

Citizen-Centric Administration in India

B. S. Ghuman*, **Ranjeet Singh**** and **Sanjeev Ranjan*****

ABSTRACT

Reinventing government and market led reforms paved the way for citizen-centric administration across the globe. Citizen Charter is one such policy instrument aimed at making administration transparent, responsive, accountable and citizen-centric. This paper, based on secondary data tends to analyse the role of Citizens' Charters in promoting citizen centric administration in India. The study reveals that Charter Programme started with good intentions but failed to make a dent on quality service delivery in India. Charter Programme suffered from lacunae such as limited dissemination of information and outreach of Charter Programme; absence of explicit standards of services, lack of involvement of various stakeholders in the formulation and implementation of the Citizens' Charter; absence of legal enforceability, toothless grievance redressal system, eschewing of review and updating of charters; and no provision of assessment of the charter by an independent agency etc. International experience may help India to strengthen its Charter Programme. Sevottam model based on international best practices such as Charter Mark in the UK and Malcolm of the USA may be helpful in improving the service delivery systems under Charter Programme in India. Involving various stakeholders while formulating and implementing the Charter by organizations, disseminating information amongst Citizens about the programme, regular surveys and citizen feedback for reviewing and updating the charter and lastly sensitizing the frontline staff and their regular capacity building can help to make Charter Programme a game changer in the field of service delivery.

The landscape of governance has witnessed phenomenal changes patterned on the philosophy of reinventing government and business like reforms in public sector for improving government's efficiency, effectiveness and increasing responsive to citizens in service delivery mechanisms (Dunsire, *et al.*, 1988; Swann, 1988; Hood, 1991; Barzelay, 1992; Osborne and Gaebler, 1992, Jordan and Ashford, 1993; Pollitt, 1993; Stretton and Orchard, 1994; Gray and Jenkins, 1995; Kirkpatrick and Lucio, 1996; Kaboolian, 1998; Nikos, 2000;

* Vice-Chancellor, Punjabi University, Patiala, India, E-mail: vc@pbi.ac.in; ghumanbs54@gmail.com

** Corresponding Author, Post Doctoral Fellow, University Grants Commission, Department of Public Administration, Panjab University Chandigarh, India, E-mail-sandhuranjeet22@gmail.com

*** Guest Faculty, Department of Evening Studies, Panjab University Chandigarh, India, E-mail-sanjeev_ranjan81@yahoo.com

Ghuman, 2001; Drewry, 2003 and Haque, 2005, Nigussa, 2014). The governments have re-oriented themselves to be more responsive to their citizens in terms of service quality, accessibility and accountability (Torres, 2003 and Haque, 2005). In wake of these changes, governments took slew of policy measures for making governance responsive, transparent, accountable and citizen-centric. India is no exception to this trend. The policy measures for promoting citizen-centric administration in India include The Right to Information Act; Citizens' Charters; Ombudsman institutions; Right to Service Acts; grievance redressal mechanisms; e-governance; simplification of procedures to reduce time and cost in the delivery of services, etc.

Out of these initiatives Citizens' Charters promote citizen-centric governance more explicitly. Along with promoting citizen centric administration it is a tool for providing quality services and ensuring responsibility and responsiveness of civil servants (Garg, 2006; Haque and Ahsan, 2016). This initiative creates a virtuous circle between service receiver and provider. Service receivers become empowered with the knowledge regarding quality of services and modes available at their disposal to redress their grievances and on the other hand service providers are offered incentives to improve performance and enhance transparency and responsiveness towards citizens' concerns and needs (Clifton, *et al.*, 2005). It is in this backdrop that the present paper has been conceived. The paper is organized into four sections. Section I deals with objectives and methodology, whereas conceptual framework is discussed in section II. Section III contains major findings and concluding observations are discussed in section IV.

Objective and Methodology

The major objective of the paper is to analyse the role of Citizens' Charter in promoting citizen-centric administration in India. The paper is based on secondary data collected from Reports of Department of Administrative Reforms and Public Grievances, Second Administrative Reforms Commission, Government of India, Public Affairs Centre, Bangalore, and other research sources.

Conceptual Framework

As stated earlier that the shift from traditional model of administration to contemporary public administration was due to increasing pressure on state bureaucracy to become more responsive to the citizens as clients. Responsiveness generally denotes, "the speed and accuracy with which a service provider responds to a request for action and the reply of the public agency or the public servant" (Vigoda, 2002). Responsiveness is best depicted by two strands of literature in public administration (Vigoda, 2002). According

to one approach responsiveness tends to compromise professional effectiveness because it forces public servants to satisfy citizens even if such actions are contrary to general public interest. Thus in the process short term popular decisions are put forward whereas long term public interests are sacrificed (Rourke, 1992). The other approach suggests that democracy requires administrators to be responsive to popular will of masses through legislatures (Stivers, 1994; Stewart and Ranson, 1994). This approach encourages a flexible and dynamic public sector or management based government and public administration (G&PA) to improve their performance effectiveness and efficiency. Whatsoever the situation be, the responsiveness is critical to administration so that heterogeneous demands are well understood and accommodated (Vigoda, 2002).

There is up swell of literature in public administration promoting greater interaction between citizens and administration. The interaction of citizens and administration has been evolving over the years. The following five paradigms articulate the Public Administration-Citizen interaction:

Coerciveness (Citizens as Subject and Administrators as Ruler).

Delegation (Citizens as Voters and Administrators as Trustees).

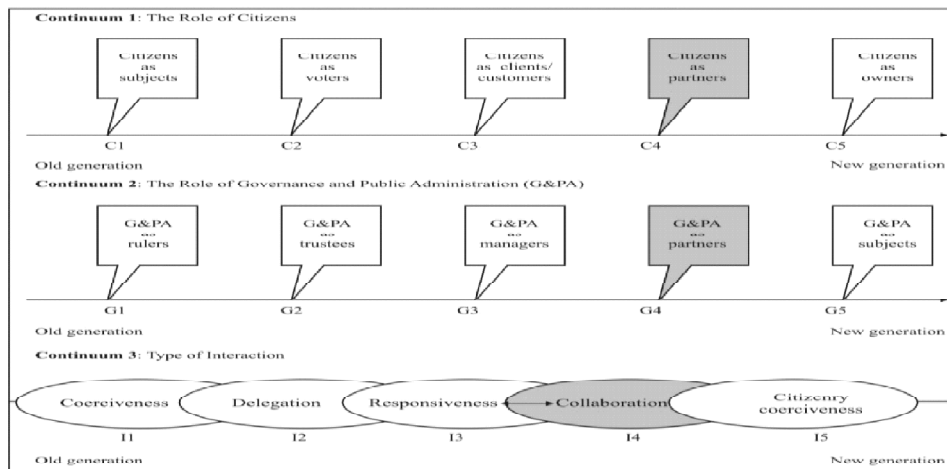
Responsiveness (Citizens as clients/ customers and Administrators as Manager).

Collaboration (Citizens as Partners and Administrators as Partners).

Citizenry Coerciveness (Citizens as Owners and Administrators as Subjects).

An Evolutionary Continuum of Public Administration-Citizen Interaction

In India administration-citizen interaction in practice lies between Delegation and Responsiveness paradigms.



Source: Vigoda (2002).

Major Findings

Citizens' Charter

The Citizens' Charters (CCs) aim at establishing transparent, accountable and citizen-friendly organization (Government of India, 2009). CCs emphasize on making the standards of public service measurable and more visible in tune with expectations of the citizens. CCs are a contract between state and citizens for service delivery patterned on business like relationships. Its purpose is to monitor service delivery and service quality by providing prior information on such standards (Haque, 2005). The CCs for public services focus on quality, choice, standard and value (Falconer and Ross, 1999). Nikos succinctly sums up CCs as, "public documents setting out standards of service to which customers are entitled" (Nikos, 2000, Rab and Rahaman, 2017).

The objectives of CCs include making public service mechanisms transparent and accessible, making government accountable, increasing service providers responsiveness to customers concerns, reducing unnecessary delays in service provision, specifying the service and service quality, giving priority to customers and providing them all relevant information (Torres, 2003; Paul, 2008, and Rab and Rahaman, 2017).

Citizens Charter brainchild of the UK Prime Minister John Major were launched in the UK in July 1991 through a White Paper, titled, "The Citizens' Charter". The CCs encapsulated John Major's personal vision of public services to be more sensitive towards consumers (Drewry, 2005). The six principles underlying CCs are high standards, openness, information, choice, non-discrimination, accessibility and proper redress when things go wrong (Drewry, 2005). In 1998 Labour Government under Tony Blair re-launched the Citizen Charters and re-named it as 'Service First', which embodied nine principles such as set standards of service, be open and provide full information, consult and involve, encourage access and promotion of choice, treat all fairly, put things right when they go wrong, resource efficiency, innovate and improve, work with others to ensure that services are simple in use (Falconer and Ross, 1999).

The impressive performance experienced in the U.K. in the field of the Citizens' Charters has generated interest in this administrative device the world over and several countries including India have implemented similar programmes (Sahoo and Kapoor, 2012). Prominent countries using this administrative innovation on the patterns of UK are Belgium, Public Service User Charter, 1992; France, Service Charter, 1993; Malaysia, Clients Charter, 1993; Portugal, The Quality Charter in Public Services, 1993; Spain, The Quality Observations, 1993; USA, Customers First, 1994; Canada, Service Standards

Initiatives, 1995; Australia, Service Charter, 1997; India, Citizens' Charter, 1997; South Africa, People First, 1997; Sweden, Citizens' Service, 1998; Tanzania, Customer Service Charter, 2001; Bangladesh, Citizen's Charter, 2007 and most recently Ethiopia, Citizens' Charter, 2012.

Citizens Charter in India

In India, the seeds of CCs were sowed in 1994 at a meeting of Central Consumer Protection Council held in Delhi, where consumer rights activists drafted a charter for health service providers (Public Affairs Centre, 2007). Subsequently a national debate on effective and responsive administration was initiated at Conference of Chief Secretaries on 20th November 1996, which paved the way for Chief Ministers Conference on *Action Plan for Effective and Responsive Administration* held on 24th May 1997. Chief Ministers' Conference became instrumental for giving concrete shape to CCs by adopting a resolution. Therein various ministries, departments and agencies having larger public interface announced their own Charters (Garg, 2006).

Department of Administrative Reforms and Public Grievances (DAR&PG) is assigned with the task of coordinating, formulating and operationalizing the CCs throughout India. In this regard Department provides various guidelines for formulating CC to government departments and agencies. The Department of Consumer Affairs (the Ministry of Food and Consumer Affairs), the Consumer Coordination Council (CCC), an apex body of 50 consumer organizations (NGOs) have played an active role by providing sufficient policy inputs and creating a conducive environment for the adoption of the programme. A model document of CCs contains ten essential components, namely, vision and mission statement, details of business transacted including clients' detail, information about the department, services being provided, standards of services including quality, time frame etc., obligations of the clients, expectations of the citizens, rights and compensation of the clients and grievance redressal mechanisms. While designing a charter Department/ agency is expected to include these ten essential components into its CC (Garg, 2006).

It is relevant to mention here that the civil society crusade against corruption led by Anna Hazare has renewed interest in the Citizens' Charters Programme. The civil society has articulated three pronged strategy for combating corruption. First, enactment of an effective Lokpal Act, second, the institution of Lokayukta at State level for mitigating corruption and third, revival of Citizens' Charters Programme. The LokPal Act has already been enacted. A bill titled, "The Right of Citizens for Time Bound Delivery of Goods and Services and Redressal of their Grievances Bill, 2011" regarding Citizens' Charter is pending in the Parliament.

Indian Citizens' Charters programme started in 1997 aims to make administration more citizen-centric through the provision of the citizens' entitlement to public services; wide publicity of standards of performance; quality of services; access to information; simplifying procedures for complaints; time-bound redressal of grievances; a provision for scrutiny of performance by an outside agency (Government of India, 1997).

Box 1	
Principles Governing Citizens' Charter	
i.	Wide publicity of Standards of performance of public agencies and local bodies
ii.	Assured quality of service
iii.	Access to information- courtesy and helpfulness of staff
iv.	Choice and consultation with the citizens
v.	Simplified and convenient procedures for receipt and acknowledgement of complaints and time bound redressal of grievances and
vi.	The provision for independent scrutiny of performance with the involvement of Citizen group."

Source: Government of India, 1997.

In India about 1120 public organizations have announced their citizens' charters out of which 115 are federal government organizations and 1005 are state government organisations.

Table 1
Number of Citizens' Charters in Central Government and Select States & UTs

<i>Government</i>	<i>Number of Citizens' Charters</i>
Central government	115
Andhra Pradesh	045
Goa	063
Gujarat	293
Haryana	089
Himachal Pradesh	008
Jammu and Kashmir	009
Punjab	017
Rajasthan	062
Government of NCT of Delhi	075
Chandigarh	020
Pondicherry	051
Other States/UTs	273
Total	1120

Source: Department of Administrative Reforms and Public Grievances, GOI.
[Online retrieved] from <http://www.goicharters.nic.in/charter-state.htm>

Sevottam Model

To give fillip to CCs and improve quality of service delivery in India, *Sevottam* Model has been introduced by Union Government. The model is patterned on the best practices, such as, Charter Mark of the UK and Malcolm Model of the USA. The model primarily has three modules, namely, effective implementation of CCs by receiving inputs from citizens on service entitlements; having in place a good grievance redress mechanism and capability building. A Process Quality Assessment is carried out to ascertain an organizations' commitment towards employing service delivery improvement tools and also its ability to learn from such experience. For this an assessment criteria is chalked out and an organization which scores high is appreciated. Assessment of Charter effectiveness is carried out on the basis of organizations' ability to design, formulate and implement CC and also regular review of comments based on stakeholders needs.

Grievance redress machinery has been assessed on the basis of organization effectiveness in grievance handling such as how grievances are received, resolved and prevented. Service delivery capability is judged on the basis of efforts of organization for better utilization of resources and improved infrastructure, usage of technology and human resource management. An organization has to conform to the IS 15700: 2005 standard in order to achieve *Sevottam* certificate (Government of India, 2011).

The complete *Sevottam* framework has been implemented on pilot basis in 10 Government Ministries/Departments. These are India Post (New Delhi GPO), CBDT (*Ayakar Seva Kendra*, Pune), CBEC (all the three Commissionerates in Delhi), *Kendriya Vidyalaya Sangathan* (KV Sector 8 R K Puram and KV Delhi Cantt.), Department of Pensions and Pensioners Welfare, Employees Provident Fund Organization, Karnal, Ministry of Food Processing Industries, Registrar of Companies, under Ministry of Corporate Affairs, *Hazrat Nizamuddin* Railway Station, New Delhi and Passport Division of Ministry of External Affairs. The other organizations, namely, Council for Advancement of People's Action and Rural Technology (CAPART) under Ministry of Rural Development, 5 Police Stations in Gurgaon, Foreigners Regional Registration Office (FRRO) under Ministry of Home Affairs and Protectorate General of Emigrants, under Ministry of Overseas Indian Affairs have implemented two modules of *Sevottam* model i.e. Citizens' Charter and Grievance Redress Mechanism. Altogether 12 government departments have received certification of IS 15700:2005.

To enhance capability for *Sevottam* in other Union and State Government Departments eight workshops were organized for two modules, namely, Citizen's Charter and Grievance redress mechanism. Sixty two departments

of Central Government having more than 5000 subordinate organizations under them have implemented *Sevottam* compliant Citizens' Charter and centralized public grievance redress and monitoring system.

Four state governments, namely, Himachal Pradesh, Karnataka, Madhya Pradesh and Orissa have piloted Quality Management System (QMS) *Sevottam* project in four different sectors such as Water supply and Sanitation, Women and Child Development for Integrated Child Development Services through *Anganwadi* Centres, Food Supplies and Consumer Affairs, and Public Health and Family Welfare through Primary Health Centres. The QMS *Sevottam* at state level comprise two components, namely, implementing the pilot from the department level to village level for one select service of the department and other include capacity building of the State Administration Training Institute aiming to capacity building of other departments and finally 'Centre for *Sevottam* Training' is established in the Administration Training Institute of the State. In 2012-13 *Sevottam* was piloted in various units of 11 Central Government Ministries/ Departments and 6 State/ Union Territories departments (Government of India, 2012).

Evaluation of Citizens Charters in India

A perusal of CC approximately after 20 years of their implementation brings forth the notion that Charters have not been able to achieve their intended outcome for service delivery. Outreach of CCs amongst the citizen is abysmally low. Citizens are not aware about the Charter Programme (Ghuman, 2000; Garg, 2007; Ghuman and Mehta, 2007 and Sharma, 2012). It is lamented to state that the awareness amongst employees regarding Charters is also very low (Ghuman and Mehta, 2007). While formulating Charters various stakeholders such as office staff, NGOs, clients are not involved. CC are prepared in haste to meet deadlines set by higher tier of government (Sharma and Agnihotri, 2001; Ghuman and Mehta, 2007; Indian Institute of Public Administration, 2008 and Sharma, 2012). Also the Charters of public agencies do not include all ten essential components of model document. Few provided basic service standards and grievance redressal mechanisms whereas very few included compensation clause in case of failure of service provision (Paul, 2008).

Redressing citizens grievances is one of the essential mandate of the CC. All the organizations do not explicitly mention about the time period to redress the grievance (Ghuman, 2000; Ghuman and Mehta, 2007). Grievance redressal mechanism is better in industry sector agencies in comparison to the social sector agencies (Paul, 2008).

In few cases even though grievance redressal modes are available but senior officials shield junior officials when complaints are registered on

account of asking for bribes in lieu of services (Garg, 2007). Thus prevailing corruption involving gifts, bribes, etc, has undermined the performance of the CCs in India (Haque, 2005). Charters are also kept out of reach of citizens because managers are not able to effectively control their staff due to prevailing personnel policies (Ghuman and Mehta, 2007).

Usage of information and communication technology (ICT) has enhanced citizens' interface with administration. In this regard it has been found that Charters of Central Government are more accessible electronically as compared to state governments except governments of Rajasthan, Andhra Pradesh, Tamil Nadu and NCT, Government of Delhi (Public Affairs Centre, 2007). Also, Charters with their technology based grievance redressal mechanisms such as help lines have performed well in urban areas whereas rural people lack expertise to access such channels (Joshi, 2010).

It is the basic spirit of Charter Programme to review and update them on regular basis so as to overcome the existing anomalies and fine-tune them with clients' needs. But in India very few charters are reviewed and up-dated on regular basis (Public Affairs Centre, 2007; Indian Institute of Public Administration, 2008 and Sharma, 2012). For making CC programme a success story, it is essential that an independent organization should assess the performance of CCs. Unfortunately, in India, no independent institutional mechanism has been worked out for assessing the performance of CCs. The DAR&PG has funded independent scrutiny of Indian Railways, LIC, Department of Telecommunication and Delhi Hospitals. This exercise is neither repeated nor extended to other organisations (Public Affairs Centre, 2007).

According to Second Administrative Reforms Commission charters of field offices should be different from head office due to variation in human resources, number of cases being dealt, complexity, etc. But it has been found that a centralised approach suggesting that one size fits all is followed. The local agency generally has same charter as the parent organization and thus local needs are overlooked while formulating charters (Government of India, 2009).

In India prevailing social exclusion based on gender, income, caste, etc. has resulted in poor access to services by marginalized sections. The poor access is further accentuated by low spending by government on social services. In this adverse scenario Charters cannot achieve their objectives of responsive and quality service delivery to poor equitably. Thus social exclusion is a major constraint on CCs for services as access to them is skewed and poor suffer in the process (Haque, 2005).

Delivering quality service to the citizens is the hallmark of Charter Programme. But in India very few charters have included measurable

standards against which quality check can be done (Ghuman and Mehta, 2007 and Indian Institute of Public Administration, 2008).

The major hurdle in effective implementation is lack of legal enforceability of charters. None of the charters are legally backed. In case of non-compliance no legal action can be taken against public organizations. For example Charters of LIC states, "This Charter does not become a part of the policy conditions of our customers..." (Ghuman, 2000). This has rendered the Charters as mere compilations of good promises without much substance and teeth. The Bill titled, "The Right of Citizens for Time Bound Delivery of Goods and Services and Redressal of their Grievances Bill, 2011", however, proposes to overcome this limitation of the Citizens' Charters.

A study titled, "India's Citizens' Charter: A Decade of Experience" conducted by Public Affairs Centre, Bangalore in 2007 evaluates the quality of the ten essential components of a model document of charters implemented by 6 departments (Table 2).

Table 2
Average Grades Received by Charters by Sector

Charter Component	% of Total Score Obtained						Overall
	Social Development	Agriculture & Rural Development	Infrast- ructure	Environ- ment	Industry	General Admin.	
Vision & Mission Statement	68%	69%	76%	83%	85%	64%	73%
Business Transacted	81%	84%	91%	91%	81%	88%	85%
Related Legislation	37%	14%	26%	50%	34%	67%	35%
Information About Dept.	41%	54%	40%	85%	58%	59%	50%
List of Services	24%	21%	22%	24%	22%	25%	23%
Quality Standards	50%	61%	69%	59%	59%	44%	57%
Citizen's Duties	41%	28%	54%	63%	23%	41%	41%
Rights & Compensation	20%	17%	24%	31%	12%	26%	21%
Grievance Redress	36%	39%	39%	59%	38%	34%	38%
Citizen Friendly Measures	62%	61%	67%	61%	59%	51%	63%
Overall (% of Total Points)	41%	43%	45%	55%	44%	44%	44%
Avg. Score (Points)	41.2	42.7	45.2	54.5	44.2	44.1	43.9

Note: Percentages indicate the average fraction of the total possible number of points (100) a Citizen's Charter could receive for a given charter component.

Source: Public Affairs Centre, 2007.

From Table 2 it is evident that all the organizations have been effective in listing two components of the model document, namely, vision and mission statements and business transacted as their overall score for these two components are 73 percent and 85 percent respectively. On the other hand

the overall scores for other two components, *viz*, listing of various services and rights and compensation are 23 percent and 21 percent respectively which are abysmally low. The other components of charter presenting dismal picture are related legislation and grievance redress. Their overall scores are 35 percent, and 38 percent respectively. Moreover none of the department except Environment Department has overall score of all the ten components more than 50 percent.

Thus in India, Charter Programme suffered from various shortcomings such as limited dissemination of information and outreach of Charter Programme, absence of explicit standards of services, lack of involvement of various stakeholders in the formulation and implementation of the Citizens' Charter, absence of legal enforceability, eschewing review and updating of charters, toothless grievance redressal system, no provision of assessment of the charter by an independent agency, etc. This reflects the common phenomenon of rhetoric-reality gap in governance structures. Alternatively stating, the Charter Programme in India deviates considerably from its philosophy and theoretical foundations.

Learning from International Experience

In the administrative reforms for making governance citizen centric India emulated the Charter Programme of the UK .Experience from the UK and best practices of other countries can help India to further strengthen its service delivery mechanism especially under the Citizens' Charter. The Charters are designed for citizens and thus it is essential to involve citizens at various stages of Charter formulation and implementation. Foremost priority should be accorded to Citizens' voices, while formulating and reviewing the charters; through consultation and feedback processes (Ghuman and Mehta, 2007). The Australia Taxpayer's Charter model can be very useful in this regard. In Australia the Charter programme was developed over two years in consultation with stakeholders such as department staff, general public, business groups and experts (James, *et al.*, 2005).

Charter implementation should be conscious decision involving time and human resources rather than a casual approach. In the UK for Charter Programme a dedicated staff has been provided. Further, Citizens Charter Unit, Charter Mark, Quality Networks, Complaint task force, people's panel was established for monitoring the programme. Fixed qualitative and quantitative standards were set up for all the services being provided by an organization. This practice also helped in assessing the Charters (Schiavo, 2000). On the other hand in Italy casual approach based on 'garbage can model' was adopted for formulating and implementing CCs. For this purpose (*Carta dei servizi*) a committee of three part time experts was constituted without

permanent staff. Limited time was allotted for setting quality standards. These shortcomings on various fronts have hampered the performance of Charter programme in Italy (Schiavo, 2000). By learning from both the UK and the Italian experience, a holistic approach towards CC should be adopted in India.

Based on the UK model the standards of services in India should be explicitly mentioned in a Charter along with provisions for adequate compensatory mechanism to service seeker in case of non-compliance of standards (Schiavo, 2000). Public comments should be invited for evaluating and setting standards of services against the set targets on the lines of North Ireland Charter Programme (Ray, 1998). Complaints redress procedure could be strengthened by adopting the UK practice of availability of complaint book to the service seeker on tables at important places and further investigation of complaints should be done by an official from another department of the concerned ministry (Ray, 1998).

Reviewing and updating of Charters is essential both for overcoming problems being faced and retaining dynamism of service delivery mechanisms. For instance in the UK due to frustrations amongst the relatives of patients when the standards were not met by hospital staff violent clashes occurred. Thus NHS reviewed the Charter and added an aspect of patients' responsibility including that to behave decently towards hospital staff (Drewry, 2005). Similar problems were reported in Canada while implementing the Patients' Bill of Rights for hospital services (Drewry, 2005).

Regular surveys and other research tools such as focus groups of staff and consumers and in-depth interviews with professionals based on Australia's Taxpayers' Charter should be undertaken by concerned department while revising the Charters (James, *et al.*, 2005). Charters should be available in vernacular languages. It is relevant to mention here that in England charters are available in English, Gurumukhi, Punjabi, Gujarati, Bengali, Hindi, Chinese and Vietnamese, etc. This helps citizens to easily understand their rights (Ray, 1998).

The Spanish bottom up and voluntary approach for implementing the Charters had a positive impact on perception of quality and service charter. Adoption of this approach can help in making CC programme in India more effective. Further the Spanish experience also suggests that regular citizen satisfaction surveys should be undertaken to ascertain the gap between service provided and service demanded so that deviations are corrected and quality is restored (Torres, 2006). Performance audits on the patterns of Anglo-American model should be conducted by public bodies and their reports should be published for improving managerial capacity (Torres, 2006).

Concluding Observations

In India, citizen-centric governance although has received boost, but it has not been able to achieve the desired end. Policy innovations were good in spirit but lacked on account of effective implementation. Same is the fate of Charter Programme. Although Charter Programme was emphatically conceived by government but the programme failed to make a dent on quality service delivery. CCs suffered on account of minimum information dissemination amongst people, lack of technically competent staff to take forward the spirit of programme, absence of legal enforceability, eschewing review and updating of charters, toothless grievance redressal system, etc. A close networking of *Sevottam* model with Citizens' Charters provides opportunity for assessment and improvement of service delivery apparatus in India.

Learning from international as well domestic good practices holds the key for refining Charter Programme in India. International experience suggests that the UK model should be emulated in terms of mentioning explicit standards of service, provision of dedicated staff, Charter Mark; involving various stakeholders while formulating and implementing the Charter by organizations on the pattern of Australian Taxpayers' Charter, disseminating information amongst Citizens about the programme, Spanish bottom up approach and regular citizen satisfaction surveys and citizen feedback for reviewing and updating the charter, performance audits of Charters of public bodies on the Anglo-American lines and lastly sensitizing the frontline staff and their regular capacity building can help to make Charter Programme a game changer in the field of service delivery. The domestic policy instrument worth mentioning is Rights to Service Acts enacted by various state governments. These acts can overcome the hurdle of lack of legal enforceability of Charter Programme. This innovation is in its infancy thus efforts should be made towards strengthening the linkages between Right to Service Acts and the Charter Programme.

References

- Barzelay, Michael (1992), *Breaking through Bureaucracy: A New Vision for Managing in Government*, University of California Press, Berkeley and Los Angeles, USA.
- Clifton, Judith; Comín, Francisco & Fuentes, Daniel Díaz (2005), "Empowering Europe's Citizens'?", *Public Management Review*, Volume 7, Number 3.
- Drewry, Gavin (2005), "Citizen's Charters", *Public Management Review*, Volume 7, Number 3.
- Falconer, Peter K. and Ross, Kathleen (1999), "Citizen's Charter and Public Service Provision: lessons from UK Experience", *International review of Administrative Sciences*, Volume 65, Number 3.

- Dunsire, Andrew; Hartley, Keith; Parker, David (1988), "Organizational Status and Performance: A Conceptual Framework for Testing Public Choice Theories" *Public Administration*, Volume 66, Number 4.
- Garg, Priti, (2006), "Citizens' Charter; A step towards making Bureaucracy Responsive and Responsible", *The Indian Journal of Political Science*, Volume 67, Number 2.
- Ghuman, B.S. (2000), "Reflections on Citizens' Charter in India", *Management in Government*, A Journal of Administrative Reforms, Volume XXXII, Number, 2, New Delhi.
- Ghuman, B.S. (2001), "New Public management: Theory and Practice", *Indian Journal of Public Administration*, Volume XLVII, Number, 4, New Delhi.
- Ghuman, B.S. and Mehta, Akshat (2007), "Policy Transfer and Citizen Charter: The Indian experience" *Indian Journal of Public Administration*, Volume LIII, Number, 4, New Delhi.
- Government of India (1997), "Action Plan for Effective and Responsive Government", *The Conference of Chief Ministers 24 May 1997*, Department of Administrative Reforms and Public Grievances, Ministry of Personnel, Public Grievances and Pension, New Delhi.
- Government of India (2009), "Citizen Centric Administration: The Heart of Governance", *Twelfth Report, Second Administrative Reforms Commission*, Department of Administrative Reforms and Public Grievances, Ministry of Personnel, Public Grievances and Pension, New Delhi.
- Government of India (2011), "Guidelines for Implementing Sevottam" *Department of Administrative Reforms and Public Grievances*, Ministry of Personnel, Public Grievances and Pensions, New Delhi.
- Government of India (2012), "Sevottam – A Continuing Journey", *Department of Administrative Reforms and Public Grievances*, Ministry of Personnel, Public Grievances and Pensions, New Delhi.
- Gray, Andrew and Jenkins, Bill (1995), "From Public Administration to Public Management: Reassessing a Revolution?" *Public Administration*, Volume 73, Number 1.
- Haque, MShamsul (2005), "Limits of the Citizen's Charter in India", *Public Management Review*, Volume 7, Number 3.
- Huque, Ahmed Shafiqul and Ahsan, A.H.M. Kamrul (2016), "Citizen's Charter and Implementation Failure: Performance of Local Councils in Bangladesh", *Public Administration and Polity- An Asia-Pacific Journal*, Volume 19, Number 1.
- Hood, Christopher (1991), "A Public Management for All Seasons?", *Public Administration*, Volume 69, Number 1.
- Indian Institute of Public Administration (2008), "Citizen's Charters in India: Formulation, Implementation and Evaluation", Sponsored by *Department of Administrative Reforms and Public Grievances*, Ministry of Personnel, Public Grievances and Pensions, Government of India, New Delhi.

- James, Simon; Murphy, Kristina and Reinhart, Monika (2005), "The Citizen's Charter: How Such Initiatives Might be more Effective, *Working Paper No. 65*, Centre for Tax System integrity, Research School of Social Sciences, Australian National University, Canberra.
- Jordan, Grant and Ashford, Nigel (1993), *Public Policy and the Impact of the New Right*, Printer Publishers, London UK.
- Joshi, Anuradha (2010), "Impact and Effectiveness of Transparency and Accountability and Initiatives: A review of the evidence to date", Institute of Development Studies, Review of Impact and Effectiveness of Accountability and Transparency Initiatives funded by DFID.
- Kaboolian, Linda (1998), "The new Public Management; Challenging the Boundaries of the Management vs. Administration Debate", *Public Administration Review*, Volume 58, Number 3.
- Kirkpatrick, Ian and Lucio, Miguel Martinez (1996), "Introduction: The Contract State and the Future of Public management" *Public Administration*, Volume 74, Number 1.
- Nigus, Fekadu (2014), "A Critical Analysis of the Conceptualization and Implementation of Citizens' Charters: Case Studies from UK, India, South Africa and Ethiopia", *Public Policy and Administration Research*, Volume 4, Number 1.
- Nikos, M. (2000), "Trends of Administrative Reform in Europe: Towards Administrative Convergence?", Paper presented at *International Conference of the International Institute of Administrative Sciences*, held on 19 - 22 June at University of Bologna, Italy.
- Osborne, David and Gaebler, Ted (1992) *Reinventing Government: How the Entrepreneurial Spirit is Transforming the Public Sector*, Reading, Addison Wesley.
- Paul, Samuel, (2008), "India's Citizen's Charters: in Search of a Champion" *Economic & Political Weekly*, Volume 43, Number, 7.
- Pollitt, Christopher (1993), *Managerialism and the Public Services: Cuts or Culture in the 1990s*, Oxford, Basil Blackwell, UK.
- Public Affairs Centre (2007), "India's Citizen's Charters: A Decade of Experience", *Public Affairs Centre*, Bangalore.
- Rab, Abdur and Rahaman, Md. Mahbubur (2017), "Challenges and Prospects of Implementing Citizen Charter: A Study of Union Parishad in Bangladesh", *Research on Humanities and Social Sciences*, Volume 7, Number 3.
- Ray, C.N. (1998), "Citizens' Charter in India: An Overview", *Indian Journal of Public Administration*, Volume XLIV, Number, 4, New Delhi.
- Rourke, Francis E. (1992), "Responsiveness and Neutral Competence in American Bureaucracy", *Public Administration Review*, Volume 52, Number 6.
- Sahoo, Niranjana and Kapoor, Arjun (2012), "India's Shifting Governance Structure; From Charter of Promises to Service Guarantee", *Observer Research Foundation Occasional Paper # 35*, New Delhi.

- Schiavo, Luca Lo, (2000) "Quality Standards in the Public Sector: Differences Between Italy and the UK in the Citizen's Charter Initiative, *Public Administration*, Volume 78, Number 3.
- Sharma, Alok and Agnihotri, Vivek K. (2001), "The Citizen's Charter: the Indian Experience", *International Review of Administrative Sciences*, Volume 67, Number 4.
- Sharma, Deepak (2012), "An Evaluation of a Citizen's Charter in Local Government: A Case Study of Chandigarh, India", *JOAAG*, Volume 7, Number 1.
- Stewart, John, and Ranson, Stewart (1994) "Management in the Public Domain", In *Public Sector Management*, edited by D. McKeivitt and A. Lawton, Sage Publications, London.
- Stivers, Camilla (1994), *Gender Images in Public Administration: Legitimacy and the Administrative State*. Thousand Oaks, CA: Sage Publications.
- Stretton, Hugh and Orchard, Lionel (1994), *Public Goods, Public Enterprise, Public Choice: Theoretical Foundations of the Contemporary Attack on Government*, St. Martin's Press, London, UK.
- Swann, Dennis (1988), *The retreat of the state: deregulation and privatization in the UK and US*, Harvester Wheatsheaf, New York.
- Torres, Lourdes (2003), "Service Charters: Reshaping the Government - Citizen Relationship: the Case of Spain", Paper presented at International Conference on Policy and Politics in a Globalizing World, held on 24 - 26 July at Bristol, UK,
- Torres, Lourdes (2006), "Service Charters in Spain: Transparency and Citizen Empowerment or Government marketing?", *Public Money and Management*, Volume 26, Number 3.
- Vigoda, Eran, (2002), "From Responsiveness to Collaboration: Governance, Citizens, and the Next Generation of Public Administration", *Public Administration Review*, Volume 62, Number 5.



This document was created with the Win2PDF "print to PDF" printer available at <http://www.win2pdf.com>

This version of Win2PDF 10 is for evaluation and non-commercial use only.

This page will not be added after purchasing Win2PDF.

<http://www.win2pdf.com/purchase/>