



저작자표시-비영리-변경금지 2.0 대한민국

이용자는 아래의 조건을 따르는 경우에 한하여 자유롭게

- 이 저작물을 복제, 배포, 전송, 전시, 공연 및 방송할 수 있습니다.

다음과 같은 조건을 따라야 합니다:



저작자표시. 귀하는 원저작자를 표시하여야 합니다.



비영리. 귀하는 이 저작물을 영리 목적으로 이용할 수 없습니다.



변경금지. 귀하는 이 저작물을 개작, 변형 또는 가공할 수 없습니다.

- 귀하는, 이 저작물의 재이용이나 배포의 경우, 이 저작물에 적용된 이용허락조건을 명확하게 나타내어야 합니다.
- 저작권자로부터 별도의 허가를 받으면 이러한 조건들은 적용되지 않습니다.

저작권법에 따른 이용자의 권리는 위의 내용에 의하여 영향을 받지 않습니다.

이것은 [이용허락규약\(Legal Code\)](#)을 이해하기 쉽게 요약한 것입니다.

[Disclaimer](#)

Improving Public Service Delivery Standards:

**A Case of Client Charter on Pension Processing
by the Ministry of Public Service, Uganda**

Kim, Bong Hwan

Submitting a master's thesis of Public Administration

April 2015

Graduate School of Public Administration

Seoul National University

Public Administration Major

Samson Olum

Confirming the master's thesis written by

Samson Olum

June 2015

Chair Koo, Min Gyo (Seal)

Vice Chair Ko, KilKon (Seal)

Examiner Kim, Bong Hwan (Seal)

Abstract

Improving Public Service Delivery Standards: A Case of Client Charter on Pension Processing by the Ministry of Public Service, Uganda

**Samson OLUM
Public Administration Major
The Graduate School of Public Administration
Seoul National University**

The client charter also known as citizen or service charters in different countries are such innovations introduced under the NPM paradigm to bring about efficiency in service deliveries. Studies on the impact or achievements of the charters have indicated mixed outcome. In the Uganda Public Service, the mechanism was introduced in 2006. The Ministry of Public Service was the first to begin using it in 2007. One of the key result areas in the Charter of the Ministry is pension service provision. The performance in this key result area has seen numerous complaints and negative reports as depicted in the articles of major newspapers in the country. The reporting interested me to conduct a study on whether the client charter use was having any positive impact on improving pension processing standards at the Ministry.

A content analysis of the articles was used to derive descriptive statistics of the tones and implied descriptions of the processes. The articles were purposely sampled from three newspaper publications reporting on pension processing from 2002 to 2013, to reflect the periods before and after the charter. The analysis approach was reinforced with an assessment of the Ministry's implementation and application of the charter principles and standards on pension processing. Purposive sampling of available documents and reports was used to draw case evidences of the implementation and applications of the standards and principles, identify the challenges and gaps in the processes.

Arising from the content analysis, whereas there were more negative tones than positive tones before the charter, negative tones even increased after the charter. To understand these variations, it was established that in the period before the charter, pension processing was described as more accountable and transparent, but also inefficient, ineffective and less responsive. In the period after the charter, processes are described as less accountable and less transparent; less efficient and less effective; less responsive and less diligent.

In the assessment of the implementation and application of the charter principles and standards, the analysis looked at the strategies employed to improve knowledge and awareness of clients; and make the processes efficient and effective. Evidences point that the Ministry has undertaken a

number of initiatives to improve pension processing standards, however, despite the efforts, cases of complaints, poor customer care, delays, fraud etc., are still highly sighted and reported. The gaps identified in the processes were lack of strong political policing of the implementation and application of the charter standards, peripheral role of the CSOs and media in sensitizing the service recipients about the service standards, and the still bureaucratic steps to access the benefits.

The conclusion was that despite efforts to implement and apply the charter principles and standards on pension processing, there is no much desired impact on improving the processing standards. There is need to engage political leadership, the CSOs and the media in the processing; create pension funds appropriation tracking systems; decentralize pension payment to resident LGs of the beneficiaries.

Key words: Client Charter; Service delivery standards; Pension processing; Content Analysis; Implementation and application

Student ID: 2013-23954

Table of Contents

Abstract	i
List of Tables	vii
List of Figures	vii
CHAPTER ONE	1
1.0. BACKGROUND TO THE STUDY	1
1.1. Introduction	1
1.2. Statement of the problem	4
1.3. Purpose of the study	6
1.4. The scope of the study	8
1.5. Significance of the study	8
1.6. Structure of the Study	10
CHAPTER TWO	11
2.0. LITERATURE REVIEW	11
2.1. Introduction	11
2.2. Theoretical perspective and the model	11
2.3. The Charter as mechanism for improving service delivery standards	14
2.3.1. The adoption of the charters by other countries.....	16
1.1.1. Impact of Charters on Service Delivery Standards.....	18
1.1.2. Challenges in the implementation of the Charters.....	20
1.2. Public Service Pension processing	23
CHAPTER THREE	28
2.0. The Public Service Reform: the Client Charter: the Public Service Pension	28
2.1. Introduction	28
2.2. Public Service Reform in Uganda	28
2.3. Result Oriented Management (ROM)	30
2.4. The Client Charter	31
2.5. The Ministry of Public Service Client Charter	32

2.5.1.	The Charter key result areas for the Ministry.....	33
2.5.2.	Clients of the Ministry.....	33
2.5.3.	The principles of the charter.....	34
2.5.4.	The Service Standards.....	36
2.5.5.	The rights and obligations of the Clients.....	37
2.5.6.	Feedback mechanism and means of channeling complaints ...	38
2.5.7.	Reporting on the performance of the Client Charter.....	39
2.6.	The other policy that complements the Client Charter	39
2.6.1.	The code of conduct and ethics for the Uganda Public Service	40
2.7.	The public service pension.....	42
2.7.1.	The Current Public Service Pensions	42
2.7.2.	The standards to qualify for the pensions.....	43
2.7.3.	The earlier pension reforms and some challenges.....	44
CHAPTER FOUR.....	47
3.0.	THE METHODOLOGY.....	47
3.1.	Introduction.....	47
3.2.	Content Analysis.....	47
3.3.	Analysis of the Newspaper articles reporting on pension processing.....	49
3.4.	Data Sampling and coding.....	50
3.4.1.	Data Sources and Units of analysis	50
3.4.2.	Coding categories.....	51
3.5.	Data analysis	53
3.6.	Assessing the implementation and application of the Charter principles and standards.....	53
3.6.1.	Sampling and data sources for the assessment.....	53
3.6.2.	Data analysis	54
3.7.	Issues of reliability and validity	55
3.8.	Definitions of key terms, concepts and variables.....	56
3.9.	Limitations of the study	56
3.10.	Ethical considerations.....	57

CHAPTER FIVE	58
FINDINGS AND DISCUSSIONS	58
4.0. Introduction	58
4.1. Content Analysis of the articles	58
4.1.1. Count of the articles reporting on pension processing	58
4.1.2. Average length of the articles.....	60
4.1.3. Sources of Reference for information	62
4.1.4. Coding Authorship of the articles	63
4.1.5. Coding the tones in the articles on processing standards	64
4.1.6. Coding the descriptions of the processes.....	66
4.1.7. Conclusion on content analysis findings.....	69
4.2. Application of the Charter principles and standards on pension processing	70
4.2.1. Introduction	70
4.2.2. The framework and data sources	71
4.2.3. The findings	72
4.2.3.1. Dissemination awareness and knowledge	72
4.2.3.2. Processes efficiency and effectiveness.....	74
4.2.3.3. Processes Challenges and gaps.....	78
CHAPTER SIX	88
5.0. Conclusions and Recommendations	88
5.1. Conclusion	88
5.1.1. The content analysis	89
5.1.2. Application of the Charter principles and standards on pension processing.....	91
5.1.3. Challenges in the application	92
5.2. Recommendations	93
REFERENCES	97
ANNEXES	103

List of Tables

Table 1: Definitions of the descriptions by the Service quality model	12
Table 2: The phases of reforming the Uganda Public Service	29
Table 3: The Charter Commitments on Pension processing	33
Table 4: The Principles guiding the implementation of the Charter	34
Table 5: General Charter Service Standards Commitments	36
Table 6: Client rights and Obligations	37
Table 7: The Pension Processing Steps	43
Table 8: Coding by author of the articles	64
Table 9: Coding Tones in the articles before the Charter	65
Table 10: Coding Tones in the articles after the adoption of the Charter	66
Table 11: Coding Description of the processing standards in the articles	68
Table 12: Time (months) taken to access pension payroll	83

List of Figures

Fig. 1: The Conceptual Framework	9
Fig. 2: Gray's Triangle	18
Fig. 3: The Flow Chart used in a typical content analysis process	48
Fig. 4: The program Logic model and Evaluation criteria	55
Fig. 5: Percentage number of articles before the charter	59
Fig 6: Percentage numbers of articles after the Charter	59
Fig. 7: Average words in the articles before the Charter	60
Fig. 8: Average word counts in the article after the Charter	61
Fig. 9: Coding Reference sources of Information	63
Fig. 10 : Trends of Complaints against the Ministry from 2006-2012	85

Acronyms:

AIDS	Acquired Immune Deficiency Syndrome
ANOVA	Analysis of Variance
CSR	Civil Service Reform Programme
EAC	East African Community
FY	Financial Year
HIV	Human Immunodeficiency Virus
IGG	Inspector General of Government
IIPA	Indian Institute of Public Administration
IPAA	Institute of Public Administration Australia
IPPS	Integrated Payroll and Personnel Management System
JAR	Joint Annual Report
LG	Local Government
MDAs	Ministries, Departments and Agencies
MDGs	Millennium Development Goals
MoPS	Ministry of Public Service
NIS	National Integrity Survey
NPM	New Public Management
NSDS	National Service Delivery Surveys
OECD	Organization of Economic Co-operation and Development
PSRP	Public Service Reform Programme
PSRRC	Public Service Review and Reorganization Commission
PWC	PricewaterhouseCoopers
ROM	Result Oriented Management
UNDESA	United Nations Department of Economic and Social Affairs

CHAPTER ONE

1.0. BACKGROUND TO THE STUDY

1.1. Introduction

The need to deliver quality service today is no longer luxury but a prerequisite to the service providers, whether for private or public as demanded by service recipients. Citizens, clients or customers are much aware of their rights and entitlements to quality services than before, thus, the pressure on organizations to innovate strategies of how to guarantee quality services in as far as timeliness, transparency, efficiency and accountability in the processes are concerned. Organizations that fail to innovate lose out.

By the late 1980s, efforts to innovate and improve service provision standards in the public service sectors were in earnest in a number of countries, most especially in OECD countries. The general mission was guaranteeing efficiency, effectiveness, transparency, accountability and responsiveness in the delivery systems (Drewry, 2003; Njunwa, 2011). The Governments realized that more efficient, effective and responsive service delivery systems were essential in building trust and value in citizens.

Neo-liberal paradigms, such as New Public Management (NPM) that espouses market oriented style of administering the Public Service systems made its mark and footholds not only in the academia but also in governance. The NPM frameworks of Citizen/Client/Service Charters, depending on the choice of the titles adopted by a particular country were introduced to make promise of quality service delivery standards (Tobin, 2003). The charter, as

public documents, stipulate the kind of service quality standards an organization's service recipient can expect (McGuire, 2001). The charter presented that, clear standards of service delivery should be published and well displayed at service points; the citizens should be enabled to file complaints in case the service is substandard; there should be transparency in the delivery processes; information about available services should be available in plain and understandable language; citizens be allowed to choose the kind of service they want and their inputs on services offered be sought where necessary.

The United Kingdom pioneered the use of the citizen's charter in 1991. Quite a number of other countries benchmarked the UK in embracing the charter initiative. For example, Canada's citizens' charter guarantees protection to basic rights and freedoms of all her citizens in service delivery (Mendoza, 2006). Malaysia adopted clients' charter in 1993, United States, under the Clinton administration in 1993; Australia's service charters in 1997 (Drewry, 2003; Larbi, 1999).

In Uganda, the Ministry of Public Service under circular standing instruction no.2 of 2006 introduced client charter usage to the Service (Establishment Notice, No.3 of 2011). The directive requires all ministries, departments, agencies and local governments to develop charters to reflect the service standards commitments to their service recipients: The Ministry of Public Service was first to develop its charter in 2007 with the objective of informing its clients and stakeholders about general standards and the

principles guiding its service delivery. Pension service is one of the key result areas stated in the Ministry Charter.

In as far as the pension is concerned; the World Bank reports that 85% of the world's population of over 65 years of age has no pension benefits and just less than 10% of the old population has contributory pension (Van Dullen, 2007; Steward and Yermo, 2007). Studies indicate that the adoption of public pension has reduced poverty in some countries. A case in point is the United States of America where poverty reduced from 35 per cent in 1960s to less than 10 per cent today (UNDESA, 2007). Most Governments today operate public service pension schemes to afford the welfare of their retired civil servants, though with some administrative challenges (pwc, 2007; Eich 2009).

In Uganda, as reflected under article 254 of the 1995 Constitution, pension is a right to a public officer. The article stipulates the standards of providing pension to the beneficiaries, highlighting the issues of promptness, frequency and ease of access to the beneficiaries. The Ministry of Public Service Client Charter commits to these constitutional standards on pensions services (MoPS Client Charter, 2007).

Much as the 1995 constitution stipulates the pension service standards, studies before the adoption of the charter in 2007 indicate that the processing standards were described as inefficient, bureaucratic, unresponsive and generally lack of knowledge and awareness among the beneficiaries about the procedures and requirements for accessing benefits (Kasente, Asingwire, Banugire and Kyomuhendo, 2002). The adoption of the client charter by the

Ministry was therefore expected to improve the processing conditions, for example, by orienting the service beneficiaries about the minimum pension service delivery standards they can expect.

1.2. Statement of the problem

A number of MDAs and LGs have implemented the directive requiring them to develop their respective client charters. Among these include the Ministry of Public Service in 2007; Ministry of Water and Environment in 2011; Ministry of Trade, Industries and Commerce in 2012; Ministry of Lands, Housing and Urban Development in 2012; and Ministry of Health in 2013.

The charters are supposed to enhance the performance and accountability of these government entities. The Ministry of Public Service Client Charter categorically stipulates that the Charter objectives are to; - 1) inform client and stakeholders of the services the Ministry offers, the rights, expectations and obligations of the clients and the service commitments; 2) provide an accountability framework for the Ministry to account to its clients and stakeholders; 3) act as tool for continuous performance improvement. The Charter therefore makes very strong commitments and promises on the level of service delivery standards.

Unfortunately, despite these pronouncements, the levels of service delivery standards still leave a lot to be desired. For instance, the ministry of public service as a pioneer Ministry to start using the client charter, still faces serious challenges with regards to the quality of service delivery

standards. These challenges are often depicted in the newspaper articles reporting on the level of service provision standards by Government departments. The articles and other anecdote sources show that there are persistent delays, fraud, and lack of accountability and transparency in service provisions.

Pension processing standards at the ministry of public service are examples of services that are often quoted negatively in the newspaper articles. It is frequently reported that beneficiaries on monthly payroll are paid very late, pointing to delays in the processes, without any prior communication made to them as why their money was not paid, leave alone why some names did not appear on the payroll. Besides, a good number of pensioners' names are often missed out on the payment schedule, requiring them to keep reporting to the pension head office from time to time to inquire about the circumstances. This means they have to incur a lot of costs in terms of time, effort and money following these claims. Then, the ministry for close to over two years has been in spotlight over allegations of mass pension funds frauds and misappropriation, putting the integrity of the management and administration of the scheme into question.

With the above unfortunate scenario one wonders whether the client charter has been effective in improving service delivery standards in the ministry, specifically in the area of pension processing. This study, thus, was conducted with an objective analysis of whether the Client Charter was helping to improve the service delivery situation in the

Ministry of Public Service with a specific case study of the public service pension processing.

1.3. Purpose of the study

The main objective of the study was to assess the improvement of service delivery standards in pension processing by the Ministry of Public Service after adopting the clients' charter which guarantee quality service standards. A content analysis of newspaper articles that reported about public service pension processing with a focus on whether they depicted more positive tones and descriptions of the processing standard after was conducted. An assessment of the implementation and application of the charter principles and standards on the processes was carried out with the aim of identifying the challenges and gaps in the processes.

The question was whether pension processing standards had improved since the adoption of the client charter in 2007? Parasuraman et al, (1985) in the model of service quality points that service standards should reflect reliability, accessibility, and courteousness. Issues such as consistency in performance, responsiveness, telephone, convenient time of location, friendliness of contact personnel, and knowledge of customers, trustworthiness, and honesty should define quality service standards-the spirit of the client charter reflects these principles and standards. Conducting a content analysis of newspaper articles on pension processing provided a pointer on whether the negative tones and descriptions of pension processing standards had improved as a result of applying these principles and standards.

To guide the study, two general hypotheses were drawn;-1) despite the application of the client charter principles and standards on pension processing, the negative tones in the newspaper article after the charter have not changed from the ones before; and 2) the definitions of the processing standards in the articles after the charter are not any different.

The second question was on how the principles and standards have been applied and implemented in the processes. The aim here was to establish the challenges and the gaps in the course of implementing the charter principles and standards in the processes. Daniel Mazmanian and Paul Sabatier (1983:20) defined implementation as “the carrying out of a basic policy decision, usually incorporated in a statute but which can also take the form of important executive orders or court decisions...” The Client Charters in Uganda can be defined as important executive orders since it was on the directive of the Circular Standing Instruction No.2 of 2006 that they are established. The implementations of the charters, thus, imply the application of the principles and standards in the service processes, which should lead to improvement in the quality of the service standards (Sand, 1997). Suffice to note, the efficient and effective application of the charter principles and standards should lead to improvement in the pension processing standards, much as, P.A. Brynard (2009:575) argues that “successful policy implementation is no guarantee for performance success.” Specifically the study was;-

1. To analyze whether the client’s charter has led to improvement in the standards of pension processing by Ministry of Public Service.

2. To identify gaps in the application of the Client Charter principles and standards on pension processing.

1.4. The scope of the study

A content analysis of the newspaper articles that reported on pension processing conditions; and an assessment of the application of the client charter principles and standards on pension processes by the Public service ministry were conducted. An attempt was made to analyze the client charter impact by looking at whether the standards of pension processing resonate with the principles and standards stipulated in the charter.

The study was restricted on the Ministry of Public Service, although other (MDAs) and LGs also play roles in pension processing especially at the level of filling and signing the application forms of the applicants. The study was confined to Ministry of Public service because it is the overall ministry responsible for receiving, verifying, approving payment of public service pension.

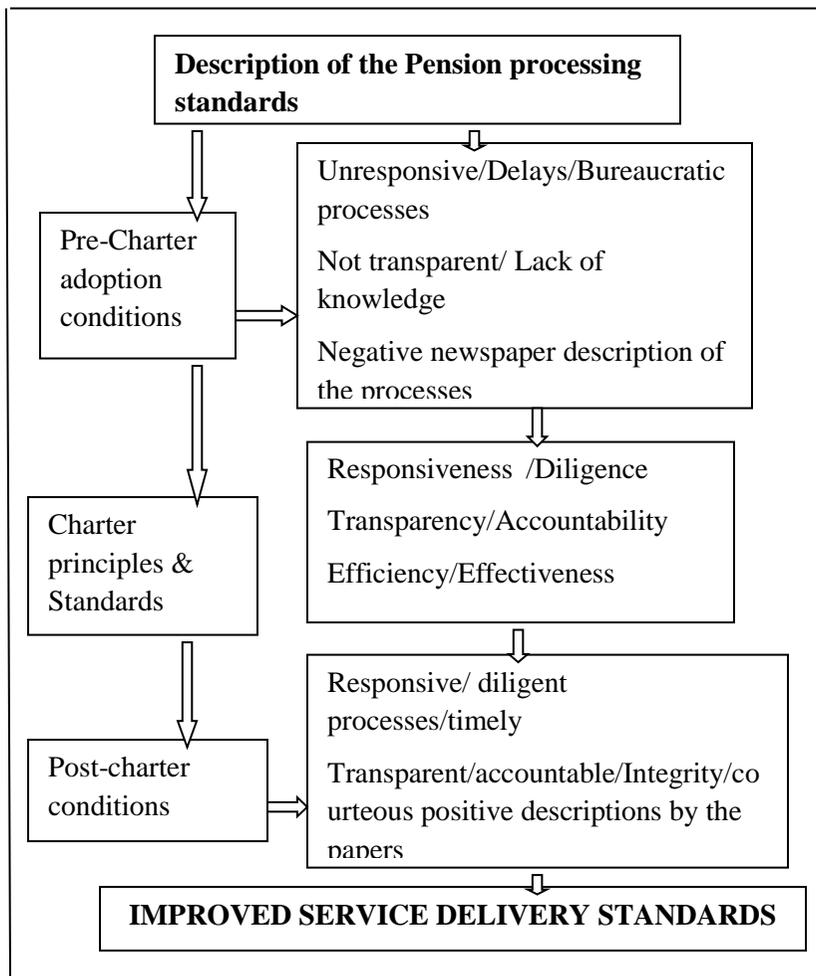
As regards the time scope, the study covered the period from the year 2002 to 2013. The rationale was to understand the pension processing standards as depicted by the newspaper articles before and after the adoption of the client charter in 2007.

1.5. Significance of the study

There are few studies on the impacts of the application of client charter principles and standards on specific service areas; therefore, it

hoped to add to the few studies, especially in Uganda. It will also contribute to the body of knowledge on client charters frameworks for setting commitments on providing quality service delivery standards. In particular it will help in the evaluation and review of the frameworks for service delivery standards in the public service of Uganda.

Fig. 1: The Conceptual Framework



In the conceptual framework, the client charter is the independent variable whereas pension processing is the dependent variable. The conceptualization was that the client charter principles and standards have

positive bearing on pension processing conditions after it was adopted in 2007.

It was presumed that before the adoption of the charter framework by the Ministry in 2007, the pensions processing condition/standards were described as unresponsive, slow, bureaucratic, none transparent and pension clients and stakeholders lacked knowledge on the processing procedures and conditions .

With the adoption of the client charter in 2007, the charter principles and standards were assumed to start having a positive impact on the processing standards. The description in the newspaper articles is more of positive than negative, and the descriptions of the processes are more of responsive, transparent and accountable, efficient and effective, informed clients, courteous treatment of the clients, clearly reflecting improved standards.

1.6. Structure of the Study

The study is structured in six chapters. Chapter one includes the introduction to the study; chapter two reviews the related literatures on client charter, public service pensions; chapter three describes the Public Service reform; the client charter, the pension service; chapter four describes the methodologies used in the study; chapter five presents the result findings and discussions; and chapter six draws conclusions on the result findings and recommendations.

CHAPTER TWO

2.0. LITERATURE REVIEW

2.1. Introduction

This section presents review of related literatures to the study. It covers the theoretical and model on the perspective of public service delivery standards and quality; background to charters in service delivery standards, the achievements and challenges so far; and the public service pension processing.

2.2. Theoretical perspective and the model

Citizens' confidence and trust in governments are strongly linked to the level and nature of service delivery standards. Governments that fail to deliver quality services to the expectations of their citizens may be resented. The need to improve government performance in service delivery began with the discussion by the OECD in 1987, though earlier before the OECD discussions, a model on service quality had already been presented by Parasuraman et al (1985). The proponents of the model argued that the quality of a service should reflect reliability; responsiveness; competence; access; courtesy; communication; credibility; security; understanding/knowing the customer; and tangibility. The table below presents some of the definitions of standards prescribed by the model of quality service.

Table 1: Definitions of the descriptions by the Service quality model

Dimensions	Definition
Reliability	ability to perform the promised service dependably and accurately
Assurance	knowledge and courtesy of employees and their ability to convey trust and confidence
Tangibles	appearance of physical facilities, equipment, personnel and communication materials
Empathy	The provision of caring, individualized attention to customers
Responsiveness	The willingness to help customers and to provide prompt service

Source: Francis Buttle (1995)

Therefore, the OECD discussion of 1987 clearly was in line with the prescriptions of the model of service quality. The discussions were that the public services needed to change to become more responsive in the performance of their tasks; make the systems more comprehensible to the clients to ensure clear and open lines of accountability and control; meet clients' needs within the framework of established policy goals (OECD,1987). It was realized that appropriate service delivery standards needed to be redefined to make public service delivery more accessible and timely (Huther and Sha, 1998; PWC, 2007; Duggan, 2008).

By the early 1990s, scholars like Osborne and Gaebler (1992) were already having an academic inroad into the discussion of how the public service systems can be transformed to make them more responsive and relevant to the citizens needs. They termed it as “reinventing the government.” In “Reinventing the government”, they argued for restructuring of government systems and adoption of new management and administrative parameters for the governments to be more relevant and productive. These neo-liberal ideals in public administration led to emergence of New Public Management paradigm in the 1990s pointing to introduction of private sector style of management and administration into the bureaucracies (Tobin, 2003; Olum, 2003).

The kind of neo-liberal features presented in NPM included demands for hands-on professional management of public organization; explicit standards and measures of performance; competition in the public sector; and private-sector styles of management practices and accountability (Falconer, 1997; Olum 2003; Joshi, 2010). At the backdrop of these ideals and calls for reform in public administration, the UK pioneered the application of these new fundamentals for service delivery standards to the British citizens as noted by Peter K. Falconer (1997:13) that “the UK might well be viewed as a laboratory for the new public management experiment...” In that regard it was the first to start using the citizen charters. “Charters are part of the much bigger new public management (NPM) agenda” (Drewry, 2005:322).

2.3. The Charter as mechanism for improving service delivery standards

The UK 1991 adoption of the citizen charter usage was basically to appease the UK citizens after realizing that they are the key stakeholders upon whom the government derives legitimacy. Thus, the demand for transparency and accountability by service recipients resulted in a positive response from government (PWC, 2007). Prime Minister Margaret Thatcher carried sweeping reforms of privatizing all British government businesses to bring about efficiency in the service, whereas her successor Prime Minister John Major consolidated it by introducing the citizen charter to improve effectiveness in the service provision standards (Falconer, 1997; Drewry, 2005; Njunwa, 2011).

Pat Barret (2003:3-4) defined charter as “a public document that sets out the standards of service that clients can expect from an organization as well as avenues for taking up complaints.” By its definition, the charter positioned the service recipients as important and deserving to be treated with courtesy in all respects. After years of Conservative reign under Mrs. Thatcher, Mr. Major realized that privatization was not sufficient enough to improve delivery standards, thus the adoption of citizen's charter to bridge the gap between citizens and the government in public service positions (Osborne and Plastrik, 1998; Drewery, 2003; Larbi, 1999; Humphrey, 1998, Mendoza, 2006; Njunwa, 2011). It was a fundamental attempt to make the bureaucracy more flexible, transparent and more oriented to the needs of service recipients. The Charter made the following provisions;-

1. Explicit standards should be published and prominently displayed at the point of delivery;
2. The citizen should be able to register complaints where service is unacceptable;
3. There should be transparency on how public services are run, and whether the standards are met;
4. Full and accurate information should be readily available, in plain and easily understood language, about what services are being provided;
5. The public sector should provide choice wherever possible. The people affected by services should have a say regarding the manner and mechanism in the provision of such services;
6. Services should be run to suit the convenience of customers, not staff.

One can observe that the citizen charter provision reflected the description of the model of service quality especially in the areas responsiveness, assurance and tangibility. The charter policy and program was implemented and managed through a Citizens' Charter Unit in the Cabinet Office. In June 1998, the Blair Government revamped and renamed its predecessors' Charter as 'Service First' with the underlying points to promote quality, choice, standards and values (Barrett, 2003). The Blair policy of "Service First" re-echoed the acknowledgement by the government and the bureaucracy to put citizens and service recipients at the fore in the dispensation of service delivery.

2.3.1. The adoption of the charters by other countries

The successes of the Citizen's Charter program in the UK inspired other countries to follow suit, though they adopted "with a variety of labels attached" (Drewry, 2005:322). For example, France (Service Charter,1992),Spain (The Quality Observatory,1992) Belgium (Public Service User's Charter,1992),Malaysia (Client Charter,1994), Canada (Service Standard Initiative,1995), Australia (Service Charter,1997),South Korea (Public Service Charter,1998) and India (Citizen's Charter,1997) (Khan, 2010; Tobin,2003; Njunwa, 2011). Much as these countries used different themes titles, the underlying feature with the UK charter was maintained, the feature of valuing and service to the citizens. Similarly, in the Uganda the charter is called the client charter, just like the one for Malaysia. It is regarded as a transparency and accountability tool.

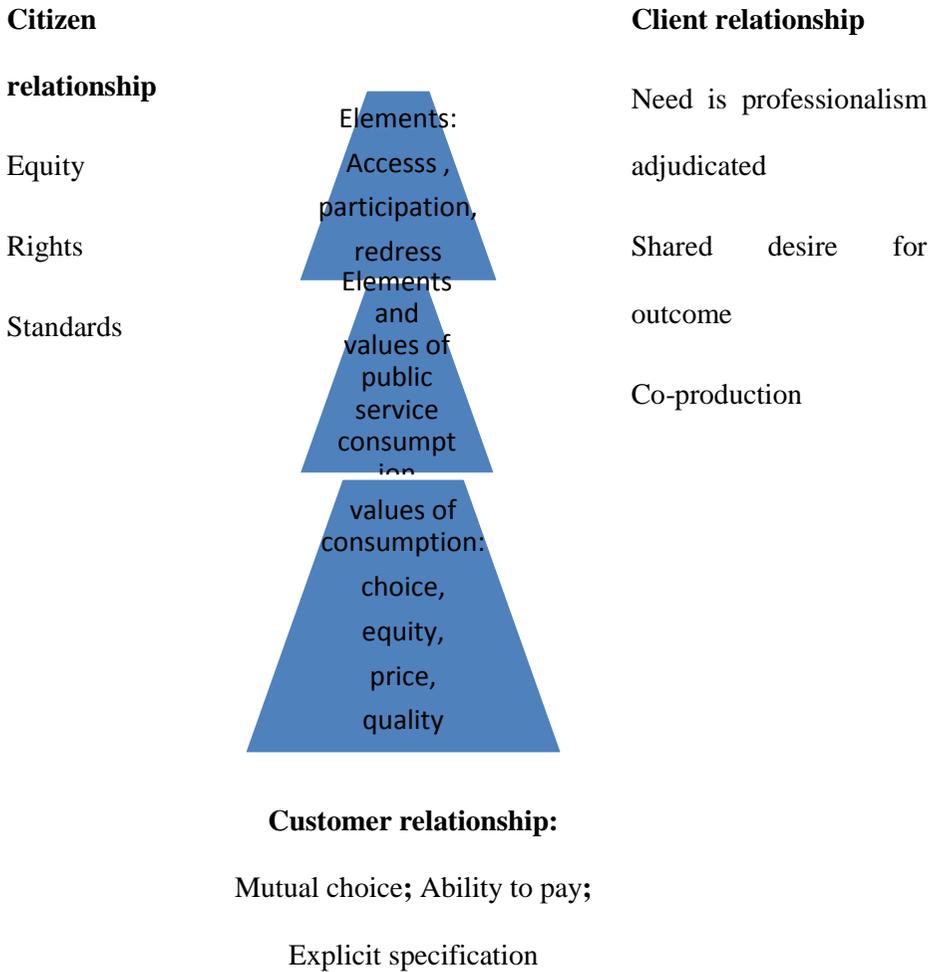
McGuire (2001) in a comparative study Charter initiatives of the United Kingdom, United States and Australia, examined the historical and political context of the development of the Charters in the three countries, exploring the similarities and differences, established that there was evidence of convergence at the ideological level. The study found that managerial values underpinned the charter frameworks in all three countries; however, there were significant differences between the country contexts which resulted in divergent strategies. The study thus, concluded that timing in the three countries examined suggested that national politics rather than global policy convergence was more significant in explaining the development of service charters. The client charter in Uganda appears to be more of a global

convergence policy than national political initiative to reform the service delivery systems.

The Institute for Public Administration Australia (IPAA, 2011) and Professor Andrew Gray (2004) distinguished the three terms citizen, a client and a customer.. It was pointed out that the term client refer to a person who receive services that are funded by largely taxes, statutory fees and grants from other governments; a customer is mainly one who receives a services arising from income of user fees; a citizen, is one with rights and responsibilities to government and other citizens: All the three definitions converge at getting served by the government, entailing that government must be responsive to their needs for quality service delivery regardless of whether the services use tax payers money, service fee or rights service. The public service pension is purely tax payer funded and the beneficiaries are pension clients to the Ministry of Public Service.

Andrew Gray (2004) developed a triangle model depicting the relationship in service consumption between client, customer and citizen a. His work was “stimulated by the concern that the attempt to re-brand all service users as customers is inappropriate and whatever its good intentions in drawing attention to those users are conceptually flawed and practically risky” (Gray, 2003:1).

Fig. 2: Gray's Triangle



1.1.1. Impact of Charters on Service Delivery Standards

Im Tobin (2003:95) opined that “some studies concluded that citizen charters are one of the successful NPM reforms.” However, the extent of their successes differ from country to country (Njunwa, 2011). For example in UK,

Pat Barrett (2003:5) pointed “that subsequent reports indicated that the introduction of the Charter resulted in improved performance by a number of agencies, increased client satisfaction.” In Spain, Susana Jorge, (2008) in a study evaluating the achievements of service charters, an analysis of seven Spanish Councils, concluded that in all cases improvement in service delivery was detected. Sushmita Acharya (2010) in the study on the implementation of Citizen’s Charter and improving municipal services in Nepal using statistical analysis methods, found that the citizens’ charter was a realistic approach to improve the quality, efficiency, and productivity of municipal service provisions. The study concluded that the implementation of the Charters in the municipal services had “strengthened the relationship between citizens and service providers and raised the awareness and sense of responsiveness to both service users and service providers than before.”

Magdalena .L. Mendoza (2006:5) in a paper on how Client Charter could be used to achieve Millennium Development Goals (MDGs), pointed at an example of the Canadian Charter pattern that was most suitable in protecting the rights contained in the MDGs as it “lays out citizen responsibilities, freedoms, rights and means to get involved in community activities.”

From the analysis of the impact of the charters, it is observed that the charters have contributed positively in improving performance of agencies, citizen satisfaction with services, improved relationship between service providers and service users and guaranteeing rights of citizens. This study set out also to establish whether the Ministry of Public Service client charter had

fares so in improving service standards especially with regards to pension services.

1.1.2. Challenges in the implementation of the Charters

However, on the flip side, not all the charters led to improvement of service delivery standards. In UK for instance it was established that despite improvements in service standards, customer services still had gaps (pwc, 2007). Studies found that in most instances, such were as a result of government innovations that are just drafted on old systems; and others just imposed without involving the service recipients and stakeholders in the design, implementation and monitoring of the policy (Drewry, 2003; Tobin, 2003). Peter C. Humphreys (1998) in the article on improving public service delivery, regarding the Irish adoption of service charters established that Irish public service organizations had not yet taken on board the need to be customer focused throughout the design, planning, implementation, monitoring, evaluation and review of the services delivered.

Mujwahuzi H.M. Njunwa (2011:58) pointed that it was “noted that most of the innovations adopted by public administrations in developing countries are not a product of an internal dynamic and therefore fail to be sustainable.” Therefore, new innovations mean the implementation should be followed with a review of the organization’s management culture, structures and attitudes to have positive impact. Like Roger Lovell (1992:395) posit that “if the improvement in customer service required by the citizen’s charter are

to be effective and long, changes in structures and systems will need to be accompanied by change in culture and management style.”

Gavin Drewry (2003) noted that the National Health Services with its Patient’s Charter of UK – containing ambitious promises that, for instance, all patients should be assessed within 30 minutes of arrival in accident and emergency, and that no one should wait more than 30 minutes for an outpatient’s appointment. That a report in 1998 found many defects in the Charter –it was realized that the Charter had raised unreasonable expectations among patients and their relatives, and that the consequent frustrations had contributed to an increase in violent attacks on National Health Service staff. Case above related to Ministry of Public Service Client Charter standards especially with regard to commitment that one should access the pension payroll within 6 months and this study wanted to establish the tenability of that commitment.

Noore Alam Siddiquee (2006) examined the changes in public management in Malaysia and assessing their impacts on performance and service delivery found that, despite reforms and a few improvements, the public bureaucracy in Malaysia continued to suffer from inefficiency and corruption: For India, Shamsul M.Hague (2005) in the article to explore how social exclusion may render the charter ineffective for the less privileged citizens, argued that the “citizen charter may benefit affluent customers, it is less likely to ensure access to services for the majority who suffer from various forms of social exclusion based on class, caste and gender,” a fear that was confirmed by Indian Institute of Public Administration(IIPA) where it

established that the charters were just “ritualistic and received documents” where by Organizations had no interest in applying the charter provisions in the performance of their functions (IIPA,2008:17). Whereas for Ghana, Frank L.K. Ohemeng (2010) pointed that by developing the Citizen’s Charter, believed to be the ‘holy grail’ of service delivery, there were some constraints which the government should have addressed before establishing the Charter in order for it become a successful program.

Nayem Zannatun (2010) study on problems of implementing citizens charter in Upazila Land Office, found that the implementation of the charter was very low; not all the services offered by the land office were included in the charter; the charter was not known by the service recipients; the charter had not changed the old bureaucratic way of service delivery; and the officials were not committed to the implementation of the charter. On bureaucracy, Im Tobin (2003:89) succinctly put it that “the fundamental reasons why NPM reform cannot succeed lies in the bureaucratic power...”

Peter K. Falconer and Kathleen Ross (1999) in their study of the citizen’s charters and public service provision lessons from the UK experience developed an analysis of charters, reporting their continued research into the managerial use of the Citizen’s Charter within the executive agencies of British central government, looked at the contextual overview of the Citizen’s Charter, its main elements and its historical development, examined the managerial approach to the use of the Charter and reconsidered its status as a management tool, they realized that the UK charter system indicates that public sector service provision is not solely

concerned with the users of public services but about service providers and the customer awareness orientation of public service delivery agencies. They concluded that charters, in practice are managerial instruments other than as means of empowering service users. When service recipients are empowered, they get a sense of ownership and right to demand for better service (Lovell, 1991).

It therefore conferred that the adoption of client charter mechanism to improve public service delivery standards and link service recipients to service providers has had a mix bag of fortune. In this study also the motive was to assess how the successful implementation of client charter by the Ministry of Public service had improved service delivery standard specifically in the area of pension processing. Like in far as creating awareness among beneficiaries, being responsive and diligent in performance of the functions; and making the processes more transparent and accountable to stakeholders are concerned.

1.2. Public Service Pension processing

Pensions are terminal/retirement benefits given to a retired person for welfare support upon leaving the service. David B. Nyakundi (2009:1) noted that” pensions play fundamental role in the realization of socio-economic right by providing a replacement of income to citizens who lose their regular income owing to old age, disability or death of a wage earner in the family.” Pension services can be operated by either Government (public service

pension) or private pension system. In this study, the focus was on public service pension operated by Government to civil servants/public officials.

The United Nations Department of Economic and Social Affairs (UNDESA) in 2007 indicated that there are more than 670 million people over age of 60, representing 10.4 percent of the global population where it is also estimated that about 342million older people currently lack income security and the statistic would grow to over 1.2 billion by 2050 unless the situation is improved. In Africa the older persons face hordes of challenges, such as poverty and the scourge of HIV AIDS leading to orphanage dependence on the older persons.

The adoption of public pension has reduced poverty in some countries especially the developed countries like USA where it has reduced from 35 per cent in 1960 to less than 10 per cent today (UNDESA, 2007). However, the World Bank reports that 85% of the world's population over 65 has no retirement benefits and only less than 10% of the old population has contributory pension (Van Dullen, 2007; Steward and Yermo, 2007).

Most Governments operate public service pension scheme to afford the well-being of their retired civil servants, especially to cushion them against the challenges of poverty and looking after dependants, though, in most cases the administration of the scheme is challenging (pwc, 2007). Frank Eich (2009:6) outlines the reasons for public service pension as to:

- “secure the independence of public servants (minimize corruption and bribery)”;
- “make a career in public service attractive (attract and retain skilled staff)”;
- “shift the cost of remunerating public servants into the future”; and
- “retire older civil servants in a politically and socially acceptable way.”

Femi Aborisade (2012) in the study on assessment of Nigeria’s pension reform Act 2004, through reviewing and conducting critical analysis of the act, found that the reform guaranteed low pension that would deepen pensioners’ level of poverty which would lead to corruption, low commitment to work and wealth creation. The challenge of poverty among the elderly as cited by Femi Aborisade study cannot be overlooked, Nanak Kakwani and Kalanidhi Subbarao, (2005) in their paper on ageing and poverty in Africa and the role of social pensions, using household survey to profile the elderly in 15 African countries found that in Malawi, Uganda and Zambia, the poverty gap ration for various household types with elderly was 6 to 20 percent higher than the national ration. Therefore, certain social welfare policies for the older persons such as pension are very critical in fighting poverty at that level. Governments need to make pension available, affordable and accessible to the senior citizens. The study by Femi Aborisade focused on reviewing the implication of the Nigeria’s pension reform act of 2004; whereas, my study focused on the impact of client charter on improving pension processing standards.

The National Audit office of Tanzania (2010) conducted a performance audit on the processing of terminal benefits of retirees from the central and local government of Tanzania using staff interview, document review and consultation with third parties on the performance of pension funds, established that the processing of benefits was not done on time, poor record keeping and lack of awareness among the beneficiaries and stakeholders. In a similar audit by the Office of the Auditor General (2009) Uganda on the Public Service pension management by the Ministry of Public Service, reviewed the pension processing processes for a period covering financial years 2006 to 2009 and found that payment of pension take much longer, to the extent of accumulating into arrears, an indication that pension processing by the Ministry was a challenge.

Before the Ministry's adoption of the client charter in 2007, a study by Deborah Kasente, Narathius Asingwire, Firimooni Banugire, Swizen Kyomuhendo, (2002) on the social security systems in Uganda, using qualitative research methods, analyzed the Public service pension scheme. They established that there was lack of knowledge on pension processing procedures among the beneficiaries; delays in payments; high cost incurred by the pensioners in processing the benefits; slow and bureaucratic processes affecting especially beneficiaries with HIV/AIDS; poor pensions' records management. This study clearly highlights that the pension processing situation by the Ministry before the Client Charter adoption in 2007 was dire.

The above studies used document review of the pension processing conditions, whereas this study looked at the impact of the client

charter on pension processing by conducting a content analysis of the newspaper articles reporting and describing processing conditions and also how the Ministry was applying the Charter standards on the processes.

CHAPTER THREE

2.0. The Public Service Reform: the Client Charter: the Public Service Pension

2.1. Introduction

This chapter presents a brief on background to the public service reform in Uganda; client charter and other policies that complement it; and public service pension policy in Uganda highlighting some of the reforms and the challenges in the sector.

2.2. Public Service Reform in Uganda

Public Service as Yasin Olum (2003:2) points is the “institution, structural, managerial and environmentally influenced mechanism through which the state or governments, by virtue of public trust administer and deliver services to the citizens”. Implying that, public services are accountable to the citizens (Humphreys, 1998; McGee and Gaventa, 2010). Articles 175(a) and (b) of the 1995 Uganda Constitution defines what a public service and a public officer are, all relating to offices and holding offices where the remunerations are drawn from tax money.

The public service legacy in Uganda has been a tumultuous one , with the periods from 1970s to the 1980s being eras of decadent in the service as a result of the economic, political and civil strife (Olum, 2003). The National Resistance Movement Government Economic Recovery Programs undertaken in 1987 led to administrative reforms that led to the restructuring of the entire Public Service (Olum, 2003; Nkata 2010).These were effort to improve the level of efficiency and effectiveness in the service delivery systems. The

reform efforts were structured in phases, starting with the 1988 Civil Service Reform Programme (CSRP) initiatives “aimed at redefining the role of government, rationalize and streamline Government structures, eliminate redundant staff, restructure management systems and incentive structures for improved performance in public service delivery”(Olum,2003:6).

The 1989 Public Service Review and Reorganization Commission (PSRRC) that implemented the CSRP made 255 recommendations which formed the basis of the Public Service Reform Programme (Nkata, 2010). Among the six components was the question of enhancing efficiency and effectiveness of the Public Service1;-

Table 2. The phases of reforming the Uganda Public Service

Phase	Period	Aim	Activities
I	1989 – 1992	Promote efficiency and effectiveness in Service delivery	Reduced ministries and departments from 30 to 22 Reduction in the number of civil servants from 320,000 to about 200,000 Cleaning of the payroll
II	1993 – 1997	Divesture, rationalization and Decentralization of role and function of central government	Identification of core functions and role that should be divested Determination of staffing level Rationalization of functions within Ministries to avoid

1 J.L.Nkata (2010), Administrative Reforms in Uganda: Lessons and Challenges, a paper presented at the Korean Association for Public Administration International Conference(KAPA) October 7-8, 2010, Seoul, South Korea

			duplications
			Passing of the 1993 LG Statute
III	1997–2002	Aligning Government structures with the provisions of the new 1995 constitution to enhance performance in service delivery	Enactment of the 1997 LG Act Divesture of non-core services Adoption of ROM framework to improving the service delivery

Source: Drawn by the author

2.3. Result Oriented Management (ROM)

PSRP as highlighted was an initiative to reposition the public service in providing timely and quality service to the citizens. ROM became the panacea framework to guide the administrative and bureaucratic arm of the system to aid in achieving the objectives of the reforms introduced in the third phase (1997-2002)². ROM intent was at achieving service delivery targets by using the limited resources optimally. To achieve this, institutions and individuals needed to act responsively, transparently, and accountable in resource utilizations³.

MDAs and LGs are required to use the ROM framework to guide their strategic planning. They are supposed to link their outputs to the activities, missions and visions; continuously review them, show performance indicators in line with their mandates; and provide annual performance reports.

² Ministry of Public Service Result Oriented Management-Individual Manual, Kampala Uganda.

³ National Policy on Public Sector Monitoring and Evaluation, Office of the Prime Minister, Kampala Uganda; Pp.26

The framework therefore, acts as an accountability tool in evaluating and reporting performance. The Ministry of Public Service ensures “the operationalization of Results Orientated Management (ROM) across the entire public service.”⁴ ROM is the foundation for the Client Charter mechanism. Whereas ROM promotes effectiveness and efficiency, the charter reinforces the efficiency side of performance, linking the bureaucracy to the service recipients (Osborne and Plastrik, 1998).

2.4. The Client Charter

The Government Circular Standing Instruction no.2 of 2006 by Ministry of Public Service introduced the Client Charter mechanism into the Public Service of Uganda (Establishment Notice No.3 of 2011).It was instructive that all MDAs and LGs use the mechanism to complement the ROM framework in delivering services transparently, accountably and responsively. Theopista Wenene (2010) stressed that it is “a publication by an MDA or LG/Institution in setting out service standards that the clients and stakeholders should expect”⁵. The Ministry of Public Service was mandated to ensure that all Ministries and Local Governments adopt and establish their own client charters outlining the minimum level of service that the public can expect.⁶ The basic features that make up the charters are the mandate, vision, mission, principles values, key result areas, commitments, general standards of service, client expectations and obligations, and feedback mechanism

4 National Policy on Public Sector Monitoring and Evaluation, Office of the Prime Minister, Kampala Uganda, Pp.20

5 Phase III PSRP JAR Report, December 2010, page.30

6 National Policy on Public Sector Monitoring and Evaluation, Office of the Prime Minister, Kampala Ugand, Pp.20

(PSRP JAR Report, 2010).The specific objectives of the Client Charters were to;-

1. Provide the clients to the MDAs or LG with clear information about the services provided; and the commitments on service quality.
2. Act as an accountability framework for the institution to its clients and stakeholders on the commitments spelt out in the charter.
3. Enhance the capacity of the Clients to demand for better services and accountability from the entity.
4. To present as mechanism for continuous improvement of performance through addressing service delivery gaps and revision of the charter standards in line clients and stakeholder expectations.

2.5. The Ministry of Public Service Client Charter

Made of three directorates and nine departments, the mandate of the Ministry of Public Service is to develop, manage and administer human resource policies, management system and procedures for the Public Service generally. The Inspectorate department is the one responsible for ensuring that MDA and LGs develop their respective Client Charter frameworks. The Ministry of Public Service developed and started using its Client Charter in 2007. The objectives of the Charter are;-

1. To inform clients and stakeholders of the services the Ministry offers the rights, expectations and obligations of the clients, and the service commitments.

2. To provide an accountability framework for the Ministry to account to its clients and stakeholders and,
3. To Act as a tool for continuous performance improvement.

2.5.1. The Charter key result areas for the Ministry

1. developing management systems, procedures and structures for the public service that are responsive to the needs of the clients;
2. developing human resource policies, regulations, guidelines and standards for effective service delivery; spearheading the coordination, monitoring and evaluation of the Public Service Reform Programme;
3. Managing the payment of pension and other terminal benefits.

Table 3: The Charter Commitments on Pension processing

Result Area	Commitment
Pension Payment	<ul style="list-style-type: none"> • Pay monthly pensions by the 28th of every month. • Access payroll within 6months from the date of receipt of submission. • Pay gratuity claims and arrears within two years. • Pay contract gratuities on quarterly basis • Inform clients and the public on pension access procedures

Drawn by the author

2.5.2. Clients of the Ministry

The Ministry has both internal and external clients whom it directly or indirectly interfaces with in the performance of its functions. The internal clients include the staff of the Ministry, whereas the external clients include

other MDAs, LGs, retired civil servants, civil servants, private individuals and firms that do business with the Ministry; donors who fund some of the Ministry activities; International Organizations; civil society organizations etc. In the area of pension processing, the clients are the retired civil servants, MDAs, LGs and Civil Society Organizations. The charter does not mention the citizens generally as part of its clients, yet they pay the taxes that fund the Ministry to perform its key result areas such as the pension payment (1995 Constitution, article 175(b)). This makes it difficult for citizens as tax payers to demand for accountability on how the pension fund for instance are expended, but still they should be entitled to feedback (Osborne, 2007).

2.5.3. The principles of the charter

The charter stipulates the principles that generally guide its implementation and application in achieving key result areas, such as pension processing. The performance or impact of the charter on specific result area can be measured using these principles.

Table 4. The Principles guiding the implementation of the Charter

Principal	Definition of the principle
Effectiveness	achieve qualitative and quantitative result in line with targets and performance standards
Efficiency	Optimally use resources and time, in the attainment of the Ministry objectives.
Impartiality	Give fair treatment to all customers without any form of discrimination.

Transparency	be as open as possible about all the decisions and actions taken
Professionalism	Adhere to the code of conduct and ethics, high degree of competence and best practices.
Accountability	hold office in public trust and be responsible for actions or inactions
Responsiveness	Attend to clients' issues, suggestions, requests and criticisms in a timely manner.
Integrity	Be honest and open in conducting public affairs.
Selflessness	Put public interest before personal interests and not take decisions for personal, financial and other benefits.
Partnership	engage Ministry partners, MDAs, LGs, Civil Society etc in designing, implementing, monitoring and evaluating Ministry programmes
Decency	present selves in a respectable manner that generally conforms to morally acceptable standards and values of society
Diligence	be hard-working and careful in carrying out official duties
Discipline	behave in a manner as to conform with the rules, regulations and the code of conduct and ethics for the public service generally and codes of professional conduct

	for the specific professionals
Loyalty	be committed to the policies and programmes of the Government at the National and Local levels

Drawn by the author

2.5.4. The Service Standards

In complement to the principles, Client Charter also spells out the general standards that are supposed to be applicable in performance of key results. The charter cannot be said to meet its principles without achieving the standards. Achieving the standards means the principles have been applied in the carrying out of the functions-they are like a “bold and nut case”

Table 5. General Charter Service Standards Commitments

Activity	Service standard commitment
Treating clients	Being courteous to all clients
Attending to clients	Attending to all clients within 30 minutes from the time of arrival at respective service points.
Telephone Calls	Answering all telephone calls by the third ring
Response to correspondences	Responding to all written correspondences within five working days of receipt.
Providing information	Providing information on new policies, reports, publications and circulars through the Ministry website.
Service Charge	Providing services free of charge.
Service	Providing services in a conducive environment.

environment	
Complaint handling	Acknowledge within two days of receipt including information on the action being taken. Investigating the course of complaints and taking necessary steps to ensure that similar problems are avoided

Drawn by the author

2.5.5. The rights and obligations of the Clients

The charter spells out the right that clients have to claim for the service standards and at the same time obligations expected of them to abide to in the quest for services. The rights and obligations especially those that directly deal with pension's services are list in the table. Of the rights question is how enforceable are the rights in case of violations? The rights are not legally grounded that an aggrieved client can seek redress in the courts, as Gavin Drewry (2005:324) point that "Charters are not usually designed to confer legally enforceable right, even in countries that have strong traditions of administrative law."

Table 6: Client rights and Obligations

Client rights	Client Obligations
Access to free services	Attend scheduled appointments punctually.
Access public information	Respond to requests for accurate and timely information
Be treated with respect	Contribute to arriving at solutions or

	recommendations to address their problem.
Privacy and confidentiality	Abide by the legal requirements for eligibility for a services
Lodge complaints	Not offer gifts, favors or inducement to staff, or to solicit them
Lodge appeal according to procedures	officers due to retire to submit documents 6months in advance
	Accounting officers to submit timely and accurate pension information.
	Treat Ministry staff with courtesy

Drawn by the author

2.5.6. Feedback mechanism and means of channeling complaints

- 1) Speaking to the person attending to the client
- 2) Speaking to the supervisor of the person who attended to the client
- 3) Speaking to the Client Service Officer
- 4) using the suggestion box
- 5) Writing to the Ministry using the address given at the end of the charter document
- 6) calling the Ministry on telephone numbers 256-41- 4250453/4250570
- 7) Using Email: **psmp@publicservice.go.ug**
- 8) Website: **www.publicservice.go.ug**

2.5.7. Reporting on the performance of the Client Charter

- 1) Monitor and evaluate the implementation of the Client Charter;
- 2) Publish performance against the Charter's commitments in the Ministerial Policy Statements and Annual Performance Reports;
- 3) Report on performance to clients and stakeholders during the annual review events;
- 4) Publish summary complaints data and general response in the Ministry's Annual Report.

The Charter captures all the basic elements that compose a service charter, however, some observations are that; it is not a legal document that can be enforced in the courts in case of the so called client rights and violations, as Gavin Drewry (2005).

There was no evidence of the reviewed version of the charter since its adoption in 2007, meaning that the current changes and expectations of the service recipients may not be catered for in the old version. Susana Jorge (2008:307) points that "based on the fulfillments of the objectives and taking the social context into account, service charters should be revised periodically." The Ministry therefore needs to meet its commitment of reviewing the charter as required.

2.6. The other policy that complements the Client Charter

The principles of professionalism and disciplines strictly demand that public officials in their conduct adhere to the code of conduct and ethics. As the charter specifies the principles and general standards that should guide the

service delivery standard, so does the code of conducts to the conducts expected of public officials.

2.6.1. The code of conduct and ethics for the Uganda Public Service

The code of conduct defines the behavior, attitude and character exhibited by a public officer within and outside the working environment. It is stipulates that *“the aim of the code of conduct and ethics is to provide general guidance to public officers in their relationship and dealings with their clients and the general public.”*⁷ Given the fact that the public officials implement government policies, the questions of loyalty, commitment, result orientation, customer care and observance of high standard of conduct have to be emphasized, thus, the code of conduct.

The code of conduct and ethics complements and supports the client charter specifically in the areas of the charter principles and standards in serving clients, as stipulated in **Section 4.5** of the code that *“a public officer shall serve customers with fairness, transparency, promptness, clarity, respect and courtesy with a view to ensuring customer satisfaction and enhancing the image of the public service.”*⁸

2.6.1.1. The code standards on serving clients

Public officials are expected to;-

1. Serve every customer in a professional manner in accordance with the set standards.

⁷ The Uganda Public Service Standing Order,pp.303

⁸ Ibid,pp.307

2. Not discriminate or harass any customer and services provided equitably.
3. Accord courtesy, empathy and fairness to all customers with special attention to persons with disabilities, the aged, sick and expectant mothers.
4. Respond to all customers' requests with promptness and clarity
5. Uphold teamwork and advance the public good for efficient service delivery.

With ROM and the Code of Conduct, the Client Charter mechanisms reinforces the clients' demands or expectations for accountable and transparent standards as Pat Barret (2003:50) puts it that "*transparency and accountability can contribute to improved performance in terms of value for money: They can also represent good business practice.*"

In this regards, the questions that needed to be answered revolved around whether the implementation and application of the Client Charter principles and standards have really improved pension processing standards. The issues of transparency, accountability, efficiency and effectiveness were areas of keen interest. The first observed challenge noticed, though, was that since after October 5, 2011, at a stakeholders' workshop when the Ministry presented a draft review of the client charter for the periods 2011-2012/2012-2013, it has not made a copy available on its website to replace the old version of 2007 (PSRP Magazine, 2011:4). This raised the question of how serious the client charter as a mechanism for guaranteeing quality service delivery standards is regarded by the Ministry. Hoping that it is not a question of "*one-*

time exercise, frozen in time” as was expressed by IIPA (2008:18) in regard to the Indian Citizens Charters. They further noted that the Citizen Charters were “*not reviewed since formulation, making it meaningless in the context of the far reaching changes which the organization has undergone.*” It is therefore important that Client Charter is continuously reviewed and updated basing on the changing demands and expectation of the clients.

2.7. The public service pension

Pension scheme in Uganda was established in 1939 by the colonial administration to cater for colonial civil servants upon retirement from the colonial Public administration. In 1946, the scheme was expanded to cover the indigenous African employees who were mainly artisan and clerk grades in the Civil Service (Taskforce report on pension reform, 2012). The post independence public service inherited the colonial pension scheme without reforming it until in the mid 1990s with the advent of public service reviews and recommendations.

2.7.1. The Current Public Service Pensions

The current public service pension is provided for in the Uganda 1995 Constitution. The National objectives and principles of the State Policy number 14 states that all Ugandans are entitled to pension and retirement benefits. Article 254 of the same constitution stipulates that a public officer is entitled to receiving pension that is commensurate to his/her rank salary and length of service upon retirement: It further stipulates that pension payment should be prompt, regular and easily accessible. Therefore, the right to

pension and the standards of accessing it are well protected by the Constitution.

The other legal provisions and regulations are the Pension Act (CAP 286), and the Standing Orders. The scheme is a Defined benefit (DB), Pay-As-You-Go (PAYG) and funded directly by tax revenues. It covers the traditional public service; the local governments; the police and prisons; the teaching service; and the UPDF. The Ministry of Public Service is responsible for the administration and management of the scheme.

2.7.2. The standards to qualify for the pensions

Pensions is provided upon the attainment of the compulsory retirement of 60 years of age or upon service of 10 years and clocking the age of 45 or upon making 20 years of service; or compulsory retirement/retrenchment on grounds of restructuring; or On medical grounds; or death of a serving officer; or on marriage grounds for female officer or removal in public interest. The pension processing processes directly starts with the pensioner him/herself with application to Ministry where he/she was working upon leaving the service. The table below illustrates the procedures taken to access terminal benefits.

Table 7: The Pension Processing Steps

Steps	Definition
1	Application for pension claim initiated by the pension claimant
2	MDA/LG from where the officer left the service, fills and signs the applications forms for pension/gratuity claims and forwards to MoPS

3	The Ministry of Public Service does the verification, assessment and computation of the right amount of benefits the claimant is entitled to.
4	The Ministry of Public Service forwards the computed amount to Ministry of Finance for release of the allocated pension funds for payment

2.7.3. The earlier pension reforms and some challenges

In 1994 government made amendments to the Pensions Act to align pension computation to the salaries of serving public officers, rank and length of service. Survivor's benefits were introduced to protect the benefits for 15 years to the survivors of the pensioner if he/she died in between. Besides, the review and re-organization of the Public Service in 1990s resulted in restructuring, retrenchment/compulsory retirements of some civil servant, leading to increase in the size of the pension payroll.

In 1977, the scrapping of the East African Community, a Union comprised of three countries, Uganda, Kenya and Tanzania increased the pension payment challenge as it was required that all former employees of the Community be handed over to Government to process their pensions: With the decentralization and devolutions of power and responsibilities to Local Governments in 1997, they were also required to manage the pension's benefits for the Local Government personnel. Unfortunately, given their limited revenue bases they failed to raise adequate revenues to pay pensioners and,thus, the Ministry of Public Service took over.

The above reforms, ultimately, coupled with salary enhancement policy for the civil service led to an inflation of the pension fund demand, leading to accumulation of pension arrears. In 2011, the scheme considered unsustainable, led the Government to introduce the pension sector reform that intends to make the scheme contributory away from the wholly current tax funded one.

This study looked at the management, administration of the current pension processing standards. Are the processes transparent, responsive, timely, more efficient and effective? For instance, as Yul Kwon (2012:423) points out that *“transparency is increasingly considered as one of the basic operating requirements for any government. Transparency requires an unobstructed flow of information between the government and the public.”* The spirit behind the client charter ultimately was to present quality service standards to service recipients. The client charter commitments regarding the management and payment of Pensions are stipulated as paying monthly pensions by the 28th of every month; accessing new pensioners on the monthly payroll within six months from the date of receipt of submission; informing clients and the public about the procedures of accessing the benefits. From these, one can deduce that the client charter commitments on pension payment resonate well with the constitutional rights of pensioners especially as regards the ease of access and promptness.

Unfortunately, a study by Deborah Kasente, Narathius Asingwire, Firimooni Banugire, Swizen Kyomuhendo, (2002) on the social security systems in Uganda, established that, pension processing processes were

shrouded with lack of knowledge on processing procedures among the beneficiaries; delays and bureaucracy; coupled with poor pensions' records management.

The newspaper articles on pension management and administration ably reflect whether the Charter principles and standards are having a positive bearing on the processes, thus, the justification for conducting a content analysis of these articles. Besides the content analysis, an assessment of the application and implementation of the charter principles and standards on the processes was necessary to identify the challenges and gaps in the processes visa-avis the charter standards.

CHAPTER FOUR

3.0. THE METHODOLOGY

3.1. Introduction

The section presents the approaches employed in the study process. It presents literature on content analysis research design, coding, data sources and sampling, data analysis: It also presents on methodology on assessment of the implementation and application of the charter principles and standards on pension processing; the reliability and validity issues and definition of key terms.

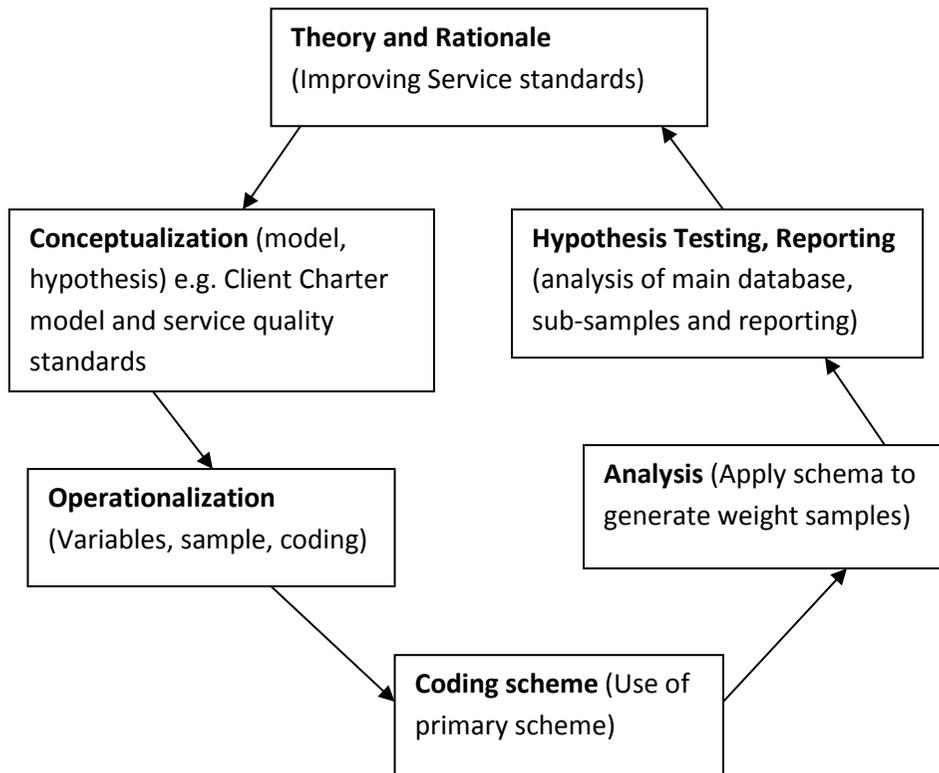
3.2. Content Analysis

Content analysis was one of the approaches employed in this study. Ole Holsti (1969:14) defines content analysis as “any technique for making inferences by objectively and systematically identifying specified characteristics of messages.” It is an unobtrusive research approach that exams recorded information such as newspaper articles, reports, books, magazines, web pages, etc (Earl Babbie, 2013; Terry Beck, 1993). Both qualitative and quantitative techniques can be employed in content analysis (Holsti, 1969).

The process in content analysis involves reading and coding of the documents, words, and phrases in an article or documents based on developed criteria; and then tallying the results findings, analyzing and reporting the findings. S.P. Kothari, Xu Li and James E. Short (2009:1648) point that “the underlying principle in content analysis is that the many words of a text can be classified into many fewer content categories, where each category consist

of one or many similar words or word phrases, and that each word or phrase occurrence can be counted and the counts compared analytically.”

Fig. 3: The Flow Chart used in a typical content analysis process



Source: Derived from S.P. Kothari, Xu Li and James E. Short (2009:1649)

The flow chart above present’s steps followed to conduct the content analysis. The theoretical background reflects the theory of improving public service delivery standards as captured in the literature review. The conceptual background reflects the client charter model of service delivery. The conceptual model of the study was operationalized by the variable categories of accountability and transparency; efficiency and effectiveness;

responsiveness and diligence. The primary coding scheme was developed and the respective coding categories used in deriving weighted samples for analysis and reporting of the results.

3.3. Analysis of the Newspaper articles reporting on pension processing

The purpose of this study was to assess whether the pension processing standards have improved as a result of implementing and applying the client charter principles and standards by conducting a content analysis of the newspaper articles written on the processing standards. It was expected that the implementation of the Charter principles and standards should have an improved impact on the processing standards to make more positive descriptions and tones in the processes by the newspaper articles. Daniel Mazmanian and Paul Sabatier (1983:20) defined implementation as “the carrying out of a basic policy decision, usually incorporated in a statute but which can also take the form of important executive orders or court decisions...” The Circular Standing Instruction No.2 of 2006 introduced the client charter, making it an Administrative Order that had to be implemented. The question that guided the analysis was of whether the charter standards were successfully applied and adhered to in the processing of pension as the newspaper articles reported, although, P.A. Brynard (2009:575) cautioned that “successful policy implementation is no guarantee for performance success.”But in this case the study, an improved performance in pension processing was expected.

3.4. Data Sampling and coding

3.4.1. Data Sources and Units of analysis

The articles reporting about pension processing conditions in the Ministry of Public Service from 2002 to 2013 were sampled from three newspapers, the New Vision, the Monitor, and the Observer news papers. These articles formed the units of analysis for the study.

The New Vision is the leading daily Government newspaper published in the country founded in 1986. It has a daily print of about 40,000 copies and a readership of about 300,000⁹. The articles reporting on pensions were retrieved from its online search site <http://www.newvision.co.ug/finalsearch.aspx>? In total, 59 articles that reported on pensions processing were purposely sampled and retrieved for the analysis.

The Monitor newspaper which began operations in 1992 is a private and second largest daily newspaper. It has a daily print of about 25,000 with a readership of 200,000. A total of 43 articles that reported on pensions processing were purposely sampled and retrieved for analysis from its online search site <http://www.monitor.co.ug/page/search>.

The Observer is also privately owned newspaper which started operation in 2004. It is a tri-weekly newspaper produced on Mondays, Wednesdays and Fridays. A total of 18 articles reporting on pension processing were purposely sampled and retrieved for the analysis from search site <http://www.observer.ug>

⁹ <http://www.pressreference.com/Sw-Ur/Uganda.html#ixzz3CYs8dUc3>

3.4.2. Coding categories

Content analysis involves coding. Earl Barbie (2013:300) defines coding as “the process of transforming raw data into a standardized form.” Stemler, Steve (2001) provides four major ways of defining coding units:-

- 1) “According to physically in terms of their natural or intuitive borders. For instance, newspaper articles, letters, or poems all have natural boundaries.”
- 2) “Recording units syntactically, that is, to use the separations created by the author, such as words, sentences, or paragraphs.”
- 3) “Using referential units. Referential units refer to the way a unit is represented.”
- 4) Using propositional units. “Propositional units are perhaps the most complex method of defining coding units because they work by breaking down the text in order to examine underlying assumptions.”

In this study, two major coding units were used as presented below:-

3.4.2.1. Coding length and source of reference

This is a kind of physical coding category. The articles were coded in units of length in terms of the number of words; the source of reference for information. Source of reference were classified into four categories-

- 1) Editorial: All articles referring to journalists or editors of the newspaper were categorized as editorial reference;
- 2) Opinion: all articles referring to opinion of concerned citizen, pensioner, and civil society were categorized as Opinion reference;

3) Investigations: all articles referring to IGG reports, Auditor reports, Police investigations were classified as investigations references; and

4) Reports: all articles referring to Ministry/Minister/Member of Parliament statements or reports were categorized as reports references.

The purpose of this coding was to determine the main source of information for the newspaper articles about pension processing conditions before and after the adoption of the client charter.

3.4.2.2. Coding the tones in the articles

This was more of propositional coding category: The words, phrases, or sentences or paragraph in the articles on pensions processing standard that had manifest or latent meanings to principles of the client charter were assigned to that principle; and then afterwards classified either as positive or negative tones according to the expected standard of pension processing. Similar approach was applied by Asquith, Mikhail and Au (2005) in coding for variables with positive or negative tones to establish how markets react to those tones while making investment decisions.

3.4.2.3. Coding the descriptions of processing standards

This was more of propositional coding category also: The positive and negative accounts of words were then assigned the service quality standards classified into three main categories of 1) accountability and transparency; 2) efficiency and effectiveness; 3) responsiveness and diligence. The purpose was to show the quality of the pension processing

standards as described by the articles before and after the adoption of the charter.

3.5. Data analysis

The data arising from the coding procedures were presented using graphs, charts and tables to categorize the number of the articles, the length of the article, and the source of reference for information, the tones in the articles and the description of the processes.

3.6. Assessing the implementation and application of the Charter principles and standards

The study also conducted an assessment of application of the client charter standards and principles on the pension processes. The purpose of this assessment was to establish the application effects and identify gaps in the processes to enable policy review recommendation (Weiss, 1972). The technique applied in the assessment was case study which involved multiple sources of evidence to make an empirical conclusion. The technique allows for in-depth analysis of the processes and it is also flexible and adaptable.

3.6.1. Sampling and data sources for the assessment

The data sources applied were basically secondary sources which involved review of available government publications, reports, media articles reporting on pension processing. Purposive sampling was applied in the selection of the literatures for analysis. The rationale was to enable data evidence that could provide the relevant information to arrive at an objective conclusion (Horsburgh, 2003:311).

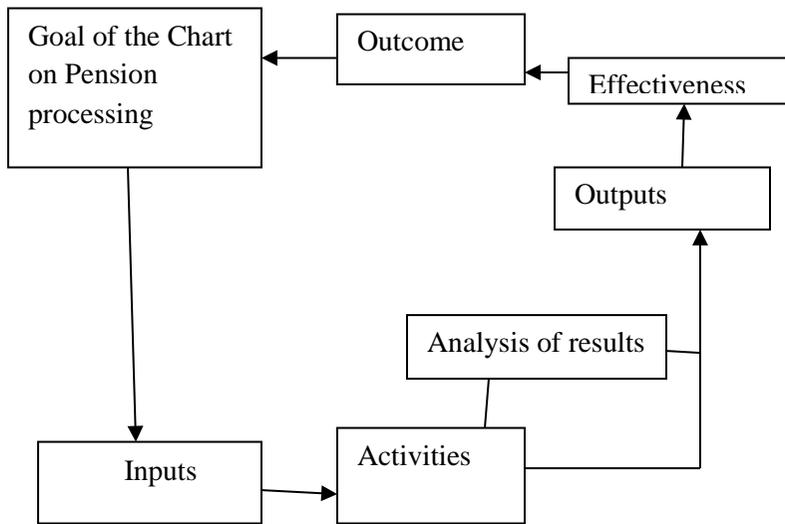
3.6.2. Data analysis

To arrive at more logical conclusion, a logic framework model of program assessment was followed to analyze the findings. The model was used because it defines the logical linkages of the policy goal, activities, outputs and the outcomes¹⁰.

In conducting the assessment, the first was to assess how the charter goals on pension processing were aligned to the objective of the key result area. The inputs conducted enable the performance of the activities and attainment of the goal. The activities performed to realize the outputs and the effectiveness of the outputs in realizing the outcome, as envisioned by the goal of the charter standard on pension processing. Such questions as to how was the charter standard on awareness and dissemination of knowledge of the service standards and procedures were applied on pension process? What inputs activities were carried out to realize the goals? What were the output of these activities and their outcome? In the model of service quality, Parasuraman et al (1985) point that service quality should be; 1) reliable and dependable; responsive as regards willingness and timeliness of service provision; 2) accessible as far as location, telephone contacts and working hours are concerned; courtesy and friendliness of contact persons; 3) communication in a language clients understand; 4) credibility as far as trust and honesty are concerned. These were some of the areas of concern for the assessment of the charter impact of the service of processing pension.

¹⁰ John A. McLaughlin & Gretchen B. Jordan (1999) Logic Models: A Tool for Telling Your Program's Performance Story, Final Draft of paper in Evaluation and Program Planning, Volume 22, Number 1, February 1999. Pp.1

Fig. 4: The program Logic model and Evaluation criteria



3.7. Issues of reliability and validity

In content analysis methodology, the study tried to meet the three requirement of objectivity by eliminating subjectivity in the coding processing, being systematic by including and excluding category that are more relevant to the study and grounding the study on a theory of service delivery standards. The data sources and sampling met the requirement for validity and reliability. The three newspapers sampled are major leading newspapers in the country making them reliable; and the sample of the articles were purposive making them valid. The data analyses were scientific and were performed using standard statistical package Excel.

In charter assessment: the case study technique, the data sources and sampling methods were objectively considered. The logical model of evaluation in the analysis of the data is reliable. The study validity can be guaranteed because it used scientific, objective and rigorous approaches to conduct the study. Client charter approach is a general current

phenomenon in service delivery standards; therefore the study on its impact on pension processing makes the study valid.

3.8. Definitions of key terms, concepts and variables

Client charter referred to a policy mechanism introduced by Government to its ministries, departments and agencies to benchmark service delivery standards to their clients.

Service Delivery Standards referred to the minimum level of expected services in terms of processes responsiveness, accountability, transparency, effectiveness and efficiency that an institution commits to deliver to the service recipients, in this case the pensioners.

Pension referred to the benefits paid by the Government to a person who ceased working for the government through normal retirement.

Pension processing referred to the process taken for a person to receive his/her retirement benefits from the government after retirement.

3.9. Limitations of the study

The following are the limitation of the study;

Reliance on Secondary data: The study could not afford primary data information through survey from the service users, especially regarding their satisfaction with the current pension processing standards. The reason is because of the researcher being far away from the study area to conduct a survey study.

The challenge of accessing data: The study had to rely mainly on online data sources of newspaper articles and documents on pension

management for analysis. This, therefore, raises the question of adequacy of the data information to arrive at a conclusive study.

The other issue is generalizability: Because of the subjectivity involved in the coding process in content analysis, the issue of replications and follow-up study becomes a challenge.

3.10. Ethical considerations

For purposes of ethical consideration, the data sources are public documents that did not violate any ethical standard. The information sources were freely available on the online archive of the respective newspapers and Ministry website.

CHAPTER FIVE

FINDINGS AND DISCUSSIONS

4.0. Introduction

This chapter covers summaries, interpretations and content analysis of the findings in the newspaper articles and the assessment of the implementation and application of the charter principles and standards.

4.1. Content Analysis of the articles

The population of the articles reporting on pension processing was those available in the 3 sampled newspapers from 2002 to 2013. All in all 120 articles falling within this period were analyzed.

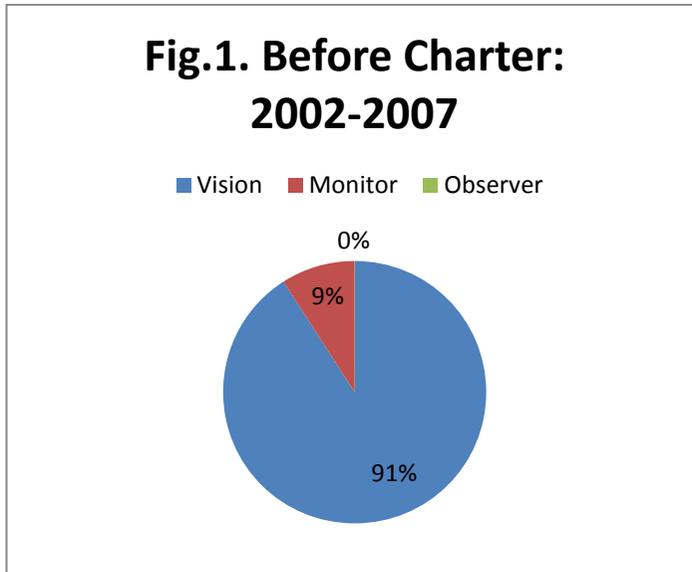
4.1.1. Count of the articles reporting on pension processing

A decision was made to establish the percentage of articles per newspaper to determine the newspaper that reported most on pension processing conditions at the Ministry in the periods under study.

4.1.1.1. Before the Client Charter (2002-2007)

Of the 11 articles on pension processing sampled before the adoption of the charter in 2007, 91% were by the New Vision, a Government publication, 9% by the Monitor and none by the Observer newspaper. Except 2005, the New Vision had at least an article every year on pension processing. The Monitor had only 1 article in the period before the charter, written in 2003. The Observer had none.

Fig. 5: Percentage number of articles before the charter

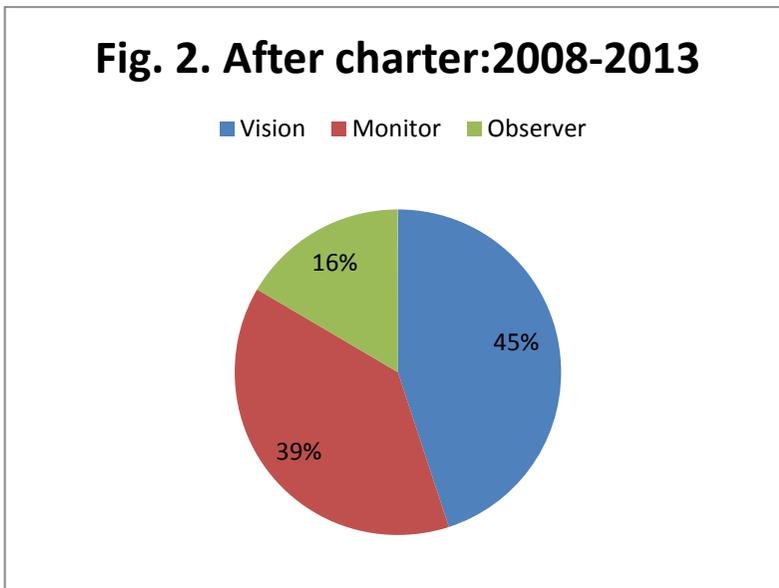


Source: by the author

4.1.1.2. After the Client Charter (2008-2013)

Of the 101 sampled articles written on pension processing in the period after the adoption of the charter, the New Vision had 45% of the articles, the Monitor 39% and the Observer 16%. The period after the charter also had most articles, implying that either there were both more media attention and interests on the activities of the Ministry or the Ministry had started reporting and becoming more open about its roles and functions to the service recipients through the media.

Fig 6: Percentage numbers of articles after the Charter



Source: author

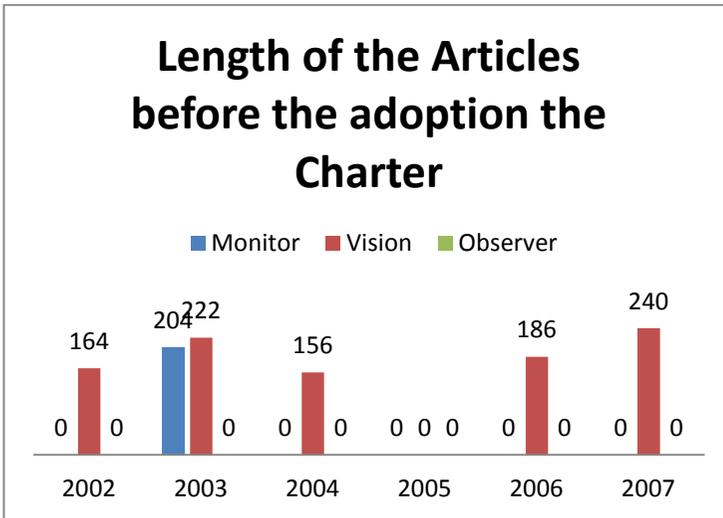
4.1.2. Average length of the articles

Decision was made to illustrate the average length of the articles in terms of the number of word counts. The challenge with these coding was that the counts included all words in the entire length of the articles, regardless of whether they were related or specific to pension processing. However, in the subsequent analysis the noisy and irrelevant words were excluded from the analysis.

4.1.2.1. Average lengths before the Charter

Overall, the articles written in 2007 by the New Vision had the highest average counts of words by 240 words. The lowest count was 156 words of articles written in 2004 by the New Vision. The article written by the Monitor newspaper in 2003 had 204 words.

Fig. 7: Average words in the articles before the Charter

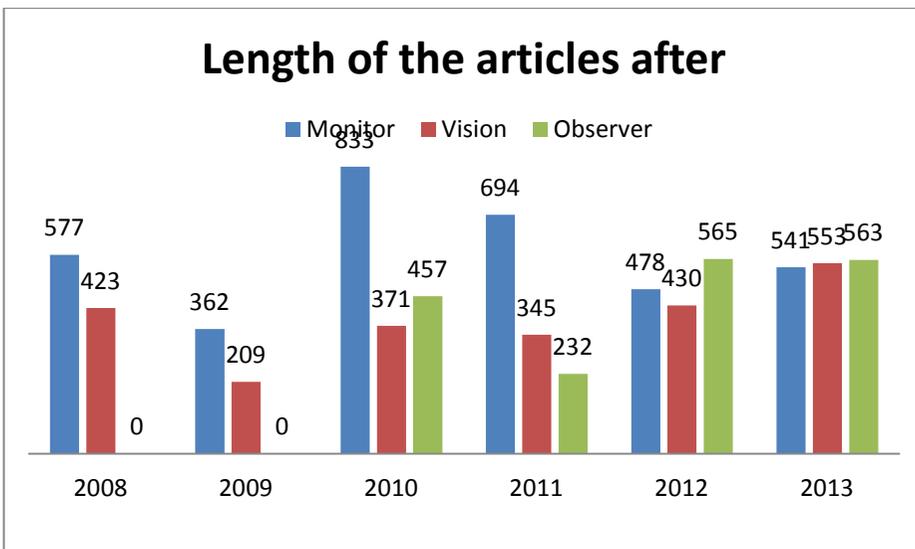


Source: Author

4.1.2.2. Average Length after the Charter

The highest average count of words was 833 for articles written in 2010 by the Monitor and the lowest were 209 words for articles written in 2009 by the New Vision.

Fig. 8: Average word counts in the article after the Charter



Source: Author

On comparison, it was observed that, the sampled articles on pension processing in the period after the charter had more word counts compared to the articles before. Just like most of the articles written after the charter, it reflected either more interest in the activities of the Ministry or the Ministry became more interactive and enthusiastic to report about its activities through the media.

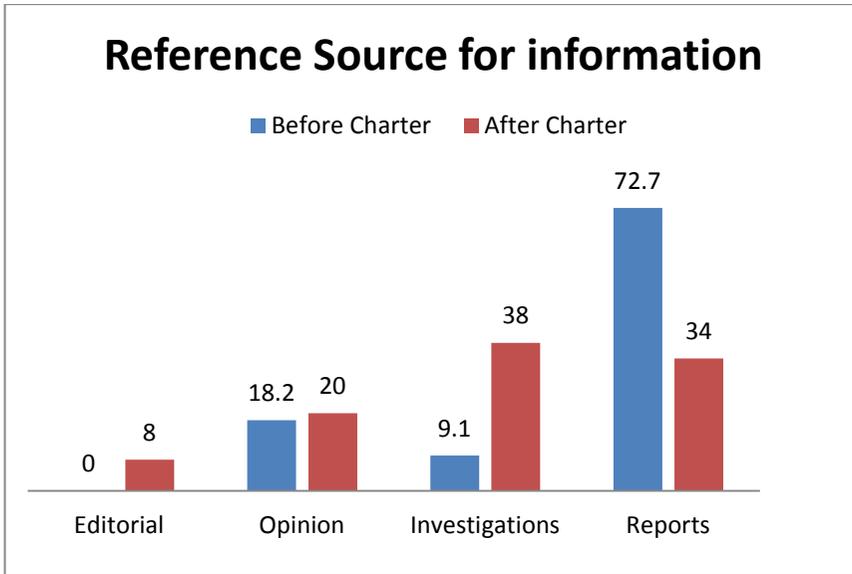
4.1.3. Sources of Reference for information

A decision was made to code the source of reference for information by the authors of the articles. The coding of the source of reference was classified into 4 categories-Editorials, Opinions, Investigations and Reports. Editorial category included all articles by the editors, and articles by journalists attached to the newspaper. The opinion category included all articles by concerned citizens, pensioners, civil society organizations expressing opinion on pension condition in the Ministry. The investigation categories involved all the references to audit investigation reports, Inspector General of Government investigations and Police investigations. The report category included all Ministry reports/workshop reports, other Ministries/departments, Government Officials statements/comments, Parliament reports/ statements by Member of Parliament concerning the issue of public service pension management. For this category, the coding combined all the articles by the 3 newspapers for the respective periods studied.

Before the charter, the bulk of the articles (72.7%) were referring to the reports, whereas after, 38% were referring to investigations. 20% referred

to opinion sources after and 18.2% before the charter. 8% referred to editorial after the charter.

Fig. 9: Coding Reference sources of Information



Source: Author

4.1.4. Coding Authorship of the articles

The coding by author was intended to establish whether there was any dominant author by the number of the articles who might have influenced and presented a subjective picture of the tones and description of pension processing. This kind of coding is supported by General Accounting Office of the United States of America, (GAO, 1989:13) that *“in selecting newspapers, the analyst also has to control for factors that may influence the articles’ content or editorial viewpoint.”*¹¹

¹¹ GAO(1989) Content Analysis: A Methodology for Structuring and Analyzing Written Material, United States General Accounting Office, USA.PP.13

Overall, it turned out that all the newspapers had on an average ratio of 1:1 article to author. The New Vision for instance, with 59 articles had 42 writers, giving an average ratio of 1.4. The Monitor with 43 articles had 25 authors giving it a ratio of 0.6; and Observer with 18 articles had 12 authors giving it a ratio of 1.5. The observation was that the number of articles to the number of authors was not enough to influence and present a subjective perspective on the conditions of pension processing at the Ministry. There was no single dominant author with more than two articles to paint such a picture.

Table 8: Coding by author of the articles

Paper	No. of Articles	Total no. of authors	Ratio of articles per author
Vision	59	42	1.4
Monitor	43	25	0.6
Observer	18	12	1.5

Source Author

4.1.5. Coding the tones in the articles on processing standards

The purpose of this coding was to establish the kind of tones depicted in the articles about pension processing standards by the Ministry. It was also a difficult coding as it involved filtering in the latent words/ phrases depicting pension processes. The process involved first to identify all the phrases or words or sentences that directly or indirectly refer to pension processing conditions, classify them into two broad code categories of either Positive, or Negative tones. A general count for each category in the articles before and after period of the client charter was made. Asquith, Mikhail and Au (2005)

made a similar coding to establish how markets react to those tones while making investment decisions. But in this study, the essence was to establish the kind of tones depicted in the articles about pension conditions at the Ministry.

4.1.5.1. Before the Charter

The observation was that 50% positive and 50% negative were the tones about pension processing standards depicted in the article before the client charter. The Monitor had 8.8% negative overall with no positive count. The New Vision had 50% of the overall positive count and 41.2% of the negative. The Observer newspaper had no count since it had no publication in this period.

Table 9: Coding Tones in the articles before the Charter

Paper	Positive tones		Negative tones	
	Freq	%	Freq	%
Monitor	0	0	7	8.8
Vision	40	50	33	41.2
Observer	0	0	0	0
		50		50

Source: Author

4.1.5.2. After the Charter

Overall the tones in the articles about pension processing after the client charter were 79.6% negative and only 20.4% positive. The Monitor, the New Vision and the Observer had 31%, 31.4% and 17.3% negative tones respectively. Meanwhile, 4.7%, 12.7 and 3% were the positive tones in the

Monitor, New Vision and Observer respectively. The observation was that the tones in the newspapers on pension processing standards after charter were more negative compared to before, giving an indication of no improvement in the processes standards even with the advent of the mechanism.

Table 10: Coding Tones in the articles after the adoption of the Charter

Paper	Positive tones		Negative tones	
	Freq.	%	Freq.	%
Monitor	50	4.7	331	31
Vision	136	12.7	335	31.3
Observer	31	3	186	17.3
		20.4		79.6

Source: Author

4.1.6. Coding the descriptions of the processes

A decision was made to code the description of the words, phrases in the articles describing the pension processing standards. As pointed by Jim Macnamara (2005:9) that “content analysis should involve examination of multiple variables (i.e. multivariate analysis) – not be a simplistic rating of a single variable such as positive, negative or neutral which is univariate and tells us little about the likely meaning and effects of a text.” The coding was ascribed to principles prescribed in the Client Charter guiding its application on service performance. It involved analyzing both the “*manifest*” and “*latent*” words and phrases in the articles describing the processes. Manifest content refers to “*concrete terms contained in a communication*”, whereas latent

content refers to the “*underlying meaning of communications*” (Babbie, 2010:300-301).

The coding was grouped into three (3) broad categories in line with the principles stipulated in the client charter. They included: - 1) Accountable and transparent; 2) Efficient and Effective; and 3) Responsive and Diligent. This coding was also challenging as it involved more of interpreting and assigning meaning to the latent words and phrases. Nonetheless as Terry Beck (1993:29) in the study of Content Analysis of Applied Research Projects Completed 1987-1991 in the Master of Public Administration Program at South West Texas State University point that “*however, key words provide a fairly reliable indication of the matter under discussion*”¹².

4.1.6.1. Coding accountability and transparency:

Generally the description of pension processing standard was 64% more accountable and transparent before the charter; and 89% less accountable and transparent after the charter. The finding indicated that, despite the fact that the Charter espouses the principles of accountability and transparency in service provision, pension processing standards at the Ministry according to the depiction in the newspaper articles, are less transparent and less accountable compared to before the adoption of the charter.

¹² Terry Beck (1993), A Content Analysis of Applied Research Projects Completed 1987-1991 in the Master of Public Administration Program At Southwest Texas State university

4.1.6.2. Coding Efficiency and Effectiveness

As regards the principles of efficiency and effectiveness, the descriptions of the processes were 78% less efficient and effective before; and 77.5% less efficient and effective after the charter. This was another interesting revelation that the charter had not improved the situation of efficiency and effectiveness in the processes despite the adoption of the charter according to the newspaper articles.

4.1.6.3. Coding Responsiveness and Diligence

As far as responsiveness and diligence of the processes were concerned, the descriptions were 51.6% unresponsive and less diligent before; and 65% less responsive and less diligent after the Charter, clearly manifesting the lack of improvement in responsiveness and diligence in the pension processes.

Table 11: Coding Description of the processing standards in the articles

Descriptions	Period	Observation	Frequency	%
Accountable/Transparent	Before 2007	Yes	18	64
		No	10	36
	After 2007	Yes	60	11
		No	485	89
Efficient & Effective	Before 2007	Yes	4	22
		No	14	78

	After 2007	Yes	27	22.5
		No	93	77.5
Responsive/Diligent	Before 2007	Yes	15	48.4
		No	16	51.6
	After 2007	Yes	116	35
		No	216	65

Source: By the author

4.1.7. Conclusion on content analysis findings

Arising from the content analysis, it was established that most of the newspaper articles on public service pension were in the period after the charter. The main sources of references for information before the charter were from reports and after the charter were from investigations. Investigations references were mainly police and Auditor general concerning frauds and misappropriation of pension funds. This was a reflection of the charter not having positive impact on improving the quality of standards of pension processing in the areas of accountable and transparent. The charter stipulates the kind of service quality standards an organization's service recipient can expect; and among these are the quality of accountability and transparency (McGuire, 2001; Tobin, 2003). Yul Kwon (2012:423) points that "transparency and accountability improve the credibility of government actions...and minimize corruption." It appears the operation of the pension scheme still faces administrative challenge (pwc, 2007; Eich 2009).

4.2. Application of the Charter principles and standards on pension processing

4.2.1. Introduction

The result of content analysis of the newspaper articles would not be entirely enough to draw objective conclusion on the impact of the charter, thus, the need to assess the implementation and application of the charter principles and standards on pension processing processes by the Ministry.

In relation to implementation definition, the charter could be regarded as an “important executive order” that was introduced under Circular Standing Instruction no.2 of 2006 (Mazmanian and Sabatier, 1983; Matland, 1995). Its implementation on various key result areas should lead to improvement in the quality of the service standards (Falconer, 1997; Drewry, 2005; Njunwa, 201; Sand, 1997). Anuradha Joshi (2010:1) on service delivery points that “*NPM reforms for accountability were focused on...a sub set related to downward accountability to citizens, e.g. citizen charters and complaint hotlines.*”

It draws down therefore, that assessment of its application on pension processes is conducted, especially as regards making the processing procedures and standards known to the recipients and stakeholders and guaranteeing the processes efficiency and effectiveness. Content analysis of the newspaper articles suggest that the charter has not had a positive impact on pension processing especially as far as accountability and transparency, efficiency and effectiveness, responsiveness and diligence are concerned. This indicts the Ministry on poor service delivery of its key result as stipulated in the charter (Client Charter, 2007). The Institute of Public Administration

Australia (IPAA, 2011:17) notes that “*at the core of any service delivery should be good process.*”

According to implementation paradigm, two strategies for implementing a policy can be used, top-down or bottom-up (Mazmanian and Sabatier, 1983; Sabatier, 1986). A top-down strategy is where the designers are the central actors in the implementation process, whereas in bottom-up the target groups and the service deliverers play the central role of the implementation (Matland, 1995; Mazmanian and Sabatier, 1983; Sabatier, 1986). The following questions guided the assessment process; - 1) how has the client charter principles been implemented and applied on the key result area of pension processing at the Ministry. Just like in any strategies or approaches there are bound to be challenges and gaps or limitations to the efforts, what are the existing gaps in the application processes of these principles and standards?

4.2.2. The framework and data sources

The program Logic framework was followed in the analysis, where the goal, the purpose, inputs, activities, outputs and outcomes of the charter principles and standards were assessed in relation to pension processing. The data sources applied were secondary sources which involved review of available government publications, reports, media articles reporting on pension processing. Purposive sampling was applied in the selection of the literatures for analysis. The rationale was to access data evidence that would provide the relevant information to form an objective opinion and conclusion

(Horsburgh, 2003:311). The assessment was confined to two basic general headings, the knowledge and aware creation among service providers, recipient, stakeholders; and the efforts to make the processes more efficient and effective.

4.2.3. The findings

4.2.3.1. Dissemination awareness and knowledge

For successful implementation of a policy, especially a “statutory policy” like the charter, it demands that goals be explicitly stated in “order to derive superior value and loyalty to the prescribed goals” (Matland, 1995:154). One of the specific objectives of the charter is to provide the clients to the ministry with clear information about the services; and the commitments on service quality, but more specifically on pension processing, is to inform “*clients and the public about the procedures of accessing the terminal benefits*” (Client Charter, 2007). Ensuring that clients of services are informed about services standards is an important aspect of a responsive service delivery (Humphreys, 1998). The charter was a mechanism through which to rectify the challenge of lack of knowledge and information among the clients about pension procedures as identified at the 2005 Personnel Officers’ Workshop¹³.

The inputs to improve awareness of the pension services involved, first to define the mandate and purpose of the pension department. David Osborne and Peter Plastrik (1998) referred to this as the “core strategy”. Richard Matland (1995:158) notes that “when a policy does not have

¹³ A report on the proceedings of the personnel officers’ workshop crested crane Hotel-Jinja August 15-20, 2005, Ministry of Public Service, Kampala.

explicitly stated goals, the choice of standards becomes more difficult...” It is very critical for the internal clients, the service deliverers, to know and be guided or to have a sense of direction on the purpose of their core responsibilities especially in matters of transparency, diligence and timeliness in providing services. The Policy statement for the FY2007/2008 outlined clearly the goal of the pension department that “*the overall purpose/mandate of the Department is to ensure a fair, equitable, transparent and prompt system of computation and payment of pension and other terminal benefits to the senior citizens/pensioners.*” Peter Humphreys (1998:78) opine that “experience in other administrations across the world, clearly indicates that an explicit and repeated commitment ...are essential prerequisites for driving forward the fundamental organizational changes which are necessary to ensure that customer needs are placed and kept at the centre of that organization’s mission and vision.” The departmental statement , that pension should be provided in a fair, equitable, transparent and prompt manner was well within the focus of attention and commitment of the service deliverers or the street-level bureaucrats in their interaction with pension clients.

As regards service recipients and other stakeholders, efforts to improve their knowledge and awareness involved the establishment of a focal point Charter Officer; creating a one stop-center for pension’s information inquiries, suggestion box, contact address, emails, website, and free toll telephone contacts (0800100200). This was also confirmed by Bakunda, Twikirize and Mwesigye (2010) that “*some of the organizational adjustments*

made included designation of client charter coordinators at the Ministry and departmental levels, and strengthening of existing systems.”

The activities in this area involved pre-retirement training of prospective retiring civil servant. Right from 2007 when the charter was introduced as reflected in the Ministry policy statement for FY2008/2009; 2009/2010; 2010/2011 and 2012/2013, the department “*Conducted awareness and pre-retirement training and counseling to stakeholders*”. The results of these activities were for example in 2008, 62% of 360 prospective retiring civil servants were trained. In FY2011/2012 “90% of retiring civil servants trained,”

Improving the capacity of the service deliverers involved providing them with “*refresher sessions on customer care and client charters,*” as reflected in the Ministry Policy statement for FY2012/2013. These efforts point that the Ministry had all intents to empower the service recipients and service providers with knowledge and awareness of pension processing service standards. Anuradha Joshi (20120:5) notes that “the logical chain linking transparency to empowerment is clear: information is power. When better information about rights and processes is disseminated, awareness about entitlements is likely to increase.”

4.2.3.2. Processes efficiency and effectiveness

Roger Lovell (1992:395) posit that “if the improvement in customer service required by the citizen’s charter are to be effective and long, changes in structures and systems will need to be accompanied by change in culture

and management style.” Sec.4.0 of the Client Charter pronounces that “*we shall at all times adhere to and continuously improve the standards of services*” (Client Charter, 2007). Some of the challenges identified during the Personnel Officers’ workshop in 2005 as facing the payment of pensions were; - *delayed processing of pensions; lengthy bureaucracy; and lack of service records* on the pension claimants. These definitely reflected inefficiency and ineffectiveness in the pension processes as a result of the bureaucratic processes where most of the decisions remain at the top of the hierarchy and the lower service providers have little discretion to decide on how to offer services (Osborne and Plastrik, 1998).

The core strategy for effectiveness and efficiency in service should be aimed at cutting down on the level of bureaucratic processes and procedures. The intended results in terms of quality and quantity should be delivered through the optimal use of resources, including time where “whatever the approaches adopted, the overall aims of policy should be to improve and sustain the quality of all public services” (Humphreys, 1998:81).

The inputs by the Ministry to achieve improved efficiency and effectiveness standards in pension processing involved; installing the Pensions Information Management Systems to computerize the process as reflected in the Policy Statement of 2007/2008; introduction of the Integrated Personnel and Payroll System (IPPS) in 2011; reduction of business processing steps from 49 to 19; the revision and re-designing of the pension forms; the making of “*some stages of processing pensions online*” (Policy Statement, 2008/2009). Under the IPPS, pensioners are expected to access the payroll faster as “the

new system comes in handy for hundreds of thousands of... retired civil servants to get their pension paid on time.”¹⁴

Much as reforming service delivery policy is client focused, also “redesigning organizational processes, structures, systems, controls...to make them responsive to user needs” is critically important IPAA (2011:17). Richard Matland (1995:158) opines that “implementation process not only provides an opportunity to learn new methods, it also provides an opportunity to reach new goals.” The Ministry made effort to put the pension beneficiaries at the heart of receiving prompt and quality service by introducing new approaches and systems in the processes. Innovative technology is one of the strategies that can succeed under top-down implementation approach (Matland, 1995; O’Toole, 1989).

Richard Matland (1995:150) points that “program success depends in large part on the skills of individuals in the local implementation structure ...” Building the capacity of pension personnel, payroll managers to equip them with “*skills in business process engineering and cost efficiency*”¹⁵ were some of the activities undertaken to improve processes efficiency and effectiveness. Updating pension records was a positive response to the challenge of poor records on pensioners identified in 2005.

Besides, in line with the provision of the charter under Section 3.3 that commits to enhance performance of the MDAs and LGs by providing

¹⁴ Moses Mugalu “ Government installs software to rid off payroll of ghosts,” the Observer, Sunday, 29 May 2011

¹⁵ Ministry policy statement of 2009/2010

technical support, the Ministry also made effort to provide technical support to the districts in 2009 as reflected in the policy statement of 2010/2011.

The outputs of all these activities resulted in reduced pension liability by 65% after assessing and paying 37,556 pensioners and 3,300 Local government pensioners in 2007; processing and paying arrears to 17,189 pensioners in 2008 leading to reduction of the arrear liability by 78%. The monthly pension has been paid promptly by 28th of every month throughout the period of assessment, an indication of fulfillment of the charter commitment to “*pay monthly pensions by the 28th of every month*” (*The Client Charter, 2007*).

The move to improve the processing cycle time by reducing the business steps from 49 to 19 and revision of the pension forms resulted in positive output as noted that “*the Pensions Business Process Review...has realized a number of notable benefits among...more Clients can now be served or attended to as a result of time saved on process time*”¹⁶

The Minister of Public Service in 2010 reported that the reforms initiated by the ministry of Public Service had started paying off where for example, the new pension management system had seen a major reduction in bureaucratic processes from 38 to eight steps and increased access time to the payroll and decreased processing time in order to increase the number of people benefiting from the improved system given the public outcry in these two areas.¹⁷ The Ministry started to publish pension information in the print

¹⁶ PSRP magazine of 2011pp.8

¹⁷ Moses Talemwa “ Public Service Reforms bear fruits says Kajura,” The Observer, Wednesday 22, December 2010

media in order to be more accountable and transparent¹⁸. In 2013 it was reported that a total of 48,098 pensioners were paid monthly pension by 28th of every month; a number of 3587 gratuity claims were accurately assessed; approximately 95% of client enquiries, complaints and requests were addressed¹⁹.

4.2.3.3. Processes Challenges and gaps

The second question was what are the existing gaps in the application processes of these principles and standards? Edward, J. Mullen (2004) opines that “while implementation strategies that seek systems change by focusing on specific service delivery systems or organizations are important, there are limitations to such efforts.”For example, the Ministry Joint Annual Review of the Public Service Reform Program conducted in 2010 stated that the processing was still faced both systemic and administrative challenges²⁰.

The implementation of the charter can be described as both forward mapping and backward mapping .Under forward mapping the objectives and expected outcomes are well specified; and under backward mapping the expected changes in behavior of the service deliverers and target groups are considered for purposes of their interpretation of the policy problem and possible solution (Matland, 1995:151). However, despite the efforts taken by the Ministry to improve the standards of pension processing through

¹⁸ FY 2010/11 policy statement it is reflected that two (2) pensions’ lists were published in the New Vision, Redpepper and the Observer news papers

¹⁹ The Ministry policy statement for FY2012/2013, pp.97

²⁰ Ministry of Public Service Joint Annual Review of the Public Service Reform Program (PSRP),13th-14th December 2010 and Post Joint Annual Review of the PSRP 24th January,2011, Final Report, pp.28.

application of the charter standards, the Ministry acknowledged that there were still challenges impeding the processes.

Cases of limited budgetary provision for the payment of pensions and cumbersome pension management systems were identified²¹. Level of resources availability definitely determines the success of policy implementation, especially for administrative policies (Matland, 1995). However, there are challenges to the issue of resource constraints, for example,

The cases of fraud in pension processing: Fraud is one challenge to the application of the client charter principles and standards on the public service pension processing. **Sect.1.4 (h) and (i)** on the principles of the Client Charter are very categorical on the issues of integrity and selflessness. Regarding integrity it commits that “*we shall be honest and open in conducting public affairs.*”²² On selflessness it stresses that “*we shall put public interest before personal interests. We shall not take decisions in order to gain personal, financial and other benefits.*”²³

Unfortunately, as captured in the daily Monitor of November 14, 2012, the editorial put it that “*here we are in 2012 dealing with gross abuse in the Public Service Ministry pension scandal that amounts to more than Sh:160billion.*”²⁴ The Ministry of Finance on April 10, 2013 wrote to the Ministry of Public Service to stay payment of pension to about 60,000

21 FY 2009/2010 policy statement

22 Ministry of Public Service Client Charter 2007, pp.1

23 Ibid.

24 “We must stop this theft of government funds.” Daily Monitor Wednesday, November 14 2012

claimants, pending an audit exercise.²⁵ In 2009, it was reported that the Finance ministry withheld sh130b pension arrears, demanding accountability from the Ministry of Public Service for amount Sh.210b it received earlier. It was reported that the the Finance ministry permanent secretary told MPs on the public accounts committee that despite efforts to clear pension arrears, the public service ministry continued demanding more money.²⁶ This was indictment on the Ministry's poor performance in the area of accountability and transparency. It contradicts the logic of inadequate funding of the scheme, when in reality funds are misallocated. In this area the charter implementations was not successful, there was no loyalty to the explicit goals of the charter as Richard Matland (1995:154) opines that "when policy goals have been explicitly stated...the correct standard of implementation success is loyalty to prescribed goals."

Transparency and accountability is "linked to performance assessment" (Steward and Walsh, 1991:505). In their findings on the study on public policy towards pension, Sylvester Schieber and John Shoven (1997:264) suggest that "management and accountability structures would help state and locals pension plans, particularly in keeping benefit promises and improving funding patterns." It therefore becomes difficult for the Ministry to access adequate pension funding if there is accountability and transparency question on the work ethics. On Government Sector accountability, the impact of service charter in Australia public service, Pat Barret (2003:50) pointed that

²⁵ "60,000 to wait much longer for pension cash" The Daily Monitor Thursday, April 25 2013

²⁶ "Finance committee withholds pension," The New Vision September 25, 2009

“ transparency and accountability can contribute to improved performance in terms of value for money; they can also represent good business practice.”

The question of interests in the application of the charter standards on pensions: The issue of lack of knowledge among the clients was also confirmed in study in 2010 commissioned by the Ministry on the adoption of the charter use in the Service, which established that *there was limited sense of ownership of the client charter both among the senior management and lower staff* which slowed the adoption of the charter use; and this had indirectly translated into *general lack of awareness of the client charter and their purpose among clients*²⁷. The lack of ownership of the charter directly affects the application and implementation of its standards and principles on pension processing services leading to a number of challenges as can be identified in a number of reports, articles and documents. For instances;-

The cases of bribery to receive pension services: The Inspector General of Government (IGG) National Integrity Survey of 2008 found that the Public Service pension was rated 85.2% in experience of having to pay for services by the households (NIS, 2008:25-26). This indicated that the practice to pay bribe in order to receive pension services marred the process. Moreover, Sec.4.0 (h) of the Ministry Client charter (2007) declares to “*provide services free of charge.*”

27 Bakunda Geoffrey, Janestic Twikirize, Charlotte Mwesigye, (2010) “Feedback on Development and Application of the Client Charters” Final Report, Ministry of Public Service.

One of the pension beneficiaries, Mr. Iku, in an interview with the Daily Monitor in November, 2012 stressed that *“the system should be able to assist people get their pension. There should be some incentives for the officer working on pension and gratuity in the Ministry of Public Service to rule-out temptations of pocketing people’s money.”*²⁸ What Mr. Iku was stressing was that the system was ineffective and management was not very keen on comprehensive implementation and application of provisions in the charter relate to monitoring the behaviors of the “street level bureaucrats who have great discretion in their interaction with clients” (Matland, 1995:150).

The question of responsiveness: The National Service delivery survey of 2008 reported on the pensions management performance that, of the households who reported as having a member retired from government service, 47% had not applied for pension and only 45% had succeeded in getting their pensions payment (NSDS, 2008:138). This meant that the responsiveness to pension processing by the Ministry was below average at just 45% in 2008. The findings by NSDS were corroborated by the findings of the Inspector General of Government (IGG) National Integrity Survey of 2008 that the Public Service pension was rated 51.4% as being among the Institutions providing poor quality services. In 2012, the second deputy prime minister (also Minister for Public Service) was quoted as blaming his staff for being non-responsive...further accused them of failing to conclude pay

²⁸ Mr. Iku, the former Moyo District Chairperson quoted in the Daily Monitor of November 3, 2012

reforms, including elimination of ‘ghosts’²⁹ from the payroll, pension reforms.³⁰

Delays in accessing pension payroll: The client charter commits under Sec.3.2 that “*We shall... access new pensioners on the monthly payroll within six months from the date of receipt of submission.*” Reports by the Auditor General in 2010 and 2012 found there were general delays in processing pensions by the Ministry. Yasin Mugerwa in the Daily Monitor article of May 20, 2010 noted that “*pensioners spend three years instead of the stipulated six months to access their benefits from the Ministry of Public Service, according to the latest Auditor General report.*”³¹ The processing time for traditional Civil Servants took on average 23 months and for teachers 30 months in the period 2007 to 2009.

Table 12: Time (months) taken to access pension payroll

Financial Years	Traditional Civil Servants	Teachers
2006/07	22	22
2007/08	28	38
2008/09	18	31
Average	23	30

Source: Auditor General Report 2010

It appears the charter designing did not consider certain factors that would affect the timely processing of pension. For example, the

29 “Ghost” depicts none existence personnel on the payroll

30 H. Bogere “Civil Servants May Salaries delayed.” The Observer, Thursday, 31 May 2012

31 Yasin Mygerwa (2010), “pensioners spend three years instead of the stipulated six months to access their benefits from the Ministry of Public Service, according to the latest Auditor General report” The Daily Monitor, Thursday, May 20, 2010

issues of attitude and behavior of the lower service deliverers and monitoring mechanisms. “Many implementation barriers are found in the initial stages of the policy-making processes and to understand policy implementation; these processes must be carefully studied” (Matland, 1995:147).

Complaints and customer care: Complaint mechanisms should be able to increase accountability to service recipients and stakeholder (Joshi, 2010).The client charter spells out the standards and means through which complaints can be registered by the service recipients; and addressed by management, however, pension processing still faced challenge in this area, as acknowledged by the Ministry in 2011 that “*even with these innovations...people still complain about having problems accessing their pension*”³²

The challenge of customer care was echoed in an opinion article in Weekly Observer newspaper of March 27, 2011 that “*the Ministry of Public Service established a toll free line for pension enquiries at the end of last year. But to my utter disgust, whenever I have made enquiries on this line (0800100200), the person receiving the call, for some strange reason, is always rude.*”³³

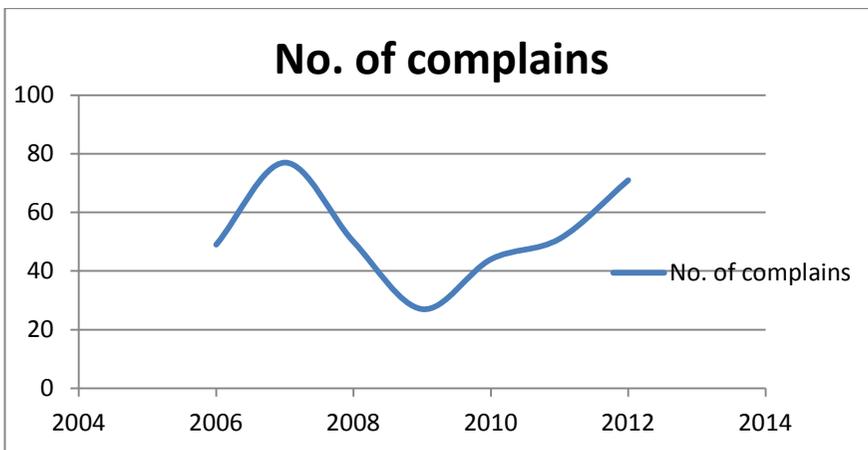
In the 2012 IGG report to Parliament, the Ministry of Public Service was reported as number 9 out of 15 Government Institutions complained against during the seven years (2006-2012) period of assessment. The number

³² PSRP Magazine, 2011pp.11

³³ Ntege Assiimwe, 2011 “DID BBUMBA LIE TO PENSIONERS?” The Observer Newspaper of March 27, 2011, Kampala Uganda

of complained were 49 in 2006, 77 in 2007, reduced to 50 in 2008 and 27 in 2009, but increased to 44 in 2010, further increased to 51 in 2011 and 71 in 2012, registering a total of 369 complaints. This demonstrates dismal performance of the charter to making pension processing more responsive and client oriented.

Fig. 10 : Trends of Complaints against the Ministry from 2006-2012



Source: Derived from IGG Report

Up to 2013, complaints about the pension processing were registered. For example, the Schools Head teachers in Bushenyi district were quoted as urging the Education Service Commission to decentralize their pension’s scheme because of disappointment with the poor treatment against retired teachers trying to access their benefits at the public service ministry.³⁴

Stakeholder concerns: The Guidelines for development, documentation, dissemination and implementation of Public Service delivery standards (2010:7-12) requires under sections, 9.4 “harmonization of client expectations with existing plans and programs”; Sect.9.8 “consultation of

³⁴ Chris Mugasha “Teachers want pension office decentralized,” The New Vision Marche 12, 2013

service recipient and key stakeholders”; Sect. 9.9 “documentation, printing and dissemination of service delivery standards”; Sect. 9.11 “monitoring and evaluation of performance against standards.” The Ministry clearly has elaborate policy strategies of enhancing service delivery standards to take into stakes of client and stakeholders. However, the weaknesses and integrity questions in pension processing have led to distraught in the faith of the stakeholders in the system. For example, Solomon Arinaitwe reported in the Monitor article dated March 27, 2013 that the *“Uganda Reach the Aged Association...urged the Government to institute strong institutional measures to curb corruption in the pensions sector. The group also called for the decentralization of access to pension funds to reduce the costs incurred by beneficiaries in the process of chasing payments.”*³⁵

The effort to implement the documented strategies, need to move beyond conducting refresher sessions on customer care relations and client charter as reported in the Ministry policy statement for FY 2012/13. The Institute for Public Administration Australia, (IPAA, and 2011:17) points that, *“reform should start on those delivery processes that receive the most client complaints and suggestions about services access, timeliness, reliability etc. Re-engineering delivery processes to be faster, more consistent and user friendly is the best way to win client support.”*

As analyzed, there are gaps in the implementation of the Charter principles and standards on pension processing ranging from fraud to complaints by service recipients. Richard Matland (1995:161) in his article on

35 Solomon Arinaitwe (2013), “Elderly urge Government to check pensions thefts”, Daily Monitor, March 27, 2013

ambiguity-conflict model points that in administrative implementation where there is low policy ambiguity and low policy conflict, implementation failure can be associated to “lack of an effective monitoring strategy to control and sanction deviant behavior.”

CHAPTER SIX

5.0. Conclusions and Recommendations

5.1. Conclusion

This chapter presents the conclusion and recommendation of the study. The main purpose of the study was to assess the impact of client charters in improving service delivery standards. The charter impact on improving pension processing standards by the Ministry of Public Service, Uganda was assessed.

The Client Charter initiated by the Ministry of Public Service in 2006 intended to complement the ROM framework ideals of changing the management culture in the public service which includes making public servants responsible; transparent and accountable³⁶. The Public Service Code of Conduct also complements the charter as it categorically expects civil servants to be professional, prompt in providing service, courteous in dealing with clients, empathic and fair to clients at their service. The standards of service delivery espoused in ROM, the code of conduct and the client charter are well in relation to the OECD discussion of 1987 and the model of quality service by Parasuraman et al (1985).

It was observed that since the charter adoption in 2007, there was no evidence of its revised version. Periodic revision as noted is very important especially with regard to taking into consideration the changing demands and expectations of the service recipients. For example, in auditing the

³⁶ Ministry of Public Service Result Oriented Management-Individual Manual, Kampala Uganda

performance of Australian public service charters, Pat Barret (2003:4) noted that “Australia’s Tax payers’ charter was effective because it was monitored and reviewed frequently with the complement of an outsider independent reviewer after every three years.”

Providing pensions services is one of the key result areas stipulated in the Client Charter. It commits to ensuring payment of pension by the 28th of every month; accessing new pensioners on the monthly payroll within six months of receiving application forms; informing clients and stakeholders about the procedures of accessing pension services. These commitments are complemented by the general principles and standards outlined in the charter. However, as noted, despite these commitments, the level of service delivery standards still leaves a lot to be desired.

The conceptualization was that the client charter as an independent variable should have a positive impact on improving pension processing standards. In the period before the adoption of the charter framework in 2007, pensions processing standards were described as unresponsive, slow, bureaucratic, none transparent and lack of knowledge among the pension clients about the procedures and conditions to access the services (Kasente et al, 2002). With the application of charter principles and standards, it was expected that the service quality should improve (Parasuraman et al, 1985; OECD, 1987).

5.1.1. The content analysis

Content analysis of the articles in the New Vision, Monitor and the Observer on public service pension standards in the period from 2002-2013

was conducted. The analysis was on whether they depicted improved tones and descriptions of processing standards. The finding indicated that pension processing standards were not all that good as depicted by the tones in the articles. Before the adoption of the charter in 2007, the overall tones in the newspaper articles on pension processing standards were 50% positive and 50% negative, however, after the charter, tones were just 20.4% positive and 79.6% more negative, a pointer, as implied by the tones in the newspaper articles, that the charter was not making much impact on improving the processing standards.

An analysis of the descriptions of the processes in the articles in line with principles of the charter established that, before the charter, generally the description of the pension processing standard was 64% more accountable and transparent, however, on other principles, the descriptions were 78% less efficient and effective; and 51.6% less responsive and diligent. In the period after the charter, namely, from 2008 to 2013, the descriptions of the process were 89% less accountable and transparent; 77.5% less efficient and effective; and 65% less responsive and diligent, giving an impression of worsened condition of the processing standards. Thus, from the analysis of the tones and the description of the processes in the articles of the three newspapers, pension processing standards have not improved much but instead deteriorated despite the adoption of the charter.

5.1.2. Application of the Charter principles and standards on pension processing

As a complement to the content analysis of the articles, an assessment of the application and implementation of the charter principles and Standards on pension processing was also conducted with an objective of identifying the gaps in the processes. The areas assessed were on improving the awareness and knowledge of the processes procedure among service receivers; and the strategies employed to improve processes efficiency and effectiveness.

In the area of disseminating awareness and knowledge, the Ministry aligned the department's purpose with the charter principles; established a focal point Charter Officer; one stop-center for pensions inquiries, pensions information management systems, suggestion box, contact address, emails, website, free toll telephone contacts. Activities such as pre-retirement training to prospective retiring civil servant; refresher training on customer care and client charters to internal staff were carried out. Unlike the finding of the study by IIPA (2008:21) on India's Citizens' Charter where they established that India's charters were just a symbolic and were not making much of a difference in service conditions, by indications, the Ministry charter was being implemented to improve the knowledge and awareness of the procedures of accessing services among service recipients.

As regards improving the efficiency and effectiveness, in the processes, the Ministry's installed the Pensions Information Management Systems to computerize the process; introduced Integrated Personnel and Payroll System; reduced the business steps from 49 to 19; and the revised and

re-designed the pension forms. Activities such as, building the capacity of pension personnel; training payroll managers; updating the pension's records; providing technical support to the districts were conducted. Building capacity and skills of service deliverers is very crucial to successful implementation of the mechanism (Matland, 1995).

The indicative outputs of the efforts to improve the level of efficiency and effectiveness show that there was reduction in pension arrear liability by 78%; prompt payment of monthly pensions by 28th of every month; clear impact of the charter in that area of commitment. This was related to the study by Pat Barret (2003:49) in auditing the performance of Austrade's Charter, that "great improvement in the tools systems and training of personnel lead to great performance of the organization."

5.1.3. Challenges in the application

There are gaps in the implementation of the Charter principles and standards on pension processing ranging from fraud to complaints by service recipients. The Ministry also acknowledged the challenges of complaint handling, customer care and responsiveness. In the 2012 IGG report to Parliament; the Ministry of Public Service was ranked number 9 out of 15 Government Institutions complained against. According to the National Service Delivery Survey of 2008 the responsiveness to pension processing by the Ministry was just 45%. Public Service pension was rated 51.4% as being among the Institutions providing poor quality services. Reports by the Auditor

General in 2010 and 2012 found that there were general delays in processing pensions by the Ministry.

The conclusion drawn was that the Client Charter mechanism had not had much impact on pension processing standards as evidenced by both the content analysis of the newspaper articles and the assessment of the application of the Charter principles and standards on the processes. This failure of the charter to improve pension processing relates to Brynard (2009) assertion that successful policy implementation is no guarantee for performance success.

5.2. Recommendations

Arising out of the findings and conclusions, it is evident that the Client Charter policy has not had much impact on improving service delivery standards as a case pointed out on pension processing by the Ministry. Richard Matland (1995:161) in his article on ambiguity-conflict model points that in administrative implementation where there is low policy ambiguity and low policy conflict; implementation failure can be associated to “lack of an effective monitoring strategy.” In this regard the following way forwards are suggested to bridge the gaps in the applications of the Charter provisions on pension processing by the Ministry.

To drive commitments in the implementation and application of the charter principles and standards on key result areas like pension processing, there is need for strong political supervision especially on the area of transparency and accountability: See Richard Matland (1995) on political

factor for policy implementation success. Like in United Kingdom under John Major and the United States under President Bill Clinton, the client charter mechanism in Uganda would bear positive impact on accountability and transparency of service provision if the political leadership took firm interest in ensuring application of the charter standards and principles are applied in all aspects in service provisions. This can be done through their involvement in the planning, implementation, monitoring and evaluation processes as was noted by UNDP (2007:2) that, “in the context of Public Service Reform, it goes without saying that ethical leadership and political commitment at the higher level remain vital to the success of any reform initiative.”

To instill responsiveness and diligence in pension processing, there is need to strictly integrate Charter principles and standards into every stage and unit of pension planning and budgeting processes. There is also need to benchmark client charter principles and standards into pension performance targets and outputs for easy tracking, evaluation and reporting on the impact of the charter on the processes. This will help in identifying performance gaps at individual and management level, leading to enhancement of individual responsibility and accountability.

To curtail on suspicion, mistrust and constant complaints among pension beneficiaries, an independent standing committee comprising of representatives of the pensioner categories, namely UPDF, teachers and traditional civil pensioners should be established to periodically and independently check, verify and report on the pension processing performance

standards. This will promote positive stakeholder and Ministry relations, and guard against incidents of bribery and poor customer relations standards.

To enhance the knowledge and awareness of the pension service procedures and requirement as client charter commitments, there is need for rigorous and comprehensive engagement of the media to sensitize stakeholders and general public about the standards and procedures. This will popularize the charter commitments on general service standards and principles. Like in “Namibia where government’s initiative has gone a step further and popularized the charters among civil servants and service recipients through comprehensive media campaign” (UNDP, 2007:3).

To further reduce on the bureaucracy, delays and complaints about pension processing standards, the Ministry should set itself-up as a one-stop centre for processing and accessing terminal benefits since it is also the custodian of all government employee records. This will require comprehensive and pragmatic innovation and collaboration with other MDAs and LGs to create information infrastructure and business processing system to achieve a single client service centre system. The Canadian government set up a “one stop” delivery network providing access to over 77 different government programs with strong focus on transactional services such as benefits payments” (IPAA, 2011:20)

To put a check on pension funds hemorrhages, fraud and misappropriation, there is need to establish pension expenditure tracking surveys as it is done for schools using Public Expenditure Tracking (PET)

surveys (Sundet, 2007). The information on pension allocation and expenditure should be made public in the media and LGs notice boards so that people are knowledgeable and aware of the fund releases and payments. It would go a long way to improve accountability and transparency in the management and processes of the pension funds.

The Ministry should consider decentralizing the pension processing and payment to LGs of the residents of the individual pension beneficiaries. As it is realized that most government officials retire and go back to their villages, thus it would reduce on the cost they incur in chasing and processing the benefits at the center. This will improve on the efficiency and effectiveness of the systems and reduce on bureaucracy, delays and complaints.

REFERENCES

- Acharya, S. (2010). Implementation of Citizen's Charter and Improving Municipal Services in Nepal: Myth or Reality? Master's thesis University of Bergen, Norway
- Asquith, P., Mikhail, M.B., Au, A.S. (2005). Information Content of Equity Analyst Report, *Journal of Financial Economics* 75, 245-282
- Bakunda, G., Twikirize, J., Mwesigye, T. (2010). Feedback on Development and Application of Client Charters, Final Report, Ministry of Public Service, Kampala, Uganda
- Barbie, E. (2010). *The Practice of Social Research*, 13th Edition, International Edition, Wadsworth, Cengage Learning, Canada
- Barrett, P. (2003). Government Sector Accountability—the Impact of Service Charters in the Australian Public Service, Queensland Commonwealth Regional Heads Forum 15th Annual Government Business Conference
- Beck, T. (1993). A Content Analysis of Applied Research Projects Completed 1987-1991 in the Master of Public Administration Program at Southwest Texas State University, An Applied Project (Political Science 5397) a Master Dissertation, Southwest Texas State University
- Brynard P.A. (2009). Mapping the Factors that Influence Policy Implementation *Journal of Public Administration*, Vol. 44 No 3.1
- Buttle, F. (1995). SERVQUAL: review, critique, research agenda *European Journal of Marketing*, 30, 1
- Client Charter 2007/2008-2009/2010, Ministry of Public Service-UGANDA
- Duggan M, and Green, C. (2008). Transforming Government Service Delivery; New Service Policies for Citizen-Centered Government, IBM
- Economic Commission for Africa. (2004). *Public Sector Management Reforms in Africa: Lessons Learned*
- Establishment Notice No.3 of 2011: Guidelines for Documenting Services delivery Standards in the Public Service-Ministry of Public Service Uganda
- Falconer, P.K and Ross, K. (1999). *Citizen's Charters and public service*

- provision: Lessons from the UK experience, *International Review of Administrative Sciences*, Vol.65. 339–351
- Drewry, G. (2003). *International Symposium on Service Charters and Customer Satisfaction in Public Services 8- December 2003- University of London UK*
- Drewry, G. (2005) *Citizen's Charters, Service quality chameleons, Public Management Review*, Vol.7 Issue 3, 321-340
- Eich, F. (2009:6). *Public sector pensions: Rationale and international experiences*
- Falconer, P.K., (1997), "Public Administration and New Public Management: Lesson from the UK experience
- Gray, A.(2004). *Relationship of consumption: Citizen, Clients and Customers of Public Services, Academic Services for Public Management*
- General Accounting Office. (1989). *Content Analysis: A Methodology for Structuring and Analyzing Written Material, USA*
- Guidelines for development, documentation, dissemination and implementation of Public Service Delivery Standards.(2010). Ministry of Public Service, Kampala, Uganda
- Hague M.S. (2005). *Limits of the Citizen's Charter in India, Public Management Review*, 7:3, 391-416
- Holsti, O. R. (1969) . *Content Analysis for Social Sciences and Humanities*, Reading, MA: Addison-Wesley Publishing Company.
- Hosburgh, D. (2003). *Evaluation of Qualitative Research, Journal of Clinical Nursing* 2003; 12: 307-312
- Humphreys, P.C. (1998). *Improving Public Service Delivery, Committee for Public Management Research, Institute of Public Administration, Discussion Paper No.7, Dublin: IPA*
- Huther, J. and Shah, A. (1998). *Applying a Simple Measure Good Governance to the Debate on Fiscal decentralization, World Bank*
- Institute of Public Administration Australia. (2011). *Getting Serious on Client Services, Policy Paper, Australia*
- Jack, M. K. L. (1993). *Reflection on Responsive Public Administration in Hong Kong: The Citizen's Charter, Performance, Pledges and Beyond, Asian Journal of Public Administration*, Vol.15 No.2:201-224

- Final Report ,(2011). Joint Annual Review of the Public Service Reform Program (PSRP), 13th – 14th December 2010 and Post Joint Annual Review of the PSRP 24th January, 2011, Ministry of Public Service, Kampala Uganda
- Jorge, S.M.F. (2008). Implementing Reforms in Public Sector Accounting: Comparative International Governmental Accounting Research (CIGAR), Coimbra-Portugal
- Joshi, A. (2010). Service Delivery: Review of Impact and Effectiveness of Transparency, Accountability and Initiatives: Prepared for the Transparency and Accountability Initiative Workshop October 14 – 15, 2010 Institute of Development Studies
- Kakwani, N, and Subbarao,K. (2005). Ageing and Poverty in Africa and the Role of Social Pensions,Working Paper 8, International Poverty Centre–UNDP, Brazil
- Kasente,D. Asingwire, N. Banugire, F. Kyomuhendo, S. (2002).Social security systems in Uganda Report, Journal of Social Development in Africa, Vol.17. No.2
- Khan, A.H (2010).Citizen’s Charter: What, Why and How, Manusher Jonno Foundation
- Kothari, S.P., Li, X., Short, E.J. (2009).The Effect of Disclosures by Management Analysis and Business Press on Cost of Capital, Return Volatility, and Analyst Forecast: A study Using Content Analysis; The Accounting Review Vol.84, No.5 2009, 1639-1670
- Kwon, Y., O. (2012).An Assessment of Korea’s post-crisis Public Sector Reforms,Korea and the World Economy, Vol.13, No.3 (December 2012), 419-449
- Larbi, G.A., (1999), United Nations Research Institute for Social development, Discussion paper 112, 1999, updated 2003
- Leni et al. (2012).The Changing Roles of Public Administration in Democratic Governance, United Nations Publications
- Lovell, R. (1992).Citizen’s Charter: The Cultural Challenge, Public Administration, Vol.7 Autumn 1992, 395-404
- Macnamara, J. (2005). Media content analysis: Its uses, benefits and Best Practice Methodology. Asia Pacific Public Relations Journal, 6(1), 1–34.

- Matland R.E. (1995).Synthesizing the Implementation Literature: The Ambiguity-Conflict Model of Policy Implementation, *Journal of Public Administration Research and Theory: J-PART*, Vol. 5, No. 2, 145-174
- Mazmanian, D.A., Sabatier, P.A. (1983) *Implementation and Public Policy*. Dallas: Scott, Foresman and Company.
- McGee, R., and Gaventa. J. (2010). *Review of Impact and Effectiveness of Transparency and Accountability Initiatives, Synthesis Report*; Institute of Development Studies.
- McGuire, L. (2001).Service Charters-Global Convergence or National Divergence? A comparison of initiatives in Australia, the United Kingdom and the United States, *Public Management Review*, 3:4, 493-524
- McLaughlin, J.A., and Jordan, G.B. (1999). *Logic Models: A Tool for Telling Your Program's Performance Story*, Final Draft paper in *Evaluation and Program Planning*, Vol. 22, No.1
- Mendoza M.L. (2006). *Innovation, Policy Transfer and Governance: How can they best contribute to human and social development? A Paper for the NAPSIPAG Annual Conference 2006, December 4-5, University of Sydney, Australia*
- National Policy on Public Sector Monitoring and Evaluation, Office of the Prime Minister, Kampala
- Nikos, M. (2000).Trends of Administrative Reform in Europe: Towards Administrative Convergence, Conference paper, International Institute of Administrative Sciences, University of Bologna, 19-22 June 2000.NewYork
- Njunwa, M.H.M. (2011). *Achieving the Millennium Development Goals through innovative public service delivery: A critical assessment of implementing client service charters in Tanzania*, JOAAG, Vol. 6. No. 1
- Nkata, J. L. (2010). *Administrative Reforms in Uganda: Lessons and Challenges*.Presentation at the Korean Association for Public Administration International Conference [KAPA], October 7 – 8, 2010, Seoul, South Korea
- Nyakundi, B.D. (2009). *A Description of the Pension System in Uganda, Retirement Benefits Authority –Kenya*
- OECD. (1987).*Administration of Service: The Public as a Client"*, OEDC

- Ohemeng, F. L. K. (2010). The new Charter System in Ghana: the 'holy grail' of public Service delivery? *International Review of Administrative Sciences*, March 2010 vol. 76 no. 1 115-136
- Olum, Y. (2003). Public Service Reform in Uganda (1998-2002): A Critical Appraisal, Association of African Public Administration and Management (AAPAM) Paper,
- Osborne, D., and Gaebler, T.E. (1992). *Reinventing government: How the Entrepreneurial spirit is transforming the public sector*, Addison Wesley, New York.
- Osborne, D., and Plastrik, P. *Banishing Bureaucracy: The Five Strategies for Reinventing Government*, Policy options
- Parasuraman, et al. (1985). A Conceptual Model of Service Quality and Its Implications for Future Research Author(s): *The Journal of Marketing*, Vol. 49, No. 4., 41-50
- PricewaterhouseCoopers (PWC), (2007). *Delivering on the customer promise: the road ahead for public service delivery: Public Sector Research Centre PricewaterhouseCoopers*
- Report on the Proceedings of the personnel officers workshop, Crested Crane Hotel-Jinja August 15-20, 2005, Ministry of Public Service, Kampala, Uganda
- Results Oriented Management Manual, Ministry of Public Service, Kampala, Uganda
- Sabatier, Paul A. (1986). Top-Down and Bottom-Up Approaches to Implementation Research: a Critical Analysis and Suggested Synthesis. *Journal of Public Policy*, 6(1): 21-48
- Sands, D. (1997). *Improvement Theory and its Application*, Eds A. Gordon and Pitts, Higher-Order Operational Techniques in Semantics, Cambridge University Press
- Schieber, J.S., Shoven, J.B. (1997). *Public Policy towards Pensions, Business and Economics*, MIT Press
- Siddiquee, N.A. (2006). Public management reform in Malaysia: Recent initiatives and Experiences, *International Journal of Public Sector Management*, Vol. 19 No: 4, 339 – 358
- Stemler, Steve. (2001). An Over View of Content Analysis, *Practical Assessment, Research and Evaluation*, 7 (7)

- Stewart, J., Walsh, K. (1992). Change in the Management of Public Services,” Public Administration, Vol.70, winter 1992 (499-518)
- Stewart, F. and Yermo, J. (2009). Pensions in Africa, OECD Working Papers on Insurance and Private Pensions, No. 30, OECD publishing
- Sundet, G. (2007). U4 Brief: Public Expenditure Tracking Surveys: Lesson from Tanzania, www.U4.no
- The 1995 Constitution of the Republic of Uganda
- Tobin, I. (2003). Bureaucratic power and the NPM Reforms in Korea, International Review of Public Administration, Vol.8 No1
- UNDP. (2007). Case Evidence on Ethics and Values in Civil Service Reforms, Capacity Development Group, UNDP
- Van Dullemen, C. (2007). Pensions in Developing Countries: A quest for modern format For Intergenerational solidarity, United Nations
- Weiss, C. (1972). Evaluation Research: Methods for Assessing Program Effectiveness, Columbia University: Prentice Hall. Inc. Englewood Cliffs, New Jersey
- Zannatun, N. (2010). Problems of Implementing Citizens Charter: A study of Upazila Land Office, Masters Dissertation-North South University, Dhaka

ANNEXES

ANNEX1: CHARTER PRINCIPLE VARIABLES USED

Principal	Definition	Opposite Meaning
Effectiveness & Efficiency	Achieve results in terms of quality and quantity in line with targets and performance standards set for service delivery and Optimal of use resources and time, in the attainment of the Ministry objectives.	Ineffectiveness & Inefficiency
Accountability & Transparency	Hold office in public trust and be responsible for actions or inactions; and be as open as possible about all the decisions and actions taken; and Be honest and open in conducting public affairs.	Unaccountable and none transparent
Responsiveness & Diligence	Attend to clients' issues, suggestions, requests and criticisms in a timely manner whereas also be hard-working and careful in carrying out official duties	Unresponsive and not diligent

ANNEX 3: THE CODE SHEET

COD SHEET							
1. News Paper : _____							
Article _____ Date _____ Length _____ Period _____							
2. Author _____ Before _____ After _____							
3. Source of Reference							
Editorial _____ Opinion _____ Investigation _____ Reports _____							
4. Tones							
Positive		No. _____					
Negative		_____					
5. Descriptions							
Efficient and Effective				Yes		No	
Accountable and Transparent							
Responsive and Diligent							

ANNEX: 4 SAMPLED NEW VISION ARTICLES

	Date	New Vision Articles	Author
1	7/28/2002	Overhaul Pensions System	Steven Candia & Simon Masaba
2	5/20/2003	Civil Servants To Pay Pension	Steven Candia
3	5/23/2004	Govt owes over sh17b	Conan Businge & Simon Masaba
4	7/11/2004	Sh4b set for EAC pensions	Alice Kiingi
5	9/19/2006	Public Service has 6,000 ghost workers minister Publish	Chris Mugasha
6	4/30/2007	Please pay pension arrears!	Eddie Sejjoba
7	8/7/2007	900 pensioners get payment	Henry Sekanjako
8	10/7/2007	Please care for the old Publish	John Masaba and John Semakula
9	10/18/2007	Pensions paid	Vision Reporters
10	10/26/2007	Minister Kajura receives pension Publish	Anne Mugisa and Edward Anyoli
11	3/25/2008	Payroll cleaning saves govt sh21b	Simon Masaba
12	6/23/2008	Public Service fights ghosts	Mary Karugaba
13	8/16/2008	MPs clear public service reform loan	Apollo Mubiru
14	8/18/2008	Sh113b to clear pension arrears	John Eresu
15	10/2/2008	NSSF den of thieves, says IGG Mwendha	newvision
16	11/16/2008	Expedite pension sector reforms	Fortunate Ahimbisibwe & Angella Asiimire
17	11/19/2008	IGG names the most corrupt organs	Steven Candia and Simon Masaba
18	5/8/2009	MPs query sh26b local govt pension arrears Publish	Pascal Kwesiga

19	7/23/2009	Pension arrears to be cleared in 2 years Publish	Simon Masaba & Steven Candia
20	8/8/2009	Pensioners need the IGG's assistance Publish	Newvision Archive
21	9/23/2009	Govt stops sh130b pension payment	Mary Karugaba
22	9/25/2009	Finance committee withholds pension	Simon Masaba
23	10/15/2009	700 more pensioners listed for pay	Steven Candia
24	11/13/2009	New pensions scheme planned	Vision Reporter
25	11/25/2009	Over 1,000 pensioners receive pay Publish	Raymons Baguma and Joseph Semakula
26	3/29/2010	sh1b needed to process pensions	Cyprian Musoke
27	6/8/2010	AG queries sh17b pension arrears	Henry Mukasa
28	8/19/2010	Rot in pensions office revealed	Carol Natukunda
29	8/24/2010	Pensions: IGG must swing into action Publish	Andante Okanya
30	8/26/2010	11,000 retirees receive their pension	Simon Masaba
31	3/4/2011	Civil servants salaries get paid	Raymond Baguma
32	3/10/2011	Govt releases pensioners' cash	Anthony Bugembe
33	8/2/2012	Sh900,000 monthly pension not enough for Kanyehamba Publish	Innocent Anguyo
34	9/17/2012	Five pension officials grilled, arrested over sh63bn	Eddie Ssejjoba
35	9/21/2012	Pension saga: PS Lwamafa on forced leave	Edward Anyoli
36	9/25/2012	Pension scam: Six Cairo Bank officials arrested	Eddie Ssejjoba
37	10/12/2012	Retired Justice Karokora petitions court over pension	Cyprian Musoke and Joyce Namutebi
38	10/21/2012	Ministries clash over pensioners' monthly pay	Josephine Maseruka
39	10/29/2012	How did ghost pensioners come to be?	Newvision

			Archive
40	10/29/2012	Police unearth details on ghost pensioners	By Mary Karugaba
41	10/30/2012	Police release photos of 'ghost' pensioners	Mary Karugaba
42	11/9/2012	300,000 civil servants haven't received October salaries	Vision Reporters
43	11/12/2012	Good data systems can stop forgeries in Public Service	Josephine Maseruka
44	11/27/2012	Pension scam suspects record fresh statements	Richard Komakech
45	12/3/2012	Double pay cited in pension scam	Henry Mukasa
46	12/4/2012	Police quiz three finance officials over pension cash	Newvision Archive
47	12/5/2012	Detectives probing Gov't bodies over fraud	Paul Busharizi
48	12/12/2012	70-year-old knocked dead on way to seek pension	Mary Karugaba and Madinah Tebajjukira
49	12/23/2012	Government explains anti-corruption measures	Geresom Musamali
50	1/10/2013	Sh165b paid to ghost pensioners	Geresom Musamali
51	1/24/2013	Stolen cash could save over one million mothers	Joyce Namutebi
52	1/26/2013	Ministry officials arrested over 88.2b NSSF funds	Jude Kafuuma
53	1/29/2013	Pension scam: interdicted officials charged	Henry Mukasa and Mary Karugaba
54	1/30/2013	Public Service: Lwamafa, seven others remanded	John Semakula
55	2/1/2013	PENSION SCAM: PS Lwamafa granted bail	Name withheld & Jane Kalanzi
56	2/12/2013	Public service image destroyed says Mitaala	UNARP
57	3/12/2013	Teachers want pension office decentralized	Milton Olupot
58	3/19/2013	How the big, mighty went tumbling down	Geresom Musamali

59	6/20/2013	Two arrested in another sh1bn pension fraud	Name withheld
----	-----------	---	---------------

ANNEX: 5 MONITOR NEWS PAPER ARTICLES

	Year	Article	Author
1	8/14/2003	Govt in Shs 256bn pension arrears	David Mafabi
2	8/23/2008	Curing civil service pension headache	James Abola
3	9/25/2009	Halting pensioners pay raises more issues	Editorial
4	4/7/2010	Live blissfully in retirement through effective planning	Steven Kiwanuka Kunsu
5	5/6/2010	How to access your pension savings	Beatrice Wanja
6	6/2/2010	AG pins Public Service over accumulated pension arrears	Benon Herbert Oluka
7	8/4/2011	Civil servants strained over delayed salaries	Tabu Butagira
8	2/15/2012	Government to pay 54,000 pensioners	Yasiin Mugerwa
9	5/20/2012	AG exposes fresh rot in pensions department	Yasiin Mugerwa
10	9/17/2012	Shs60 billion pension paid to 1,000 'ghosts'	Chris Obore
11	9/20/2012	Permanent Secretary quizzed in pensions cash scam	ERIASA M. SSERUNJOGI & Dear Jean
12	9/21/2012	Pension scam suspects bailed	Dear Jeanne
13	9/25/2012	Police to quiz Cairo Bank officials over pensions cash	Dear Jeanne
14	9/26/2012	Cairo bank officials held over Shs60 billion pension money	Dear Jeanne
15	10/12/2012	Government stops pension, gratuity payments	DEAR JEANNE
16	10/17/2012	October pay for pensioners on course, says public service	Dear Jeanne
17	10/21/2012	Is there more to government decision to suspend pension to civil servants?	Harold E. Acemah
18	10/29/2012	Pensioners to be paid today - government	DEAR JEANNE & SOLOMON ARINAITWE

19	11/3/2012	Pensioners' misery as they chase their stolen billions	Dear Jeanne
20	11/11/2012	Unchecked greed amid pension pain	Editorial
21	11/12/2012	It is every Ugandan's duty to hold thieves of public funds accountable	Adellah Agaba
22	11/14/2012	We must stop this theft of government funds	EDITORIAL
23	11/15/2012	Uganda used to have thieves, now the thieves have Uganda	Daniel K. Kalinaki
24	11/24/2012	How officials fought Obey transfer	CHRIS OBORE
25	12/24/2012	Bishop decries corruption, calls for repentance	Martins E. Ssekweyama
26	1/10/2013	More Shs165b spent on ghost pensioners	YASIIN MUGERWA
27	1/31/2013	Pension scam: DPP tells court not to lift orders on suspects	ANTHONY WESAKA
28	2/2/2013	No money for ex-soldiers as pension scam bites	NATIONAL
29	2/6/2013	How long does it take for retired civil servants to get their pension?	Lilian Keene-Mugerwa
30	2/20/2013	Pension scam: Fate of frozen accounts set for March 7	ANTHONY WESAKA
31	2/22/2013	Pension mafia grab extra Shs100 billion	ANDREW BAGALA
32	3/17/2013	10,000 civil servants to miss February salary	Dear Jeanne
33	3/27/2013	Elderly urge government to check Pension thefts	SOLOMON ARINAITWE
34	4/25/2013	60,000 to wait much longer for pension cash	NATIONAL
35	5/7/2013	Ex-civil servant cries for pension	CISSY MAKUMBI & PATRICK LAKAA
36	5/12/2013	Tracing the Shs360b pension scandal	Chris Obore
37	6/5/2013	New system to grant civil servants early pension benefits	Stephen Otage

38	6/12/2013	We need tougher measures on graft	EDITORIAL
39	6/15/2013	A widow's 10-year futile quest for pension	David Mafabi
40	6/20/2013	8 years later, former teacher yet to get cash	CISSY MAKUMBI
41	7/13/2013	Retrenched man's quest for pension	Felix Basiime and Amanda Kawaisolya
42	7/27/2013	Why your pension may delay to come	Flavia Lanyero
43	8/5/2013	Ghosts: Computer section disbanded	CHRIS OBORE

ANNEX: 6 OBSERVER NEWSPAPER ARTICLES

	Date	Article	Author
1	11/24/2010	MUSEVENI PAYS SH113BN TO PENSIONERS	EDITORIAL
2	12/22/2010	PUBLIC SERVICE REFORMS BEAR FRUITS, SAYS KAJURA	MOSES TALEMWA
3	3/27/2011	DID BBUMBA LIE TO PENSIONERS?	Ntegye Asimwe
4	5/29/2011	GOVT INSTALLS SOFTWARE TO RID PAYROLL OF GHOSTS	MOSES MUGALU
5	5/31/2012	CIVIL SERVANTS' MAY SALARIES DELAYED	H.Bogere
6	9/18/2012	POLICE TIGHTEN NOOSE AROUND PENSION GHOSTS	H.Bogere
7	9/27/2012	CORRUPTION MAY SOON BECOME A RELIGION	ODOOBO C. BICHACHI
8	10/30/2012	POLICE RELEASE NAMES OF 945 GHOST PENSIONERS	BENON TUGUMISIRIZE
9	11/8/2012	INSIDE THE GHOST PENSIONER SCAM	H.Bogere
10	11/8/2012	Is the pension scandal the tip of an iceberg?	Paget Kintu
11	11/11/2012	GOVT SETS CONTROL TO CURB MASS FRAUD	SIRAJE LUBWAMA
12	11/15/2012	POLICE FREEZES PENSION SUSPECTS' ACCOUNTS	H.Bogere
13	11/16/2012	OPM SCANDAL: ALL MINISTRIES UNDER PROBE	EDWARD SSEKIKI
14	11/29/2012	CIVIL SOCIETY BOSSES TO STRIP OVER CORRUPTION	SHIFA MWESIGYE
15	12/13/2012	CORRUPTION: LEADERSHIP, SHIFT IN ATTITUDE ESSENTIAL	EDITORIAL
16	1/30/2013	REVEALED: HOW PENSION BILLIONS LEFT CAIRO BANK	H.Bogere
17	2/5/2013	PENSION SUSPECTS CARRY LOADS OF BAIL MONEY TO COURT	SIRAJE LUBWAMA
18	2/21/2013	Police release photos of 1,160 "ghost pensioners	ZURAH NAKABUGO

ANNEX: 8 NUMBER OF ARTICLES IN A YEAR AND THE AVERAGE LENGTHS & SOURCES OF REFERENCES

Year	New Vision		Monitor		Observer	
	Freq. of Articles	Av. Length	Freq. of Articles	Av. Length	Freq. of Articles	Av. Length
2002	1	164	0	0	0	0
2003	1	222	1	204	0	0
2004	2	156	0	0	0	0
2005	0	0	0	0	0	0
2006	2	186	0	0	0	0
2007	4	240	0	0	0	0
2008	7	423	1	577	0	0
2009	8	209	1	362	0	0
2010	5	371	3	833	2	457
2011	2	345	1	694	2	232
2012	17	430	18	478	11	565
2013	10	553	18	541	3	563
	59		43		18	

SOURCES OF REFERENCES

Year	Articles	Sources of Reference			
		Editorial	Opinion	Investigations	Reports
2002	1	0	0	1	0
2003	2	0	0	0	2
2004	2	0	0	0	2
2005	0	0	0	0	0
2006	2	0	1	0	1
2007	4	0	0	0	3
2008	8	0	1	2	5
2009	10	1	1	0	7
2010	10	1	2	3	4
2011	5	0	1	0	4
2012	46	3	11	23	10
2013	31	4	7	13	8

ANNEX: 9 TONES IN THE ARTICLES

	NEW VISION		MONITOR		OBSERVER	
	Positive	Negative	Positive	Negative	Positive	Negative
2002	1	9	0	0	0	0
2003	4	4	0	7	0	0
2004	6	4	0	0	0	0
2005	0	0	0	0	0	0
2006	1	7	0	0	0	0
2007	28	9	0	0	0	0
	40	33	0	7	0	0
	50	41.25	0	8.75	0	0
Sum Tones	80					
After						
2008	38	20	4	6	0	0
2009	35	41	0	15	0	0
2010	26	44	7	26	16	3
2011	16	6	2	0	10	5
2012	20	125	20	139	5	126
2013	1	99	17	145	0	52
	136	335	50	331	31	186
	12.72217	31.3377	4.677268	30.96352	2.899906	17.39944
Sum Tones	1069					

**ANNEX: 10 Description of Pension processing Standard
after adoption of the Charter**

	Accountable and Transparent			Unaccountable and none transparent		
	New Vision	Monitor	Observer	New Vision	Monitor	Observer
2008	18	0	0	4	0	0
2009	12	0	0	19	7	0
2010	8	0	6	27	1	0
2011	9	0	0	0	0	0
2012	4	1	0	89	83	120
2013	0	2	0	6	85	42
	Efficient and Effective			Inefficient and Ineffective		
	New Vision	Monitor	Observer	New Vision	Monitor	Observer
2008	1	0	0	11	5	0
2009	0	0	0	14	2	0
2010	6	0	3	12	7	3
2011	1	0	0	6	0	3
2012	11	0	4	4	7	0
2013	1	0	0	12	4	3
	Responsive and Diligent			Unresponsive and not Diligent		
	New Vision	Monitor	Observer	New Vision	Monitor	Observer
2008	19	4	0	5	1	0
2009	13	0	0	9	6	0
2010	17	7	7	5	18	0
2011	7	2	10	0	0	2
2012	6	19	1	31	50	7
2013	0	4	0	21	57	7

1 Gwanak-ro, Gwanak-ku,
Graduate School of Public Administration
Seoul National University, Bldg. 57
Seoul 151-742, Korea
Telephone: 82-2-880-9272 Fax: 82-2-877-5622
Email: snugmpa@gmail.com
Website: <http://gmpa.snu.ac.kr>

REF : SNU-GSPA-GMPA 2014-0007

April 18, 2014

The Permanent Secretary, Ministry of Public Service,
P.O. Box 7003, Kampala (UGANDA)

Dear Sir/Madame,

I am writing this email to request for permission to access Ministry documents and information for academic research thesis of Mr. Olum Samson. Mr. Olum Samson is a student of Graduate School of Public Administration (GSPA), Seoul National University (SNU). He was awarded Korea Government's scholarship which is called KOICA (Korea International Cooperation Agency) Scholarship Program in 2013 and has been studying in <Global Master of Public Administration> (GMPA) Course, GSPA, SNU since August, 2013.

The documents and information required are confined to:

1. Ministry annual reports on pensions management from 2002 to 2013.
2. Departmental reports on pension processing from 2002 to 2013.
3. Reports on the implementation and operationalization of the client charter in the Ministry.
4. Client feedback on pension services from 2002 to 2013.

The purpose of the documents and information is to write a Thesis for award of Master in Public Administration. The thesis topic of Mr. Olum Samson is <Improving Public Service Delivery Standards: A Case of Service Charter on Pension Processing by Uganda Ministry of Public Service.

I appreciate if you would render any assistance to Mr. Olum Samson.

Yours faithfully,



Professor Soon Eun Kim
Director of Global Master of Public Administration Program
Graduate School of Public Administration
Seoul National University

공공 서비스 전달체계 향상: 우간다 공공서비스부 연금 운용에 관한 고객현장 사례

Samson OLUM

행정대학원 행정학 전공

서울대학교

고객현장은 시민현장 혹은 서비스 현장이라고 하기도 하는데, 이는 신공공개혁(NPM) 패러다임이 도입된 이후 서비스 전달의 효율성을 개선하기 위해서 많은 나라에서 혁신방안으로서 도입되었다. 이러한 현장의 영향 및 성과에 관한 연구들은 그러나 혼재된 결과를 보여주고 있다. 우간다의 공직사회에서는 이러한 개혁수단이 2006 년에 도입되었다. 공공서비스부(Ministry of Public Service)는 2007 년에 이를 처음으로 활용하기 시작한 정부부처였다. 부처의 현장 중 가장 핵심적인 영역이 연금과 관련된 것이었다. 많은 언론 기사를 통해서 비판이 제기되었다시피, 연금부서는 핵심적인 부서임에도 불구하고 이들의 성과에 대해서는 많은 불만과 문제점들이 드러나 있었다. 본 연구는 이러한 기사들에 흥미를 느껴서 실제로 고객 현장이인사부의 연금업무 처리 절차를 개선하는데 긍정적인 영향을 끼쳤는지를 분석하고자 하였다.

기사에 대한 내용분석을 실시하여 논조에 대한 기술통계를 추출하였고, 그 과정이 어떻게 묘사되었는지를 확인하였다. 2002년부터 2013년까지 연금 운용에 관한 내용을 다루었던 신문기사들을 세 개의 신문 출판사로부터 유의추출법을 통해 자료를 수집하였다. 이렇게 연구기간을 설정한 것은 고객현장이 도입 된 이전과 이후를 나누어서 분석하기 위한 목적이었다. 정부부처가 연금운용에 관한 고객 현장의 원칙과 기준들을 어떻게 집행하고 적용했는지를 평가하여 분석의 깊이를 더하였다. 수집이 가능한 문서와 보고서로부터 유의추출법을 이용해 자료를 수집하고 고객현장의 기준과 원칙이 어떻게 집행되고 적용되었는지, 어떤 문제점이 있었는지, 그 과정에서의 현실과 어떤 차이가 있는지 등에 관한 증거 사례들을 확보하였다.

내용 분석을 통해 확인한 바에 따르면, 고객현장 도입 이전에는 부정적 논조가 긍정적 논조보다 많았지만, 현장이 도입된 이후에는 오히려 부정적인 논조가 더욱 증가하였다. 이러한 변화를 이해하기 위해서, 현장이 도입되기 이전 기간 동안에 연금 운용이 더욱 책임성이 있고 투명하게 묘사되었으며, 그럼에도 불구하고 비효율적, 비효과적 그리고 반응성이 없다는 점이 지적되었다. 현장이 도입된 이후에는 책임성이 감소하였고 투명성이 저하되었다고 묘사되었으나 또한 효율성, 효과성, 반응성, 성실성 등도 떨어진다고 묘사되었다.

현장의 원칙과 기준의 집행과 적용에 대해 평가에 있어서는, 분석을 통해서 고객들의 지식과 경각심을 개선하고 과정을 효율적, 효과적으로 개선하기 위해 도입된 전략을 살펴보았다. 증거들에 따르면, 정부는 연금운용 절차를 개선하기 위해 많은 개혁조치들을 실시하였다. 그러나 그러한 노력에도 불구하고 불만 사례, 고객에 대한 불성실한 처리, 지연, 부정조작 등이 여전히 발생하였다. 이러한 차이는 현장의 집행과 적용에 대해 강력한 정치적인 감독이 부족했기 때문에 발생했으며, 시민사회와 언론이 시민들에게 서비스 기준에 대해 알리는데 있어서 주변부 역할에 머무르는 등의 문제점이 있기 때문에 발생하였다.

결론적으로 고객현장의 원칙과 기준을 연금 운용과정에 적용하고 집행하기 위한 노력에도 불구하고, 그러한 처리 절차를 개선하는데 많은 영향력을 미치지지는 못했다는 것을 확인하였다. 이를 해결하기 위해서는 정치적 리더십을 강화하고, 시민사회와 언론이 과정에 개입하며, 연금 재원에 관한 추적 시스템을 도입하고, 나아가 연금 지급을 지방정부에 이관하는 분권화 조치 등 개혁이 있어야 함을 제안하였다.

주요어: 고객현장, 서비스 전달 기준, 연금 운용, 내용분석, 집행과 적용

학번: 2013-23954