
Strong Disagree	0	0	0
Disagree	0	0	0
Neutral	6	19	19
Agree	18	56	75
Strong Agree	8	25	100
Total	32	100	

(ix) Citizens/clients demonstrate a willingness to complain CSC introduced

Table 12 shows most of respondents agree that recently citizen have tendency to demand better services and complain against poor service. 50% agree, 22% strong agree, 19% they neutral, while 9% disagree. This implies that CSC has empowered citizen with information about the responsibility of government.

Table 12: Citizens/clients demonstrate a willingness to complain CSC introduced

Scale	Frequency	%	Cumulative %
Strong Disagree	0	0	0
Disagree	3	9	9
Neutral	6	19	28
Agree	16	50	78
Strong Agree	7	22	100
Total	32	100	

(x) Monitoring and Evaluation mechanism is in place

Table 13 shows most of public organizations indicated that they have monitoring and evaluation mechanism. 85% of respondents strongly agree and 9% agree while only 6% they are neutral. This implies that monitoring and evaluation in government performance is considered among main way of insuring service provided according to citizen expectations. However, installing the system is not enough until when there is acceptable capacity in this field and as readiness of leader to discuss and take action against M&E recommendations.

Table 13: Monitoring and Evaluation mechanism

Scale	Frequency	%	Cumulative %
Strong Disagree	0	0	0
Disagree	0	0	0
Neutral	2	6	6
Agree	3	9	15
Strong Agree	27	85	100
Total	32	100	

(xi) CSC implementation reporting prepared, discussed by management and action taken by reviewing and updating regularly CSC standards

Table 14 shows that most of respondents agree with the question, 41% of respondents agree but larger respondents also they are in neutral position 38%. On other hand, 12% of respondents disagree, 6 % strong agree and 3% strong disagree. This indicating that implementation of CSC commitment is documented and existence M&E arrangement support discussion of performance by management. However, consistent in taking action against M&E opinion is unpredictable.

Table 14: CSC implementation report and management action

Scale	Frequency	%	Cumulative %
Strong Disagree	1	3	3
Disagree	4	12	15
Neutral	12	38	53
Agree	13	41	94
Strong Agree	2	6	100
Total	32	100	

(xii) Services offered comply with service CSC standard (including timeline)

Table 15 shows respond with small difference among categories that service offered comply with CSC standard. 27% agree, 25% strongly agree, 21% didn't construct the position, 15% disagree and 12% they strong disagree. This implies that despite of many improvement noted in most of sectors still unnecessary bureaucracy and procedures experienced in many public service areas.

Table 15: Services offered comply with service CSC standard (including timeline)

Scale	Frequency	%	Cumulative %
Strong Disagree	4	12	12
Disagree	5	15	27
Neutral	7	21	48
Agree	9	27	75
Strong Agree	8	25	100
Total	32	100	

(xiii) Employees' motivation (so as to increase performance and compliances)

Table 16 shows that most of respondents they agree. 50% agree, 28% neutral, and 13% disagree 9% they strong agree. Despite of many agree still many respondents indicating that there is imbalance in providing motivation within the public sector. The gradually increase of salary which is considered as main incentive for performance followed by with other incentive such as training, but still few organizations benefits more compared to other organization with either high amount of remuneration or other incentives.

Table 16: Employees motivation (so as to increase performance and compliances)

Scale	Frequency	%	Cumulative %
Strong Disagree	0	0	0
Disagree	4	13	13
Neutral	9	28	41
Agree	16	50	91
Strong Agree	3	9	100
Total	32	100	

(xiv) Implementation of enforcement mechanism (reward and penalty)

Table 17 shows most of respondents disagree about the argument. 47% disagree, 31% neutral, 10% agree, while 6% strong agree and other 6% strong disagree. This finding showed that there is no consistent enforcement mechanism in public service that can simply motivate employees by praise outstanding performer or penalized the poor performer.

Table 17: Enforcement mechanism (reward and penalty action)

Scale	Frequency	%	Cumulative %
Strong Disagree	2	6	6
Disagree	15	47	53
Neutral	10	31	84
Agree	3	10	94
Strong Agree	2	6	100
Total	32	100	

(xv) Readiness of public servants to support reform initiatives

Table 18 shows that most of respondents are ready to support reform initiatives. 44 % agree, 41% did not construct their position, 9% strong agree, while 6% disagree. This finding implies that after long period of reform implementation (more than two decade), now most of public servants started to accept change by supporting service improvement through changing from business as usual to result oriented.

Table 18: Readiness of public servants to support reform initiatives

Scale	Frequency	%	Cumulative %
Strong Disagree	0	0	0
Disagree	2	6	6
Neutral	13	41	47
Agree	14	44	91
Strong Agree	3	9	100
Total	32	100	

(xvi) Infrastructures and working facilities (including e-government) to support implementation of CSC commitment

Table 19 shows that most of organizations have supporting infrastructures. 47% agree, 25% they strong agree, 25% they are neutral and 6% they disagree. This finding indicating that apart of improving working environment have also construct national ICT fibers to the whole country. This government commitment will fasten ICT application in delivering of service and therefore increase utilization of CSC in public service.

Table 19: Infrastructures and working facilities support implementation of CSC

Scale	Frequency	%	Cumulative %
Strong Disagree	0	0	0
Disagree	2	6	6
Neutral	7	22	28
Agree	15	47	75
Strong Agree	8	25	100
Total	32	100	

(xvii) Public policies, rules, regulations, and principles support CSC implementation

Table 20 shows that most of respondents respond positive on these measures. 53% agree while 28% they are neutral and 9% they strong agree. Finding showed that government has reviewed many policies and regulations that govern government operations by making them feasible; however many respondents have still doubt about adherence these measures because of unpredictability of adherence.

Table 20: Policies, rules, regulations, and principles support CSC

Scale	Frequency	%	Cumulative %
Strong Disagree	0	0	0
Disagree	0	0	0
Neutral	9	28	28
Agree	17	53	81
Strong Agree	6	19	100
Total	32	100	

(xviii) Top leaders (i.e. Permanent Secretary, Secretary) are committed to the reform

Table 21 shows that most of respondents indicating that organizational leaders they are forefront in bringing change. 56% strong agree and 34% agree while 10% they are neutral. This implies prudent selection of leaders by the government. Since improvement in service delivering processes should be engineered from the organization, understand and commitment of organizational leaders played a big role for CSC utilization.

Table 21: Top leaders (i.e. Permanent Secretary, Secretary) are committed to the reform

Scale	Frequency	%	Cumulative %
Strong Disagree	0	0	0
Disagree	0	0	0
Neutral	3	10	10
Agree	11	34	44
Strong Agree	18	56	100
Total	32	100	

(xix) Service delivery improved due introduction of CSC

Table 22 shows most of respondents agree that there is improvement of service due to CSC introduction. 47% of respondents agree while 28% they didn't able to indicate their position because they are not able to different whether only CSC is or the whole reform that led to service improvement. On other hand 25% they strong agree. This indicates positive contribution of CSC on improving service by allows people to provide the opinion as well participate on improving public service.

Table 22: Service delivery improved due introduction of CSC

Scale	Frequency	Percent	Cumulative %
Strong Disagree	0	0	0
Disagree	0	0	0
Neutral	9	28	28
Agree	15	47	75
Strong Agree	8	25	100
Total	32	100	

4.3 Challenges Encountered from CSC Implementation

Table 23 show different areas that repeated respondents pointed out as major challenges and thus hinder CSC utilization. The challenges summarized in table 23 and they coded according to the frequency of respondents for easily interpretation and understanding.

Table 23: Challenges facing utilization of CSC in the organization

Challenge	Frequency	%
1. Low awareness of citizen on government service and procedure to claim their right	3	9
2. Inadequate government communication strategies	1	3
3. Lack of ownership of public service by stakeholder due to weak participation	2	6
4. Weak implementation of complaints handling mechanism	3	9
5. Weak Monitoring and Evaluation	2	6
6. Irregularly review and upgrading government business processes	4	13
7. Low motivation (including pay and other incentive)	3	9
8. Unpredictable enforcement system (Rewards and Penalty)	5	17
9. Reluctant of some public servants to change their mind set	3	9
10. Poor infrastructures including ICT support	1	3
11. Lack commitment to some of leaders about reform initiatives	2	6
12. Inadequate attention from political leaders about reform initiatives	3	9
Total	32	100

4.4 Suggestion and Issues that needs improvement for future CSC implementation

Table 24 show that areas that repeated respondents argued that need improvement in future CSC implementation. Areas for improvement summarized in table 24 and they coded according to the frequency of respondents for easily interpretation and understanding.

Table 24: Issues that needs improvement for future strengthening CSC implementation

Area	Frequency	%
1.Clear training based on the train need assessment	3	9
2.Policies, regulation and strategies should by more participative	2	6
3.Consistent allocation of resources		
4.Minimizing bureaucracy by continue improving service processes	3	9
	5	16
5.Continuous awareness creation to the citizen		
6.ICT should be taken seriously to improve delivery processes	5	16
7.Clear sanctions and rewarding mechanism	6	19
8.Commitment of leaders to the reform (including timely decision based on Monitoring and evaluation)	6	19
	2	6
Total	32	100

4.5 Discussion of the Finding

As pointed from the beginning of this study, CSC which is among performance management tool introduced in Tanzania public service over a decade with a view of bridging the gap between citizen and public organization. Specifically, it provides information to both parts about the demand of citizen, responsibility of both government and citizen and service delivery processes. On other hand, it enhances transparent, efficacy, effectiveness and accountability in public service delivery.

Analysis from the finding of this study indicated that government has institutionalized CSC system in most of government organization. Thus, with consideration of all established factors/ areas in this study, CSC has showed positive contribution towards service delivery. The study demonstrates various areas and the way they support CSC implementation.

Starting from awareness of clients (could be stakeholders or citizen in general) about 75% of the respondents agree and 19% strongly agree that clients informed about existent of

CSC and all service offered under CSC. Similarly, about 50% agree and 16% strongly agree that the general public that considered were as stakeholders of organization have informed about the service offered and even delivering processes. On other hand, 44% of respondents agree and 12% strongly agree that their organization incorporate clients' opinions in the plans and also engage them in management of public service. From this analysis, it is showing that most of clients especially those active clients and most those close with organization they have informed about most service and way of claim their right as according to CSC. However, it is difficult to justify to the majority of the citizen since most of them they live in rural areas, they even do not know to read or write.

Another area examines the way CSC is supported from the implementation of communication strategy. 41% agree and 9% strong agree that their organization normally send the feedback to the clients about implementation of CSC standard and even organization performance. Also, 28% respondents agree and 12% strongly agree about openness of government operation to the public. This data are not very convincing particularly openness of the government. On other hand, most of respondents declare that a lot of effort government have done to ensure there is smooth communication with its people, include introduction of communication unit to every organization, organization website, government windows, public events where majority of citizen able to meet direct with government official. The finding shows that government have done a lot in this area, it is time now for individual sectors to show more commitment in implementing this area.

The area concerning capacity of public servants to implement and manage CSC shows 56% agree and 22% strongly agree that the organization have skilled human resource that can able to set CSC standard, implement and monitor them. At the same time, 34% agree and 21%

strongly agree that training have been provided to the public servants according to the need assessment as a way to bridge the performance gap. Regardless the effort undertaken, sustainability of training for consistent CSC performance is still very important. Also, retaining of skilled employees need to be highly considered by government as well.

Another factors is regarding complain handling in public service, about 56% agree and 25% strongly agree that complaint handling arrangement is well installed across the government that will allows citizen to claim their right which is an idea under CSC objective. Also, 50% of responded agree and 22% strongly agree that CSC system has impacted citizen to complain and claim for better service. This has showing smooth way complaining against poor service and even remedies for the citizen right.

Aspect concerning Monitoring and evaluation, 85% of respondents strongly agrees and 9% agree that monitoring and evaluation system is installed in all government origination of which allows tracking implementation of CSC standard. Similarly, 41% of responded agree and 6% strongly agree that organization prepare implementation performance report, discuss and take action with purpose of improving service. This finding shows that M&E system is in place however, most of them have doubt on consistence in taking actions against M&E opinion.

The analysis from the question concerning whether public service comply with CSC standard shows 27% agree, 25% they strongly agree. The finding indicates many improvements in public sectors have been noted however bureaucracy and unnecessary processes in delivering service still experienced. This because regulation or principles are rigid and public service considered more to these measures compared to innovation brought such as from CSC.

Increasing of performance is normally believed to be correlated with motivation. The finding shows 50 % agree, 9% strongly agree that incentive were provided to public servant to

motivate them to increase compliances in their responsibilities. Since employees responsibilities are aligned with commitment established in CSC, motivation play big a role to the achievement of CSC objectives. However, the finding noted there still low payment to the public servants in spite of gradual increase of salary, also uneven motivation in the public sector is a big challenge (could be both salary or allowances and other even none-monetary incentive such training). On other hand, non monetary incentives showed that it played a big role in public service such as job security, training, workshops and exposures.

The aspect concerning enforcement and rewarding arrangement in public service, finding shows only 10% of respondents agree and 6% strongly agree. Since CSC was introduced with a focus of changing public service from business as usual to results oriented, hence carrot and stick is very important to increase compliances especially when employees still resist change. But the finding from study indicating that implementation of enforcement and rewarding mechanism is not clear and is unpredictable.

Readiness of public servants is crucial for reform realization including CSC, analysis shows 44 % of respondents agree and 9% strongly agree. The finding showing larger parts of public servants they willing to adopt and support changes brought by reform initiatives. This implies also CSC system get support in government machinery since it requires positives mindset. On the broader sense, this shows that public servants have increased their responsibilities and compliances to the citizens' need. However, in another dimension change of mindset is long process and it still requires many and continuously interventions from the government.

Another issue reflects the infrastructures including e-government, 47% agree and 25% strongly agree. This reflects long effort of government to improve working place and service

delivery facilities. On other hand, the finding indicating that government has established e-Government which facilitates ICT usage in public service. Also, government builds national ICT fiber that will help to reduce cost of ICT utilization. In this regards, it is obviously for public service to experience timely in service provision, transparency, efficiency, effectiveness and simplification in service delivery by reducing bureaucracy and red tape which is CSC idea.

Regarding the policies and regulations, 53% respondents agree and 9% strongly agree that support CSC implementation. Although, this area involve continuous process such reviewing and developing new measures. The government have reviewed most of polices and laws to reflect the current reform era including strengthening policy formulation and approval institutions. Recently, most of these guiding measures were developed by ensuring there is feasibility in terms of performance and results. However, implementations of the policies will always liaise under specific sectors; hence there is a need for closely supervision by government in order to insure implementation of developed policies.

The area concerning leadership, 56% of respondents strongly agree and 34% agree that most of the recently leaders they are committed to bring changes in public sectors. Since CSC also requires leaders that understand citizens' needs and one that are able to engineer changes in delivering processes, the government showed prudent in selecting institutional leaders for long time. However, on other hand, political leaders have observed to have more voice over the public servants. It is therefore important for political leaders to increase their commitment on implementation of CSC and reform in general.

4.6 Assessment of Arguments Portrayed based on Difference between Respondents Group

As noted from table 2 in this chapter, the respondents participated in study were Chief Executives Officers (CEOs) - accounting officer of organization, Directors or Principles of Departments, Senior Officers with experience of more than 8 years in public service and last category were Junior Officers since they serve less than 7 years in public service.

Starting with executive directors or accounting officers, these were the top level of respondents that participated in this study. Of the seven COEs, one came from Agency, two from independent departments and four from religions. In other hand, these respondents are counted as among the top leaders in public service. Most of them indicated that they have worked with public service more than 25 years. They are in this position not only based on their experience but also hardworking, level of education, understanding and creativity in improving public service. It was a good opportunity for researcher having conversation and get input from such kind of people since they understand more about the reform especially changes brought from CSC in the public service. They evidently argued that there are many positive changes brought from CSC as well as challenges encountered the utilization. In short they declare that CSC helped in improving service delivery especially in reducing the red tapes and increasing trust of people to their government.

The second group of respondents was the directors and principles of the organization departments. Most of them they have experience as CEOs and few of them they have at least more than 12 years in public service. Most of them they understand CSC they have participated in implementing it and they accept many improvement came from the charter including attention of government to the citizens' demand. However they also accept that there are many challenges as shown in table 23 that needs necessary action from the government.

The third group of respondents was the senior officers and they have at least more than 8 years in public service. Most of them they understand reform initiatives however some of them facing difficult to differentiate whether changes brought from either CSC or the entire reform interventions. Most of them they arguing that reform were abandoned since the ended of reform programmes. A government has reduced the fund for reform and related activities. However they accept there is uncountable improvement from the reform initiatives.

The fourth respondents group was categorized as junior group; this group has less than 7 years of experience in public service. This group represents few respondents that got opportunity to participate in this study. It was argued by President's Office that reform in public service is technical and dynamic phenomena. It difficult for junior officers to understand well the reform trend and changes encountered. Under this study these officers they declare to understand the CSC standard and commitment and they argued many services were provided based to the CSC standard, however in many cases adherence of the standards is difficult due to many inadequacies experienced public service such number of staff.

CHAPTER FIVE

Case Studies and Best Practices of Services Improved Due to CSC Implementation

This chapter pointed out case studies in terms of areas that have shown remarkable change following the adoption and implementation of CSC. The researcher presents the observed cases, also those noted from the respondents as well as from reform documentation in addition to the information collected in chapter four. In other dimension, the purpose of this chapter is to support findings documented in chapter four due to small size of sample involved in the study.

The following are the cases studies or explanation that proves the remarkable success in service delivery due to CSC implementation:-

5.1 Case from Tanzania Food and Drug Authority (TFDA)

Tanzania Food and Drug Authority (TFDA) is an organization that responsible with approving the quality of all drugs and food for human use or animals which produced or imported for Tanzanian use. The approve is not a simple or short processes, it involve a long processes that include different institutions such as Ministry of Health, Tanzania Revenue Authority, Tanzania Bureau of Standard and others. In short it involves various practitioners with triangular discipline. It was experienced for long period, TFDA clients complained about such bureaucracy. Because it took them long period and huge cost to complete the process and some time they fail to complete. Following that Tanzania experience number of unintended activities such as importation and selling drugs and food without approval from the TFDA, and most of drug found in stores were either fake or under-standard.

Hence, along with reform initiatives, TFDA managed to develop CSC that clearly developed based on challenges experienced and future expectation of the clients. Clients demanded to have at least one point where they could access the whole complete approval procedures. Therefore, in 2008 TFDA has established a **‘one stop service center’** in which clients’ receive all services under one roof as a way of responding to citizens concerns on cumbersome processes. Currently, approval of foods and drugs and permit are provided within a shorter period of time. In end 2012, TFDA was documented in various reform reports and donor reports that have managed to achieve remarkable result due to implementing CSC.

5.2 Case from Ministry of Health and Social Welfare (MoHSW)

The responsibility of Ministry of Health is well known and it can be similar in world wide. In case of Tanzania, since it is less developed country, it is facing challenges not only in economic sectors but also in health sector. Inadequate capacity of hospital in term of modern technological equipment and knowledge makes Tanzania to allow referral treatment abroad to some of patients that suffering critical sickness and that difficult to cure within the country.

Hence, following the reform interventions, through CSC MoHSW had conducted several discussions with their clients, and one among the issues that complained and noted by many people was difficult processes of getting approval for referral treatment abroad. It was noted that process was not only difficult but sometime is considered as impossible for normal person to access the approval certificate. On other hand, very few people that managed to get the approval it took them four month to six month to complete the approval process.

Through effective use of feedback mechanism which introduced under the charter, MoHSW has started to ensure that is complying with the standard set in CSC to reduce time for

referral approval. Thus, recently the ministry has reduced number of days taken to process requests and permits for referral treatment abroad to one month from average of four to six month. It is argued from many beneficial that the process was simplified and it clear known to those applied for this service and above all many people will be saved now.

5.3 Case from Ministry of Home Affair (MoHA)

Ministry of Home Affair through Immigration Office has also faced complaints for long period of time. Getting passport it was cumbersome processes, someone can stay on very long queue, and the worse it might requires the same for more than five lines with different processes. Someone can finish registration process for more than a week and thereafter, requires waiting for three to six month in order to get a passport. The process was serious hard to many people particularly the employees because they stop going to their job for more than a week to complete immigration requirement. At the same time it pushed someone to visit immigration everyday looking whether passport is already made or not for such period of three to six month. Unclear processes invited many problems in sector such as corruption.

Under reform initiatives, it was agreed during formulation of charter of Immigration Office to improve process of releasing passport by reducing number of days and simplify the registration process. Therefore, since mid 2000s the process was very well improved. First the building was constructed that facilitate all units that responsible for immigration and passport to work under one roof, the process was computerized and currently-it take someone few hour to complete all form required for passport and it takes only 7day to receive a passport.

5.4 Case from Ministry of Industry and Trade

Ministry of industry and trade for long time has faced series of complaints from the people that need to invest and establish Business Company in Tanzania. Although Ministry of Trade have mandated to register companies but the process involve many actors from another other institutions such as Tanzania Revenue Authority, Investment Centre, social security agencies, workers compensation authorities and other more office depending on the nature and duties of proposed company. The processes took more than six month and it was very difficult particularly for the foreigner since it needs to travel from office to another and at every office clients required to make separate appointment, which sometime the appointment were not fulfilled. At the end the country lost many investors which could support on country economic growth.

Thus, through CSC the ministry had promised to improve the process by simplifying such bureaucracy. The ministry introduced the agency in very early 2000-Business Registrations and Licensing Agency (BRELA) which has core function of facilitating Registration of Business Companies. Currently, many process have been computerized, clients can search names of business companies in BRELA website, and can come up with name that they desired for new company within less than a minutes. The registration now is less than a month and the clients are facilitated by BRELA in all process to ensure smooth procedure in all steps.

5.5 Case from President's Office

President Office through Public Service Management Office, has also for long period faced a series of complaints from the public servants particularly new recruited servants because

the process of including them in payroll took more than six month, same as when servants promoted, the incremental of salaries took more than a year some time.

Thus through implementing the CSC commitment, government promised to improves the process. In late 2000s the government established comprehensive payroll system known as Human Capital Management Information System (HCMIS) which managed to reduce complaints from the public servants since new recruited were registered in the system and get salary within same month of recruitment. On other hand, promotions recorded are instantly upgraded together with salaries. This reduced accumulation of debt to the government.

Moreover, President's Office has introduced an agency known as E-Government Agency that has responsibility among other to strengthening awareness creation to the citizen particularly user of government services. This was also one among the major intention of introducing CSC. E-Government has introduced the government window which provides information from all public sectors and organizations. The window has simplified access of government information's as compared when someone need to look separate website from different public organization of which most of time they are inactive.

5.6 Other Remarkable Cases

Further remarkable achievement from CSC implementation was under Tanzania Revenue Authority in collaboration with Ministry of Defense they have management to open one stop center that facilitate registration of driving license which replaced old unclear procedure. On other hand, through taxpayers' charter TRA have computerized many services such as motor vehicle registration and payment, which now clients can use own phone to make payment instead of standing on queue at TRA the whole day waiting for payment.

CHAPTER SIX

Summary, Conclusion and Policy Recommendation

This chapter briefly summarizing finding from the research study, in particular highlights problems of statement, the purpose of the study, comparison of finding and literatures review and methodology used. Also, it provide conclusion of the study, limitation of the study and recommendation for future improvement.


6.1 Summary


Along with implementation of public reform initiatives, Tanzania introduced CSC in order to increase respond to the citizen's need by engaging them in management of public service delivery. It is more than decade since adoption; hence this study came to assess the effectiveness implementation of CSC in public service. The broader objective of the study includes examining the contribution of CSC in improving public service delivery.


The research study was conducted in the 33 public organizations, of which 32 are the main CSC implementers and one organization is main public service reform coordinator in Tanzania. Assessment was undertaken to the 32 organization, while the coordinating organization helped the researcher with broad information about implementation of CSC. The respondents answers were in five categorized '1-Strongly disagrees; 2- Disagree; 3- Neutral; 4 – Agree; 5- Strongly agree'. The results interpreted as agree when the sum of score of agree and strong agree is more than 50 %.


6.1.1 Summary of the finding from interviewed respondents:

According to the findings, most of statement constructed was interpreted as agree because the sum of agree and strongly agree was above 50%. Thus, from the finding of the study the researcher can able to argue that CSC have contributed to improve public service delivery, in spite of number of challenge that have been noted. Highlight of the finding were presented into 11 category that also related with the factors constructed in this study (see conceptual framework chart 3) as follows:-

-  *Citizen awareness:* 75% of the respondents agree and 19% strongly agree that the clients aware about CSC presence. Also, 50% agree and 16% strongly agree that the general public have informed government service. On other hand, 44% agree and 12% strongly agree that they involve clients and citizens opinion into their plan.

-  *Communication strategy:* 41% agree and 9% strong agree that they send feedback about CSC implementation. On other hand, 28% agree and 12% strongly agree about openness of government.

-  *Capacity of public servants:* 56% agree and 22% strongly agree that they employees capable for CSC management. Similarly, 34% agree and 21% strong strongly agree that training have been provided to bridge the performance gap

-  *Complain handling mechanism:* 56% agree and 25% strongly agree that complaint handling is in place. Also, 50% agree and 22% strongly agree that CSC system has impacted citizen claim for better service.

- ✚ *Monitoring and evaluation*: 85% strongly agrees and 9% agree that monitoring and evaluation is in place, while 41% agree and 6% strongly agree that they take were taken to improve CSC implementation base on monitoring and evaluation recommendation.
- ✚ *Business processing improvement (compliance with CSC standards)*: 27% agree and 25% they strongly agree that service provision complied with CSC standard.
- ✚ *Motivation to public servants*: 50% agree, 9% strongly agree that incentive were provided to increase compliances.
- ✚ *Sanction and rewarding system*: 10% agree and 6% strongly agree concerning existence of enforcement and rewarding mechanism.
- ✚ *Readiness of public servants*: 44 % agree and 9% strongly agree about readiness of public servants to support reform.
- ✚ *Infrastructures*: 47% agree and 25% strongly agree on availability infrastructures including e-government.
- ✚ *Policies and Regulations*: 53% respondents agree and 9% strongly agree regarding the policies and regulations that support CSC implementation.
- ✚ *Leadership*: 56% strongly agree and 34% agree regarding commitment of leaders to support reform.

6.1.2 Summary from observed Case Studies/ Best Practices on CSC implementation:

Researcher presented various case studies showing the best practice observed from CSC implementation, the case studies was presented to support findings obtained from the respondents and from the secondary data. It was observed that CSC resulted remarkable change by reducing complaints from the citizen and minimizing time of service delivering. Among the areas showing remarkable result of CSC includes:- Approval of drug and food produced domestic and imported; Referral treatment abroad; passport registration, business company registration; public service payroll management; provision of government information, driving license, and vehicle registration.

6.1.3 Summary of answers to the three established research question based on finding:

Research question one: What are the initiatives undertaken in insuring institutionalization of CSC in public organization?

The finding on this particular question showed that CSC was installed and is in operational to the most public organization (MDAs). Above all, the government has been implementing other factors/ areas that support and increase utilization of CSC in public service. These include: ‘development of CSC guideline that specify standard and service processes from all MDAs, regularly training to the civil servants in order to meet performance standard, regularly awareness to the citizen on public service through established communication strategy. Also CHM and M&E were established to insure smoother and adherence of standard, motivation as well as infrastructures were improved to increase compliances. On other hand, development of leaders including training, exposures and empowerment received highly attention.’

Research question Two: What are the factors contribute for success and failure of the CSC system?

Based on the finding, most of statement constructed was interpreted as agree due to initiative undertaken and contribution of CSC to the service. According to finding, *factors that contributed to the success* of this achievement including the following:-

- ✓ Adoption of communication strategy resulted introduction of communication unit in all government office which have smoothen process of advertising of government and management of complaints.
- ✓ Existence of M&E system although was it still need to be strengthened.
- ✓ Willingness of most of public servants to agree the change.
- ✓ Existence of supportive infrastructure such as national ICT fiber it is reduced cost of ICT issues and it encouraged use of ICT. Many services have been improved as CSC directing.
- ✓ Feasible policies and regulations which allows business processes improvement (PBI) for effectives and efficiently service delivery. Also allows motivation to the public service in both monetary and none monetary.
- ✓ Commitment of leaders especially started from the 4th government. President (The experience B. Mkapa) was a champion to the reform particularly to his policy of open government and people participation.

On other dimensions, since not all constructed assumption respondents agree: This implies that there are still some of areas that were not yet implemented comprehensively and therefore contributed to some failure. Based on the finding the following are the summary of *factors that contributed to the failure* of CSC achievement:-

- ✓ Large population live in rural areas also most of them they cannot read or write. Hence it is difficult for them to access CSC documents, website or media. It is difficult for them to know about public service
- ✓ Low and unbalanced incentive provision in public service demoralized the performance from some of the sectors.
- ✓ Lack of clear comprehensive sanction and rewarding mechanism that can allow competition of performance in public service.
- ✓ Change of political regime. This hinders the continuation of reform initiatives, because public reform is not a priority.

Research question Three: What are challenges affecting institutionalization of CSC in public services?

Despite of achievement noted from the finding, still there is number of challenges that were encountered from CSC implementation. This include, lack of information about public service to a larger population especially in rural areas; Inadequate implementation of communication strategies; lack of ownership of public service by stakeholder due to weak participation; weak implementation CHM and M&E; Irregularly review and upgrading government business processes; low motivation (including pay and other incentive); unpredictable sanction and rewards mechanism; still some public servants reluctant to change their mind set, inadequacy of infrastructures including ICT support; lack commitment to some of leaders towards reform initiatives.

6.2 Conclusion of the Study

The finding from the study showed that CSC was institutionalized across the government, most of MDAs they have the system and they are operationalizing it. On other hand all factors/ areas/ or variables that were established under this study most have been well implemented by the government and at larger extent they have contributed success of CSC achievement.

Therefore, based on the result obtained from the interviewed respondents (chapter 4) and from the case studies (chapter 5), researcher can conclude that adoption of CSC in public service have positively contributed to improve service delivery, in spite of number of some challenges that have been noted.

The findings from the research study comply with the arguments from the literature review in the chapter two of this paper. It was argued among others things that CSC provides a linkage between government and citizen by allow citizens to participate management of public service delivery which resulting the increase of government responsibility and compliances to the citizens' need.

Regarding the limitation of the study, the researcher has selected Ministries, few Regional Office and few government agencies. Most of them are in capital city-Dar es Salaam in order to simplify collection of data; however there is hundreds of other public organization such as local governments which are direct involved in delivering of public service. Not only that, also general citizen which are the main stakeholder of government services. Therefore, the finding from this study may be biased to represent the real situation of CSC and relationship between government and citizen.

6.3 Policy Recommendation for Future Improvement

Base on the objective of the study and the finding from the research, the researcher came up with the recommendation which was presented in six areas:-

- (i) *Communication strategy*: There is no robust communication framework and strategy for sharing information on public policy issues. Public organization should strengthen communication strategies and use them to raise citizen's awareness on their rights and hence demand better services from the Government. On other hand, Stakeholders' participation does not receive due attention: 'the involvement of stakeholders is somewhat superficial and patchy'. There are serious concerns on the modalities and extent of participation. Therefore, government should strengthen participation arrangement.
- (ii) *Business process improvement*: Public organization should install in-house business process improvement (BPI) and integration mechanisms or units as a precondition for viable CSCs and streamlined service delivery.
- (iii) *Sanction and Rewarding Mechanism*: President's Office should introduce a clear mechanism for sanctions and rewards for enhancement of quality public services delivery; for example introduction of competitions among public organization.
- (iv) *ICT Application*: Public organizations should adopt the use of ICT for improvement of management systems and business process across the public service. They should re-engineer business processes, computerize them and apply ICT to reduce bureaucracy in

service delivery. They have to take advantage of existing Government Portal and e-Government.

- (v) *Monitoring and Evaluation*: Despite of existence of monitoring and evaluation arrangement, still it is weak in terms of implementation of the system. Since this important link in implementation of the CSC, government should strengthen monitoring and evaluation units. Monitoring and Evaluation should be more focused on software acquisition instead of its functionality as a ‘Governance or Management Tool’.
- (vi) *Motivation to public servants*: Government through established Remuneration Board should undertake necessary action to harmonize of pay across the public service in order to attract and retain skilled employees to all public sectors. This will help achievement of CSC objective, since most of public servants were demoted with low motivation and uneven incentive within public sector.

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Annex I: Questionnaire

Question 1-19: Please tick a number on a scale of 1-5 (**1- Strongly disagrees; 2- Disagree; 3- Neutral; 4 – Agree; 5- Strongly agree**).

1. Are the citizen/ clients aware about existence of CSC and service offered by Public organization?
2. Are there regular awareness programmes for the citizens on service offered by the organization?
3. Did MDAs incorporates citizen/ stakeholder opinion into plan and considered in service delivery?
4. Are the feedbacks sent to clients/ citizens about charter or organization performance?
5. Is openness considered by government in service delivery?
6. Do organizations have skilled and knowledgeable staff capable of setting CSC service standard, implement, monitoring and evaluating with aim of improving service?
7. Has training been provided to the public servants with a view of addressing the gaps in meeting charter standards?
8. Is there Compliant handling mechanism (CHM) and it is able to manage all kind of complaints?
9. Do citizens/clients demonstrate a willingness to complain after the introduction of the charter?
10. Does the organization have Monitoring and Evaluation arrangement mechanisms capable of monitoring commitments and standard setting in the Charter?

11. Is there an Organization reporting, discussion and action taking mechanism with the view to improve service delivery based on charter commitments and standards?
12. Are the Services offered complying with service CSC standard (including timeline)?
13. Are the organizational employees motivated so as to increase performance and compliances?
14. Is there enforcement mechanism (reward and penalty)?
15. Are the organizational servants willing to support reform initiatives?
16. Does Infrastructures and working facilities (including e-government) support implementation of CSC?
17. Are the policies, regulations, rules and programmes connected with the implementation of Client Service Charter commitments?
18. Is there top leadership (Minister or Permanent Secretary or Chief executive) assigned to oversee the implementation of the charter including Complaints?
19. Are there any improvements in service delivery based on innovation or changes in business process?

Questions 20 and 21 briefly explain according to your experience

20. What are the challenges facing utilization of CSC?
21. What should be done to improve future CSC implementation?

Annex II: List of Public Organization Participated (Respondents)

Ministries

- ✓ Vice President's Office
- ✓ Ministry of Lands, Housing and Human Settlements Development
- ✓ Ministry of Defense and National Service
- ✓ Ministry of Education and Vocational Training
- ✓ Ministry of Home Affairs
- ✓ Ministry of Finance and Economic Affairs
- ✓ President's office and Cabinet Secretariat (State House)
- ✓ Ministry of Health and Social Welfare
- ✓ Ministry of Energy and Minerals
- ✓ Ministry of Natural Resources and Tourism
- ✓ Ministry of Community Development, Gender and Children Development
- ✓ Ministry of Information, Youth, Culture and Sports
- ✓ Ministry of East African Cooperation
- ✓ Ministry of Foreign Affairs and International Cooperation
- ✓ Ministry of Livestock Development and Fisheries
- ✓ Ministry of Justice and Constitutional Affair
- ✓ Prime Minister's Office
- ✓ Ministry of Industries, Trade and Marketing
- ✓ Ministry of Labour, Employment, and Youth Development
- ✓ Ministry of works
- ✓ Ministry of Agriculture Food Security and Cooperatives

 **Regional Administrative Secretariat Office**

- ✓ Iringa, Mbeya, Dodoma, Tanga, Dar es Salaam, Singida, Lindi and Morogoro

 **Agencies**

- ✓ National Bureau of Statistics

 **Independent Departments**

- ✓ Commission for Human Rights and Good Government
- ✓ Prevention and Compacting Corruption Bureau
- ✓ President's Office- Public Service Commission
- ✓ Tanzania Food and Drugs Authority

 **Department consulted at President's Office**

RCU, DMS, DP, DPD, DE, DHRD, DEP, DDMU, DMIS, and GCU