ASSESSING THE EFFECTIVENESS OF COMMUNICATION IN ADMINISTERING PUBLIC SERVICE REFORM PROGRAMME – A CASE STUDY OF THE MINISTRY OF IMMIGRATION AND REGISTRATION OF PERSONS SERVICE CHARTER

BY

OTTENG, OSIR

K/50/7811/04

A RESEARCH PROJECT SUBMITTED IN PARTIAL FULFILLMENT OF REQUIREMENTS FOR THE AWARD OF MASTER OF ARTS DEGREE IN COMMUNICATION STUDIES, SCHOOL OF JOURNALISM AND MEDIA STUDIES, UNIVERSITY OF NAIROBI

2009

DECLARATION

This research project is my original work and has not been submitted for award of a degree at the University of Nairobi or any other university.

Osir Otteng

Registration No: K/50/7811/04

Signed ..... Date 23/11/2009

This Research Project has been submitted for examination with my approval as the University Supervisor.

Mr. Peter Oriare
Lecturer,
School of Journalism,
University of Nairobi

Signed ..... Date 23/11/2009

DEDICATION

To my late mother, Agnetah Aketch, whose love and sacrifice for me I was never able to repay.

ACKNOWLEDGEMENT

This document is a result of close to two years of study, observation and consultations, during which time I benefited from assistance and advice of various individuals and organisations. I submit that without their input, my efforts would have come to naught.

I therefore wish to express my unreserved gratitude, first, to my supervisor and lecturer, Mr. Peter Oriare, of the University of Nairobi's School of Journalism, for dedicating his time as and mental resources in helping to shape and orient this project to yield the desired results.

I feel heavily indebted to the management of Kenya Utalii College for the financial assistance not just in respect of this research project but the entire course.

My special thanks and love go my wife, Millicent and daughter, Rehema. Their encouragement, prodding and, at times, impatience when I appeared to be 'losing steam,' ensured that I kept the tempo.

I am equally grateful to the entire management and staff of the Ministry of Immigration and Registration of Persons based at the ministry's Nyayo House headquarters for the co-operation and assistance they accorded me during my sojourn at their premises. I single out for special mention my friend and professional colleagues Mr. Kennedy Buhere of the Ministry's public relations department. He was always available and willing to help.

I cannot forget the invaluable assistance and support I got throughout my entire study period from Mr. Moses Araya (*Musa*) of the School. And my life would, doubtless, have been much more difficult without my classmate and study partner, Caroline Asimba. To her goes my abundant gratitude.

ABSTRACT

This study sought to establish the role played by communication in the on-going reform programmes in the public sector and, particularly, in the Department of Immigration in the Ministry of Immigration and Registration of Persons. In particular, it has investigated the function of the service charter as a communication tool both within the department and between the department and users of its services.

To interrogate the above issues, the study focused on two populations, viz. employees (service providers) and customers (service consumers). Up to 50 frontline staff, including immigration officers, immigration clerks and others in the operational cadres, were selected through a simple random sampling procedure. In addition, about 100 customers, sampled from members of the public seeking services at the department's headquarters, formed part of the sample for the other population. Further, an interview schedule, with one senior official of the department, was conducted to obtain in-depth information on the topic under investigation.

Both quantitative and qualitative methods were used to analyse the data collected from the study. Quantitative data from the survey were analysed using the Statistical Package for the Social Sciences (SPSS).

Some of the key findings of the study were that a large majority of service seekers at the department do not know about the existence of a service cheater in the ministry. In contrast, all the service providers know the charter exists and almost all know the promises it makes to the customers and timelines therein. But a considerable number of the staff at the operational cadre do not use the charter as a reference point for service delivery. Similarly, only a handful of the customers use the charter to demand services. Nearly all members of staff say they were not involved in the planning and formulation processes of the service charter nor have they been trained on implementations.

The study concludes that the front line civil servants in the ministry are fully conversant with the service charter's content; but because they were not involved in its formulation majority of them do not use the charter as reference point in service provision, neither has the charter has influenced their behaviour and attitude in service provision. Further, because the customers do not know the charter exist few of them use it to demand services. The ministry values communication as crucial component in the public service reform programmes. However the communications office feels it is weak both in terms staffing level and position in the ministry's organisational structure.

Consequently, the study recommends, among other things, that the government formulate a comprehensive communication policy while ministries and other government agencies should draw up clear communication strategy thus mainstreaming communication as crucial component in the public sector development programmes.

LIST OF ABBREVIATIONS AND ACRONYMS

COR: Code of Regulations

IMF: International Monetary Fund

IT: Information Technology

PC: Performance Contract(ing)

PIO: Principal Immigration Office

PR Public Relations

PS: Permanent Secretary

PSMO: Public Sector Management Office

PSR: Public Service Reforms

PSRD: Public Sector Reform and Development

PSRP: Public Sector Reform Programme

RRI: Rapid Result Initiative

SAPs: Structural Adjustment Programmes

SPSS: Statistical Package for Social Science

UNDP: United Nations Development Programme

LIST OF FIGURES

LIST OF TABLES

TABLE OF CONTENT

CHAPTER ONE

INTRODUCTION

Background to the Study

The Government of Kenya launched the public service reform programme in 1993. The main aim of the programme was to infuse good governance, enhance effective resource utilisation and improve service delivery. This would be achieved through creating a leaner, well trained, adequately equipped and competitively remunerated competent workforce. Over the years, the Government has instituted a wide range of reforms in the public sector. These reforms are viewed to be critical to accelerating economic growth and sustaining poverty reduction in the country. But above all, these reforms are geared towards promoting fast, efficient and quality service delivery.

To push this agenda the government has developed various strategies that are aimed at ensuring that quality service delivery becomes the hallmark of the country's pubic service. This has led to the introduction of concepts such as performance contracting (PC), rapid result initiative (RRI), which stipulate what tasks a government ministry, department or corporation, must accomplish within a stipulated time frame. This is cascaded to individual employees within these government agencies.

Proponents of organisational communications recognise communication as a vital component in the management of any organisation. Communication assumes an even greater importance in an organisation in instituting and

implementing any changes and/or reform programmes. Lee Thayer (1968) says: "Like all living systems, organisations establish themselves and maintain themselves through communication with their environments and amongst their parts." Budd and Ruben (1972), describe communication as the primary means by which organisations respond and adapt to the external environments within which they function. According to Redding (1966) communication is capable of fundamentally altering and improving workplace practices. Pursuant to these scholarly deductions, a number of organisations have increasingly recognised communications as a key component in their management systems.

The foregoing arguments form the key basis on which this study seeks to examine communication tools that are employed in the government as an organisation and system. However, since the government is a huge organisation, it has a large portfolio of channels and tools of communication that are impossible to meaningful research into in a study of so small a scope as this. It is therefore imperative that this study confine itself to service charter, which is one of the communication tools the government intends to use to fundamentally alter and improve workplace practices from a process-based management system to a result based management system.

Communication is viewed as integral part of the public service reform programmes. Over the years, the government has used various communications channels and tools to communicate and to get feedback on its polices and strategies both internally and externally. Such channels include mass media,

circulars, letters, memos, seminars, public meetings, notice boards, suggestion boxes, meetings, and in house publications.

Although the government has got at its disposals several ways and channels of communicating with its employees who are the service providers (internal publics) and the public who are the consumers of its services (external publics) it has remained apparent that there is a knowledge gap at least at two levels:

i. Does the employee know what service and service quality was expected of them by the service consumer?
ii. Does the public know what the government has on offer and how efficiently can be offered?

In the implementation of the reform programmes, fundamental considerations have to be made with regard to communicating various key issues. The key intention by the government in developing service charter was to communicate in a clear way to both the service providers and the service consumers the services available and how to deliver or access them. The concern of this study is to examine how effectively the service charter, which is a relatively new concept - at least in the public service communication programmes, fills the existing communication gap. It seeks to establish how the government is communicating with its staff and public using the service charter and how much the two groups are involved in communicating with the government either through participation in the design and implementation of the charter or easy access to the services and feedback.

1.1 Statement of the problem

The Government of Kenya is the country's single largest employer with a total of 188,442 employees in the mainstream civil service, according to the public service ministry's permanent secretary, Titus Ndambuki, not to mention the 253,526 teachers serving in public schools under the Teachers Service Commission (Sunday Nation 19th April 2009). Public service's service provision to the citizenry is important in improving the living standards, enhancing economic growth and poverty alleviation. This role has been at the core of the Government policy to initiate public reform programmes being implemented by various ministries for the last 15 years. In order to fast track the reform programmes and achieve this desired transformation in the public service, the Government came up with various strategies including performance contracting, result based management, rapid result initiatives, service charters and so on.

The Ministry of Immigration and Registration of Persons is key and unique by virtue of the kind of services it offers - which are not obtainable anywhere else within Kenya. It handles three functions, namely the provision of passports, identity cards and birth and death certificates. All these documents are mandatory by law. Each citizen therefore, at one time or the other, will deal with the Ministry. No other ministry, government agency or private body is allowed by law to involve in the issuance of these crucial documents.

The mere fact that PRSP has been on for the last 15 years, and is often dogged with interruptions leading to abandoning of one phase for a new one is an

indication that there is gap in the process. Moreover, it remains a matter of conjecture as to whether the reform programmes initiated over one and a half decades ago, with a heavy state and donor investment, have had the desirable impact on the life of the citizens. Ministry of immigration and registration of persons, like many other government bodies, has continued to receive flak from dissatisfied customers who complain of delays in service delivery, inefficient and uncaring service providers or a team of downright lazy non-performers who are impervious to the professed positive change.

As admitted by the ministry's communication office 'members of the public have on numerous occasions complained about the inordinate delay in the issuance of identity cards applied for..." (*People Daily* October 10, 2008). But while the communications office assures the customers that everything is being done, as stipulated in the service charter" to address their complaints, questions arise as to whether this promised improvement is being felt. This study seeks to investigate the effectiveness of the service charter as communication tool in administering the on going public service reform.

Two key groups of people were the focus of the study - the service providers (civil servants) and the service consumers (members of the public). The study sought to find out if these key groups are aware of the service charter, what they know about the service charter, and what is the service providers' current attitude to clients and how does the service chapter seek to reorient it. Further the study sought to find out what is the service providers' current behaviour toward service consumers. Do they treat the clients as required?

What does the charter want them to accomplish and are they accomplishing it? In a nutshell, the study seeks to find out the role of service charter in the wider public service reform programme.

1.2 Research Question

Studies on organizational communication in Kenya had prior to this not focused on the public service reforms leaving knowledge gaps that required investigation. Given the important role of communication in implementing reforms, failure to examine the effectiveness of service charter as a communication tool in managing public service reform programme would be disservice. This study aimed to bridge the existing knowledge gap by finding responses to the following research questions:

i) To what extent do the civil servants use the service charter as a guide in satisfying the client needs?

ii) What reform issues are covered by the service charter?

iii) What are the (other) sources of information on public service reform?

iv) To what extent are customers using the charter to demand services?

1.3.1 General Objective

To establish the effectiveness of Service Charter as a communication tool in administering the Public Service Reform Programme.

1.3.2 Specific objectives

i. To establish the extent of employees' involvement in the formulation, distribution and implementation of the service charter at the ministry of immigration and registration of persons.

ii. To establish the extent which civil servants use the service charter to do their work

iii. Establish the extent to which service consumers use the service charter to demand services

iv. To establish reform issues covered by the charter

1.4 Rationale and Justification of Study

There exists an apparent disconnect between service promise and service delivery. The service charter is a relatively a new concept, at least in the public sector management.

The study should benefit the ministry of immigration and registration of persons by helping them understand both their communication strengths and weaknesses. This should provide them with an opportunity to reduce their weaknesses, improve the ministry's image and enhance service delivery. Other ministries and state corporations can also learn key lessons from the findings of the study on the effectiveness of service charters and the general role of communication in administering reforms. Thus the findings of my study should give valuable insights into how valuable or otherwise a service charter is in the whole public sector management style and practice.

Scholars and researchers should also benefit from increased literature on the role of communication in administering public service reform programmes.

1.5 Scope of the study

This study focused on the ministry of Immigration and Registration of Persons. Area covered was the Department of Immigration headquarters at the Nyayo House in Niarobi's Central Business District which deals with the issuance of all types of passports.

The study focused on the immigration aspects of the ministry, leaving out other services like identity cards and both and death certificate which also fall in the ministry's docket.

Questionnaires were administered to staff of this department and service consumers. The thrust of the questions to staff was their knowledge of the service charter, their attitude and behaviour to the service seekers and how the service charter influences their response to customer needs and their behaviour to service seekers. To the service seekers, the questionnaire focused on their knowledge of the existence of a service charter and whether its contents guided their demand for services from the staff of the ministry.

1.6 Limitations of the study

Due to limitation of time and funds the study was limited to only one department of the ministry. Although the other areas are of equal importance to the members of the public, because of financial and time constraints, this study only focused on the immigration department whose role is provision of passports.

1.7 Assumption of the study

This study assumes that:

(i) the Ministry officials would allow this study to be carried out within the premises and precincts of the department of immigration headquarters at the Nyayo House, Nairobi.

(ii) the Ministry and its departments recognised and use service charter as an integral tool of communication with their internal and external publics

(iii) that the funding and time allocated for this study would be adequate

(iv) the selected respondents would be cooperative and truthful in providing the require information.

Operational Definition of Key Terms

The following key terms have been used once or repeatedly in this study. For the purpose of the study they have the following meanings:

Attitude: predisposition or inclination of a person or group of persons to think and act in a particular way about a given issues or topic.

Behaviour: a person's of group of persons' response to a particular issue.

Civil/public servant: a person employed by the government or a government agency to work in an office for the purpose of serving the public

Code of Regulations: a reference book detailing the role, functions and conduct of various office and officers of the Government.

Communication: the art of conveying, imparting, disseminating or exchanging ideas or information or ideas, knowledge by speech, writing or signs

Corporate communications: all communication activities undertaken by a organisation, including website, annual report, newsletter, etc

Customer: Any member of the public seeking services from the government offices particularly Ministry of Immigration and Registration of Persons

External publics: refers to those members of the public who seek services from the government in general or the Ministry of Immigration and registration of Persons in particular.

Internal publics: refers to all Government employees in general or those of the Ministry of Immigration and Registration of Persons in particular.

The Ministry: Unless stated otherwise, the Ministry in this study means the Ministry of Immigration and Registration of Persons

Mass media: various channels used in conveying information *en-masse* to the public, including radio, newspapers, magazines, television, public meetings, etc. efficiency and effectiveness in service delivery.

Passport: a document issued by the Ministry of Immigration and Registration of Persons to qualified persons enabling them travel and giving them privilege of entry to other countries.

Public service: A body of government-financed offices set up to offer services to the general society

Performance contract: a pact giving government offices or officers specific work targets to meet within a given period of time.

Reforms: changes in the governance systems in the public offices to bring about better service to the people.

The School: University of Nairobi's School of Journalism

CHAPTER TWO

LITERATURE REVIEW

1.0 Introduction

This chapter focuses on three areas. Broadly, it presents the literature review in this order: a historical background to reform programmes mainly within the Kenya public service; a review of various principals of formulation and implementation of public service charter. It further examines various aspects of communication as they relate to organisational structures. At the same time, it gives a brief insight into the importance and role of effective public relations or corporate communication in the implementation of organisational communication programmes. The second section addresses the theoretical framework as it relates to the study.

Many public relations scholars aver that the success of any organisation's agenda depend largely on how well organisational communication is planned and managed. According Jefkins (1998), the more your publics, internal and external, are involved in you programmes the higher the success levels for the programmes. This arguments means therefore that for a programme to succeed there is need for a strong internal public relations or corporate communications department which will ensure that the charter and indeed any communication tools are well planned and produced with the full involvement of all stakeholders.

As Paul Argenti (2003) observes, human resources are also an important factor in determining the success or failure of an organisation in achieving its *communication* objectives. However the public relations departments in most government ministries are not adequately equipped with enough resources, both human and material, to meaningfully drive their communication agenda. Incidentally, this phenomenon seems not to be altogether uncommon, as Argenti observes: "....typically, too few are assigned to deal with communication tasks and those involved are often inexperienced and unqualified." This has often left issues of communication nature in the hands of personnel in other departments with little understanding of basic communication tenets. A problem that will arise from the above scenario may be summed up in David Martin's words thus:

> *If A meets B and informs him that the production target for this week is 1000 widgets, he may think that he is communicating with B but this is not so; he is merely informing him. Although information is essential, in no way does it involve or engender commitment. However if A has a meeting with B and asks him what manpower he has available, whether there are adequate supplies of raw material and power and whether there any problems in attaining the weeks production target, he has began to communicate ... True communication consists of meeting of minds and gaining consensus.*

Moreover, Government guidelines such as the Code of Regulations (COR) make little recognition of organisational communication as viable tool for fostering growth. Rather than see communication as valuable component in administering public sector reforms, the COR is instead better known for putting strictures in the way of government employees with regard to communications. Without making any mention of internal and external

communication tools like service charter which can go along way in developing understanding between the government and its customers, the COR dwells on correspondence, printing inventions and publications in each case laying emphasis on procedures and processes rather than utility.

1.1 Public Service Reforms: A Historical Perspective and their Impact on Service Delivery

One of the central elements in the changing role of the public sector and the construct of the New Public Administration is the concept of decentralization (Hope, 2002). Decentralization can be defined as the transfer of authority or responsibility for decision making, planning, management, or resource allocation from the central government to its field units, district administrative units, local government, regional or functional authorities, semi - autonomous public authorities, parastatal organizations, private entities and non-governmental private voluntary organizations. Decentralization is crucial to the institutional reforms of Africa's public sectors and represents a major element in the reconstruction of the public sector.

Another key trend in the public service reforms is performance contracting. Performance contracts or agreements specify standards of performance or quantifiable targets which a government requires public officials or the management of public agencies or ministries to meet over a stated period of time (Hope, 2002). As part of the performance orientation in government, the common purposes of performance contracting are to clarify the objectives of service organisations and their relationship with the government, and to

performance evaluation based on results instead of conformity with eaucratic rules and regulations.

Service Reform (PSR) in Sub - Saharan Africa, as in other regions of the d, has evolved over time. There have been three waves of PSR in the on. The first wave covered the decade of mid - 80s to mid - 90s. Its ective feature is its focus on restructuring the public service. The second e was dominant in the late 1990s. Its predominant trait is capacity building; the third wave started about 2000, with the particular objective to ntine improved service delivery. However, according to Kiragu (2002), e waves are not distinctly or separately defined as one notes considerable laps. In other words, some countries still have pronounced elements of the and/or second wave while moving into the third wave of their reform ammes.

1 First Wave: Structurally - Oriented Public Service Reform

mpetus for this wave of the PSR in Kenya emerged from the economic and fiscal reforms embedded in the structural adjustment ammes (SAP) fronted by the World Bank and International Monetary Fund The programme in this wave sought to make government lean and table through cost reduction and cost containment measures, particularly ny of rationalising the machinery of government, divesting non-core ions retrenching redundant staff, payroll cleansing, freezing employment dopting other measures to control wage bill and other personnel based ures.

However, this wave was plagued by many difficulties chief among them political unwillingness to go full length especially with its main component - retrenchment. This tended to erode the perceived welfare role of the government. Thus the retrenchment of civil servants between 1995 and 1996 was reversed through hiring of new teachers immediately thereafter. Moreover, the unplanned retrenchment put considerable constraints on service delivery as departures by the retrenched officers left gaps in many crucial areas.

2.2.2 Second Wave: Focus on Capacity Building

The conceptual underpinning of the initiative was to shift the country's PSRP's focus from cost reduction and containment (structural) orientation to addressing the weak capacity in the civil service as the cause of poor service delivery in the public service. Thus, this wave, sponsored mainly by the United Nations Development Programme (UNDP) and the World Bank focused on three main interventions, namely, enhancing staff skills, improving management systems and structures and improving the work environment. Generally this wave ended up with little impact on service delivery. One singularly significant shortcoming was the conspicuous absence of effective pay and incentives reform, leading partly to low morale and discipline and giving rise to unethical conducts by way of bribery and corruption in the public service (Kiragu, 2002).

2.2.3 Third Wave: Focus on Service Delivery Improvement

To push this agenda the government has developed various strategies that are aimed at ensuring that quality service delivery becomes the hallmark of the

country pubic service. This has led to the instruction of concepts such as performance contracting (PC), rapid result initiative (RRI), both of which stipulate what tasks a government ministry, department or corporation, must accomplish within a stipulated time frame. This is cascaded to individual employees within these government agencies.

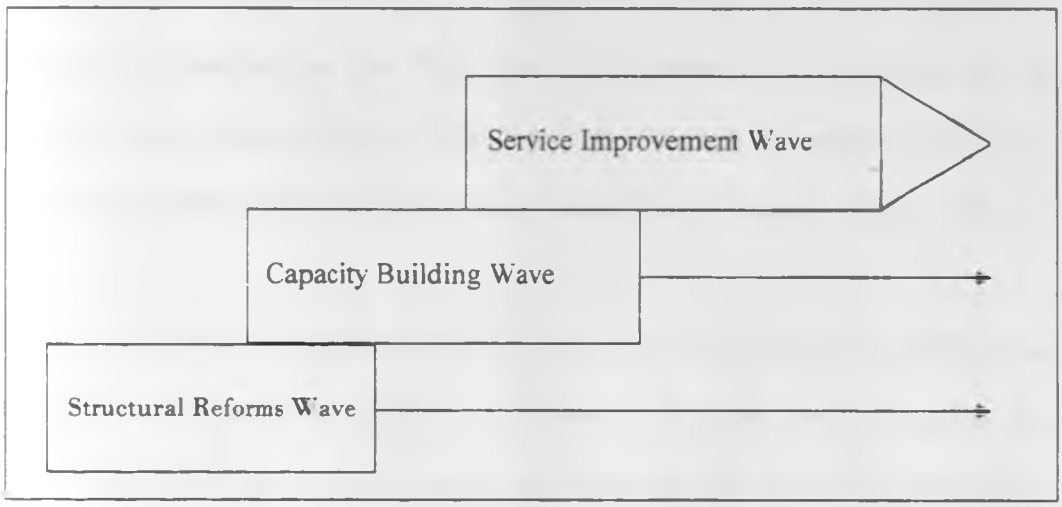

Figure 2.1 **An illustration of the three waves of public service reforms in SSA (Source: KK Consulting Associates)**

2.3.0 Service Charter

The government is vigorously pursuing a policy of management improvement designed to establish a service culture within all ministries and state corporations in Kenya. This involves focusing ministries' attention on customers who pay for the services through taxes, and eliminating services which do not match the customers' needs. The government is fast realising that its customers deserve value for money from the taxes they pay, and that they have a right to consultation, courtesy, information and the opportunity to

express their views in relation to offered to them by government agents. Concentrating on satisfying customer requirements ensures both management and employees to make a shift of mindset - move away from focusing on systems, and, instead, on satisfying the people (Singh, 2001). This concept calls for an attitude change to embrace the idea that the people come first. It is about building a public service capable of meeting the challenge of improving the delivery of public services to the citizens of Kenya. Thus the People First" initiative is premised on the "fact that a transformed public service will be judged by one criterion alone: "The degree to which it succeeds in effectively delivering services which meet the basic needs of all citizens." (Singh, 2001).

A service charter is a communication channel which expresses clearly what services an organisation provides and how it provides them. Charters are usually produced as an easy-to-read, publication in the style of a brochure. A Customer Service Charter enables customers to check their expectations against what is offered and provides a mechanism for giving feedback if expectations are not met (Public Sector Management Office, 1994). It also enables the organization to describe the way it allocates it resources and explain to customers the realistic level of service they may expect.

The charter is useful as a planning tool because it focuses attention on current service expectations and the needs of customers as well as future service needs and expectations. The charter is a formal mechanism which will help realise the Ministry of Immigration's commitment to improved service delivery. It clarifies what customers can expect from the Ministry in terms of the type and

level of services provided. The charter should convey in simple language the Ministry's policy on customer service. The Ministry determines the best way to communicate its service standards to its customers.

2.3.1 Contents of a Service Charter

It is generally accepted that, to fulfil its real and underlying purpose, a public service charter ought to reflect broadly four types of concern (Balogun, 2000) The first is the government's (the employer's) demand for loyalty and commitment to, and effective implementation of, its policy. The second is the public servant's clamour for political neutrality and fair employment conditions and practices. The customer's desire for satisfaction and constantly improved service delivery standards comes next, followed by the average citizen's (including the tax-payer's) preference for an arrangement that promotes high ethical standards - particularly, integrity, accountability, transparency and related values - in the conduct of public business.

According to Balogun (2000), the underlying aim of a public service charter is to reconcile at least four distinct influences that are likely to impact on the conduct of public affairs. Particularly where the charter is perceived as a major component of governance reform and ethical re-orientation strategy, the tendency will be to reflect the concerns of the four parties whose roles are crucial to the successful implementation of the strategy. These are the government, the employees, the clients of government ministries and departments, and the citizenry at large.

A charter should seek to capture the concerns and orientations of all interested parties to makes it adequate to cover issues deemed relevant by all parties.

A good charter will address the following concerns as well:

- Clarity in the definition of eligibility;
- Access to the product or service;
- Timeliness/promptness of delivery;
- Simplicity of service delivery procedure (and accommodation of "one-stop" arrangements);
- Convenience of hosting facilities and of service delivery perimeters;
- Courtesy and politeness of service delivery agents;
- Accountability for actions or omissions;
- Provision for fault-reporting and rectification;
- Adequacy, reliability and clarity of information;
- Offer of choice;
- Cost effectiveness/economy of operation/value for money; and
- Transparency of actions.

Besides, a customer service charter should state the service values underpinning its operations. There should be an explicit recognition that the main reason for the Ministry's existence is to provide to the public with the services they require and for which they pay through taxes and charges. A list of major services and their objectives should be stated. The depth and detail will depend on the type and extent of services provided. It should be clear to customers at a glance what services are available. The customer groups who

need the Ministry's services should be identified. The standard of service that customers can expect should also be specified.

There should be specific information needs to be included on how to locate, access and use services. This information should provide names and/or positions of contact people, phone numbers, locations and opening hours. The most appropriate point of contact should be clear to customers. Suggestions and complaint handling procedures should be outlined. The procedures should commence at the local level and through the appropriate channels within the agency. The staff working directly with customers should be empowered, and trained, to reconcile most grievances.

2.3.2 Developing a Customer Service Charter

A comprehensive and meaningful service charter should take into account needs and expectations of different groups of customers in the context of available resources. In order to do this a number of steps need to be taken (Public Sector Management Office, 1994). It is important to involve all staff of the Ministry in all stages of the development of the charters. They are the people who know the customers best and have close contact with them. Staff training is necessary in the implementation stage.

A second step involves reviewing the services offered. This step is a corporate planning process and will be included in the continuing process of developing and refining the service charter.

The third step is to identify the Ministry's primary customers or service consumers. They need to be identified in terms of core services and major

customer groups. The next step should be linking the charter to the corporate planning process. The charter should also link into the Ministry's performance management system via organisational and individual performance agreements. Establishing a feedback mechanism is an important step that involves undertaking research to identify customers' needs and the particular features of services they value. The next step is developing ways to handle feedback. Feedback is a powerful planning tool, assisting management to make decisions about level of service, improvements in systems and frequently, how to achieve a balance between conflicting priorities. Feedback will come from a wide variety of sources which include customers, community groups and special interest groups.

The setting of service standards will be the next step. Standards should be linked to, and not in conflict with the corporate and business planning process. Initiatives such as *Best Practice* and *Benchmarking* can also be enhanced with the development of standards. The final step involves writing, publishing and promoting the charter. The charter should be readily available to customers and displayed in prominent public areas within the Ministry. It is necessary to translate and interpret Services in languages appropriate to particular customer groups.

2.4.0 Communicating in Organisations

According to Lee Thayer (1968), organisations, like all other systems, establish and maintain themselves through communications with their environments and amongst their parts. This study views service charter as a communication tool

through which the government aims to talk to both its internal and external publics. It thus fits well in Budd's and Ruben's definition of organisational communication as the primary means by which organisations select, control and coordinate the activities of human and material resources interdentally; and the primary means by which organisations respond and adapt to the external environments within which they function.

Communication has been defined as a process in which meaning is shared. It offers the meaning of creating and implementing behavioural changes both within and outside an organisation (Asif and Sargeant, 2000). Communication is a transactional process between two or more parties in which meaning is exchanged through intentional use of symbols. Information processing medium is operative within the entire Government and its organs - ministries, departments and other agencies. Processed information is that which is relevant to the performance and coordination of tasks. Much of the information processing activity is determined by the division of work, the consequent differentiation, and the need for integration (Wofford *et al.*, 1977). The manager can influence the capacity of the organisation for processing both information from its environment and internal coordinative information. A number of variables affecting organisational communication are under the manager's control. The manager must work with these variables if he or she is to enhance the organisation's effectiveness as an information processor.

Communication, however, is more than merely imparting meaning. Communication cannot be said to have succeeded until the message has been

understood. Argenti (2003) says thus: "an idea, no matter how great, is useless until it is transmitted and understood by others."

It is therefore important to investigate the effectiveness of service charter in managing public service reforms within the Ministry.

Organisations use various channels to communicate internally. At the Ministry, like in any other organisations, communications can be classified into two broad categories, namely, internal and external communications (Jefkins 1998). As the name suggests, internal communication is that which targets internal members of the organisations. It includes communications from top management to the general staff (downward); from junior staff to top management (upward); between management staff and between junior staff (horizontal). Organisations use various tools for internal communications. These include internal memoranda, letters, notice boards, suggestion boxes, shop floor general staff meetings, etc. In external communications, the organisation reaches its external publics either through the mass media such as newspapers, television, website, etc, or through narrow casting means such as letters.

A Service charter, however, occupies a special position, in that it serves the dual purpose of communicating both internally and externally. As tool of communication, a service charter tells the service provider what the organisation has committed itself to doing for the service user (customer), at the same time it states clearly to the customer or service seeker (external publics) what services they should expect form the organisation, in what

manner, and within what timeframe they will be delivered . As a communication tool between the ministry and its customers, the service charter serves to tell the customers that:

- They shall be treated with courtesy and consideration.
- They shall have full, accurate information about the public services that they are entitled to receive.
- They shall have equal access to the services to which they are entitled.
- If promised services are not delivered, citizens should be offered, a full explanation, an apology and a speedy and effective remedy; and when complaints are made, citizens should receive a sympathetic, positive response.

Poor communication is seen as a major cause of negative feelings and among the organisation's employees and its key service consumers. Due to poor or lack of proper communication programmes, is considered that the only way to find out what is happening is either from the rumour mill or local newspaper. Research by Proctor and Doukakis (2003) in financial institutions revealed that employees did not feel that the senior management team had a clear vision or that communication was open or honest. They further argue that there is a need to look specifically at what improvements could be made to improve communication and staff morale within the organization. An effective communication has significant impact on influencing change of people in favour of government policies and programmes. It is imperative for managers to

establish effectiveness of means of communication used by the government in achieving its set objectives.

2.4.1 Information and communication technologies in service delivery

Information technology (IT) has been included as one of the key strategies for public service reforms. It is now seen as an essential facilitator of service improvement particularly when governments worldwide are facing an increasing trend towards knowledge - based production and communications revolution. Expenditures by governments on computers and management information systems have risen rapidly in many countries and now represent major items in their budgets. Information and communication technology is pivotal to modern government and fundamental to the strategies for public service reform.

The establishment of new information and communication systems is seen as an essential component in the creation of accountability. When a decision is taken, information about that decision and its outcomes must flow to all those to whom the decision maker is accountable (Heeks, 1998). Without such an information flow, and without a clear information and communication system to carry that flow, there can be no accountability because there is no knowledge of the decision. Given the information intensity, reviews and changes in information and communication systems must be an essential part of all reform initiatives in Kenya, and changes in information technology will have a great potential in gaining efficiency and effectiveness in the public sector.

Most government ministries and other state agencies are now communicating with their clients and the general citizenry through the Internet. Such ministries and agencies have their service charter posted on their websites. By so doing, it is hoped that communication with their publics both internal and external will be improved for the benefit of all.

2.4.2 Influencing reforms through changing work environment

The manager can influence the subordinate's behaviour by changing the work environment (Wofford, 1977). The manager might change policies, procedures, the formal organisational chart of responsibility and authority, the geographical or physical location and/ or layout of offices or he might introduce technological change. When the manager unilaterally decides to change the work environment, he or she may create an adverse reaction in the subordinates. Participative decision making is a powerful adjunct to changes in the work environment. The environmental changes may operate supportively to produce the desired behavioural changes. The working relations within an organisation may influence the success of interpretation of the service charter by employees. Good working relations enhance better communication and understanding of the contents of a service charter. Communication is likely to be more open in a working environment where positive working relations exist among employees.

2.4.3 Communication Challenges to Public Sector Management Reforms

Programmes and strategies for reforms in the public sector have not been implemented in full because public sector institutions have been afflicted by problems of corruption, nepotism, inefficiency, poor coordination, poor management and institutional capacity, non - existent salary policies and political interference. The Ministry of Immigration has been faced with challenges ranging from weak institutional capacity, multiple-accountability, declining social values, declining civil service morale, corruption and poor access to information and communication technologies.

Practically, every managerial decision requires that someone change his or her behaviour. When a manager attempts to influence others to change, those people may feel manipulated and therefore resist the change openly or secretly. Once resistance to change has become actualised, it is much difficult to reverse than if the manager had recognised negative attitudes and attempted to change the attitudes before implementing the actual change (Wofford, 1977). Recognising that any proposed change may encounter resistance, the manager needs to 'sound out' the target person to find out if there is resistance. The manager should structure the canvassing of attitudes so that the expression of attitudes does not increase the strength of these attitudes.

2.4.4 Communication Process

The process of communication is a dynamic and continuous experience. We are constantly emitting and receiving messages hence getting involved in all elements of the communication process on a continuous basis. Berlo (1960) developed a model of the communication process presented in the diagram below:

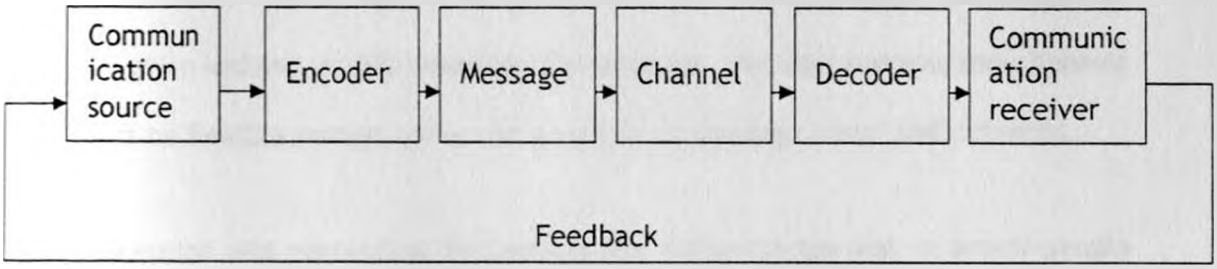

Figure 2.2: **Berlo's model of communication process (Wofford, et al., 1977, pg. 24)**

Communication cannot occur where there is no originating source for the message. Nor can it occur in the absence of an adequate encoding process to prepare the message for transmission into the channel (Wofford, *et al.*, 1977). Where the encoding process is defective or perhaps uses an incorrect language, serious distortion or a total breakdown in communication is likely to occur.

The purpose of a service charter is to communicate with customers and employees. The message contained in the charter may have two sides. There is message as seen by the source - encoder and the message as seen by the decoder - receiver. The selection and interpretation of messages may differ dramatically because of differences in psychology and situation for the persons who are serving as transmitter and receiver. In part, such differences can be explained as encoding - decoding failures.

A person does not respond to all stimuli in his or her environment, but rather selects certain things and ignores others. Wofford *et al.*, (1977) argues that it is important for the manager to understand that the degree of certainty or uncertainty regarding messages can vary drastically depending on circumstances. One situation may be such that the information source has many possible meanings, all having nearly equal probabilities of being transmitted. The manager is uncertain as to just which message will be sent at any given instant. In this situation, the encoder - decoder systems and channels must be flexible enough to handle a variety of message forms and contents.

Perception and perceptual mechanism also influence the way in which people encode and decode messages. Berlo (1960, p. 175) states that 'meanings are in people.' When the source person selects a specific message for encoding and transmission, he or she has a specific meaning in mind. The symbols used to encode the message as a signal also have specific meanings, to the source person. To the person who is the decoder (receiver), however, the meaning assigned to the message and symbols may be quite a different one. The difference in perception between sender and receiver may result in different interpretations of messages contained in the service charter. As a result, it is likely that members of the public may have different expectations based on their interpretation of meanings of messages in the service charter.

The communication channel is any medium which connects the source to the receiver. Communication channels occur in an almost infinite variety of types, and the communicator is often free to choose from among several channel

types for a given situation. Some of the more common channels between persons would include verbal, nonverbal, telephone, letter, memo, telegram, newspapers and books. The channel - choice decision is important due to implications for the type of encoding or decoding required as well as the ultimate process of communication effort.

At the receiving terminal of the channel, decoding is the transformation of the received signal back into a message using the appropriate systematic code. Selection again occurs in that we assume the possibility of multiple meanings and the need to select a particular one. Finally, the message becomes an output which is ready for use or storage by the target person as the situation and her or his own psycho-social makeup demand. The choice of a particular channel and method of encoding at the transmitter necessitates the choice of the same channel and a compatible decoding method at the receiving terminal if communication is to occur. According to Paul Argenti (2003), whatever message an organisation intends to put out to any segment of its publics, using a coherent communication strategy is critical.

2.5.0Theoretical framework

The study is based on mass communication theories discussed in the following sections. These theories include the Organisational Communications Theory, the Systems Theory and the Mass Society Theory.

2.5.1 The Organisational Communication Theory

Any organisations, according to Jerry Worford and others (1977), whether business, social or governmental can be thought of as a goal-oriented association. The observe in the book *Organisational Communication: The Keystone to Managerial Effectiveness* that people associate with one another for many reasons but the essential motivation is simply that something - organisational or personal goal - can be accomplished by the collective which is not readily attainable by the separate actions of the various individuals.

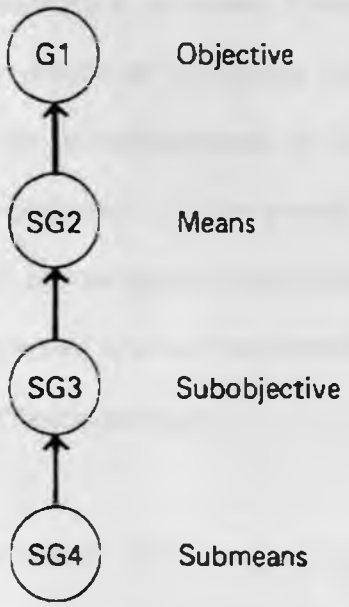

Figure 2.3: Hierarchy of organisational Goals

It is helpful to think of an organisation as composed of a hierarchy of interdependent goals and sub-goals (Figure 2). At the very high level are the overall objectives or goals of the organisation which are represented at the first level (G1). Such objectives are broad in scope and provide the organisation with a long-term sense of direction. The objectives at the second level are actually the *means* to the *end* or means to accomplish the objective at the highest level. The second level objectives are thus more specific and operational.

The ministry of immigration and registration of persons has by legislation been mandated to issue passports to all qualified persons. This is the major overall goal for all the top officials of the ministry led by the permanent secretary. These top officials must thus determine a number of key measures to be taken to ensure that this mandate is achieved. These measures may include setting up separate posts or offices or processing desk. The measures thus taken become a *means* to the accomplishment of the overall goal (*objective*). The means to the accomplishment of the overall goal of issuing passports are provided by the head of immigration department - the Principal Immigration Officer (PIO). The objective is in turn accomplished by the various immigration officers, their section heads and staff.

As Jerry Worford and others (1977), argue, it should be clear that the broad gauge overall objective of the organisation (ministry of immigration) accomplished if we are unable to link the numerous means and ends. Significant inconsistencies at any level of the chain can be disruptive.

Communication will be most essential in developing the overall plan of plan of the ministry, in communicating it to the individuals at each level and in the day to day operation of the ministry.

2.5.2 The Systems Theory

Ludwig (1956) defines system as a set of elements which stand in interaction, while Churchman (1968) characterises a system as made up of sets of components that work together for the overall objective of the whole. The study of systems theory lays emphasis on structures and properties of systems in terms of relationships from which new properties of wholes emerge. According to Rogers and Rogers (1976), an organisation is a stable system of individuals who work together to achieve a common goal. This, say the two scholars, is done through a hierarchy of ranks and division of labour.

Organisation is seen as an elaborate set of interconnected communication channels designed to import and analyse information from the environment and export processed message back to the environment. When communication stops, organised activity ceases to exist and individuals uncoordinated activity return (Hick, 1967).

A government is a highly complex system which cannot do without communication. The government, as an organisation is a system - a regularly interaction group of units or individuals who are interdependent and who are separated by a boundary form their surrounding environment.

2.5.2. (a) Systems structure

According to Budd (1972), the concept of system is the unifying ideas around which revolve the goals and methods of the general systems perspective. The term implies wholeness and suggests presence of parts in relationship. Roy Grinker, in his book, *Towards a Unified Theory of Human Behaviour* posits that a system is "considered to be some whole form in structure or operation. Concept or functions composed of united and integrated parts." He says further that the parts are in continued activity in relation to the others and to the whole. The above definitions allude to integral aspect of any system, namely the structures. Structures in a system include: the subsystems, suprasystem, boundary, and environment.

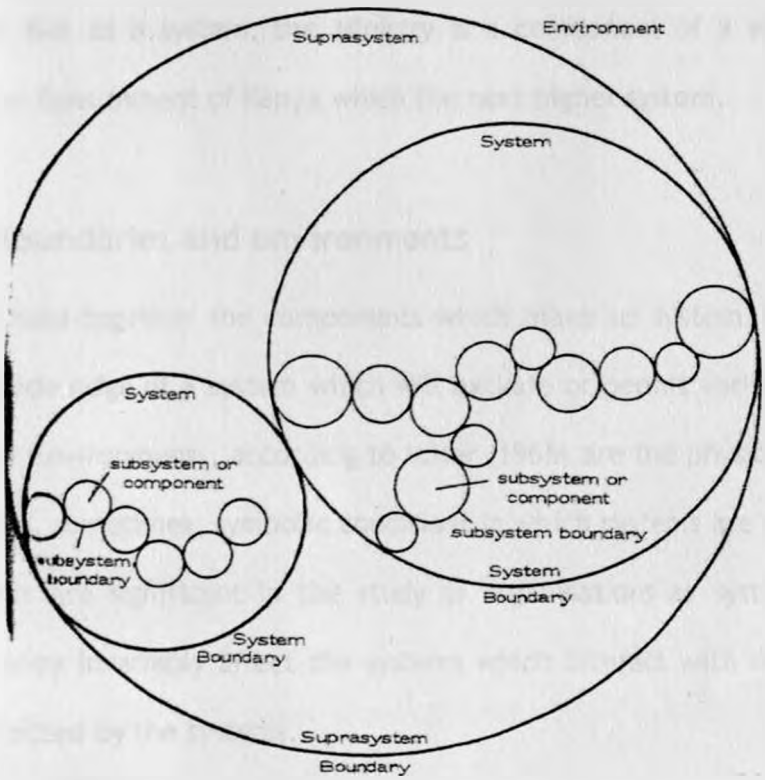

Figure 2.4: Systems Structure (Source: Approaches to Human Communication)

2.5.2(b) Subsystem and suprasystem

A subsystem, as the name suggests, are the various components of the system. Taking the example of an organisation, the subsystems would include staff equipment and tools all of which combine together to make the whole.

According to Miller (1965) the components, or subsystems, of suprasystem are systems. The suprasystem of every living system is the next higher system of which it is part. We can use the Ministry of Immigration and Registration of Persons to illustrate this point thus: The Ministry is a system with the department of immigration and the national registration bureau as its subsystems. But as a system, the Ministry is a component of a suprasystem known as the Government of Kenya which the next higher system.

2.5.2(c) Boundaries and environments

Boundaries hold together the components which make up system. Boundaries are the outside edge of a system which will exclude or permit various types of information. Environments, according to Miller (1965) are the physical, spatial, temporal and, sometimes, symbolic conditions in which systems are embedded. Environments are significant in the study of organisations as systems in the sense that they invariably affect the systems which interact with them and in turn are affected by the systems.

Churchman describes environments as the conditions that are relevant but not directly under the influence of systems. This description is significant because

it widens the scope of environments to include all the parties in interaction with an organisation. This is what, in the public relations context, is referred to as the publics (Jefkins, 1998).

2.5.2(d) Open system

One of the key components of the current phase of the PSRP is the emphasis on enhanced communications between the employees and the managements as well as between the entire organisation and the diversified portfolio of clients. The PSRP is encouraging a shift from a situation where the government is reluctant to let known to the public its operations (closed system) to an open system in which there is free interaction and exchange of information between itself as service provider and the public who are the service consumers (open system).

Budd describes open system as one in which there exists open exchange between the system ands its environments. In an open system, communication is regarded as the backbone of an organisation. According to Lee Thayer, communication is the indispensable functions of people (subsystems) and organisations (systems) through which the organisation relates to its environment and its parts and its processes to the others. One of the key goals a service charter seeks to fulfil is to create knowledge of the government operations among its employees and members of the public which it (the government) exists to service.

2.5.3 Mass Society Theory and Integration

Mass society theory takes as its starting point the proposition that members of such a society are integrated or not integrated in a healthy way. According to Kornhauser (1968), the very presence of large numbers of only loosely organised and committed people summons efforts of leaders to mobilise and manipulate them.

The theory is relevant to the study because the public servants (service providers) and members of the public (service consumers) are seen to relate in a healthy way and most Kenyans feel manipulated and cheated by public servants. The very concept of mass has a built - in dimension of non integration, referring to people who are isolated, anonymous to each other and poorly regulated (McQuail, 1987). Research has made some contribution to modifying the large claims of mass society theory. It has tended to reassert the resistance of the audience to manipulation and control and the persistence of strong influences from group, class, locality and other beliefs as a limitation on effects from the media.

CHAPTER THREE

RESEARCH METHODOLOGY

3.0 Introduction

This chapter contains details of research design, location of study, target population, the study sample sampling procedure research instruments. The chapter also includes the methods which will be used to collect and analyse the data.

3.1 Research design

The study was a descriptive survey. According to Gay (1983), a survey is an attempt to collect data from members of a population in order to determine the status of that population with respect to one or more variables. Baskin and others (1997) define a survey as careful, detailed examination of the perception, attitudes and opinions of a given population.

Surveys constitute excellent vehicles for measuring attitudes, knowledge behaviour orientations and opinions in a large population. Survey research enables the PR practitioner to know whether target audience are receiving and decoding intended messages correctly. Survey was chosen as a research design because it would enable the study to find out individual opinions, knowledge, behaviour among employees of the ministry of immigration and their customers.

Questionnaires will be used to survey the populations of staff of the ministry and the customers of the ministry. The advantage of a questionnaire is that the respondents will remain anonymous thus reducing chances of fear on account of being mentioned by name. The information may also be more accurate as the respondents will have ample time to reflect before answering the questions Peril, (1995).

3.2 Location of study

The locations of the study was the Ministry of Immigration and Registration of Persons headquarters at the Nyayo House, Nairobi.

3.3 Target population of study

A target population refers to the people or items considered in a field of study (Orodho, 2004). The target population for this study included the Ministry's employees and members of the public who sought passport-related service at the Ministry. Members of the public were considered because of being the consumers of the services of the ministry and their involvement in evaluating effectiveness of the charter can not be ignored.

3.4 Sample and Sampling procedure

Orodho (2004) defines a sample as a small part of a larger population. According to Cohen (1987), a sample size should represent the population under survey. Gay (1976) says that for a descriptive research a sample of 10% of the population is considered minimum. Cohen and Manion (1994) recommend

30% of the total population under review when statistical analysis is used. Whatever the case, an ideal sample size is one that is large enough to serve as an adequate representative of the population about which the researcher wishes to generalise and small enough to be selected and dealt with economically.

The study intended to focus on three sets of respondents, namely one senior official of the ministry, several frontline staff of the department and several members of the public who are service seekers at the department.

50 frontline staff, including immigration officers, immigration clerks and others in the operational cadres, were selected through a simple random sampling procedure. This sampling procedure was preferred due to its ability to reduce bias during the sampling process. In addition, 100 customers formed part of the sample. Employees were randomly selected from a sample frame obtained from the human resources department. Customers were sampled from members of the public seeking services at the department's headquarters. They were interviewed as they visited the headquarters between 9.00 am and 1.00 pm and 2.00 pm and 5.00 pm.

3.5 Data collection

Data for this study were collected through two instruments, namely questionnaires and interview schedules. Questionnaire was used to collect data and interview schedules used for key informants such as senior officials of the

department. The choice of questionnaires is supported by Hansen et al (2006) who say that questionnaire is the basic tool for survey research. "The questionnaire standardises and organises the collection and analysis of data ....each respondent is asked the same question in exactly the same way."

There will be two survey questionnaires, one for the service providers (internal publics) and the other for service seekers (external publics). The questionnaires will consist of structured and unstructured questions. The structured questions will be used to collect quantitative data while the unstructured or open-ended ones will be used to get qualitative data. A research assistant will be used to distribute and collect the questionnaires after they are filled in.

An interview schedule, which Mugenda and Mugenda define as "a set of questions that an interviewer asks during and interview", helped the study to get greater insights into various administrative issues from senior managers of the department. Two senior officials were selected one interview schedule which contained mainly open-ended questions. This was because this interview aimed to obtain in-depth information on the topic under investigations.

Data analysis

Both quantitative and qualitative methods were used to analyse the data collected from the study. Quantitative data from the survey were analysed using the Statistical Package for the Social Sciences (SPSS).

CHAPTER FOUR

DATA ANALYSIS AND PRESENTATION OF RESEARCH FINDINGS

4.0 Introduction

This chapter covers the data analysis and presentation of the findings of the study. It examines, categorises and tabulates the findings to address initial objectives of the research. This study sought to establish whether the service charter is an effective communication tool in administering the Public Service Reform Programme. This chapter thus forms the basis of the recommendations and suggested policy interventions to the problems identified in the study.

4.1 questionnaire return rate

Two sets of questionnaires were issued: one set for employees - service providers and the other for the department of immigration's customers - service consumers. In addition, the researcher conducted an in depth interview with a senior officer for the ministry on a wide range of issues relating to service provision and communications. 40 questionnaires were given to staff. Of these 32 officers returned their forms duly filled in representing. A total of 90 questionnaires were given to 90 customers. Out of these, 58 were given back.

4.2 RESEARCH FINDINGS FOR SERVICE CONSUMERS/CUSTOMERS

4.2.1 Distribution by gender

Of service consumers, male respondents accounted for 70.7% of all the 58 respondents while female respondents accounted for the rest - 29.3%.

Table 4.2.1: Distribution of customer respondents by gender

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Male	41	70.7	70.7	70.7
	Female	17	29.3	29.3	100.0
	Total	58	100.0	100.0	

4.2.2 Age distribution

The majority of those seeking services at the immigration department fall within the 20 - 29 years age bracket. This represents 46.6 percent of all service seekers. This figure has a systematically downward trend as we move to the advance age of 50 years and above which has only 6.9 percent (See table 4.4)

Table 4.2.2: Customer respondents age distributions

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Under 20	3	5.2	5.2	5.2
	20-29	27	46.6	46.6	51.7
	30-39	14	24.1	24.1	75.9
	40-49	10	17.2	17.2	93.1
	50 and above	4	6.9	6.9	100.0
	Total	58	100.0	100.0	

4.2.3 Customers' Education Level

Over 67 percent of respondents are holders of diploma and above. Only one person among the respondents has primary as the highest level of education.

Table 4.2.3: Customer respondents' levels of education

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Primary	1	1.7	1.7	1.7
	Secondary	18	31.0	31.0	32.8
	Diploma	19	32.8	32.8	65.5
	Degree	20	34.5	34.5	100.0
	Total	58	100.0	100.0	

4.2.4 Where customers have travelled from to seek the services in Nairobi

The findings as presented in figure 4.2.4 indicate that a great majority (79.3%) of customers seeking service at the Nyayo house headquarters of the department came from within Nairobi. This can be explained by the fact that the department has well functioning regional officers in Mombasa and Kisumu as well as a sub office in Eldoret. In addition, the application forms can be obtained at the Malindi and Lamu immigration offices while the papers can also be downloaded from the ministry's website.

Table 4.2.4: Respondents' distance from the department's Nyayo House service centre.

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Within City of Nairobi	46	79.3	79.3	79.3
	Over 50 Km. from Nairobi	9	15.5	15.5	94.8
	Over 150 Km. from Nairobi	1	1.7	1.7	96.6
	Over 300 Km. from Nairobi	2	3.4	3.4	100.0
	Total	58	100.0	100.0	

4.2.5 Knowledge of the ministry's service charter

As illustrated in the figure below, only 46.6% percent of the customers are aware of the service charter of the ministry of immigration.

Table 4.2.5: Percentage of those who know the service charter exists.

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	27	46.6	46.6	46.6
	No	31	53.4	53.4	100.0
	Total	58	100.0	100.0	

4.2.6 If the above is yes, through what channel

As illustrated in figure 4.2.6, of all the channels, majority of the customers heard about the ministry's service charter through the radio. Information through the radio accounts for 15.5% followed by friends accounting for 8.6% while 6.9% of the people got the knowledge of the service charter from television and government offices. Internet and family sources account for 1.7%.

Table 4.2.6: Channel through which the customers heard about the service charter

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	TV	4	6.9	6.9	6.9
	Radio	9	15.5	15.5	22.4
	Newspaper	3	5.2	5.2	27.6
	Govt offices	4	6.9	6.9	34.5
	Family Members	1	1.7	1.7	36.2
	Friends	5	8.6	8.6	44.8
	Internet	1	1.7	1.7	46.6
	Not Applicable	30	51.7	51.7	98.3
	No response	1	1.7	1.7	100.0
	Total	58	100.0	100.0	

4.2.7 Use of the charter as basis for demanding services from the ministry

Only 22.4% of respondents said they use the service charter as a basis for demand service from the department. 51.7% do not, while 25.9% gave no response. This figure of those who said no is in line with the response by the customers on whether they know about the service charter. Over 53% said they did not know about the charter, hence cannot use it to demand services.

Table 4.2.7: Customers' use the charter to demand service

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	13	22.4	22.4	22.4
	No	30	51.7	51.7	74.1
	No response	15	25.9	25.9	100.0
	Total	58	100.0	100.0	

4.2.8 (a) Expected timeline for issuance of passport

Of all the customers interviewed, 24.1% would like, as first applicants, to get their passports within two days (48 hours). 15.5% want their applications processed within three days while 12.1 would like to get their passports between four and seven days. 10.3 % want their passports processed within one day. A large majority did not respond to this question. This may mean that they do not care how long it takes provided they get its.

Table 4.2.8: Expected time for issuance of new passport

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	24hrs	2	3.4	3.4	3.4
	48 hrs	14	24.1	24.1	27.6
	3 days	9	15.5	15.5	43.1
	4-7days	7	12.1	12.1	55.2
	Two weeks	2	3.4	3.4	58.6
	twelve hours or less	6	10.3	10.3	69.0
	No response	18	31.0	31.0	100.0
	Total	58	100.0	100.0	

4.2.8 (b) Expected timeline for passport replacement

As illustrated in table 4.2.8, 24.1% of the customers expect to have their passports replaced within 48hours while 8.6% want this done two days. Incidentally, those asking for the passports to replaced in three day also account for 8.6%, while four to seven days account for 6.9%. Those for one day and below account for 10.3%. 32.8% did not indicate their preference.

Table 4.2.8: Expected time for replacement of passport

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	24hrs	5	8.6	8.6	8.6
	48 hrs	14	24.1	24.1	32.8
	3 days	5	8.6	8.6	41.4
	4-7days	4	6.9	6.9	48.3
	Two weeks	1	1.7	1.7	50.0
	twelve hours or less	6	10.3	10.3	60.3
	Not applicable	4	6.9	6.9	67.2
	No response	19	32.8	32.8	100.0
	Total	58	100.0	100.0	

4.2.8 (c) Expected timeline for renewal of passport

As indicated in table 4.2.9, a total of 24.1%of customers want their passports renewed within two days. 19% would like to have them renewed in four days while only 5.2% want it done from four to seven days. Those who want their passports renewed within one day constitute 12.1% of the respondents. Again, 32.85, apparently, did not care how long the process takes.

Table 4.2.10: Expected time for renewal of passport

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	24hrs	7	12.1	12.1	12.1
	48 hrs	11	19.0	19.0	31.0
	4-7days	3	5.2	5.2	36.2
	twelve hours or less	14	24.1	24.1	60.3
	Not applicable	4	6.9	6.9	67.2
	No response	19	32.8	32.8	100.0
	Total	58	100.0	100.0	

4.2.8 (d) Expected time for issuance of temporary passport

Of all the respondents, 39.7 would like to have their temporary passports processed within twelve hours. 10% want the temporary passports within one day while the same percentage wants them within two days.

Table 4.2.11: Expected time for issuance of temporary passport

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	24hrs	6	10.3	10.3	10.3
	48 hrs	6	10.3	10.3	20.7
	twelve hours or less	23	39.7	39.7	60.3
	Not applicable	3	5.2	5.2	65.5
	No response	20	34.5	34.5	100.0
	Total	58	100.0	100.0	

4.2.9 General customer satisfaction levels

AS illustrated by table 4.2.11, in general, the ministry of immigration's customers are satisfied with the various tenets of service provision offered there. The average level of satisfaction 2.2, which falls within the "satisfied category" (see appendix). Access to service and clarity with definition of eligibility are the best scored with a mean of 1.9. Provision for fault reporting appears to be the lowest ranked at 2.7.

Table 4.2.12: Customer satisfaction levels

Descriptive Statistics	Satisfaction level				
	N	Minimum	Maximum	Mean	Std. Deviation
Timelines	37	1	4	2.2	0.9
Access of services	37	1	3	1.9	0.7
Simplicity of service procedure	37	1	5	2.1	1.0
Courtesy and politeness of staff	37	1	4	1.9	0.8
Convenience of office	37	1	4	2.1	0.8
Clarity with definition of eligibility	37	1	5	1.9	1.1
Provision for faulty reporting	37	1	5	2.7	1.3
Willingness to take responsibility for actions/omission	37	1	5	2.5	1.3
Valid N (listwise)	37			2.2	0.98
Average level of satisfaction with service delivery is 2.2 implying satisfied					

4.3.0 RESEARCH FINDINGS FOR STAFF OF THE DEPARTMENT

4.3.1. Distribution by gender

As shown in figure 4.3.1, the staff respondents' gender distribution was 43.8% for male employee and 53.8 for the female staffers. One respondent however did not indicate his or her gender.

Table 4.3.1: Distribution of staff respondents by gender

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Male	14	43.8	45.2	45.2
	Female	17	53.1	54.8	100.0
	Total	31	96.9	100.0	
Missing	No Response	1	3.1		
Total		32	100.0		

4.3.2 Are you aware of Ministry service Charter?

As illustrated by table 4.3.2, all respondents are aware of the service charter. It is noteworthy that the service charter is displayer in strategic positions at

the ministry headquarters. It therefore comes as no surprise that the staff's awareness of the existence of the charter is 100%.

Table 4.3.2: staff awareness of the Ministry's service charter

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	32	100.0	100.0	100.0

4.3.3 Staff training in implementation of service charter

Table 4.3.3 indicates that only 25.0 percent of the service providers who responded have undergone training of any kind on the implementation of the service charter. A significant majority - representing 65.6% - have no training on the implementation of the charter.

Table 4.3.3: Training for staff on implementation of the charter

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	8	25.0	27.6	27.6
	No	21	65.6	72.4	100.0
	Total	29	90.6	100.0	
Missing	No response	3	9.4		
Total		32	100.0		

4.3.4 Extent of involvement in setting service standards

As Illustrated in table 4.3.4, the level of involvement of operational staff interviewed in the setting of service parameters is almost minimal. Only 23% said they were partly involved, while a large majority, representing 73% of the frontline staff interviewed were not involved at all in setting service standards promised in the charter. One person did not respond to this question.

Table 4.3.4: Involvement of staff in setting service standards

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Partly involved	7	22	23	23
	Not Involved at all	22	69	73	97
	Not applicable	1	3	3	100
Missing	Total	30	94	100	
Total		32	2	6	

4.3.5 Extent of involvement in planning process of Service charter implementation

As Illustrated in table 4.3.5, the level of involvement of operational staff interviewed in the planning process for developing the service charter was - as in the case in setting of service parameters - is almost minimal. Only 22% said they were partly involved one was fully involved while. A large majority, representing 69% of the frontline staff interviewed said they were not involved at all in setting service standards promised in the charter. Two respondents chose not to respond to this question

Table 4.3.5 involvement of staff in planning process

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Partly involved	7	22	24	24
	Not Involved at all	22	69	76	100
	Total	29	91	100	
Missing	Not applicable	1	3		
	No response	2	6		
	Total	3	9		
Total		32	100		

4.3.6 Extent of involvement in establishing feedback mechanisms

Only 22% said they were partly involved in establishing the feedback mechanisms, while a large majority, representing 69% of the frontline employees interviewed said were not involved at all in setting service standards promised in the charter.

Table 4.3.6 involvement of staff in establishing feedback mechanism

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Partly involved	7	22	23	23
	Not Involved at all	22	69	73	97
	Not applicable	1	3	3	100
	Total	30	94	100	
Missing	No response	2	6		
Total		32	100		

4.3.7 Awareness of services the ministry promises in Charter?

As illustrated by table 4.3.7, 90.6% f the respondents say they are aware of the service promised by the ministry. Only 6.3% say they are not aware while one respondent did not offer an answer. This high percentage knowledge other services promised by the ministry tallies well with the response in table 4.3.2 where all the respondents said they knew about the service charter.

Table 4.3.7 Awareness of service charter existence and what promises

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	29	90.6	93.5	93.5
	No	2	6.3	6.5	100.0
	Total	31	96.9	100.0	
Missing	No response	1	3.1		
Total		32	100.0		

4.3.8 Extent to which they use the charter as basis for delivery of various service

As illustrated by table 4.3.8, on the average, the staff interviewed said the only use the charter at a moderate level as a basis for providing service to their customers.

Table 4.3.8 Use of charter as reference in offering services

	N	Minimum	Maximum	Mean	Std. Deviation
as a basis in issuance of passport	11	2	3	3	0.5
as basis of replacing passports	11	2	3	3	0.5
as basis of extension of passports	11	1	5	3	1.4
as basis of renewal of passports	11	2	5	3	1.1
as basis of issuance of temporary passports	11	1	3	2	0.8
Valid N (listwise)	11				
				3	
Those who use the charter as a basis do so at a moderate level (mean of 3)					

4.3.9 Extent to which the charter has influenced your attitude and behavior towards customers.

37.5% of the staff interviewed say the service charter has influence their attitude and behaviour towards the customer to a very large extent. 21.9 say it has to a large extent while 29% talked of moderate extent and 9.7% say it has done so only to a small extent.

Table 4.3.9: How charter has influenced attitude and behaviour towards customers.

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Very large extent	12	37.5	38.7	38.7
	Large extent	7	21.9	22.6	61.3
	moderate extent	9	28.1	29.0	90.3
	Small extent	3	9.4	9.7	100.0
	Total	31	96.9	100.0	
Missing	No response	1	3.1		
Total		32	100.0		

4.4 Other Communication channels and their effectiveness (according to staff)

On decreasing levels of effectiveness, notice boards were found to the most effective (2.44) followed by SMS (2.78) suggestion boxes (2.90), mass media (2.96), in-house publications (3.12) and lastly open forums (3.35)

Table 4.4.10: Other channels of communication

	N	Minimum	Maximum	Mean	Std. Deviation
suggestion box	29	1	4	2.90	.976
mass media	28	1	4	2.96	1.071
notice board	27	1	4	2.44	1.013
in-house publication	24	1	4	3.12	1.035
open forums	17	1	4	3.35	1.057
phones and SMS	9	1	4	2.78	1.481
Valid N (listwise)	5				

4.5 Role of communications in the reforms process: A recap of the interview with the key informant

4.5.1 Introduction

To get further insight into the communications processes in the ministry, the researcher carried out an extensive and in-depth discussion with one key informant. The choice of a communications officer as the key informant was deliberate: the main thrust of this interview was to know what role communications play in the ministry's entire reform agenda. Mr. Kennedy Buhere, who kindly granted the interview, is the deputy head of communications at the ministry. Several questions revolving around communications and service delivery were posed and discussed. The responses have been reproduced as he gave them in answer to each proceeding question without my own interpretation. The responses have informed enlightened the researchers interpretation of the findings from both the staff and the customers.

4.5.2 Q. **The department of immigration has been going through major reforms as far as service delivery is concerned, why?**

A. The ministry of immigration and registration of persons, perhaps more than any other ministry or government agency, has gone through a lot of changes in the recent couple of years. The changes have been necessitated by the need to reorient the staff mindset; the need to get the staff out of the mindset that the services they give are a privilege and not a right. Due to the recent opening up of the democratic space in Kenya and elsewhere in the world, the people have become more and more aware of their rights and, everyday, pressure is being brought to bear on public institutions to embrace

the culture of transparency and accountability for every act commission and omission. The reasons behind the reforms and changes in the ministry can be summed up as: need to increase efficiency of operations and ensure ease of access to services while at the same time curtailing possible abuse of office and removing opportunities for temptations to engage in corrupt dealings for staff.

4.5.3 Q What role has communication played in the on going reform programme?

A. The communications office has so far played a major role in pushing the ministry's reform agenda. The ministry has relied on the office for sensitisation of staff and members of the public on the new requirements, explaining the rationale behind the reforms. It is the communications office's duty to inform the public using the appropriate media about what service are available and how to access them.

Our office has to change the staff's mindset that serving the public is a bother but the reason for their existence. It has the duty to educate the public that the services they get form the public offices are their right and not something they have to bribe to get. To this extent, the communications department played a key role during the planning of the service charter.

4.5.4 Q What are the main tools that you use to communicate with your staff in the effort to achieve attitude and behaviour change?

A. The service charter is a major tool of communication between the operational and management staff of the ministry. The ministry also carries out

workshops and seminars to pass important information to both senior and junior staff alike. At the planning stages of the service there was more concentration on the senior staff at the expense of the operational staff as far as training was concerned. This is a possible explanation for the junior staff lack identification with the charter as seen in their response that they do not use it as a reference point for service delivery. But this was an oversight rather than policy. The operational staff have since undergone training on implementation

The communications office also holds regular meetings with the senior staff to explain and give feedback on public perception about issues of service delivery. Other communication tools include notice boards and internal memos.

4.5.5 Q. What are the major tools that you use to communicate with your customers?

A. For external publics, as is the case with internal ones, the ministry uses the service charter as communications tools. It gives the customer a concise outline of what services are available and how to secure such services. Notice boards, which are displayed at strategic points in the service delivery areas, are also used to pass important information to service seekers.

The mass media are another very important channel for facilitating communications with the external publics. This is done through media events such as press conferences, supplements, talk shows and so on. Through the mass media the ministry is able to give information and get feedback from the customers who use the channels to air their dissatisfaction, or in some instances satisfaction, with the service delivery standards. Other channels

include face to face communication in the offices or in public forums such as shows and exhibitions.

4.5.6 Q. To what extent has the ministry used ICT in improving services to the public?

A. The ministry has capitalised on the advent of the ICT to use its products such as website and mobile telephony to communicate with the people. ICT is now at the centre of the ministry communication programmes. It is ICT that is today driving the ministry's reform programmes. The ministry is steadily moving away from manual processes to automation. Because of ICT, it is no longer common to hear of files disappearing. The "log on" system has made it easy to monitor the movement of applications at all stages. Besides, the website, which is updated regularly, has vital information on services obtainable at the ministry. The service charter is posted on the website and the customer can make reference and even download it from there.

At the same time, the ministry's newsletter, which is another important source of information, is also found in the website. At the same time, through use of mobile phone customers can now check the status of applications and monitor the progress at all stages.

4.5.7 Q. Does the Ministry have a communications policy or strategy?

A. Mr. The ministry does not have a communication policy or strategy. While we are now working on a communication strategy for the ministry, we expect the Government to come up with a consolidated communication policy for the entire public service.

(The researcher found this phenomenon - lack of a communication strategy - to be common to almost all the ministries of the government. This may explain why communications on various issues have been handled in a manner not very professional as there is a general lack of consistency on government position on various issues. According to S.A. Dembner and J. Anderson, a communication strategy is a crucial tool which helps an organisation to chart out in an organised and systematic manners the way to communicate its issues. It helps to identify the audiences, package and repackage the message and select the channels).

4.5.8 Q. Do you have mechanism for regular feedback from your employees and customers?

A. The ministry gets its feedback from its customers and staff through various means which include the mass media, customer satisfaction survey and public forums. The last customer satisfaction survey was conducted in June this year. There was 70% satisfaction level. The media is an important channel for feedback. The ministry monitors the media for comments, which include queries, complaints and commendations and we react to them as appropriate.

CHAPTER 5

DISCUSION AND INTERPRETATION OF RESEARCH FINDINGS

5.0 Introduction

In the preceding chapter the findings of the research were presented based on the data analysis. In this chapter an attempt is made to discuss and make interpretations to them.

5.1 DISCUSSIONS ON THE FINDINGS ON CUSTOMERS

5.1.2 Customers knowledge of the existence of service charter

The study has revealed that there is little knowledge of the ministry's service charter. A large majority of those interviewed did not know about the charter's existence. A Customer Service Charter enables customers to check their expectations against what is offered and provides a mechanism for giving feedback if expectations are not met (Public Sector Management Office, 1994). It also enables the organization to describe the way it allocates it resources and explain to customers the realistic level of services they may expect.

Thus, if the customer, who is the interlocutor in this communication process, does not know of the existence of a communication, tool the communication cannot be said to be complete. The fact that about all those who confessed to not having seen the charter said they would like to read it means the customer has the interest.

But that the service seekers do not know about the existence of the charter was further confirmed by their response to the question of how much they use the charter to demand services. A large majority say they do not use the charter to demand service.

This finding reinforces the fear that was the basis of the study: that a service charter, rather than being perceived as communication tool which serves to link the service provider and the service consumer, is seen as an administrative document. However, a discussion with my key informant from the ministry's communication department reveals that this is by default rather than by intention. Mr. Kennedy Buhere, the public communications officer at the ministry, says that the ministry's service charter is a major communication tool, which is expected to play a big role in bridging the communication gap between the ministry and its key publics, namely service seekers.

According to Heath (1994) an organisation comes alive and becomes meaningful through communications. Its very existence and success depends on how its communication functions are managed.

As discussed in the literature review, one of the key components of the current phase of the PSRP is the emphasis on enhanced communications between the employees and the managements as well as between the entire organisation and the diversified portfolio of clients. The PSRP is encouraging a shift from a closed system where the government is reluctant to let the public know its operations to an open system in which there is free interaction and exchange

of information between itself as service provider and the public as service consumers.

5.1.3 Customers' source of knowledge of the charter's existence

The findings reveal that a large majority got to know about the service charter through the radio. Television follows closely but not before word of mouth from friends.

The fact that, as Steadman says, radio is the most listened to mass communication channel could be the likeliest possible reason why majority of respondents got to know about the service charter. According to Obonyo (2002), about ten years ago, Kenyan media channel distribution stood as follow: four daily newspapers; 10 non-daily newspapers, eight television stations; 38 radio stations. The radio receiver ownership stood at 3,070,000, representing 99.8 radios per 1,000 persons. Compare this with television ownership at the same time of 730,000 representing 23.7 sets per 1,000 persons. This scenario has improved even more over the past couple of years, especially in the case of radio which has witnessed a tremendous growth. This is an important factor for the ministry's communication department to consider when formulating the communication strategy.

On the other hand, it is instructive that, although the service is prominently posted in the ministry's website, only handful - 1.7% of those interviewed said they got the information from the internet. This can be attributed to the twin challenge of low literacy level and access when it comes to computers in a

developing nation such as Kenya. And even where these two problems are surmounted, then the access and knowledge of computer do not necessarily mean availability of internet services. Obonyo (2002) puts the ICT scenario thus: 150,000 individuals have computers; 4.9 computers per 1,000 persons; 200,000 individuals have internet access, internet access per 1,000 Kenyans is 6.5. Nevertheless, despite this seemingly not-so-rosy state of affairs, the website remains the channel to invest in. With the rapid growth of ICT, infrastructure in the country, the access to intent is poised to rise significantly.

As Kotler and Armstrong (2006) say, the website can be a valuable tool of communication. According to its public communications office, the ministry has put a lot of premium on the website and the service charter as veritable pair of communication tools. The website contains a soft - downloadable - copy of the service charter while the charter in its hard copy form directs the reader to the ministry's website.

5.1.3 Customer service expectation vis-à-vis service charter promise

The ministry promises to give passport to new applicants within 30 working days upon application. Renewal of passport after five years will be done in 30 minutes while replacement of passport after 10 years or those that are lost or mutilated will be done within 14 working days, according to the service charter. Issuance of temporary passport (pass) will be done within a day or "as you wait."

A look at the customers expected timelines for various services are at variance with the timelines promised by the service charter. For instance while the charter promises 30 working days for issuance of new passport, the customer are proposing different timelines of between 12 hours and one week. The vast majority want their passports processed within two days followed by those who want it done in three days and those advocating for four to seven days.

For renewal, the charter promises an implementation timeline of 30 working days while a large majority of customers want it done in two days, three days and 24 hours in that order. The scenario is more or less the same for replacement, with the customer demanding a shorter timeline than the ministry is promising. Interestingly the ministry seems to have exceeded the customers' expectation when it comes to issuance of temporary passport. While some customers ask for two days the ministry is promising to give you a temporary passport within one day in the case of Nairobi head office and Mombasa Kisumu regional office or "while you wait." The majority, however, seem to be in sync with the ministry as they see 12 hour or less as the ideal timeline for temporary passport.

It is important to point out that the ministry has undergone a lot of reforms as far as the issuance of passports is concerned. Mr. Buhere says that a lot of positive changes have taken place in the ministry in the past couple of years. He says that whereas it was not uncommon to hear of people waiting for their passports for close to one year, today the longest one can wait is one month.

The role of communication is to reduce misunderstanding between an organisation and its publics. There seems to be a disagreement between the ministry and its customers in terms of service delivery timelines. Frank Jefkins talks of public relations as a tool to help an organisation to rally its publics to its side through seeking to get them to understand its position. It is a process where the organisation seeks to convert the publics' hostility to understanding, change their apathy to empathy.

Public relations is about creating understanding through knowledge. The ministry, thus, must not stop at creating the service charter; it must go the extra mile to engage the customer explaining to them why the time lines cannot be as the customer want. Issue of vetting and other logistics may come in. But this has to be explained failure to which, it will be merely using the charter to inform its customers rather than communicate with them. As Argenti (2003) says..."true communication consists of meeting of minds and gaining consensus".

5.1.5 Levels of satisfaction with service parameters

A crucial majority of customers say they are satisfied with the way they are handled by the ministry. They level of satisfaction was tested under some key tenets in service provision which included: clarity in the definition of eligibility; timeliness/promptness of delivery; simplicity of service delivery procedure; Convenience of hosting facilities and of service delivery perimeters; courtesy and politeness of service delivery agents; accountability for actions or

omissions; provision for fault-reporting and rectification; courtesy and politeness of staff.

Although a large number of them have not seen or read the charter, it can be seen from their response that the ministry has followed these key tenets, which, as Balogun (2000) says, are the key to satisfactory service delivery. The service charter goes further give the customer a definitive avenue to present their grievances - telling them that is the service is below expectations then they should channel their complaints to the highest ranking officer - the permanent secretary, who is the chief executive officer of the ministry.

5.2 DISCUSSIONS AND INTERPRETATION OF THE FINDINGS ON EMPLOYEES

5.2.1 staff knowledge of service charter existence, its promises and timelines

One of the key questions this study sought to answer was how much the service provider at the ministry uses the service charter as a guide in their daily endeavours to satisfactorily serve the customer. To answer this question, it was imperative to first establish whether they knew about the charter's existence. The findings reveal a 100 percent awareness of the existence of the charter. Over 90 percent say they are aware of the promises it make to the customer and the timelines therein.

However, from the result on the use of the charter as a reference point in service delivery a disturbing trend emerges. Only a small percentage says they

use the charter a basis of offering services. The bulk of the staff returned a "moderate extent" verdict meaning a considerable number know about it but do not use it. The explanation to this can be found in the organisational communication theory which that identifies communication as a most fundamental requisite to an organisation's success. In the staff's answer to whether they were involved in initial process of conceptualisation and planning of the charter the staff says they were not involved at all.

The offshoot of this is that the staff feel they do not own the charter. This result vindicates the position of James Lundy (1986): that subordinates who are involved and consulted at the very beginning of a decision-making process are more likely to embrace the result of the process than those who are left out of it, as they feel they own it. An interview with the key informant, it was revealed that the planning and processes mainly involved the senior staff of the ministry. Seitel (1987) observes that while decision making is the preserve of the management, employees desire to, and should, be given an opportunity to participate in policy making.

The lack of involvement at the planning and training stages of the charter is also the most probable reason why we do not see a 100 percent influence of attitude and behaviour by the charter. Only 39 percent of those interviewed said that the charter has influenced in their attitude and behaviour towards the customer "to a very large extent." It should be pointed out, nonetheless, that the customers have generally passed appositive verdict on staff courtesy and politeness.

CHAPTER 6

SUMMARY, CONCLUSION AND RECOMMENDATIONS

6.0 Introduction

This chapter give a summary of the key findings of the study. Basing on the summary, it also draws conclusions on the study by referring to the objective and trying to answer the key research questions that necessitated the study in the first. Further, it put forward a raft of recommendations on how the service charter can be repositioned as a vital communication as well as measures the ministry and indeed the government may take to improve communications in general between the public sector and its diverse clientele portfolio. Finally the researcher makes suggestions for further research that may help further the debate on public service reforms and public sector communication.

6.1 Summary of the findings

This study set out to establish the effectiveness communication as major component of the public service reforms. It singled out for a critical look the service charter as communication tool in the communication the reform agenda with a focus on the ministry of immigration and registration of persons. The key question included how much the service provider use the charter as their reference point in service delivery, whether the service seekers use the charter to demand services and what other communication tools the ministry uses to communicate its various publics. It further sought to establish how the charter has influence the staff attitude and behaviour towards the customer.

Survey method was used to collect data from both the service providers and service seekers. Besides, one key informant was interviewed. The data from the instruments were then analysed using the statistical package for social sciences (SPSS) which summarised presenting them in pie charts. bar charts, frequency tables and percentages.

Some of the key findings of the study were that a large majority of service seekers at the department of immigration do not know about the existence of a service cheater in the ministry. In contrast, all the service providers know about the existence of the charter and almost all of them know the promises it makes to the customers and timelines therein. However, surprisingly enough, when it comes to using the charter as a reference point for service delivery, the study found out that a considerable number of the staff at the operational cadre do not use it.

Understandably, only a handful of the customer were found to use the charter to demand services, this because in the same only a few know it exists. Nearly all members of staff say they were not involved in the planning and formulation processes of the service charter nor have they been trained on implementations. The key informant, the communications officer at the ministry said that the planning process involved mainly the senior officers of the ministry, but clarified that this was an anomaly that will be addresses at the point of reviewing the service charter.

Majority of those seeking services at the Nyayo House headquarters are from within Nairobi. The number diminishes as one move away form Nairobi, thanks to the availability of services in far flung areas like Mombasa, Kisumu, Eldoret, Malinidi, Lamu and immigration offices at the country's border points.

Other key communication tools used by the ministry to communicate within and outside were identifies in the decreasing order of effectiveness as notice boards are the most effective followed by SMS, suggestion boxes, mass media, in-house publications and lastly open forums.

6.2 Conclusion

The study had one overall objective to establish the effectiveness the of service charter as a communication tool in administering the Public Service Reform Programme. To support this broad objective the study focused on four specific objectives namely: to establish the extent of employees' involvement in the formulation, distribution and implementation of the service charter at the ministry of immigration and registration of persons; to establish the extent which civil servants use the service charter to do their work; establish the extent to which service consumers use the service charter to demand services and to establish reform issues covered by the charter.

In turn these four objectives were handled under four research questions, viz. To what extent do the civil servants use the service charter as a guide in satisfying the client needs? To what extent are customers using the charter to demand services? What reform issues are covered by the service charter? What

are the (other) sources of information on public service reform? What premium does the ministry put on communication as a component in the public service reform programme? Based on the above objectives and questions this study concluded as follows:

(i) The front line civil servants in the ministry are fully conversant with the service charter's content and promise to the service seeker, a large majority of them do not use the charter as reference point in service provision, neither has the charter has influenced their behaviour and attitude in serving their customers.

(ii) The department of immigration front line staff have complied with the fundamental canons of service delivery. This is because a comfortable majority of customers interviewed expressed satisfaction with the parameters, which include timeliness, provision for fault reporting, access to services, simplicity of service procedure, courtesy and politeness, convenience of offices, clarity with definition of eligibility, and so on.

(iii) Due to the initial failure by the ministry's administration failure to involve the frontline staff at the planning and formulation stages of the service charter, they do not feel they own the document and hence do not use the charter as reference point in their service provision.

(iv) Not many customers know about the service charter and therefore only small number of the use it to demand services.

(v) The service charter communicates several issues covered in the public sector reform programmes, and sets out clear channels of feedback and fault reporting.

(vi) The ministry of immigration values communication as crucial component in the public service reform programmes. However the communications office feels it is weak both in terms staffing level and position in the ministry's organisational structure.

6.3 Recommendations

In view of the foregoing findings, which support the view that communication is a crucial component of the public service reform programme, this study recommends that the following be done to improve general communication in the ministry.

6.3.1 For practice and communication improvement

(i) The government of Kenya should formulate a comprehensive communication policy. This will serve to guide all arms of the government in dissemination of public policy positions both to its internal publics (employees) and external publics (customers) as well as its development partners and collaborators.

(ii) The ministry of immigration and registration of persons should develop a communication strategy in which it clearly identifies all its stakeholders/publics and assigns the appropriate modes and tools of communicating its reform agenda to them.

(iii) Strengthening the ministry's communication office as a central player in the reform programmes

(iv) Involvement of all cadres of staff in the planning, formulation and implementation processes the service charter to ensure wider ownership by all these cadres

(v) Ministry should ensure tighter monitoring to ensure adherence to the promises made in the service charter. For instance while the charter promises that all service providers will wear identification badges only a handful have them at any given time.

(vi) The ministry should use all possible means to disseminate the charter to service seekers who need to know what it promises. Such means could include service points, public forums such as shows and exhibitions, churches and leader's meeting.

(vii) The ministry should organise our regular public fora to interact with service seekers to inform them of what it has to offer and get feedback on their expectations.

6.3.2 For further study

(i) Conduct a study on how other important players perceive of the public communications units in relation to public sector reforms programmes

(ii) Carry out a content analysis of major communication materials to currently used by the government to communicate to its various publics

REFERENCES

Argenti, Paul A., (2003). *Corporate Communication*, McGraw-Hill/Irwin, New York

Asif, S., and Sargeant, A., (2000). Modelling Internal Communications in the Financial Services Sector. *European Journal of Marketing*, Vol. 34.

Berlo, David K, (1960). *The Process of Communication*, Holt, Rinehart and Winston: New York.

Budd, Richard W. and Ruben, Brent D., (1972) *Approaches to Human Communication*, Spartan Books, Rochelle Park, New Jersey.

Churchman, C. West (1968). *The Systems Approach*. New York: Dell.

Dembner, S.A. and Anderson, J. "Towards forestry information dissemination and communication strategies: new partners, priorities and technologies" *An* article adapted from a paper prepared for the XX IUFRO World Congress, held in Tampere, Finland, in August 1995.

Doukakis, I., and Proctor, T., (2003), Change Management: The Role of Internal Communication and Employee Development. *Corporate Communications:* An Internal Journal, Vol. 8, No. 4.

Hansen, A., Cottle, S.,Negrine, R., Newbold, C. (1998). *Mass Communication Research Methods*. London; Macmillan

Heeks, R., (1998), "Information Systems for Public Sector Management: Information Systems and Public Sector Accountability." *IDPM Working Paper* Series, No. 1, University of Manchester, UK

Hope, K. R., (2002), "The New Public Management - A Perspective from Africa". In McLaughlin et al, in *New Public Management: Current Trends and Future Prospects*, Routledge, London and New York.

Jefkins, Frank, (1998), *Public Relations*, 5th Edition, Pearson Professional Ltd., England.

Kiragu, Kithinji, (2002), "Improving Service Delivery through Public Service Reform: Lessons of experience from select Sub - Saharan Africa Countries, A Paper presented at the 2nd meeting of the DAC Network on Good Governance and Capacity Development held at the OECD Headquarters, February 14 - 15, 2002.

Kung'u, Beatrice Njeri (2007), Internal Communication in the Civil Service: An Appraisal of the Use of Personnel Circulars in Administering Civil Service Reforms (An M. A. Project) School of Journalism, University of Nairobi.

Lowery, s. A. and De Fleur, M. L. (1988). *Milestones in Mass Communication Research: Media Effects* (Second Edition). New York, Longman
Lundy, James, (1986), *How to Lead so that Others Follow Willingly*, Aylesbury Bucks.

Manion, L. and Cohen (1994). *Research Methods in Education.* London, Routledge

McQuail, Denis, (1987), *Mass Communication Theory, An Introduction* (2nd edition), Sage Publications.

Miller, James G. (1965) "Living Systems: Basic Concepts," *Behavioural Science*, Vol. 10

Mugenda, O. M. and Mugenda, A. G. (1999). Research Methods: quantitative and Qualitative Approaches, Nairobi ACTS

Orodho, J. A., (2004). *Elements of Educational and Social Research Methods.* Nairobi, Masola Publishers

People Daily, October 10, 2008. "Complaints on IDs addressed"

Public Sector Management Office (2004), *Developing Customer Service Charters, A Practical Guide.* June, 2004.

Rogers, Everett M and Shoemaker, Floyd F, (17971 *Communication of Innovations* (2nd edition), Free Press, New York.

Peril, M., *Social Science Research Methods: A Handbood for East Africa.* Nairobi, East African Publishers Ltd.

Singh, Mala, (2004). "Batho Pele" (People First) A policy paper on The South Public Service and Reform Programme.

Sunday Nation, April 19, 2009

Thayer, Lee (1972) "Communication Systems," *Relevance of General Systems Theory New* York: Braziller

Wofford, J. C., Gerloff, E. A. and Cummins, R. C., (1977), *Organisational Communication, the Keystone to Managerial Effectiveness.* McGraw - Hill.

Appendix I

Osir Otteng

P. O. Box 31052 - Ngara Road.00600 Nairobi. Kenya
Tel: 8561201/2/7 or 254 0725 475 055 E-mail: ottengaketch@yahoo.fr

20th October 2008

The Permanent Secretary,
Ministry of State for Immigration & Registration of Persons,
Nyayo House
NAIROBI.

Dear Sir,

RE: RESEARCH PROJECT

This is to request your permission to carry out a research within your Ministry's Department of Immigration.

I am an employee of Kenya Utalii College, currently undertaking a Masters Degree course in Communications Studies at the University of Nairobi. For my research project, I have proposed to undertake a study on the effectiveness of the ***Service Charter*** as a communication tool in administering the on-going public service reform programme.

The proposed project is titled: ***Assessing the Effectiveness of Communication in Administering Public Service Reform Programme – A Case Study of the Use of Service Charter in the Ministry of Immigration and Registration of Persons***

My desire to conduct this research - with your kind permission - within your Ministry is informed by its importance as a provider of unique services which cannot, by law, be obtained anywhere else within the pubic service or private sector. The Ministry's success or otherwise in effectively and efficiently delivering in its mandate is therefore a major yardstick in measuring the Government's overall success in its stated priority and commitment to improving service delivery under the Public Service Reform and Development Programme.

I wish to assure you that this is solely an academic exercise whose finding will not be used for any ulterior purpose whatsoever. I undertake to forward a copy of the final product of my research to your office.

Thanking your in advance

Yours faithfully

Osir Otteng

OFFICE OF THE VICE-PRESIDENT
MINISTRY OF STATE FOR IMMIGRATION AND REGISTRATION OF PERSONS

Website: www.mirp.go.ke
Email: ps@immigration.go.ke
TEL: +254-20-222022
FAX: +254-20-315573
When replying please quote:

Nyayo House, 20th Floor
P.O. BOX 30395-00100
NAIROBI, KENYA

Ref.No. MIR 6/15(84)

7th November, 2008

Mr. Osir Otteng
P. O. Box 31052 -00600
NAIROBI.

RE: RESEARCH PROJECT.

This is to acknowledge receipt of your letter dated 20th October, 2008 concerning the above subject.

You are kindly advised to obtain clearance from the Ministry of Education and forward the same to us for further action.

Thank you for showing interest in our organization.

S. M. WANYAMA
For: PERMANENT SECRETARY

NATIONAL COUNCIL FOR SCIENCE AND TECHNOLOGY

Telegrams: "SCIENCETECH", Nairobi
Telephone: 254-20-241331, 241349,
254-20- 311761, 241376,
Fax: 254-20- 213215
When replying please quote

P. O. Box 30623 –00100
NAIROBI- KENYA

NCST5/002E/546/4

18th December 2008

Michael Osir Otteng
Nairobi University
P O Box 30297

Dear Sir

REF: RESEARCH AUTHORIZATION

Following your application for authority to undertake research on Effectiveness of communication in administering public service perform programme: Case study of use of service Charter in the Ministry of Immigration and Registration of persons.

I am pleased to inform you that you have been authorized to conduct the Research in the Ministry of Immigration and Registration of persons Head Quarters in Nairobi for a period ending 31st March 2009.

You are advised to report to the Permanent secretary of the Ministry before embarking on your research project. On completion of your research, you are expected to submit two copies of your research report to our office.

Z. O. OWITI
FOR SECRETARY

cc:

The Permanent Secretary
Ministry of Immigration and Registration of Persons
Nyayo House.
NAIROBI.

[redacted]

OFFICE OF THE VICE PRESIDENT

MINISTRY OF STATE FOR IMMIGRATION AND REGISTRATION OF PERSONS

Website: www.mirp.go.ke
Email: ps@immigration.go.ke
Tel: +254-20-222022
Fax: +254-20-315573
When replying please quote:

Nyayo House, 20th Floor
P.O. Box 30395 -00100
NAIROBI, KENYA

Ref.No. MIR 1/47 (4)

3rd February, 2009

The Director, Immigration Services
The Director, National Registration Bureau
The Commissioner of Refugee Affairs
The Ag. Director, Civil Registration Department

RE: RESEARCH AUTHORISATION.

Mr. Michael Osir Otteng has been authorized to undertake Research on effectiveness of communication in administering Public Service Reform Programme: Case study of use of Service Charter in the Ministry of Immigration and Registration of Persons, Headquarters in Nairobi for a period ending 31st March, 2009.

You are kindly requested to accord him the necessary assistance.

S. M. WANYAMA
For: PERMANENT SECRETARY

Copy to:

Michael Osir Otteng - You are expected to submit to us a copy of your Research Report on completion.

OFFICE OF THE VICE PRESIDENT
MINISTRY OF STATE FOR IMMIGRATION AND REGISTRATION OF PERSONS

Website: www.mig.go.ke
Email: ps@immigration.go.ke
Tel: +254-20-222022
Fax: +254-20-315513
When replying please quote:

Nyayo House, 20th Floor
P.O. Box 30395 - 00100
NAIROBI, KENYA

Ref: No. MIR 1/47 (6)

Date: March 16, 2009

Director, Immigration Services
Director, National Registration Bureau
Commissioner of Refugee Affairs
Ag. Principal Civil Registrar

P10(c)
Advert to the bearer. He could be into with the assignment by Friday 30th April 2009
15/04

RESEARCH AUTHORIZATION

Reference is made to our letter Ref. No. MIR 1/47 (4) dated 3rd February 2009 on the above subject.

Please note that Mr. Michael Osir Otteng has been given an extension up to 27th May, 2009 to complete his research.

S. M. WANYAMA
For: PERMANENT SECRETARY

Appendix VI

Questionnaire for employees of the Department of Immigration

My name is Osir Otteng. I am a Masters Degree student (Communications Studies) at the University of Nairobi. In partial fulfilment of the said Masters Degree programme, I am conducting a study on the role and effectiveness of your service charter in implementing the on going Public Service Reform Programme. In this regard, I would like to ask you some questions. I assure you that the responses you give are for the purposes of this study only and shall be treated as strictly confidential.

SECTION A: GENERAL INFORMATION

1. Sex

Male ☐ **Female** ☐

RESEARCH TOPIC: Effectiveness of communication in administering public service reform programme – a case study of the use of service charter in the ministry of immigration and registration of persons

Tick where applicable √

PART A: Extent of employees' involvement in the formulation and implementation of the charter

1. Do you have your staff badge/name tag?

(a) Yes ( ) (b) No ( ).

2. Are you aware of any customer service policy in the Ministry of Immigration and Registration of Persons?

(a) Yes ( ) (b) No ( ).

3. Are you aware about the Ministry's service charter?

(a) Yes ( ) (b) No ( ).

4. Have you had any training on the implementation of service charter?

(a) Yes ( ) (b) No ( )

5. Please state the extent of your involvement in the planning and formulation of the service charter choosing the statement that best describes your involvement as listed below.

1 = fully involved 2 = partly involved 3 = not involved at all

	Statement describing service charter activities	Number
1	I was involved in the planning process	
2	I was involved in identification of primary customer of the Ministry's services	
3	I participated in establishing feedback mechanisms	
4	I took part in setting service standards	
5	I participated in writing of service charter	

SECTION B: Extent to which employees use the service charter as a guide in doing their work

6 (a) Are you aware of the service the Ministry promises the customer in the service charter?

Yes ☐ No ☐

(b) If your answer to question 6 (a) above is 'Yes', list the Ministry's service promises to members of the public

	Service Type	Timeline
1		
2		
3		
4		
5		

7. Do you use the service charter as a basis/guide for offering services to members of the public?

(a) Yes ☐ (b) No ☐

(If Yes, proceed to question 8)

8. Rate the extent to which you use the service the service charter to offer the services mentioned in the Table below.

Tick only one box for each statement where:
1 = Very large extent 2 = Large extent 3 = Moderate extent 4 = Small extent 5 = Very small extent

Service	1	2	3	4	5
Issuance of passport					
Replacement of passport					
Extension of passport/Renewal					
Issuance of temporary passport					

9. To what extent has the service charter influenced your attitude and behaviour toward your customers?
Tick only one box for each statement where:
1 = Very large extent 2 = Large extent 3 = Moderate extent 4 = Small extent 5 = Very small extent

1 ☐ 2 ☐ 3 ☐ 4 ☐ 5 ☐

10. Are there other communications tools/channels used by the ministry to communication its service promise to the customers? If the answer is year proceed to question 11.

Yes ☐ No ☐

11. Other than service charter list other channels of communication used by the Ministry to communicate to its customers on reform issues and improved service promise rating them in terms of their effectiveness

Tick only one box for each statement where:
1 = Very effective 2 = effective 3 = Barely effective 4 = Not effective at all

Service	1	2	3	4
Suggestion boxes				
Mass Media				
Notice Boards				
(In-house publications) newsletters				
Open forums (exhibitions)				
Others?				

Thank you for kindly agreeing to be part of this study

Customer Questionnaire

My name is Osir Otteng. I am a Masters Degree student (Communications Studies) at the University of Nairobi. In partial fulfilment of the said Masters Degree programme, I am conducting a study on the role and effectiveness of the Ministry of Immigration and Registration of Persons' service charter in implementing the on going Public Service Reform Programme. In this regard I would like to ask you some questions. I assure you that the responses you give are for the purposes of this study only and shall be treated as strictly confidential.

RESEARCH TOPIC:
Effectiveness of communication in administering public service reform programme – a case study of the use of service charter in the ministry of immigration and registration of persons

Tick Where Applicable √

Part A: Demographic Data

1. Age

(a) Under 20 Yrs ☐ (b) 20 – 29 Years ☐

(c) 30 – 39 Yrs. ☐ (d) 40 – 49 Yrs ☐

(e) 50 Yrs and above ☐

2. Sex.

(a) Male ☐ (b) Female ☐

3. Marital status

(a) Married ☐ (b) Single ☐

(c) Divorced ☐ (d) Widowed ☐

4. Highest level of education

(a) Primary ☐ (b) Secondary ☐

(c) Diploma ☐ (d) Degree ☐

(f) Never attended school ☐

PART B: Extent to which customers use service charter to demand services

5. Have you ever heard about the Ministry of Immigration's service charter?

(a) Yes ☐ (b) No ☐

6. If your answer to question 6 above is 'Yes', mention the media through which you heard about the Ministry's service charter for the first time?

(a) Television ☐ (b) Radio ☐

(c) Newspapers ☐ (d) Government officers ☐

(e) Family members ☐ (f) Friends ☐

(h) Internet ☐ (I) Others (Specify).....

7. Have you ever read the Ministry's service charter?

(a) Yes ☐ (b) No ☐

8. (a) (b) If your answer to question 8 above is 'No', tick the appropriate reason why.

(i) Would like to read it but have not been able to get it ☐ (ii) Not interested ☐

(b) If your answer to question 8 above is 'Yes', rate the extent to which you agree with the following statement about the charter by ticking the appropriate box in the Table below.
Tick only one box for each statement where:

1 = strongly agree 2 = agree 3 = disagree 4 = strongly disagree 5 = do not know

Service charter attributes	1	2	3	4	5
It is easy to read					
It enables me to check my expectations against what is offered					
It provides mechanism for giving feedback if my expectations are not met					

10. List your service expectations from the Ministry of Immigration & Registration of Persons.

	Service	Maximum number hours
1	Issuance of passport	
2	Replacement of passport	
3	Extension of passport	
4	Renewal of passport	
5	Issuance of temporary passport	

11. Do you use the service charter as a basis for demanding services from the Ministry of immigration?

(a) Yes ☐ (b) No ☐

(If Yes, proceed to question 12)

12. Rate the extent to which you use the service charter to demand the services mentioned in the Table below.

Tick only one box for each statement where:

1 = Very large extent ☐ 2 = Large extent ☐ 3 = Moderate extent ☐ 4 = Small extent ☐

5 = Very small extent. ☐

Thank you for kindly agreeing to be part of this study

Interview schedule for internal key informants

6 The department of immigration has been going through major reforms as far as service delivery is concerned, why?

7 What role has communication played in the on going reform programme?

8 What are some of the communications strategies that you are using in communicating with your staff in the endeavour to achieve attitude change?

9 What are some of the communications strategies that you are using in communicating with your customers?

10 Does the Ministry have a communications strategy?

11 What cadre(s) of employees is/are involved at the formulation stage of your communications strategy?

12 Does the department or ministry have an operational communications policy?

13 How do you rank the service charter among your communications tools?

14 Is compliance with service charter an important factor when conducting staff performance appraisal and evaluation?

15 Do you have mechanism for regular feedback from your employees and customers?

16 When did you last carry out survey to gauge public awareness/ views/satisfaction with your services?

17 Can you say that the availability of the service charter in the website has enhanced you communication with your crucial publics?

18 State to what extend the ministry has used ICT in improving services to the public

---

Thank you for kindly agreeing to be part of this study

OPERATING BUDGET

ITEM	AMOUNT (KSH)
Personnel (Research Assistants)	25,000
Stationery	10,000
Transport	10,000
Production	20,000
TOTAL	**65,000**