

**ASSESSMENT OF UTILIZATION OF CLIENT SERVICE CHARTER IN
LOCAL GOVERNMENT AUTHORITIES: A CASE OF
MOROGORO MUNICIPALITY, TANZANIA**

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**A DISSERTATION SUBMITTED IN PARTIAL FULFILLMENT OF THE
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ABSTRACT

Client Service Charter (CSC) has been introduced in Tanzania with the view of improving the quality of governmental service delivery, increasing the level of citizens' satisfaction and enhancing efficiency of bureaucratic apparatus. This study aimed at assessing utilization of this tool at Morogoro Municipal Council. The study focused on assessing disposition (cognition and reaction) of officials on CSC; examine the awareness level of customers on CSC with their demographic characteristics, assessing customer's satisfaction on the services delivered to them before and after introduction of CSC and exploring institutional factors put forward to influence utilization of CSC. A total of 150 respondents, 100 customers and 50 officials were involved in the study. Two different semi-structured questionnaires for customers and officials as well as a checklist of items for interview with key informants were used for data collection. Quantitative and qualitative approaches were both used to analyze the data from customers and officials. The findings indicated that; generally, officials had low cognition level on CSC. However, for the officials who were aware of the charter, they had positive reaction towards it. Customers also had low awareness level on CSC and among all demographic characteristics, only education was found to influence their awareness level on CSC. The study showed that there was an increase in satisfaction level of customers after the introduction of CSC within the Municipality. Furthermore, the study revealed that the Council has not promoted CSC effectively, the council did not have CSC committee, and there were no monitoring and evaluation mechanisms. It was concluded that, awareness levels of both customers and officials on this important tool were low. Despite an increase in satisfaction level of customers after introducing the charter in the Municipality, institutionalization of CSC in the municipality suffers a lot as the Council has not taken considerable measures in promoting the charter, formulating CSC

committee, monitoring and evaluating the charter. The study recommended that for effective utilization of the charter, the Morogoro Municipal Council should raise awareness of CSC to both officials and customers. The Council should also use all possible means to promote, formulate CSC committee and monitor and evaluate the charter in order to make it an effective working tool.

DECLARATION

I, Monica Mahoo, do hereby declare to the Senate of Sokoine University of Agriculture (SUA) that this dissertation is my original work and that it has neither been submitted nor concurrently submitted for degree award in any other institution.

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Date

The above declaration is confirmed

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(Supervisor)

Date

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DEDICATION

This work is dedicated to my beloved parents, Prof Henry Fatael Mahoo and Mrs. Nadhael Henry Mahoo who laid down the foundation for my education. I love you so much and may God bless you.

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LIST OF ABBREVIATIONS

CBO	Community Based Organization
CC	Client Charter
CMT	Common Measurement Tool
CSC	Client Service Charter
CSRP	Civil Service Reform Programme
LGAs	Local Government Authorities
LGRP	Local Government Reform Programme
LSRP	Legal Sector Reform Programme
MDAs	Ministry Department Agencies
OPRAS	Open Performance Review and Appraisal System
PSMO	Public Sector Management Office
PSRP	Public Service Reform Programme
SSC	State Service Commission
SPSS	Statistical Packages for Social Science
TV	Television
URT	United Republic of Tanzania

CHAPTER ONE

1.0 INTRODUCTION

1.1 Background Information

In the quest for quality delivery of public services around the world, governments in various levels have remarkably attempted several kinds of mechanisms to fulfill this mission. Among these, is the Client Service Charter (CSC) which is one of the tools introduced with the purposes of enhancing quality public service delivery (Drewry, 2005). Introduced by the United Kingdom in the early 1990s, CSC is now being used globally to improve the quality of service delivery and enhance public sector management (Mulgan, 1997; Mashinini and Villiers, 2001). For instance, Australia introduced its CSC in 1997, Canada in 2000, France in 1992 and Jamaica Citizens Charter in 1994 (Kaure, 1999; Drewry, 2005). Client Service Charter is also used in Africa with the same purpose of improving the quality of services provided. For instance, Uganda had its CSC in 2007, Kenya in 2003, and most recently Ethiopia in 2012 (Simataa, 2004; Drewry, 2005).

The Government of Tanzania recognized the potential benefit of using CSC as a tool for driving change towards a more client-focused approach throughout the public sector. In 2000, the concept of CSC was introduced in Tanzania as part of broader reforms in the public service with the aim of improving performance and service delivery of government to the public. This was done under the Public Service Reform Programme (PSRP) which was designed to implement the public service management and employment policy of 1999 (URT, 1997; Ngowi, 2013). Thereafter, all Ministries, Departments and Agencies (MDAs) and Local Governments Authorities (LGAs) were

required to strengthen the demand side of accountability and transparency through the use of CSC which is guided by the core principles of Public Service Delivery.

Arguably, introducing new tools and systems for performance management is one thing, but implementing them effectively and efficiently is a different thing (Bana, 2009). Studies have revealed that implementing the principles outlined within CSC has become a challenge in many public institutions (URT, 2006; World Bank, 2008; Ngowi, 2013). For instance, the URT (2006) report on CSCs show that MDAs were meeting 60% of their charter commitments while Ngowi (2013) and World Bank (2008) reported about the challenges faced by these institutions in operating under the CSC. But most of the studies have focused on the utilization of CSC in MDAs and not in LGAs levels. Therefore, the focus of this study was to assess utilization of CSC in LGAs to fill the existing knowledge gap on the implementation of CSC at local levels.

1.2 Problem Statement and Justification

1.2.1 Problem statement

Local Government Authorities have managed to introduce CSC in their institutions but despite its usefulness in influencing accountability and quality of service, there has been limited information on how it is utilized at local levels (Ulanga, 2008; Bana, 2009; Hoseah, 2009; Lufunyo 2013). According to Ulanga (2008) only one service delivery survey on the utilization of CSCs to some LGAs in Tanzania has been undertaken and has never been widely publicized and used as a basis for performance improvement. Furthermore, less than 30 % of the LGAs have managed to establish CSC committees to give information on the operationalization of the CSC within the institutions (Hoseah, 2009). Therefore, while local institutions assure customers and the central government that everything is being done as stipulated in the CSCs, questions arise as to whether

these changes to improve service provision and satisfy customers is being experienced or not by the officials and customers themselves. This study, therefore, investigated the officials' disposition on the CSC, explore institutional factors that influence utilization of the CSC within the council, examine customers' awareness on the CSC and the extent to which they are satisfied by the services delivered by the LGAs before and after the introduction of the CSC as one of LGA's performance management tools.

1.2.2 Justification of the Study

The need to undertake this study comes from the fact that there is limited information on the utilization of CSC within LGAs despite its great importance. In that respect, the findings from this study will add information on the existing body of knowledge on how LGAs operate under their CSCs. The findings from this study will be informative to public administration specifically PMO-RALG office since it will uncover the reality on the utilization of CSC within LGAs by determining whether they adhere to their CSCs. Also, the assessment of utilization of CSCs will provide information which can be used by policy makers to improve performance management of LGAs in the study area and others. This study will be supportive in raising awareness on CSC and help in knowing the citizens' perceptions of the service provisions of municipalities as well as their satisfaction level from the services provided.

1.3 Objectives of the Study

1.3.1 General objective

The main objective of the study was to assess utilization of client service charter in the Local Government Authority of Morogoro Municipality, Tanzania.

1.3.2 Specific objectives

The specific objectives were:

- i. To evaluate the disposition of the council officials on CSC in the study area.
- ii. To examine customer's awareness of CSC in the study area in relation to their socio-demographic characteristics.
- iii. To determine customers' satisfaction from the services delivered before and after the implementation of CSC.
- iv. To explore institutional factors influencing implementation of CSC in the study area.

1.4 Research Questions

The study answered the following research questions:

- i. What is the cognition (comprehension) of the council officials on CSC in the study area?
- ii. What is the reaction of the council officials on CSC in the study area?
- iii. To what extent are the customers' aware about the CSC in the study area?
- iv. Is there significant relationship between customers awareness level with their demographic characteristics?
- v. To what extent are the customers satisfied by the service delivered in the study area before and after the implementation of CSC?
- vi. What are the institutional factors influencing implementation of CSC in the study area?

1.5 Conceptual framework

A conceptual framework helps to indicate the most useful area(s) in which to focus limited resources and ensure that data collected are relevant to the objectives of the research. In the light of theoretical and literature studied, the conceptual framework for this study is shown in Figure 1. From Figure 1, the dependent variable i.e. utilization of CSC, entails the extent to which the institution is adhering to the set standards of the charter to provide quality services and conditions that are in place to facilitate the use of the charter. Utilization of CSC is expected to take place when there are indicators such as satisfaction of customers from the services provided by the municipality; presence of active CSC committee; promotion of the charter; review of the charter; and monitoring and evaluation of the charter. Commitment of the council officials to provide services in accordance to the charter to provide quality services will help increase satisfaction of the customers. Furthermore, commitment of the council to ensure that the established charter is promoted well and backed up by factors such as existence of CSC committee, reviewing process and monitoring and evaluation of the charter will result into effective CSC utilization.

From Figure 1, it is observed that utilization of CSC is influenced by independent variables which include; officials' disposition on CSC and customers' awareness on CSC. It is assumed that when officials' cognition on the charter is high and have positive reaction towards it, they will perform their activities in adherence to the charter unlike when they don't understand and have negative reaction towards it. By doing so officials will be providing quality services hence satisfy the customers. Furthermore, officials will also influence the customers to be aware of the charter and the principles outlined within it hence use it to demand quality services when other officials provide lip services.

Awareness of the customers on CSC which is influenced also by their demographic characteristics will help the customers to complain and demand the officials to provide quality services as indicated within the charter hence influence the utilization of the standards indicated within the charter. By demanding services as indicated within the charter, customers also will influence the officials to have knowledge on CSC as well as their reaction level which can be either positive or negative for the officials who are offended by these elements in their system.

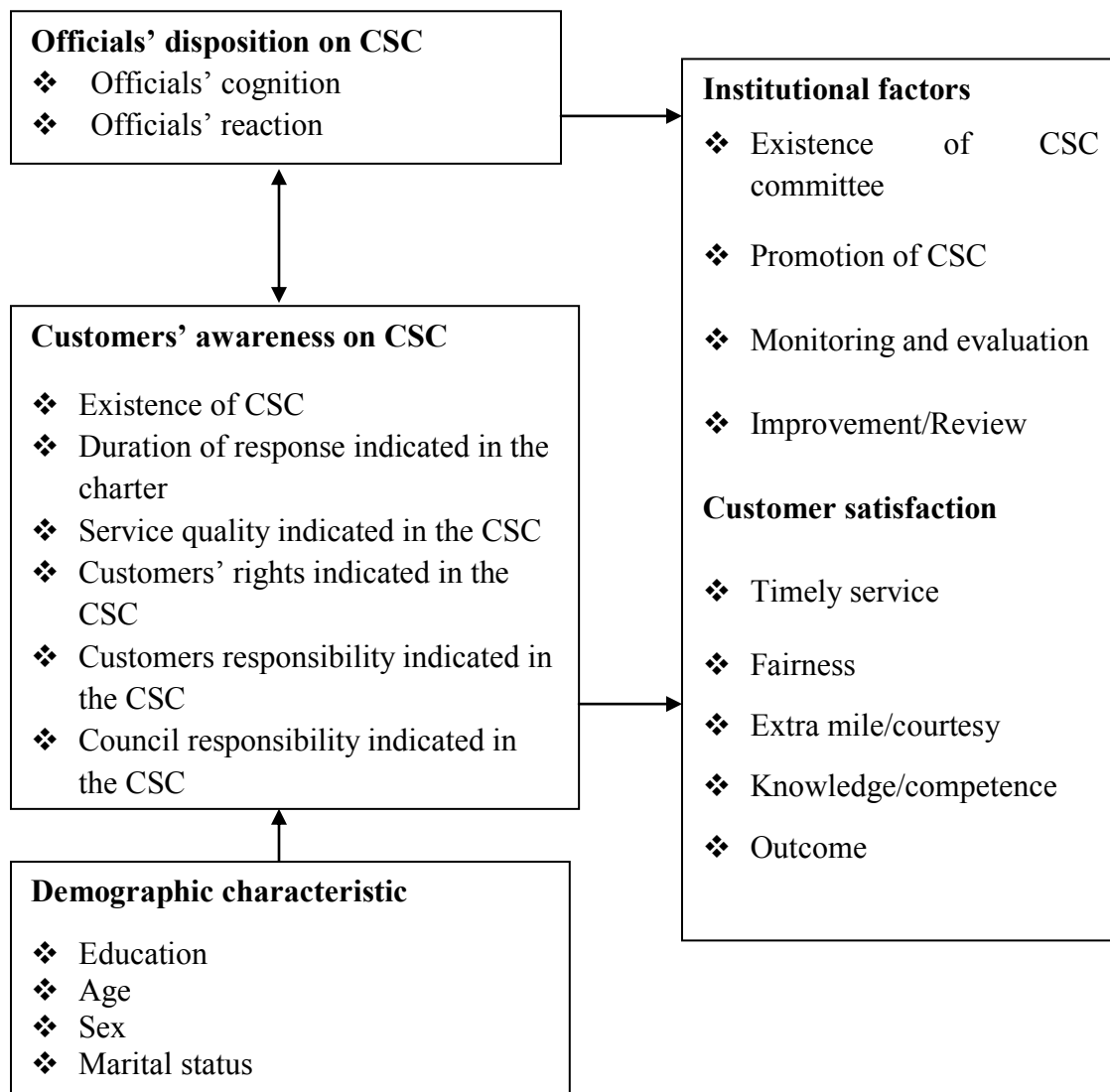


Figure 1: Conceptual framework of the study

CHAPTER TWO

2.0 LITERATURE REVIEW

2.1 The concept of Client Service Charter

Client Service Charter is a written commitment by an institution with its clients (Otteng and Jagero, 2014). It describes all the services the institutions offer, services standards to be adhered to, time for processing such service, duties, rights and responsibilities for both clients and the institutions. It also sets out feedback mechanisms including a system of handling public complaints (Rao, 2004). The charter is developed in consultation with its clients, staff and stakeholders that continually grow with the institution (URT, 2012a).

According to Tritter (2004), CSCs are public agreements between citizens and service delivery providers that clearly codify expectations and standards in the realm of service delivery. If designed and implemented correctly, CSCs have the potential not only to foster greater public satisfaction with a government's performance, but also to ameliorate corruption - related risks and provide benchmarks that stakeholders can use to monitor government's performance in the realm of service delivery.

Client Service Charter is one category of several non-electronic innovations that many Governments have adopted as part of their public sector reform programs (Njunwa (2011). According to Njunwa (2011), the desire behind these reforms has been to do more with less, empower citizens, enhance transparency and hold public servants accountable and enrich good governance. To achieve this end, Njunwa (2011) suggested that CSC was one of the options selected by many governments including Tanzania.

Client Service Charter in other literature has been also referred to as Citizen Charter (CC) or Service Charters (SC) which is also referred to as a document aimed at providing an opportunity to publicly and pledge agency's commitment to being a customer - focused organization (Torres, 2006). This document is a form of a mission, dedicated to customers. Client service charters also state agency's fundamental service principles, values, standards and feedback mechanisms (Sadler, 2000).

Client service charter in the marketing context can be considered as a tool for persuasion with all its associated ethical values and issues (Roberts and Rowley, 2004). Roberts and Rowley, (2004) allude on the charter that it provides and allow customers to be aware of the products quality, uses, benefits and price of the service/products.

2.2 Overview of Public Sector Reforms and Institutionalization of CSC in Tanzania

Public sectors reforms in Tanzania like elsewhere in the world have been a response to the needs of the society. These needs categorically are political, economic and social (Mushi, 2000; Yambesi, 2008). In the 1980's, Tanzania like other countries of Africa faced leadership, economic, political and social crisis which eroded the quality, quantity and the mode of service delivery in most of the public institutions (Lufunyo, 2013). In late 1980's, serving the citizen better became a major agenda so as to re - instate the legitimacy from the populace. Public institutions had to change the notion of serving the public as abstract and passive subjects hence treating the same as recognizable and respectable actors, capable of influencing policy, processes and making public institutions more responsive to the citizenry needs, demands and concerns (Kiragu, 2005).

At a global level, these challenges received a notable initiative so as to improve efficiency and effectiveness in service delivery by public institutions. According to Mutahaba and Kiragu (2002) cited by Lufunyo (2013), among the initiatives include the following examples: The National Institutions Renewal of Ghana; The public service reform Programs in most of the African countries; Financial Management improvement in Australia; and Administrative Management Project in Australia. Tanzania as one of the developing nations was not left outside the wind of change. The history is evident that the country had also embarked in addressing leadership, economic, political and social crisis through reforms which were aimed at bringing back hope and legitimacy to the populace. However, it should be noted that the 1990's reforms in Tanzania were not the only reforms in the history of the nations. Literature shows that substantial reforms in Tanzania have a long history dating back to independence in the 1960's (Yambesi, 2008; Kayombo, 2010).

In the late 1980s, the Tanzania government attempted to address the disastrous state of the national economy by breaking with the old socialist model. The government attempted to redefine the role of the state and gave greater space to the private sector institutions. However, these efforts lacked any effective implementation mechanism. Lufunyo (2013) argue that, the Civil Service, despite employing more staff than at any time in its history (350,000 in 1990), no longer had the capacity or the resources to develop and implement new policies. The reform of the Civil Service became a priority, and the Civil Service Reform Program (CSRP) was launched in 1991. CSRP implementation did not actually start until 1993, when the overall objective of achieving a smaller, affordable, well - compensated, efficient and effectively performing civil service was identified (POPSM, 2000).

Mutahaba and Kiragu (2002) argued that during this period, the CSRP focused on restructuring the overall machinery of government; regaining control over the payroll and the size of the establishment; recapturing the control of costs; retrenching surplus staff; and beginning the move towards commercialization, privatization and agencification. The focus was under the assumption that the new efforts would cater for improved public service delivery such as education, health, clean and safe water supply, roads and security services and hence improve the welfare of the citizens as key clients of government institutions. Given the limited impact on the quality of public service delivery under the Civil Service Reform Program, the Public Service Reform Program (PSRP) was launched by the Government in 2000. PSRP was designed in the pursuit of the vision, mission, core values and guiding principles that have been promulgated in the new Public Service Management and Employment Policy of 1999 (URT, 2000). The common mission of every public service organization under the ongoing reforms was “to deliver quality services to the people of Tanzania, with efficiency, effectiveness and the highest standard of courtesy and integrity”. The reforms, also aimed to create a new public administrative system and structures featuring compliance on legal instruments, coordinated operation, fairness, transparency, honesty and high efficiency for improved public social service delivery, management and hence promote sustainable economic growth (URT, 2003).

In order to achieve its goals, the government undertook other reforms to support the comprehensive Public Sector Reforms with similar aims and objectives. The reforms included Local Government Reform Programme (LGRP) for quality services delivery in the local Authorities, Public Financial Management Reforms to ensure efficient use of resources in spite of resource constraints, Legal Sector Reform Programme (LSRP) to

ensure rule of law and human rights are observed within public institutions. Other sectoral reform programs such as: - Education, Agriculture, Health, Security and Economic were designed to complement each other in service delivery to the public (Kayombo, 2010; Rugumyamheto, 2005).

To ensure that these reforms are implemented effectively, the government introduced several mechanisms to back up the reforms. Among the mechanisms were the management tools such as the Client Service Charter (CSC) and the Open Performance Review and Appraisal System (OPRAS) which have been put in place to ensure that there is accountability; ethics; professionalism and customer focused public organization (URT, 2007).

In addition, the CSCs in Tanzania is implemented in line with the code of ethics for public servants which also categorically spells out ethical standards to public servants during service delivery (URT, 2008). It is an un - deniable fact that the Client Service Charter is an economic, social and managerial tool which is instrumental to both individuals and groups as service users and providers where exchange of duties and responsibilities is made possible.

2.3 Principles of Client Service Charter

According to Fischer (2004), CSC needs not to cover every function and services an agency provides, or detail every aspect of service delivery. Rather, it focuses on the key information about the institution's service delivery approach and the relationship the client will have with that institution. The information includes: what the agency does and how to contact it; the standard of service clients can expect; responsibilities of the

institution; responsibilities and rights of the clients; and how to provide feedback or make a complaint.

2.3.1 Informing clients about the agency and avenues of communication

According to SSC (2008), the CSC must contain information that will help to ensure that clients and staff have a common understanding and recognition of the agency, and its relationship with its portfolio department or head organization. The following identification features are recommended: Agency's name and logo; what the agency or program covers; and who are the expected clients and stakeholders of that agency.

According to Otteng and Jagero (2014), client service charter is expected to contain statements on how clients and stakeholders can communicate with the agency. Contact issues covers: Key contact details such as postal or street address, phone, (telephone typewriter), fax or toll free number, email and website address; appropriate avenues to meet client needs including people with disabilities and people with English as a second language. Contact details (by area, regional, rural or remote sites if appropriate); and online services, whether via a web site, email or other electronic services (Sadler, 2000).

2.3.2 Service standards

According to McGuire (2002), service standards are measurable indicators or levels that are agreed upon to ensure that products or services are of the desired quality. Service standards clearly outline the level of service customers can expect when dealing with an agency or service provider. The main purpose of having a charter is to define the service experience the client will have with that organization and the responsibilities of both the agency and the client so as to measure the outcome of the service or the process of

giving the service. According to Donnelly (1995), improvements to overall expectations can only be objectively measured if service standards are set. Through the charter, service standards are set and staffs know what is expected of them (to comply with the set service standards) and the public will also be aware of the standards they can expect to receive. The charter should make clear the service standards are achievable and that a client can expect to have met on the majority of occasions. According to (Patterson, 1998; Fischer 2004; Tritter 2004; and Torres 2006) service standards indicated in the charter could include standards in one or more of the following areas of the service experience: Service quality; Timeliness and Relationship. These are further discussed below.

Service quality represents how well the service meets or exceeds the expectations of customers. According to Patterson (1998), service quality can be defined as an overall judgment similar to attitude towards the service and generally accepted as an antecedent of overall customer satisfaction. The basic idea is that charters set quality standards against which performance can be measured, and standards will rise as a result of the pressure that users can put on the service providers. Service quality related standards could include: Responsiveness (prompt referrals, availability of help in emergencies); Clarity (of letters, forms and publications, processes and other product information); Accuracy (of advice, information, payments or filled order); and Appropriateness (fit to clients' needs and circumstances).

Timeliness related standards cover the speed and efficiency of the administration of the service delivery process and the delivery of the agency's products. The standards could include time frame in responding to: Client contacts (letters, emails, phone messages); Processing (registration, applications, claims for products and services,

filling orders); Appointments (availability from time of booking, waiting times for a booked appointment to start); Emergency service (help where no appointment has been made); Telephone service (time to get through to a staff member, phone appointments); Availability of service or information online; and Complaint resolution.

Relationship related standards cover the client's expectations and understanding of their relationship with the agency and what it can achieve for them. Relationship standards include: Staff manner and interpersonal skills (friendliness, helpfulness, respect, sensitivity to the clients' individual needs, identifying themselves, explaining, listening carefully to the client); Advice (consistency, accuracy, impartiality); and Compliance (explaining clearly what the client needs to do; rights and responsibilities, mutual obligations).

2.3.3 Responsibility of both agency and clients

Most of the Client Service Charters documents categorically and explicitly provide the responsibilities between the service provider (who could be a person, a government agency, or private organization) and clients as users of the services/ goods. A service provider makes commitment to serve users as per set and acceptable standard of improved service quality, frequency openness and timeliness (URT, 2008). Furthermore according to Hill (2003), clients also should abide by certain codes of conduct, to help the agency provide good service to them and to ensure a successful ongoing relationship. Responsibilities of the client include the following: to treat agency staff with courtesy; to attend scheduled meetings punctually; to respond to requests for information by the institution accurately, thoroughly and in a timely manner; To abide by any legal

requirements and other obligations that clients are to meet in order to be eligible for payments or services sought.

2.3.4 Client rights

According to Little (2003), CSC lists the rights that citizens can expect from public institutions and introduce especially in European continental countries the notion of putting citizens or users first. Similarly Drewry (2005) argued that CSCs set out the rights of clients and what they can expect from an agency. Among the rights stated within the CSCs includes: the right to review and appeal; the right to lodge a complaint; the right to privacy and confidentiality; the right to see information (Freedom of Information obligation); and the right to access services, facilities and information in a manner which meets their needs.

2.4 Theoretical Framework

Policy Implementation Process Theory

The policy implementation process theory was developed by Meter and Horns (1975). Meter and Horn (1975) describe policy implementation process as encompassing those actions by public and private individuals (groups) that are directed to the achievement of objectives set forth in prior policy decisions. The theory involves actors and factors of policy implementation within a single organization. Meter and Horn (1975) expressed their expectation that, effective participation and goal consensus by the policy implementers and the group toward which it is directed have a great effect on policy implementation process. Participation during CSC formulation leads to staff recognition and positive reaction to the charter as well as high level of citizens' awareness on it hence making use of it. Also, in their model, they identified factors within an institution

that shape linkages between policy and performance. In case of CSC, existence of CSC committee; promotion of CSC; review/improvement; and monitoring and evaluation of the charter shape linkages between policy and performance. So, taking this into account the present study is seeking to answer some theoretical questions like to what extent does the officials in Morogoro Municipal council accept and approve CSC. Is utilization of CSC backed by factors like presence CSC committee, promotion, review and monitoring and evaluation in the council? Are people aware and feel a part of the process of CSC utilization in Morogoro Municipal Council?

2.5 The Disposition of Implementers

Disposition of implementers refers to the willingness and commitment of the implementers to carry out a given policy (Edward, 1990). This is based on the idea that policy implementers must not only know what must be done and have the ability to do it, but must also have a desire and tend towards a positive attitude when carrying out a given policy. Consensus over policy goals and objectives by the implementers is essential for effective utilization of CSC. Policy makers assume that policy goals and objectives are shared by implementers, but many studies show that policies often carry vague, unresolved or conflicting meanings to them (Matland, 1995; Hill, 2003; Likangaga, 2012). The implementers often work under incomplete, inaccurate, or simply idiosyncratic understandings of what policy in this case CSC means to them or their everyday work practice (Meter and Horn 1975; Pressman and Wildavasky, 1983). In this respect two elements of the implementers' disposition may affect their ability and willingness to carry out the policy: (a) their cognition (comprehension or understanding) of the policy and (b) direction of response towards it (acceptance, neutrality and rejection).

2.5.1 Cognition of Implementers

General cognition of implementers towards new change has a bearable mark on its success or failure. According to Meter and Horn (1975), the implementers' understanding of the general intent as well as specific provisions of the policy is very crucial. The chances of realizing principles of CSC hampers if officials are not able to comprehend the policy itself. According to Grindle (1980), an implementer might know what the policy means or consists of in broad terms but he/she may lack knowledge for carrying out the duties required. As a result implementers tend to comprehend the policy through their own interpretation which sometime maybe wrong. According to Mang'era (2013), when implementers' cognition on CSC principles is high results into utilizing of the charter effectively.

2.5.2 Reaction of Implementers

Client Service Charter initiatives have tendencies to inculcate certain new values, habits and practices in bureaucracy (Sushmita, 2010). If some elements of CSC offend the value system of the official or staffs of the organization, this may lead to open defiance or outright rejection of CSC provisions. According to Edward (1990), implementers must also have a desire and a positive attitude when carrying out a given policy. Implementers may fail to execute policies faithfully because they reject the goals contained in them while wide spread acceptance will enhance greatly the potential for successful policy execution (Hill, 2003).

2.6 Awareness of Clients on Client Service Charter

According to Rothstein (2000), awareness on CSC refers to the chances of realizing the key elements which are within the Charter. Rothstein (2000) indicated that awareness of

the CSC is related to the critical success factor of implementing the CSC as it permits people to read and derive a correct meaning from various government documents. He argued that, “it is scarcely possible to carry out a program successfully however ingeniously designed and well-organized its implementation may be, if it does not enjoy the confidence of the group toward which it is directed.” If there is a higher level of awareness among citizenry, they may shape their ideas better for the support/or rejection of the proposed programme.

According to Thomas and Grindle (1990), awareness on CSC is very important as the citizen will be likely to use the acquired knowledge to demand accountability consonant with the prescriptions of the charter. Moreover, a conscious citizenry is more likely to hold public officials accountable if they provide lip service. Sadler (2000) presented a good example of importance of public awareness on CSC by using the UK case study. He reported that in UK after raising citizens’ awareness about their rights in relation to services provided by government agencies indicated in the charter, there were some positive impacts on culture change among service seekers.

Education is one of the important socio-economic factors which determine the awareness level of citizens to CSC (McGuire, 2002). According to McGuire (2002) well educated citizens are more receptive to new ideas and new ways compared to those having low level of education. McGuire (2002) argued that, the way of thinking and looking towards the surrounding environment depends on the attitude of that person which in most cases is determined by their level of education. Similarly, Bana (2009) also argued that awareness of citizens on CSC is highly influenced by their level of education as the CSC are likely to serve a useful purpose in an environment in which the

literacy rate is very high and the reading culture is well entrenched in society. Therefore it is assumed that citizens with higher level of education are expected to be more aware of the charter unlike citizens who are illiterate or have lower level of education.

Different studies have shown that awareness on CSC has been influenced by education level of customers (McGuire, 2002; Bana, 2009; Sushmita, 2010). However other demographic characteristics such as age, sex and marital status were not considered by these studies. Thus there is limited information on whether these demographic characteristics have also been influencing awareness level of customers on CSC or not. Hence in addition to education, the current study considered other demographic characteristics to determine whether there is an association between them with customers' awareness level.

2.6.1 Ways of generating public awareness on CSC

Public awareness on CSC could be achieved if the government and other non-state actors mount deliberate campaigns to educate the people on their right to access public services in specified time frame as well as their entitlement to a quality service by using the charter (Ngowi, 2013). Mang'era (2013) reported that simple details like ensuring that copies of the Charters are widely available and are distributed at helpdesks in offices with a public interface, regular dialogue with citizens' advocacy groups, Community Based Organizations (CBO) and directly with citizens will generate awareness effectively and cheaply as these groups have their own internal communication networks. Other strategies may include: - Visual tools: films, TV, street plays, posters and face to face discussions. Audio messages: Radio and public announcements. Electronic: Websites (Lufunyo, 2013).

2.7 Customer Satisfaction with Public Services

According to Oliver, (1991) and Brady, (2001) satisfaction is conceptualized as an individual's feeling of pleasure or disappointment resulting from the quality of service performance (or outcome) received by the customer. Several studies (Cronin et al., 1992; Donnelly 1995; Helgesen and Nettet 2007) have confirmed the relationship between quality of service and satisfaction of the customers. The studies confirmed that when the institution is providing high-quality services, customers tend to be very satisfied unlike when it provides poor services. CSCs have been introduced to improve the quality of public services so as to enhance greater satisfaction to the consumers of public services (Ngowi, 2013). Through CSCs several deficiencies have been identified in the delivery of public services. Moreover, the CSCs have contributed in several aspects such as increasing the internal perception of service quality; produced a greater cohesion in teams; improving knowledge in the organization; and they have improved quality control.

Client Service Charter has helped in knowing what citizens want or expect from public institutions thus helps government in designing better services to meet those needs. However, the inclusion of regular or on-going satisfaction measurement, especially as it relates to government service provision, is still either an ad hoc, add-on or non-existent process in many public sector environments. And, when it is measured, it is sometimes confounded by an emphasis on outputs rather than outcomes. Outputs are mostly based on the measurement of the process while an outcome is what happens as a result of that service. An example describing an outcome may include, how satisfied the customer was with the quality of the experience and if they get what they wanted.

2.7.1 Satisfaction measurement

The *Common Measurements Tool* (CMT) is a citizen/client feedback survey created by public servants for public servants. It is designed to provide accurate and reliable customer satisfaction feedback on key dimensions of service delivery (SSC, 2008). According to the *Common Measurement Tool* (CMT) of satisfaction developed by Canadian Institute for Citizen-Centred Service, there are five common elements of service that influence levels of customer satisfaction. These are: Courtesy (extra mile); Competence; Accessibility; Timeliness; and Outcome (Mulgan, 1997). These elements are further elaborated in the following sections.

2.7.1.1 Courtesy (extra mile)

Boshoff and Gray (2004) defined courtesy as the ability to listen and understand someone's needs. This includes the need to be treated in a non-judgmental way by public servants regardless of who is the customer. Furthermore, (SSC, 2008) points out that courtesy is a critical aspect of being friendly, polite and sympathetic to customers' needs by understanding that each individual's needs are often different. Courtesy and helpfulness must be guided by the fact that it is the service users or the citizens for which the organization and the service providers exist and not otherwise.

During the interactions between employees and customers, attitudes and behavior of the employees influence customers' satisfaction. When employees tend to be courteous and helpful to customers, it tends to increase satisfaction level of those customers from the service provided to them (Boshoff and Gray, 2004). The organization should imbibe a culture of providing courteous and helpful services to the service users and the charter must imbed it.

2.7.1.2 Staff competence

According to Korossy (1997), staff competence refers to the ability to understand people's needs, to be knowledgeable enough to meet those needs where possible and to be able to communicate and explain things appropriately to people so they understand. Furthermore Korossy (1999) refers staff competence as skills or abilities that enable staff to carry out activities and solve problems. Competence also requires the Public Service to be sensitive to a range of cultural and language needs.

Knowledgeable, competent and proactive staff stands out as the primary drivers in government service delivery to satisfy the customers. The knowledge that is required has several dimensions to it and includes: ability to do the job which often means delivering the outcome requested by the customers; staffs who are confident in their manner which will also inspire customers' confidence on them. Competent staffs are also regarded as clear communicators; customer and solutions focused as they are expected to be proactive in explaining to people what they needed to do or what their entitlements were to ensure people were not put to unnecessary trouble or missed out on entitlements.

When frontline staffs are highly motivated and trained, the chances of providing good services and satisfy the customers is high unlike when incompetent staffs serves the customers. Thus, satisfaction from this driver will occur if front-line staff have a strong customer/solution focus, are knowledgeable and are good communicators. It is important for staff to be able to listen, understand needs, explain processes and inform people about their entitlements. Under CSC improvements in these areas and giving effect to the public service standards of integrity and conduct is considered to lead to substantial improvements in satisfaction in public services (Bolton, 1998).

2.7.1.3 Accessibility

Accessibility refers to the easy access of service users to the services as well as to the service providers. Mostly it focuses more on services to be run to suit the convenience of customers and not the staff (SSC, 2008). CSC intends to minimize the gap between service provider and service users so that responsiveness to citizens may be increased and citizens benefit. Being able to access public services using a channel that is convenient is essential to the public while dealing with public services. If an agency can't provide reliable support services and systems, customers will be frustrated and dissatisfied, even if it has provided them with an excellent product (Butcher, 2005).

Otteng and Jagero (2014) reported that there is a need for better information exchange across government departments to improve the quality and efficiency of the information. Also public service organizations should be more pro-active with the provision of information which importantly includes information about how processes work; organizational arrangements; and costs of service. Public servants need to be conscious of this and explain things as simply as possible, ideally in the first language of the customer. Information also needs to be tailored for those who cannot read and write (Sadler, 2000).

2.7.1.4 Timeliness

Timeliness covers the speed and efficiency of the administration of the service delivery process and the delivery of the agency's products (SSC, 2008). Timeliness is the most important driver across all services and all governments. One of the benefits of CSC is timely delivery of services to the public at any cost so that the productive time of clients should not be wasted and feel satisfied with the services achieved. Njunwa, (2011) found

that the efficiency of an organization is heavily dependent on the timely delivery of services as desired by citizens' which helps to satisfy the customers and maintain a good profile of the institution.

2.7.1.5 Outcome

Outcome refers to the desired end result. It is when the service delivers the final outcome it promised and manages to deal with any problems that may arise (Olsen, 2002). The emphasis is on performing in the manner that was promised to the customers. An agency should ensure that customers get what they needed as promised within the charter. By doing so customers tend to increase their level of satisfaction from the services delivered by that agency unlike when the customers don't obtain what they needed.

2.8 Institutional Factors Influencing Utilization of CSC

Utilization of CSC entails the extent to which the institution is adhering to the set CSC standards and conditions that are in place to facilitate proper utilization of charter. According to (Meter and Horn 1975; Bana and McCourt 2006; Ulanga, 2008), in order to ensure there is effective developing and utilization of CSC, an institution has to deal with range of factors. These factors include: identifying and engaging with stakeholders; promoting the CSC; monitoring and evaluating system for performance against CSC; formulate and recognize a CSC committee within the institution to carry out tasks relating to the CSC; and improving the CSC by reviewing it to determine their effectiveness in responding to the changing environment and circumstances.

2.8.1 Developing a charter

A charter is developed in consultation with its clients, staff and stakeholders that continually grow with an institution (URT, 2012a). Identifying and engaging with stakeholders is one of the most important aspects of developing a CSC. Without it, the charter is just a statement of intent rather than a live, meaningful contract between the state and its citizens. A stakeholder is someone who has direct or indirect interest in the service being delivered, that is anyone who benefits from or has a direct interest in the service (Ngowi, 2013). Stakeholders range from users: the citizen, user groups, citizen advocacy groups, consumer organizations, and politicians; and suppliers: employees and employees' representatives who are involved in delivering the standards set out in the charter. In preparing a service charter, the agency should consult with clients, staff and other key stakeholders including people with additional or diverse needs in relation to: selecting service standards for inclusion in the charter; setting service guarantees, where appropriate; determining the amount and level of detail in a charter; deciding whether more than one charter needs to be developed to cater for different discrete business functions; and deciding how performance against the Charter standards and commitments will be measured and monitored (if mechanisms do not already exist). Consultations with the community should also take account of the needs of all client groups, including those in rural, regional and remote areas. People with disabilities also need special consideration.

2.8.2 Promotion of CSC

The effectiveness of CSC interventions ultimately depends on awareness of stakeholders and a clear commitment to make the charter part of an organization (Thomas et al.,

1990). Once the charter has been developed and revised, appropriate methods of promoting it should be considered. The methods for promotions include developing a communications strategy to raise awareness of the charter. This can be done by making the charter available to all staff, customers and other stakeholders for example by posting the charter on the institution's web site (Otteng and Jagero, 2014). Furthermore, ensuring there are copies of the charter available and visible in all client contact points, the use of mass media like television and radio is necessary. In addition, there is a need to provide training to the officials so as they can adopt changes brought by the charter and refer to the charter in interactions with customers (Nayem, 2010).

2.8.3 Existence of CSC committee

According to Likangaga (2012), it is important to have a recognized focal point of responsibility within an institution for the CSC. The committee should be formed to lead the design and implementation process of the charter. An internal committee or taskforce helps the institution or department on the following: identify and develop plans to engage with stakeholders on issues related to CSC; identify services and/or sectors that the CSC could potentially cover, assess workflow patterns, and identify existing organizational strengths and weaknesses in relation to CSC utilization; clearly outline roles/responsibilities and relevant timelines for the utilization process, including establishing an internal evaluation mechanism to track progress and adapting internal procedures and work flows to enable staff to deliver on the CSC commitments; ensure that the CSC is responsive to users' needs by identifying the different customer groups that the organization serves (with a particular focus on vulnerable groups) and the barriers these groups face in accessing services; develop an evidence-based communications strategy to "sell" the utility of a CSC to both internal and external

constituencies; and to assess the resources (both human and financial) that are needed to draft and implement the charter (Post et al., 2001; Tritter, 2004; Fitzpatrick Associates, 2007).

2.8.4 Monitoring and evaluation of CSC

To successfully determine performance against the service standards outlined in the charter, it is necessary to establish a measurement system and regularly monitoring of the service against the standards indicated in the charter (Fischer, 2004). Furthermore it is critically important that the evaluation system for performance against CSC standards is similar with the department's broader performance information system (Bovaird and Halachmi, 2001). That is, the standards in the charter should not be different from those of individual officials as per their job description or as set out in their departmental indicators. Mechanism for monitoring and evaluation involves: setting up an internal monitoring and evaluation system to monitor whether the organization is attaining the performance benchmarks outlined in the CSC; engage third parties to conduct independent audits of service delivery performance; and explicitly link the CSC to other social accountability initiatives such as community scorecards, customer comment cards at the point of service delivery, and/or participatory monitoring and evaluation led by Non-governmental Organizations (NGOs) or other Community Based Organizations (CBOs). Monitoring and evaluation of CSC will provide feedback to the CSC implementers on the potential barriers to successful CSC utilization so that they can identify mitigating measures for improving the performance.

2.8.5 Review of CSC

Client Service Charters should be formally reviewed to determine their effectiveness in responding to the changing environment and circumstances, (Bana and McCourt, 2006). The charter is supposed to continually grow with an institution and be a living document. The time of review of the charter is supposed to take place where different stakeholders should be engaged (Tritter, 2004). Changes to be addressed include but not limited to the following: whether the charter continues to reflect the agency's approach to client service and any significant new initiatives in that area; whether the service commitments and standards are still aligned to the needs and priorities of the agency's clients and key stakeholders; whether the format, design and availability meet client needs; whether there is reliable and effective data collection on client feedback, service standards and complaints; and whether changes should be made to the complaint handling processes.

CHAPTER THREE

3.0 METHODOLOGY

3.1 Study Area

The study was conducted in Morogoro Municipality in Morogoro Region. According to 2012 National Census, Morogoro Municipality had a population of 315,866 and covers an area of about 531 square kilometres (URT, 2012b). Morogoro Municipality was selected because it has adopted the CSC recently in 2013. This has made it easy to make comparison of the services provided by the Municipality before and after the introduction of the CSC by customers. This is supported by the fact that there were several customers' complaints on the services provided from the council (Adahl, 2007). Therefore, this study aimed at assessing how the charter has been utilized by the Municipality to improve the services provision to customers.

3.2 Research Design

A cross-sectional research design was used for this study. The design was employed basing on the fact that it allows collection of data on different groups of respondents at one time. It is also considered to be appropriate because of time and limited resources as it is conducted once (Kothari, 2004).

3.3 Study Population and the Unit of Analysis

The population for this study included officials and customers of Morogoro Municipal Council. The unit of analysis was individual officials providing services in Morogoro Municipal Council and individual customers receiving services from the council. Like the studies conducted by Likangaga (2012) in Dodoma Tanzania and Nayem (2010) in

Dhaka Bangladesh, the involvement of both customers and officials in assessing the utilization of CSC cannot be ignored. These are the actors on which the CSC is targeted toward hence they are the ones affected by changes brought by the Charter.

3.4 Sampling Techniques and Sample Size

In the selection of the officials from the sampling frame of the lists of names of all officials employed in each department, proportionate stratified sampling technique was used to obtain 50 respondents as indicated in Table 1, using the formula by Kothari, (2004) $n_i = n \cdot p_i$

Where: n_i = number of elements to be drawn from stratum i

n = total sample size

p_i = proportion of population included in stratum i

Table 1: Number of officials selected from each department

Departments	n.p_i	n_i
Town planning	50(32/132)	12
Primary Education and Culture	50(16/132)	6
Secondary Education	50(6/132)	2
Finance and trade	50(6/132)	2
Administration and Human Resource	50(5/132)	2
Health	50(16/132)	6
Sanitation and environment	50(12/132)	5
Community development and social welfare	50(16/132)	6
Agriculture and cooperatives	50(12/132)	5
Livestock and fisheries	50(6/132)	2
Water	50(5/132)	2
Total		50

In the selection of customers, proportional stratified sampling technique was also used to select 100 customers' respondents as indicated in Table 2 by using the same formula by Kothari (2004). In order to get the proportion of respondents from each department, the researcher first obtained the average number of customers receiving services from each

department per week. This was done by checking on the Council's Customer Log Book and then verified by the head of each department. After obtaining the proportion of respondents to be included in each department, a simple random sampling technique was used to obtain customers from the list of names in the Council's log book during the survey.

Table 2: Number of visiting customers selected from each department

Departments	n.p_i	n_i
Town planning	100(75/314)	24
Primary Education and Culture	100(70/314)	22
Secondary Education	100(50/314)	15
Finance and trade	100(33/314)	11
Administration and Human Resource	100(30/314)	10
Health	100(18/314)	6
Sanitation and environment	100(18/314)	6
Community development and social welfare	100(7/314)	2
Agriculture and cooperatives	100(7/314)	2
Livestock and fisheries	100(3/314)	1
Water	100(3/314)	1
Total		100

Key informants who were heads of each 11 departments were involved to provide information on how CSC was institutionalized in the municipality. This made a total sample of 150 respondents who were representatives from officials and customers in the Municipality. The sample size of respondents fulfills the requirement of representativeness and agrees with recommendations for an optimum sample size which is not less than 100 respondents and a minimum of 30 cases of varying sub-populations (Bailey, 1998; Kothari, 2004).

3.5 Methods for Data Collection

3.5.1 Individual survey

Survey method was employed for data collection. Two different structured questionnaires were used as tools to collect information from the officials and customers. The pilot study was conducted aimed at testing the reliability and validity of the tools in terms of precision, objectivity and relevance. Based on the findings some revision was done to remove ambiguous questions and add new ones which were relevant to the study. Data concerning disposition of officials on CSC, customers' awareness on CSC, customers' satisfaction from the service delivered and factors influencing utilization of CSC were gathered.

3.5.2 Key informants interview

The researcher conducted interviews with the head of each 11 departments within the council who were considered to be the key informants in this study. A checklist of items was used to guide the researcher during the interview to gather information on how the council has been managing the whole process of utilizing the charter. Data on how CSC was institutionalized in the municipality that involves promotion of CSC, existence of CSC committee, review/improvement and monitoring and evaluation of CSC were gathered.

3.6 Measurement of variables

To measure officials' disposition, Likert Scale (Kothari, 2004) with statements on cognition and reaction indicators were developed and used to capture their cognition and reaction towards CSC. In capturing cognition level, the variables included: existence of CSC in the Municipality; participation during formulation/review of the charter; time

standards of service provision indicated in the charter; quality of services to be provided from the council as indicated in the charter; responsibility of the council to its customers as indicated in the charter; and rights of the customers to the council as indicated in the charter. Respondents were requested to indicate 1 if they were aware, 2 if they were neutral or 3 if they were unaware of these variables.

In capturing their reaction level, a list of statements presented on the Likert Scale guided the respondents in showing their reaction on the charter. Respondents were requested to indicate 1 if they agree, 2 if they were undecided or 3 if they disagree with the statements presented on the scale. The scale included statements like: the charter promises a lot and it is not difficult to implement; the charter is not a gimmick by the government; he/she feels optimistic about the changes brought by the Charter; he/she is encouraged about the changes brought by the Charter; his/her trust on the municipality has increased; and he/she has become punctual after the charter was introduced.

In order to measure customers' awareness, Likert Scale with awareness statements was developed. Statements were formulated on indicators of awareness on CSC which were existence of CSC, duration of response indicated in the charter, time standards indicated in the CSC, customers' rights indicated in the CSC, customers' responsibility indicated in the CSC and council responsibility indicated in the CSC. Respondents were required to indicate 1 if they were aware, 2 if they were neutral or 3 if they were unaware of these statements.

To measure customers' satisfaction, their view on quality of municipal services was taken as means of knowing their level of satisfaction with municipal services. A Likert

Scale with satisfaction statements was also developed. Statements were formulated on indicators of satisfaction which are accessibility, courtesy (extra mile), competence, timeliness and the general outcome of the service provided. Respondents were required to indicate 1 if they were unsatisfied, 2 if they were neutral or 3 if they were satisfied in each statements.

3.7 Data Analysis

The analysis of data obtained from Municipal officials and customers was done separately. Qualitative data were coded and analyzed by using content analysis in which data were categorized into different themes based on objectives of the study. Quantitative data were analyzed using the Statistical Package for Social Sciences (SPSS) computer software Version 16.0.

Objective one: To assess the disposition of the council officials on CSC. Each statement about the cognition and reaction on CSC in the Likert Scale was computed to obtain its mean score. Then the grand mean value was computed to determine the overall mean level for officials' cognition and reaction. When respondents total score fell from 1 to 1.9 represented the negative side thus have low cognition or negative reaction, 2 represented the neutrality side and from 2.1 to 3 represented the positive side thus have high cognition or positive reaction.

Objective two: To explore institutional factors for the utilization of CSC. Frequencies and percentages distribution were used to analyze the factors influencing utilization of CSC presence in the council.

Objective three: To examine customers' awareness on CSC in relation to their demographic characteristics. First, average score of each respondent on statements in the Likert scale was computed and used to clarify whether he/she is unaware, neutral or aware. If respondents total score fell from 1 to 1.9 represented the negative side thus have low awareness level, 2 represented the neutrality side and from 2.1 to 3 represented the positive side thus have high awareness level. Then Chi-square was used to assess the association between awareness level and demographic characteristics of the respondents at 5 % level of significance.

Objective four: To examine customers' satisfaction from the services provided by the Municipality before and after the introduction of CSC. First, average score of each respondent on statements in the Likert Scale was computed and used to clarify whether he/she is unsatisfied, neutral or satisfied before and after the introduction of CSC. If respondents total score fell from 1 to 1.9 represented the negative side thus being unsatisfied, 2 represented the neutrality side and from 2.1 to 3 represented the positive side thus being satisfied. Then Wilcoxon Rank-Sum test (Kothari, 2004) was used to compare those average scores of customers' satisfaction to determine the differences.

CHAPTER FOUR

4.0 RESULTS AND DISCUSSION

4.1 Demographic and Socio-economic Characteristics of Respondents

This section focuses on the individual characteristics of respondents (customers and officials of Morogoro Municipal council). The demographic and socio-economic characteristics of customers' respondents are shown in Table 3. Among 100 customers involved in this study, it was coincidence that 50 % were male and the other 50 % were female. Seventy eight percent (78 %) of respondents were aged between 20 and 45 years old and the remaining 22 % were aged between 46 to 60 years and above. Their marital status indicated that majority of respondents (56 %) were married, 35 % were single whereas 7 % were divorced and 2 % were widowed. The results reflect high rate of marriage which is a common attitude in Tanzania for people under the age group of 20 to 45 years. This is probably due to social responsibilities which require collective implementation by husbands and wives.

The results from Table 3 also indicate that the majority of the respondents (63 %) had completed secondary school, 33 % had tertiary education and few (4 %) had primary education. The findings showed that respondents were literate and were therefore expected to be aware of the charter unlike when they had no any formal education. This conforms to the study by Adahl (2007), who found that access to education is better in Morogoro Municipality and which is characterized as an academic town. Regarding their occupation, the results reveal a good number of respondents (56 %) were employed civil servants, 35 % were engaging in business, 5 % were farmers and 4 % were students.

Table 3: Distribution of customers by demographic characteristics (n=100)

Demographic characteristics	Frequency	Percent
Age		
20-35	45	45
36-45	33	33
46-60	18	18
Above 60	4	4
Total	100	100
Sex		
Male	50	50
Female	50	50
Total	100	100
Marital status		
Single	35	35
Married	56	56
Divorced	7	7
Widowed	2	2
Total	100	100
Education level		
Did not attend to school	0	0
Primary	4	4
Secondary	53	53
Tertiary	43	43
Total	100	100

The distribution of officials by demographic characteristics is shown in Table 4. The results indicate that, among 50 officials, 88 % of respondents were aged between 20 and 45 years old followed by 12 % of respondents aged 46-60 years. Fifty four percent (54 %) were female while 46 % were male. The higher number of female officials' respondents conforms to the argument by Dalton (2008) that due to the gradually changed social norms major social transformation has occurred in the late twentieth century which has led women to move from positions of homemaker to active participants in the labor force. Education level of all 50 officials was tertiary education, which is probably due to their job requirement that needs the officials to have college or university educational status. Regarding their marital status, the results showed that majority of respondents (70 %) were married while 28 % were single and 2 % were widowed.

Table 4: Distribution of officials by demographic characteristics (n=50)

Demographic characteristics	Frequency	Percent
Age group		
20-35	21	42
36-45	23	46
46-60	6	12
Total	50	100
Sex		
Male	23	46
Female	27	54
Total	50	100
Marital status		
Single	14	28
Married	35	70
Divorced	0	0
Widowed	1	2
Total	50	100
Education		
Tertiary	50	100
Total	50	100

4.2 Disposition of Morogoro Municipal officials on CSC

The CSC being a new policy in public institutions in Tanzania, it drew various reactions on how the public responded to its implementation. Disposition of the implementers determine the fate of many reforms and new programmes especially which entails changes in an existing set - up, to a large extent (Hill, 2003). To map disposition of the implementers in the council, the following discussion is organized into two sub-sections (a) cognition or comprehension of officials on CSC (b) Response/reaction of the officials towards the CSC.

4.2.1 Cognition of council officials on CSC

High cognition level on CSC helps the officials to know principles and standards of services to provide. It determines the use of CSC document and makes it possible to the officials to influence the customers to utilize the document. The results on the cognition of council officials on the CSC are shown in Table 5. The grand mean value for officials' cognition was 1.98 which represents the unawareness level in the Likert Scale. Therefore, the result indicated that generally officials had low cognition about the charter in their working places. Therefore there was low chance for the officials to know effectively the standards of services which were required to be provided as outlined within the charter.

Table 5: Officials' cognition on CSC (n=50)

	Unaware	Undecided	Aware	Total	Mean
Existence of CSC in the Municipality	20	0	30	50	2.20
I am supposed to participate during formulation/review of CSC	27	6	17	50	1.80
The time standards of service provision indicated in the charter	27	7	16	50	1.78
The quality of services you're supposed to provide from the council as indicated in the charter	20	2	28	50	2.16
The responsibility of the council to its customers as indicated in the charter	22	7	21	50	1.98
The rights of the customers to the council as indicated in the charter	21	10	19	50	1.96
Grand Mean					1.98

The results in Table 5 indicate that officials were not aware that they were supposed to participate in the formulation of the charter as the mean value was 1.80. This can be influenced by the limited number of respondents who were involved during formulation of CSC as only 24 % officials agreed to be involved as it was indicated in Table 18 in the later part of the study. Also the results show that the officials were not familiar with the rights of customers and responsibility of the council to the customers as the mean value for each was 1.96 and 1.98 respectively. These results are attributed to the limited training to the officials about the charter in the municipality which can also be observed from the information from the head of Human Resources at the Council who was quoted saying:

“There is a challenge in providing training to the officials due to limited budget in the Municipality” (Interview, December 2015).

However, from Table 5, the mean value for official awareness on the existence of CSC in the municipality and the quality of services supposed to be provided as indicated within the charter were 2.20 and 2.16 respectively. This indicates that some of the officials were aware of the existence of the charter and quality of services to be provided as indicated in the charter. The study was interested to find out whether those officials have been utilizing the standards of services indicated in the charter and if they have ever educated customers on CSC. The findings from Table 6 indicated that among the officials who knew about the charter, only 20 % officials fully used the standards indicated in the charter, while 73.3 % officials agreed to somewhat utilized those standards and only 6.7 % didn't utilize those standards of services at all. The study was also interested to see if the charter has been useful to those officials who have been using it in providing the services. From Table 6, among officials who said to have used the charter's standards, 60.7% agreed that the charter has been somewhat useful to them

while 39.3 % said that the charter has been very useful to them. These findings indicated that there was a great chance in improving the quality of services provided by these officials who have been using the charter hence satisfied the customers who received services from them. For those officials who had not been using the charter (6.7 %) despite agreeing that the charter comply with the council rules and regulations, when asked the reasons for not using the charter, they all said they don't know. The few number of officials who fully utilized the standards indicated in the charter corresponded to the argument by Mang'era (2013), who argued that officials cannot carry out activities as required within the charter if they are not well aware of the contents of the charter itself.

Table 6: Officials' use of the CSC (n=30)

	Frequency	Percentage
Do you use CSC in providing services in your daily working routine?		
Yes	6	20
No	2	6.7
Somewhat	22	73.3
Total	30	100
If yes or somewhat, is it useful in helping you providing quality services?		
Very useful	11	39.3
Not useful	0	0
Somewhat useful	17	60.7
Total	28	100
If No, what is/are the reason(s)		
It is a useless tool	0	0
I am better without it	0	0
I don't know	2	100
Total	2	100

Moreover, when officials who knew about the charter were asked if they had ever educated the customers on CSC, only few (16.7 %) of officials agreed to educate the customers on CSC while the remaining 83.3 % did not educate the customers as indicated in Table 7. The fewer number of officials who were able to educate customers on CSC was due to the fact that even officials themselves, only few were well familiar with all the principles outlined within the charter. Therefore it will be difficult for them to educate the customers on the CSC. Similar results were reported in a study conducted by Nayem (2010) in Bangladesh who found that the implementers' cognition on CSC was low. This made officials to neither use standards of services indicated within the charter nor influence the customers to use the charter to demand services.

Table 7: Officials contribution in educating customers on the CSC (n=30)

	Frequency	Percentage
Have you ever educate the customers on the CSC?		
Yes	5	16.7
No	25	83.3
Total	30	100

4.2.2 Officials' reaction on CSC

The reaction of an official towards the charter determines his/her extent of utilizing the charter as well as his/her influences to customers to use the charter in demanding for better services. In this sub-section the study collected information only from officials (n=30) who were aware of the existence of CSC in the council. The aim was to determine their reaction (response) on CSC and the results are shown in Table 8. The grand mean value for officials' reaction was 2.45 which indicated that officials who

were aware of the charter had positive reaction towards it. The results implied that, officials accepted the changes which had been brought by the CSC. Therefore, there was a greater chance for all the officials to utilize the standards of services outlined within the charter if they were well aware of CSC.

Table 8: Officials’ reaction on CSC (n=30)

	Disagree	Neutral	Agree	Total	Mean
The charter promises a lot but all of it is not difficult to implement	12	3	15	30	2.10
The charter is not a gimmick by the government	4	1	25	30	2.70
I feel optimistic about the changes brought by the Charter	2	3	25	30	2.77
I am very encouraged about the changes brought by the Charter	3	2	25	30	2.73
My trust on the municipality has increased	2	5	23	30	2.70
CSC, helped me to become more punctual in my work	17	4	9	30	1.73
Grand mean					2.45

Although the grand mean value for officials’ reaction on CSC show that generally officials had positive reaction towards the charter, officials interviewed reported to disagree on the notion that CSC has made them become punctual in providing services. Results from Table 8 show the mean value was 1.73. This implies that despite the introduction of CSC, officials still delayed in providing services. The causes for delaying were due to challenges they were facing in utilizing the charter as indicated in Table 9. Majority of respondents (50 %) complained that there was a problem of

bureaucracy, while 43.3 % indicated the challenge of being unaware of the charter and 6.7 % said there were poor service facilities which hindered them to provide services effectively within a short period of time. Results from studies carried out by (Nayem, 2010; Sushmita, 2010; Lufunyo, 2013; and Ngowi, 2013) indicated same challenges facing service providers in utilizing the charter. They reported challenges such as long official formalities to be followed, poor service infrastructure, limited professionalized staffs and insufficient budgetary allocation.

Table 9: Challenges facing officials in utilizing CSC (n=30)

	Frequency	Percentage
Bureaucracy	15	50
Unaware of all element of the charter	13	43.3
Poor service facilities	2	6.7
Total	30	100

4.3 Awareness Level of Customers on CSC in the Municipality

Customers need to be aware of the charter in order for them to use it. By being aware of his/her rights and standards of services to be received a customer will be able to complaint and demand for better services when provided otherwise. Through using a charter a customer also influences the officials' disposition on the charter. This section presents the result from customers on their level of awareness on the CSC and then shows if there was any association of their awareness levels with their demographic characteristics. The results on customers' level of awareness on the CSC are shown in Table 10.

Table 10: Customers' awareness on CSC (n=100)

	Unaware	Undecided	Aware	Mean
Morogoro Municipal Council has CSC.	54	0	46	1.92
The time standards of service provision indicated in the charter.	56	4	40	1.84
The standard of services you're supposed to receive from the council as indicated in the charter.	60	6	34	1.74
Customers' rights (such as right to complaint and receive feedback) to the council as stated in the Charter.	58	7	35	1.77
Customers' responsibility to the council as indicated in the charter.	69	9	22	1.98
The council responsibility to its customers as indicated in the charter.	68	9	23	1.96
Grand Mean				1.72

From Table 10, the results show that majority of the customers were not aware of the charter as the grand mean value for awareness level was 1.72. These results can be attributed to the Municipality's poor development and promotion of the charter which was found by the study. In fact, even the officials themselves who were expected to know the charter were not effectively aware of it and as a result only few (16.7 %) educated the customers on the CSC. These results imply that there were lost opportunities for the customers to know if they were provided services as indicated within the charter or not. Furthermore, the chances for the customers to influence officials to provide quality services if they did otherwise was also limited. As a result, the benefits of CSC to the customers to demand quality services when they were given poor services were lost. These findings are similar to those reported by Otteng and Jagero (2014) in a study conducted in Kenya and Nayem (2010) in Bangladesh. They found customers to have low awareness level on CSC and as a result they failed to

benefit from it. Furthermore, during the interviews with customers, they claimed that the council has not taken sufficient efforts to promote CSC. Similar results were reported in a study carried out in Tanzania by Njunwa, (2011). In this study, Njunwa, (2011) argued that due to lack of skilled human resources and limited financial resources; there was low rate of dissemination of information of CSC to people at the local level.

However, during the interview there were some customers (46 %) who had knowledge about the charter. Results from Table 11 show the majority (63 %) knew the charter through their own channels either from family members and or friends, while 32.6 % learnt about it from staffs of Morogoro Municipal council and 4.4 % knew it through copies of the charter in the municipality.

Table 11: Customers source of information on CSC (n=46)

	Frequency	Percentage
How did you know about the CSC?		
Through copies of the charter in the council	2	4.4
Through Municipality staff	15	32.6
Through friends and or family members	29	63
Total	46	100

Furthermore, the study was interested to find from these respondents if there was consistency between the information mentioned within the charter and how the officials dealt with their cases. The results in Table 12 show that 41.3 % agreed that the consistency they found was for a lesser extent, 30.4 % said it was for greater extent while 28.3 % (n=13) said they didn't find consistency at all. The greater number of customers who found consistency for a lesser extent corresponds to the early findings which indicated a greater number of officials were somewhat using the standards of services indicated in the charter.

Table 12: Consistency between CSC standards and how officials dealt with customers cases (n=46)

	Frequency	Percentage
Did you find consistency between standard of services indicated in CSC and the way officials provided you the service?		
To a greater extent	14	30.4
To a lesser extent	19	41.3
Not at all	13	28.3
Total	46	100

The study went further to determine if the customers who were aware of the charter had ever used it to demand quality services when they were provided with poor services. Results from Table 13 indicate that majority of the customers (95.7 %) claimed to never have used the charter to demand services while only 4.3 % agreed to have used it before. When those customers who claimed not to have used the CSC were asked for the reasons, majority (72.7 %) argued that there was no strong emphasis of using the charter to demand for the services within the council. On the other hand, 27.3 % of customers argued that even officials seemed not to be aware of the charter. These results showed that the council still has not educated the officials and the customers about the CSC effectively. It is also evident that the culture of using the charter to demand services has not been incorporated within the council, as a result even some of the customers who were aware of CSC failed to demand better services. Absence of monitoring and evaluation mechanism can also be among the reasons which contributed to the absence of the culture of using the charter to demand quality service.

Table 13: Customers uses of CSC in demanding services (n=46)

	Frequency	Percentage
Have you ever uses CSC to demand service from the officials who provide services different from what is indicated in the charter?		
Yes	2	4.3
No	44	95.7
Total	46	100
If you have used it, was it helpful?		
Yes	0	0
No	0	0
Somehow	2	100
Total	2	100
If you have never used it despite of knowing it, what are the reasons?		
There is no strong emphasis by the council to influence customers to use the charter	32	72.7
Officials seems to be unaware of the charter	12	27.3
Total	44	100

4.3.1 Customers' awareness of CSC with demographic characteristics

In determining the association between customers' awareness with their demographic characteristics, the Chi-square test for association at 5 % level of significance was used. The results from chi-square tests are presented in Table 14. Results from Table 14 show that among age, sex, education level and marital status only the **p** value for education level was 0.000 which was below 5 % level of significance. Thus only education level of respondents had significant relationship with his/her awareness level on CSC. This implies that chances for being aware of the charter increases as the level of education of

the customer increased. The p value found after testing age, sex and marital status of respondents were 0.953, 0.178, and 0.288 respectively which indicate that there is no significant relationship as these values are all above 0.05 level of significance.

Table 14: Customers' awareness of CSC with demographic characteristics (n=100)

Demographic characteristics	Df	P-value
Age	6	0.953
Sex	2	0.178
Education level	4	0.000
Marital status	6	0.288

These results from the chi-square test imply that among the demographic characteristics captured in this study only education of the customers influenced them to be aware of the charter. Similar results from Nepal were reported by Sushmita (2010) who showed that citizens who were more educated were aware of what CSC compared to those having low level of education. The findings correspond to the argument by McGuire (2002) that educated citizens are more receptive to new ideas and new ways compared to those having low level of education. Also they correspond to the argument by Bana (2009), that awareness of citizens on CSC is highly influenced by their level of education.

4.4 Satisfaction of Customers for the Same Services Provided before and after the Introduction of CSC in the Council

One of the reasons of introducing the CSC in the Morogoro Municipal council is to increase satisfaction to the consumers of public services. The CSC specifies standards of

services one should expect to receive as well as rights to complaint whenever these standards have been violated. The results (from the Likert scale) of the level of customers' satisfaction before and after the introduction of the CSC are shown in Table 15. The results from Table 15 show that before the charter was introduced the grand mean value for satisfaction level was 1.77 which implies that customers were unsatisfied by the services provided at that time. After the introduction of CSC, the grand mean value for satisfaction level was 2.53 which indicated that customers were satisfied with the services provided by the council. The low level of customers' satisfaction on services provided before the charter was introduced, can be associated with the absence of CSC in the municipality as there was no official utilizing it in providing the services in the municipality. These findings are supported by results from a study by Adahl (2007) who reported that citizens in the municipality were complaining about the services provided by the council. The increase in satisfaction level from the services provided in the municipality after introducing the CSC can be associated with some officials who have been providing services as indicated within the charter hence increase the quality of service provision.

Table 15: Customers' satisfaction before and after the introduction of CSC (n=100)

	Unsatisfied		Neutral		Satisfied		Mean	
	Before	after	Before	After	Before	after	Before	After
The staff behaviors	52	10	21	15	27	75	1.75	2.65
The effort from the staff to ensure you get the service/product you wanted	61	19	17	11	22	70	1.61	2.51
The language the staff used to communicate with you	34	13	35	14	31	73	1.97	2.59
The no. of staff in the department to deal with the customers	36	8	15	10	49	82	2.13	2.74
The procedure/process to follow to get the service/product you wanted	67	23	10	19	23	58	1.56	2.34
The treatment from the staff	43	11	31	17	26	72	1.83	2.60
The competence of the staff in dealing with your issue	33	8	26	11	41	81	2.08	2.73
The amount of time it took to get the service/product	80	31	9	10	11	59	1.31	2.00
The overall service delivery from the council	50	12	29	11	21	77	1.71	2.65
Grand mean							1.77	2.53

Furthermore, the Wilcoxon signed-rank test results from Table 16 show that there was significant change in customers' satisfaction after the introduction of CSC in the Municipality. After the introduction of the CSC, customers' satisfaction level was statistically significant higher than customers' satisfaction before the introduction of CSC. The Z value was -7.205 and the P value was 0.000. Both Z and P values were less than 0.05 which indicated that the change was statistically significant. The test also showed median value for satisfaction level of customers before the introduction of CSC

was 1.6667 and after the introduction it had increased to 2.7778. Therefore it can be observed that on average the satisfaction of customers after the introduction of CSC was higher than satisfaction of customers before the introduction of the CSC.

Table 16: Wilcoxon Signed Ranks Tests Result for customers' satisfaction before and after CSC introduction (n=100)

p-value	z-value	Median value
0.000	-7.205	1.6667 (before)
		2.7778 (after)

Results from Likert scale and Wilcoxon signed rank test indicated that respondents were generally much more satisfied with the services provided after the introduction of CSC within the Municipality than before the introduction of the charter. This implies that the council has been providing quality services after introducing the charter in the municipality. As it was argued by Helgesen and Nettet (2007), the improvement in the quality of services attributes to the satisfaction level of service receiver. The improvement on the quality of services can be associated with the officials who used the charter in providing services. It was found in earlier part of the results that all those officials who fully and somewhat used the charter claimed that the charter was useful in helping them provide services effectively. Similar findings were reported by McGuire (2002) in Australia. His findings showed that public services improved in terms of public's perception of service accessibility, the transparency of the organization, the cooperation between units related to the service as well as enhancing the organization's image, the service offered and quality. All these occurred after the implementation of the CSC.

After examining the satisfaction of customers the study was also interested to find out whether a client achieved what he/she needed from the municipality. The results from Table 17 show that majority of the customers (74 %) got what they needed, 14 % of customers said that they did not get what they needed from the municipality while 12 % said that they got partial service of what they wanted. A greater number of customers who have achieved what they wanted indicated that the officials had managed to deliver the desired demands of many customers. As a result satisfaction level of customers increased.

Table 17: Customers' achievement from the services he/she wanted from the council (n=100)

	Frequency	Percentage
Did you get the services you needed from the council?		
Yes	74	74
No	14	14
Partial of what I needed	12	12
Total	100	100

4.5 Institutional factors put forward to influence utilization of CSC in the council

In order for the principles of CSC to be utilized, an institution is highly expected to promote the charter, formulate committees for dealing with issues relating to the charter, monitor and evaluate the charter and review the charter. Officials and customers also should be aware so that they can contribute in influencing the council to promote, formulate a committee, review and monitor and evaluate the charter.

From information collected from the customers, officials and heads of departments, they informed that the CSC was established in the year 2013 in the municipality. The reasons

for establishing the CSC are shown in Table 18. As it was indicated, the charter was established in order to increase quality of services provision, awareness of customers on services provided by the council and enhancing good relationship between officials and the customers in Morogoro municipal council. According to the head of departments, the charter was intended to give customers capabilities of understanding the functions of the council. The charter also was intended to provide ways of communicating with any customer if he/she is not satisfied with the quality of services provided by the Council. The charter also indicated that clients could have a chance of getting their rights and claims if proved to be true. However majority of the customers (54 %) were not aware of the reasons why CSC was introduced in Morogoro Municipal council. This implies that the chances for customers to use the charter in demanding services when provided poorly was reduced due to the fact that they were not aware of their rights outlined in the charter.

Table 18: Officials and customers opinion on the reasons for introducing CSC

	Officials (n=50)		Customers (n=100)	
	Frequency	Percentage	Frequency	Percentage
To improve service provision	18	36	13	13
Enhance good relationship between officials and customers	6	12	0	0
Empower customers to demand quality services	3	6	33	33
Increase awareness of customers on services provided by the council	3	6	0	0
I don't know	20	40	54	54
Total	50	100	100	100

The study also found that, during developing stage of the charter, stakeholders who were involved were only few officials as it can be observed in Table 19. Other stakeholders like students, farmers, civil servants, academicians and pastoralists (though mentioned in the charter) were not actively involved. This can also be seen in Table 18 as there was no customer who said to be involved during the developing process of the charter. Information from the head of Human Resource department indicated that it was only officials from the Human Resource department who were involved during development stage of the charter. These results implied that, the chances for other stakeholders to be involved in selecting service standards for inclusion, setting service guarantees and deciding how performance against the charters' standards and commitments will be measured and monitored were missed. Due to that the chances for the officials and customers to feel part of the new process which affects their awareness level as well as rate of utilizing the standards of services developed decreased.

Table 19: Involvement of officials and customers in formulation of the charter

	Officials (n=50)		Customers (n=100)	
	Frequency	Percentage	Frequency	Percentage
Fully involved	2	4	0	0
Somehow involved	6	12	0	0
Not at all	42	84	100	100
Total	50	100	100	100

4.5.1 Promotion of Client Service Charter

In the promotion of the charter, the council was required to raise awareness of the public and officials who are the main actors in utilizing the charter. Ways such as posting the charter on the institution's web-site; ensure there are copies of the charter available in all

client contact points; the use of mass media and training of officials were supposed to be done. Result from Table 20 show that, 50 % of officials and 88 % of customers did not know whether the council had promoted the charter or not. This was probably because their involvement on issues relating to the charter was low as it was found during the developing stage of the charter. Thus, even their awareness levels on issues relating to the CSC were also low. The study was interested to explore from the officials and customers who agreed that the council had promoted the charter which strategies were used to promote it. They both reported that it was through training and providing copies of the charter in the council as indicated in Table 20. Other strategies such as uploading the charter in the council website and mass media were not used.

Table 20: Officials' and customers' opinion on CSC promotion

	Officials(n=50)		Customers(n=100)	
	Frequency	Percentage	Frequency	Percentage
Has the council promoted the charter in the council?				
Yes	15	30	12	12
No	10	20	0	0
I don't know	25	50	88	88
Total	50	100	100	100
If yes, what were the strategies used?				
Copies of the charter	4	26.7	8	66.7
Through training of CSC to the officials	11	73.3	4	33.3
Total	15	100	12	100

Information also from Heads of Departments indicated that the charter had been only promoted through training and having copies of the charter within the council. Despite arguing to have training and copies of the charter as means of promoting the charter, the head of departments revealed that there was only one training which had been conducted since the charter was introduced. When officials were asked whether they attended any training on CSC, only 16 % of official respondents agreed to be involved in this training. Due to scarcity of training on CSC officials' awareness level has been negatively affected and as a result officials have failed to use the charter and influence the customers to utilize the charter as well.

The study also found that there was limited number of copies of the charter in the council. Through observing and physical inspection, the study found that at the Council reception office where most of the customers pass, copies of the charter were not available. To make matters worse, when the heads of departments were asked if they had copies of the charter in the respective department, four departments within the council did not have even a single copy of this important document. When the heads of departments were asked why their department did not have the charter, they argued that they were not given this document. The absence of the charter implied a highly reduced availability, dissemination and access to the CSC by officials and customers of the municipality. Therefore, chances for these actors to influence the management, promote, formulate a committee, review and monitor and evaluate the charter were also very low.

4.5.2 Presence of CSC committee in the municipality

The presence of CSC committee in an institution is required in order to have an internal committee or taskforce which will help and monitor the departments to identify and develop plans to utilize the charter. Respondents were asked whether the council had

formulated the committee to deal with CSC. The finding from Table 21 show that the majority of officials (66 %) said there was no committee which had been formulated while the remaining 34 % of the officials and 100 % of customers did not know whether it existed or not. When asked about the presence of CSC committee, Heads of departments further alluded that by the time the study was conducted there was no CSC committee which had been formulated within the council. The results further imply that by not having a recognized focal point of responsibility on CSC within in the council, the chances of realizing the full value of the charter decreased. As a result important issues such as promotion of the charter and monitoring of the charter were not effective within the council. The absence of CSC committee conforms to the findings by Hoseah (2009) who found that less than 30 % of LGAs in Tanzania had managed to establish CSC committees that would have given information on the operationalization of the CSC within the institutions.

Table 21: Officials' and customers' awareness on the presence of CSC committee in the municipality

	Officials(n=50)		Customers (n=100)	
	Frequency	Percentage	Frequency	Percentage
Is there any CSC committee in the council?				
Yes	0	0	0	0
No	33	66	0	0
I don't know	17	34	100	100
Total	50	100	100	100

4.5.3 Client Service Charter review process

Client Service Charters are required to be formally reviewed to determine their effectiveness in responding to the changing environment and circumstances. By reviewing the charter an institution determine whether the charter continues to reflect the agency's approach to client service; whether the service commitments and standards are still aligned to the needs and priorities of the stakeholders; and whether changes should be made to the complaint handling processes. As indicated in Table 22, when officials and customers were asked if they were aware that the charter needed to be reviewed, 50 % of official respondents agreed while the other 50 % officials and 100 % of all customers did not know whether the charter should be reviewed or not. However it was found that 56 % of officials who agreed that the charter needed to be reviewed reported that since it was introduced there was no any review process which had taken place.

Table 22: Officials' and customers' awareness on CSC review process

	Officials(n=50)		Customers (n=100)	
	Frequency	Percentage	Frequency	Percentage
Are you aware that the charter needs to be reviewed after some period of time?				
Yes	25	50	0	0
No	0	0	0	0
I don't know	25	50	100	100
Total	50	100	100	100
How many times has it reviewed the charter				
None	14	56	0	0
1 time	0	0	0	0
I don't know	11	44	100	100
Total	25	100	100	100

Information from the Heads of departments revealed that the time for reviewing the charter had not yet been reached. One of the key informants from the department of Primary education and Culture was quoted saying:

“The council reviews the charter after every three years as it has been indicated within the charter. Since it was introduced in 2013, it will be reviewed in 2016”
(Interview, December 2015).

4.5.4 Monitoring and evaluation of CSC

As a new policy which has been introduced within the council, monitoring and evaluation of CSC is required so as to make it successful. The process of monitoring and evaluating CSC is supposed to be supervised by CSC committee or heads of departments within the respective departments. Officials and customers who utilized the charter can also play a great role in monitoring other officials who provide lip service to adopt the standards of services brought by the charter. In exploring whether the council monitor and evaluate the charter, results from Table 23 indicated that the council did not have any mechanisms employed to do so. When asked, 60 % of officials said there was no mechanism for monitoring and evaluating the charter. The remaining 40 % officials and 100 % of all the customers did not know whether there are these mechanisms or not.

Table 23: Officials’ and customers’ opinion on CSC monitoring and evaluating mechanisms

	Officials (n=50)		Customers (n=100)	
	Frequency	Percentage	Frequency	Percentage
Are there mechanism for monitoring and evaluating the charter?				
Yes	0	0	0	0
No	30	60	0	0
I don’t know	20	40	100	100
Total	50	100	100	100

Furthermore, during the interview, heads of departments informed that there were no monitoring and evaluation practices which had been taking place within the council. In the absence of monitoring mechanisms in place, it is difficult for the council to analyze its staff compliance with charter's commitments and take immediate measures. Furthermore due to absence of evaluation mechanism the council will also fail to analyze deviations from their goals and promote successful mechanisms for the policy. Due to absence of monitoring and evaluating mechanisms, the culture of using the charter by officials and customers has not yet been articulated within the council. As a result not all officials and customers have been utilizing it. The absence of CSC committee can be among the reasons that made this important policy not to be monitored or evaluated.

The study was also interested to find out if there were mechanisms put in place to ensure complaints of the customers were being handled within the council. As indicated in Table 24, mechanisms such as presence of suggestion box, desk officer dealing with complaints of the customers and letter writing were mentioned by both officials and the customers. Another option that was mentioned by customers was through the director of the council. However, during the survey the researcher observed that the suggestion box was easy to be noticed by clients as it was located near the reception area unlike the desk officer dealing with complaints. The researcher did not observe any signs or written direction to guide the customers to the area which he/she can consult the desk officer. As a result there was a possibility that customers' complaints would not be handled fully. This observation is supported by findings of a similar study by Mang'era, (2013) in Kenya. According to Mang'era (2013), although there was provision of grievance handling system, there was no practice and provision of addressing citizen's grievance.

Table 24: Officials' and customers' opinion on complaint handling mechanism in the council

	Officials		Customers	
	Frequency	Percentage	Frequency	Percentage
Does the council have any complaint handling mechanism?				
Yes	47	94	89	89
No	0	0	1	1
I don't know	3	6	10	10
Total	50	100	100	100
What are those mechanisms?				
Suggestion box	26	55.3	82	92.1
Desk officer	20	42.6	0	0
Director	0	0	5	5.6
Letter writing	1	2.1	2	2.3
Total	47	100	89	100

The findings on how the council has developed, promoted, monitored and evaluated the CSC, reviewed and presence of CSC committee illustrate that the CSC has not been well institutionalized within Morogoro Municipal Council. Therefore it can be observed that there is poor institutionalization of this important policy tool in the municipality. Majority of the officials and customers were still not fully aware of the document and there was no effort to promote it. There were no mechanisms put in place to monitor and evaluate the charter and there was no CSC committee in place. As a result the charter still becomes a new terminology to some of the main actors who were targeted to utilize and enjoy the fruits of CSC.

CHAPTER FIVE

5.0 CONCLUSIONS AND RECOMMENDATIONS

5.1 Conclusions

Based on the findings from this study it can be concluded that:

Officials had low cognition level on CSC which implied that the chance for utilizing the charter by these officials was low. However for the officials who were aware of the charter they had positive reaction towards it which implied that the charter didn't go against their values. Furthermore they utilized the standards of services indicated in providing services to the customers. Therefore it can be observed that, if officials were aware of the principles and doctrines of CSC it won't be difficult for them to utilize it in providing the services because the charter doesn't go against their values.

Although CSC has been introduced in the municipality, still there is low level of customers' awareness on CSC. Customers are still in dark about the government measures to empower them through the CSC. As the charter programme mainly aims at empowering the citizens through some specified rights and privileges. But in the absence of sufficient awareness and knowledge these rights and privileges within the charter are meaningless. Furthermore even for those customers who were aware of the charter they still failed to demand quality services as indicated within the charter due to absence of the culture of using it to do so.

Another conclusion which can be drawn from the study is that, after the introduction of CSC in the council, the level of customers' satisfaction to services provided has increased than before the charter was not introduced. This indicated that CSC has helped

in improving accessibility, courtesy, competence, timeliness and outcome of the services provided within the municipality. The improvement can be observed by the officials who were utilizing the standards of services indicated in the charter to declare that by doing so the charter has been very useful to them in providing quality services. Moreover the improvement can also be observed from the customers who found consistency on what was indicated in the charter and the way the officials provided quality services to them.

Lastly, despite an increase in the level of customers' satisfaction to services provided after the introduction of CSC, still there are some challenges on how Morogoro Municipal Council institutionalized CSC and no effective measures have been taken by the council management to make improvement. The challenges can be seen as the municipality has not promoted the charter well hence majority of the officials and customers were not aware of it, there was no CSC committee formulated, no review which has been done since it was introduced and much worse there are no mechanism put forward to monitor and evaluate the achievement and failures of CSC in the municipality.

5.2 Recommendations

Based on the findings of this study, the following recommendations are made:

Skilled and competent manpower is one of the pre requisites for successful utilization of CSC. As the officials have shown positive reaction towards the charter the council is obliged to ensure that all officials are aware about the principles outlined within the charters by employing strategies such as training, refresher course and orientation program for the officials. Training increases officials' cognition which in turn will lead

to capacity building. The council may even encourage the officials to go and pursue courses on their own, which would be beneficial to the utilization of the charter. Through training officials will articulate new techniques to do particular task of that organization in accordance to what is stipulated in the CSC.

The council should use all possible means to publicize the charter to the public who need to know what it promises. Such means could include the use of mass media, service points and public fora such as congregation. By doing so citizens who will be seeking services from the council will know their rights and be able to utilize the charter by demanding services as indicated in the charter when given otherwise. The council should also create an environment to motivate the customers to demand quality services when they are given poor services. This can be done by having leaflets or notice that explain the rights of the customers and how the council supports and solve customers' cases.

For customers to be effectively satisfied, the council should ensure that all officials provides services as indicated in the charter as well as all the complaints from the customers are solved within a reasonable timeframe. As it was observed that some customers complaints were not even solved at all thus made them not to see the importance of complaining even when they were not satisfied with the treatments from the officials.

There is a need for the council to formulate a CSC committee that will be dealing with issues relating to the charter. The committee will not be limited to mobilize the officials to use the charter but also will help in issues such as promoting of the charter to the

public, monitor and evaluate the charter and reviewing the charter. The committee will make the charter to be alive within the municipality.

As the study was conducted before the year of the charter is supposed to be reviewed (2016), the study recommends the council to review the charter. There is a need for the council to view CSC as live and evolving rather than as static documents. By reviewing the charter's commitments and objectives, the document will reflect the needs of all stakeholders which will provide a starting point for a more strategic approach to quality customer service.

There is a necessity for the Morogoro Municipal Council as whole or in each department to have regular ways to monitor the officials to abide with the principles outlined within CSC when providing services to the customers. Furthermore the council should ensure that there are mechanisms for evaluating the success and failure in utilizing the charter annually. In this way officials will be more committed to follow the standards indicated within the charter as well as the council or each department will know exactly where they are in terms of success and challenges encountered hence take measures.

Finally, as a matter of policy, the government should create an outside and independent review process to approve guarantees, standards, complaint and redress systems, and to monitor the implementation of the Client Service Charter Programme on regular basis.

5.3 Suggestions for Further Research

This study has assessed utilization of CSC in only Morogoro Municipal Council hence cannot be representative of the total population of 145 LGAs in Tanzania. In this case more detailed and extensive national survey process should be put in place to examine utilization of CSC in other LGAs. This will allow more detailed exploration of utilization of CSC with much larger sample so that results can be broken down by service area, population groups and or geographical area. By doing so, the study findings to be generated will permit suffice generalization in the country.

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APPENDICES

Appendix 1: Questionnaire for assessing customers' awareness on CSC and satisfaction from the service delivered in Morogoro Municipal Council

S/No	Item	Response
1.	Date of interview	
2.	Questionnaire No.	
3.	Name of department visited	
4.	Name of interviewer	
5.	Name of respondents (optional)	
6.	Mobile number(optional)	

Section 1: Demographic and Socio-Economic Characteristics

Please circle appropriate number

1. Age
2. Sex 1. Male 2. Female
3. What is your marital status?
 1. Single 2. Married 3. Divorced 4. Widow/widower
4. Area of residence (Ward)
5. Total years you have been to school?
6. What is your main employment/occupation?
 - 1 Farmer/Peasant 2. Businessman/women 3. Public servant 4. Other (specify)

Section 2: Customers Awareness on the Availability of CSC in the Council

7. On the following statements I am going to ask you questions about your level of awareness on CSC. Circle one number based on whether you are: Unaware (U)=1, Neutral (N) = 2, Aware (A) = 3 within the statement

		1	2	3
1	Morogoro Municipal Council has CSC			
2	The time standards of service provision indicated in the charter			
3	The quality of services you're supposed to receive from the council as indicated in the charter			
4	Customers' rights (such as right to complaint and receive feedback) to the council as stated in the Charter			
5	Customers' responsibility to the council as indicated in the charter			
6	The council responsibility to its customers as indicated in the charter			

8. How did you know about the existence of CSC?

1. Through copies of the charter in the council
2. Through any Municipality staff
3. Through print media (fliers and cartoons)
4. Through news
5. Through friends and family
6. Through website of the municipality
7. Others (specify).....

9. When was the charter introduced in your Municipality?

1. 2 years ago
2. 4 years ago
3. I don't know
4. Others (specify).....

10. Were you involved in the formulation/review of the charter?

1. Yes
2. No

11. Have you ever read the CSC document of Morogoro Municipality Council?

1. Yes
2. No

12. If you have answered YES in question 11, do you find the language used is easy and simple to read and understand?

1. Yes
2. No

13. In your own opinion what do you think was the reason for introducing CSC in the municipality
1. To improve service provision
 2. Empower customers to demand quality services
 3. Enhance good relationship between officials and the customers
 4. I don't know
 5. Others (specify)
14. Has the council promoted CSC document?
1. Yes
 2. No
 3. I don't know
15. If you have answered yes in Qn. 14 what were the strategies used?
1. Copies of the charter in the council
 2. Posting the charter on the website
 3. Use of mass media
 4. Others (specify)
16. If you don't know about the existence of CSC, what do you think is the reason?
1. Poor promotion of the charter
 2. It is a useless document
 3. I don't know
 4. Others (specify)
17. In your opinion, which procedure would be helpful for you to know about CSC?
1. Copies of the charter in the council
 2. Publicity in print media(fliers and cartoons)
 3. Publicity in electronic media
 4. Knowing from Municipal staff
 5. Other (please specify)
18. In your own opinion what steps should be taken to build up awareness of citizens about CSC?
1. Training and seminars to public servants
 2. Fliers
 3. Congregation
 4. Mass media
 5. Others (specify)
19. In your own opinion do you think the council has CSC committee
1. Yes
 2. No
 3. I don't know

20. If you have answered Yes in Qn. 19 do you think that committee is active in dealing with issues related to the charter?

1. Yes
2. No
3. I don't know

21. In your own opinion do you think there are mechanism for monitoring and evaluating the charter in the council

1. Yes
2. No
3. I don't know

22. If you have answered yes in Qn. 21 what are those mechanisms?

1. Internal monitoring and evaluation system
2. Customer comment cards at the point of service delivery
3. Participatory monitoring and evaluation led by NGOs or CBOs
4. Others (specify)

23. In your own opinion do you think the council reviews CSC

1. Yes
2. No
3. I don't know

Section 3: Customers Satisfaction on Service Provided by Morogoro Municipal Council

24. On the following statements I am going to ask you questions about your level of satisfaction from the services you received from the council before the introduction of CSC and after the introduction of CSC. Circle one number based on whether you are: Dissatisfied (**D**) =**1**, Neutral (**N**) = **2** and Satisfied (**S**) =**3**, within the statement

(a) Your level of satisfaction **BEFORE 2013**.

		1	2	3
1.	The staff behaviors			
2.	The effort from the staff to ensure you get the service/product you wanted			
3.	The language the staff used to communicate with you			
4.	The no. of staff in the department to deal with the customers			
5.	The procedure/process to follow to get the service/product you wanted			
6.	The treatment from the staff			
7.	The competence of the staff in dealing with your issue			
8.	The amount of time it took to get the service/product			
9.	The overall service delivery from the council			

(b) Your level of satisfaction **FROM 2013 ONWARDS**

		1	2	3
1.	The staff behaviors			
2.	The effort from the staff to ensure you get the service/product you wanted			
3.	The language the staff used to communicate with you			
4.	The no. of staff in the department to deal with the customers			
5.	The procedure/process to follow to get the service/product you wanted			
6.	The treatment from the staff			
7.	The competence of the staff in dealing with your issue			
8.	The amount of time it took to get the service/product			
9.	The overall service delivery from the council			

25. What services did you need from the council?

26. Did you get the service you needed from the council?

1. Yes
2. No
3. Part of what I needed

27. If you answered Yes in Qn. 26; generally, how would you rate the services

1. Excellent
2. Good
3. Satisfactory
4. Poor

28. If you have answered no or parts of what you needed in Qn. 26, what do you think is the reason?

1. Officials needed bribe
2. The officials said my documents were not valid
3. The officials did not cooperate
4. I had incomplete documents
5. Other (specify)

29. Does the council gather your complaints?

1. Yes
2. No
3. I don't know

30. If you have answered yes in question 29, how do they gather your complaints?

1. Suggestion box
2. Desk officer
3. Letter writing
4. Others (please specify)

31. Have you ever had a complaint for example from the treatment or service delivered from the council?

1. Yes
2. No

32. If you have answered Yes in Qn. 31, have you ever lodged a complaint?

1. Yes
2. No

33. If you have answered No in Qn. 32, what are the reasons?

1. They don't make follow up of the complaints
2. I don't know the procedure of lodging a complaint
3. It is a complicated process
4. Others (specify).....

34. If you answered yes in Qn. 32, could you please estimate the duration involved in follow up of the complaint lodged by you or your fellow customers?

1. Immediately in the same day
2. 2 days
3. 7 days
4. No action at all
5. Others (specify)

35. Did you feel satisfied with the solution offered to your complaint?

1. Yes
2. No
3. Somehow
4. Not at all

36. Does the council solicit feedback from you on the standards of service delivery offered to you?

4. Yes
5. No

37. If you have answered yes in question 34, how do they gather your suggestions/feedback?

5. Suggestion box
6. Municipal staff
7. Letter writing
8. Others (please specify)

38. Have you ever suggested anything to the council?

1. Yes
2. No

39. If you answered yes, do you think that your suggestions/feedback have been reflected in follow up action?

1. Yes
2. No
3. Somehow
4. I don't know

40. Can you estimate the duration of time spent to get the service you were seeking for from the council?

1. 5 to 30 minutes
2. 1 to 5 hours
3. 1 to 5 days
4. 1 to 3 months
5. Others (specify)

41. Have you ever being informed about any service offered in the Municipality by the council?
1. Yes
 2. No
42. Have you ever being in need of any information from the council?
1. Yes (please specify).....
 2. No
43. If you have answered yes in Qn. 42, can you estimate the time duration it took
1. 10 minutes
 2. 30 minutes
 3. 14 days
 4. Very long time until I bribed the official
 5. Others (specify)
44. If you are aware about the contents of the charter, to what extent did you find consistency between the information as mentioned in the Charter and the way municipal officials have dealt with your case?
1. To a lesser extent
 2. To a greater extent
 3. I don't know
45. If you are aware about the charter, have you ever used it to help you get/demand services needed by you from the council when you are provided with lip services?
1. Yes
 2. No
 3. I don't know
46. If you have answered No in Qn. 45, what do you think is the reason?
1. Officials tend to work like the way they are used to hence the charter is not used
 2. Red tape challenge
 3. There is no strong emphasis of using it for demanding services in the Municipal
 4. Unawareness of the charter to customers and officials
 5. Others (specify).....

Thank you for your participation!!!

Appendix 2: Questionnaire for assessing officials' disposition on CSC and institutional factors influencing utilization of CSC

S/No	Item	Response
1.	Date of interview	
2.	Questionnaire No.	
3.	Name of department visited	
4.	Name of interviewer	
5.	Name of respondents (optional)	
6.	Mobile number (optional)	

Section 1: Demographic and Socio-Economic Characteristics

Please circle appropriate number

1. Age
2. Sex 1. Male 2. Female
3. Total years you have been to school?
4. Marital status
 1. Single 2. Married 3. Divorced 4. Widow/widower
5. When did you start to work in this department? (Year).....
6. What is your occupation position in the council?

Section 2(A): Officials' Cognition/Understanding on CSC

7. On the following statements I am going to ask you questions about your level of awareness on CSC. Circle one number based on whether you are: Unaware (**U**) =1, Neutral (**N**) = 2 and Aware (**A**) =3 within the statement

		1	2	3
1	Existence of CSC in the Municipality			
2	I am supposed to participate during formulation/review of CSC			
3	The time standards of service provision indicated in the charter			
4	The quality of services you're supposed to provide from the council as indicated in the charter			
5	The responsibility of the council to its customers as indicated in the charter			
6	The rights of the customers to the council as indicated in the charter			

8. How did you know about the Charter?

1. Through copies of the Charters in the council
2. Through your fellow staffs
3. Through training on CSC
4. Through family and friends
5. Other (please specify).....

9. Were you involved in the formulation or reviewing process of the charter in the council?

1. Yes
2. Somehow
3. Not at all

10. What do you think are the reasons on why the CSC was introduced in your office?

1. To improve service provision
2. Enhance good relationship between officials and customers
3. To empower the customers
4. Others (please specify)

11. In your own opinion what steps do you think should be taken to build up awareness of the officials on CSC?

1. Staff training and education
2. Meeting and conference
3. Committee
4. Others (please specify).....

Section 2 (B): Officials Reaction on CSC

12. Does the CSC go with the existing rules and regulations of Morogoro Municipal council?

1. Yes
2. No
3. Somewhat
4. I don't know

13. Do you use CSC in your daily routine?

1. Yes
2. No
3. Somewhat
4. I don't know

14. If you answered yes or somewhat in question 13, do you think the CSC is useful in your daily work?

1. Yes
2. No
3. Somewhat
4. I don't know

15. If you answered No or I don't know in question 13, what do you think are the reasons?
1. Unaware of the charter
 2. I am better off without it
 3. It is a useless document
 4. I don't know
 5. Others (please specify)
16. Have you ever create awareness of the customers on CSC
1. Yes
 2. No
 3. I don't know
17. On the following statements I am going to ask you about your views on the introduction of CSC in your office. Disagree (**D**) =1, Undecided (**U**) =2 and Agree (**A**) =3 with the statement.

		1	2	3
1	The charter promises a lot but all of it is NOT difficult to implement			
2	The charter is not a gimmick by the government			
3	I feel optimistic about the changes brought by the Charter			
4	I am very encouraged about the changes brought by the Charter			
5	My trust on the municipality has increased			
6	CSC, helped me to become more punctual in my work			

18. In your opinion, what are the major problems of implementing CSC in Morogoro Municipal council?
1. Unawareness of the charter
 2. Poor service facilities
 3. Red tape
 4. I don't know
 5. Others (please specify)

Section 3: Factors Influencing Implementation of CSC

19. In your own opinion are there any strategies imposed to promote the charter in Morogoro Municipal council?
 1. Yes
 2. No
 3. I don't know

20. If you answered yes in question 19, what are those strategies to promote it?
 1. Training to the officials
 2. Ensure there are copies of the charter in the council
 3. Usage of fliers
 4. Uploading the charter to the website of the council
 5. Use of mass media
 6. Others (please specify)

21. Since the CSC has been introduced in your council, is there any committee which has been formulated to deal with issues related to CSC
 1. Yes
 2. No
 3. I don't know

22. If you answered yes in question 21, is it active in dealing with issues related to CSC?
 1. Yes
 2. No
 3. I don't know

23. Does Morogoro municipal council monitor and evaluate success and failures of utilizing CSC
 1. Yes
 2. No
 3. I don't know

24. If you have answered yes in Qn. 23 what are those mechanism to monitor and evaluate the success and failures of CSC
 1. Internal monitoring and evaluation system
 2. Customer comment cards at the point of service delivery
 3. Participatory monitoring and evaluation led by NGOs or CBOs
 4. Others (specify)

25. Does Morogoro Municipal council have a complaint handling mechanisms?
1. Yes
 2. No
 3. I don't know
26. If Yes, what are those complaint handling mechanism?
1. Desk officer dealing with complains
 2. Through letter writing
 3. Use of suggestion box
 4. Others (please specify)
27. Does the council review the CSC document so as it can be updated?
1. Yes
 2. No
 3. I don't know
28. How many times has the council review it?
1. None
 2. 1 time
 3. 2 times
 4. 3 times
 5. Others (please specify)
29. In your own opinion, what are other factors do you think they influence implementation of CSC in your office?
1. Awareness creation
 2. Copies of the charter
 3. I don't know
 4. Others (please specify).....

Thank you for your participation!!!

Appendix 3: Checklist of items for key informants

1. Promotion of Client Service Charter in Morogoro Municipal Council
 - a. When did Morogoro Municipal Council introduce the CSC?
 - b. Who were the stakeholders involved in the formulation of CSC?
 - c. Which ways does the council use to generate/create awareness of CSC among the stakeholders?
 - d. How many times have the council conduct trainings on CSC to the officials on how to deliver services in adhering to the standards indicated on the charter since its introduction? How about seminars?
 - e. Why some of the officials do not even know that the Municipal has such an important tool?
 - f. Does your department have any copy of the charter?
2. Monitoring and evaluating system
 - a. How do you make follow up on the implementation of the charter to the officials departments? Are there any rules put to ensure the officials follow standards of services put in the charter?
 - b. Has the council introduced any complaint handling mechanism?.....
 - c. What are those complaint handling mechanism?
 - d. Which ways does the council ensure that clients' complaints have been solved on time?
3. Reviewing
 - a. Since introduced has the council reviewed the CSC document?.....
 - b. How many times?
4. Formulation of CSC committee
 - a. Has Morogoro Municipal Council formulated a CSC committee?

5. What mechanisms are there in place to ensure customers are satisfied with the services provided?
6. What are the actions given to officials who mistreat the customers by either using bad language or being unfair to her/him?
.....
7. What are the challenges for utilizing the charter within the council?
.....

Thank you for your participation!!!