

**CITIZENS AND THE CITIZEN'S CHARTER: A STUDY OF JHANSI
DISTRICT ADMINISTRATION IN UTTAR PRADESH**

*Dissertation submitted to Jawaharlal Nehru University in partial
fulfillment of the requirements for the award of the Degree of*

MASTER OF PHILOSOPHY

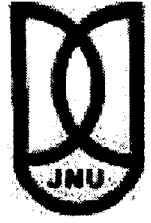
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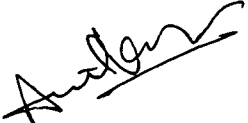
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CERTIFICATE

This is to certify that the dissertation entitled “**Citizens and the Citizen’s Charters: A Study of Jhansi District Administration in Uttar Pradesh**”, submitted by **Anil Kumar** in partial fulfilment of the requirements for the award of the **Degree of Master of Philosophy** of **Jawaharlal Nehru University** has not been previously submitted for the award of any degree of this or any other university and is his original work.


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We recommend this dissertation to be placed before the examiners for evaluation.


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Dedicated
To
Mummy & Papa

ACKNOWLEDGEMENT

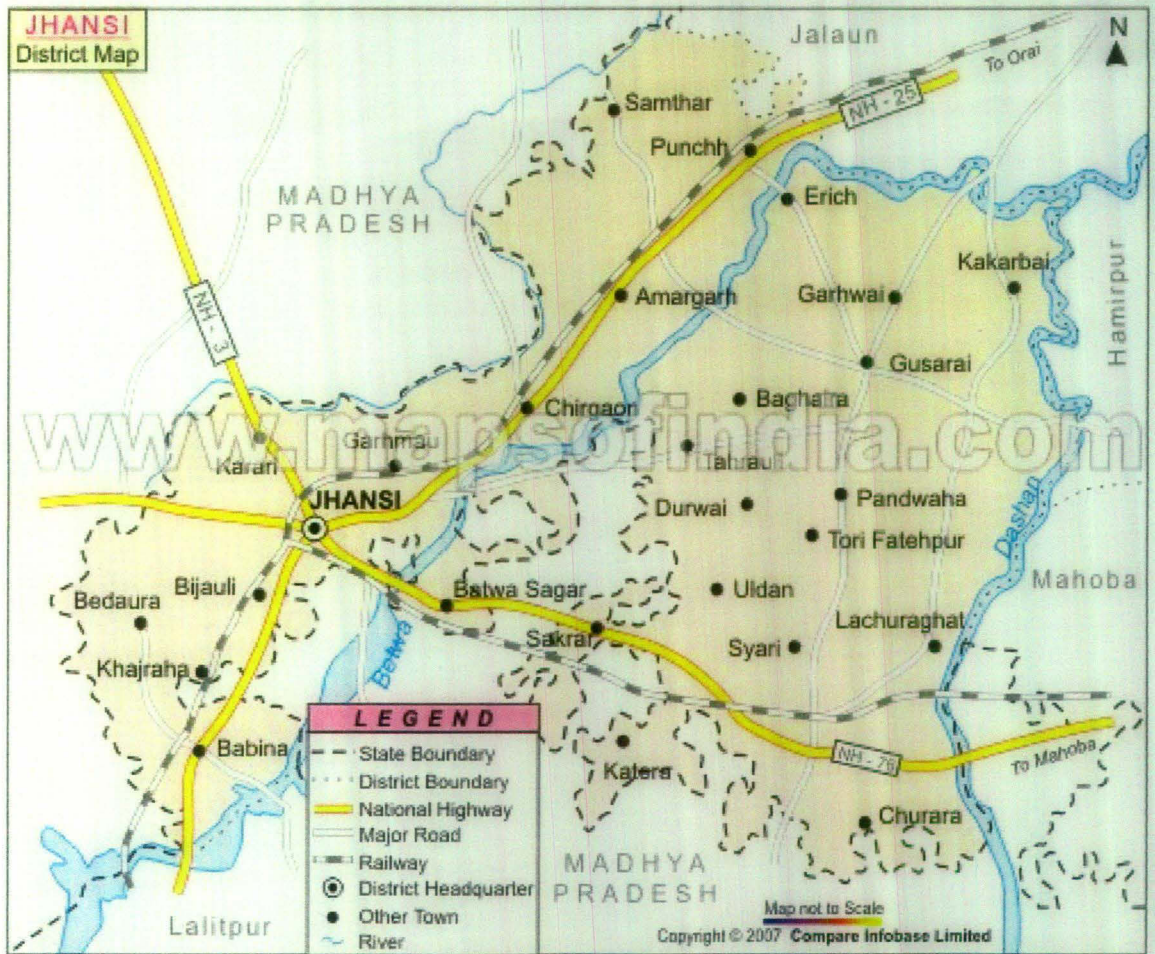
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In spite of having the advantage of guidance, cooperation and instructions from the able persons, I am responsible for my errors or omissions in this research work.

-Anil Kumar



<http://www.mapsofindia.com/maps/uttarpradesh/districts/jhansi.htm> 07-06-2011

UTTAR PRADESH
District Map



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Chapter 1

Introduction

1.1 The Genesis and the context of study

Administrative reforms, to be implemented require vigilant citizens and responsive bureaucracy. While vigilant citizenry and responsive bureaucracy work in concentric circles which share a larger common space of activity, they remain till today the greatest challenge to governance of any country. Most reforms keep experimenting with devices and strategies which ensure some improved assurance of the above two requirements yet the task remains unfulfilled till today. The concept of better governance is structured on the ability of governments to communicate with people to serve them better and Citizen's Charter is one of the most recent of strategies which ensures the best possible way forward in this direction.

Any attempt to reform local administration is embedded into innumerable demands of local communities and it is only through open administration through strategies such as Citizen's Charter that the confidence of people in governments could be sustained. The administrative history of India has been that of a closed pyramidal hierarchy of exclusive and authoritative departments which have been so slow to deliver that none of the poverty reduction and empowerment programmes of the marginalized communities like the Dalits and women could be implemented with efficiency and effectiveness. The first Administrative Reforms Commission set up in 1966 had focused upon participatory and accountable administration yet none of the suggested strategies could be implemented for various reasons which were deeply embedded in the political and social system. The adoption of Citizen's Charters as a move towards accountable administration was done after it was successfully implemented in United Kingdom. Ironically, it has yet to achieve its objective in India and this study is primarily to find out and explore circumstances which obstruct its implementation.

Citizen's Charters have been raised as a device for making services reach out to people despite the mid level bureaucracy being corrupt, obstructive and self-seeking. The challenge is that citizens should learn to participate. In Jhansi district administration Uttar Pradesh they have failed because the citizen is not inspired or

encouraged to invoke Citizen's Charter in his service request to the district administration. Henceforth, in the absence of his participation Citizen's Charter fail to deliver and bureaucracy continues to sustain its traditional framework. These Charters on their own do not transform the governance of a district and may also not provide a sustainable platform for transparency unless implemented through innovative implementation designs and a multidimensional approach.

1.2 Nature and History of Citizen's Charter

Citizen's Charters are a bridge which transcends traditional, hierarchical bureaucracy in favour of more participative governance. As the state withdraws from an active and direct role in service delivery Citizen's Charter fill the void of government. This change carves out a multi-organizational convergence and interaction to ensure that the citizens continue to receive his services even when the state machinery has not adequately reformed itself. Some states have shown great successes in ensuring that Citizen's Charter work to achieve their objectives but others have failed to service delivery. The states with a high volume of corruption have prevented their implementation in various methods. Hence Citizen's Charters also make a clarion call for the corrupt and apathetic bureaucracy to wake up and start contributing to the lives of ordinary people.

Citizen's Charter is the expression of an understanding between citizens and the provision of public service with respect to the quantity and quality of services. It is about the rights of public and the obligations of the public servants. As public services are funded by citizens, either directly or indirectly through taxes, they have the right to expect a particular quality of service that is responsive their needs. The Citizen's Charter is a written, voluntary declaration by service providers about service standards, choice, accessibility, non-discrimination, transparency and accountability. It should be in accordance with the expectations of citizens. Therefore, it is a useful way of defining for the customers the nature of service provision and explicit standards of service delivery. A further rational for the charters is to change the mindset of public officials. However, the Citizen's Charter should not simply be a document of assurances or a formula which imposes a uniform pattern on every service. It is meant to be a tool kit of initiatives and ideas to raise the level of standards and service delivery and increase public participation, in the most appropriate way. The charter should be an effective

tool to ensure transparency and accountability and should help deliver good governance if implemented vigorously by the government department.

The contemporary Indian Administration system is characterized by heterogeneity of ideals, goals, structures, roles and foci. The features of ancient, medieval and the British administrative systems are available in Indian administration which overlap the numerous transformations effected since independence. The administrative system functions are continuously changing and challenging environment that comprises several components – political, economic, social, cultural and technological. Any study of Indian Public Administration for the citizens has to be multi-level, taking into account the structures at the central, state, regional, district and the local levels. For improving the administrative system or governance it has been recognized world over that ‘good governance’ is essential for sustainable development both economic and social. The essential aspects emphasized in good governance are transparent accountable and responsive nature¹. So we follow the concept of ‘good governance’ for the welfare of the citizens. The policies are only on paper not implemented in practical form, people are not aware about the development programmes. Rural / urban people are distinct from the district administration. There is an extreme poverty, middleman providing services, rent-seeking and corruption. So for come out from all these problems government initiative with ‘Citizen’s Charters’ which is response for the quest for solving out the problems which a citizen encounters day in and day out while dealing with organization providing public service². Because in Indian context the policies are planned with top-down strategy making it ‘supply driven’. So it is therefore necessary to balance the system that encourages availability of the supply driven services with the active citizen’s participation³, because for successful interventions, it is essential that the citizens themselves identify the issues, prioritize their needs and manage their infrastructure and services. The Citizen’s Charter is an instrument which seeks to make an organization transparent, accountable and citizen friendly⁴. A Citizen’s Charter is basically a commitment made by an

¹ *Citizen’s Charters-Hand book* (1997), New Delhi, p.1.

² Ibid.

³ B. N. Hiremath, Mishra (2007), ‘Evolution of Citizen’s Charter Led Rural E-Governance: A Livelihood Security Approach to Information Systems Planning in Indian Context’ in *Vilakshan XIMB Journal of Management*, Vol. IV no.2, September, pp. 1-24.

⁴ *12th report of second ARC report (2005), Chapter 4*, New Delhi, p.1.

organization regarding the standards of services which it delivers within the time limit that the public can reasonably expect in service delivery. Every Citizen's Charter has several essential components to make it meaningful such as, (a) The Vision and Mission Statement of the organization. This gives the outcomes desired and the broad strategy to achieve the goals and outcomes. This also makes the user aware of the intent of their service provider and helps in holding the organization accountable. (b) The organization must clearly state in its Citizen's Charter what subject it deals with and the service areas it broadly covers. This helps the user to understand the type of services they can expect from a particular service provider. (c) The Citizen's Charter should also stipulate the responsibilities of the citizens in the context of the Charter.

The commitments / promises at (a) and (b) constitute the heart of a Citizen's Charter. Even though these promises are not enforceable in a court of law, each organization should ensure that the promises made are kept and, in case of default, a suitable compensatory / remedial mechanism should be provided.

The fundamental objective of the Citizen's Charter is to give power to the citizen in relation to public service delivery. The six principles⁵ of the Citizen's Charter group as originally framed were:

- (i) Quality: Develop the quality of services;
- (ii) Choice: Wherever possible;
- (iii) Standards: Specifying what to anticipate and how to take action if standards are not meet;
- (iv) Value: For the taxpayer's money;
- (v) Accountability: persons and organization; and
- (vi) Transparency: Schemes/Grievances/Procedures/Rules.

These were later elaborated by the labour Government of UK as the following nine principles⁶ of service delivery (1998):

- (i) Set standards of services.
- (ii) Be open and provide full information.
- (iii) Consult and involve.

⁵ *Citizen's Charters-Hand book* (1997), New Delhi, p.1.

⁶ Arora Ramesh.K, eds. (2006), *Public Administration in India Tradition, Trends and Transformation*, Jaipur, p. 131.

- (iv) Encourage access and the promotion of choice.
- (v) Treat all fairly.
- (vi) Put things right when they go wrong.
- (vii) Use resources effectively.
- (viii) Innovate and improve.
- (ix) Work with other providers.

These measures will help to redress the grievances of citizens relating to delivery of public services to some extent. The Citizen's Charter is the trust between the service provider and its users. The concept was first expressed and implemented in the United Kingdom by the Conservative Government of John Major in 1991 as a national programme with a simple aim: to always improve the superiority of public services for the people of the country so that these services respond to the needs and the wishes of the users. The programme was re-launched in 1998 by the Labour Government of Tony Blair which rechristened it "Services First".

On 24th May, 1997 in New Delhi a conference of Chief Ministers of various states and union territories was held, presided over by the prime minister of India, an 'Action plan for effective and Responsive Government' at the centre and state levels was adopted. One of the chief decisions at that Conference was that the Central and State Governments would formulate Citizen's Charters, mentioning with those sectors that have a large public interface (e.g., Posts, Railways, Public Distribution Systems, Telecom and the like). These Charters were to take in first, standards of service as well as the time limits that the public can rationally expect in service delivery, avenues of grievance redressed and a stipulation for independent scrutiny through the involvement of citizen and consumer groups.

The Department of Administrative Reforms and Public Grievances in Government of India (DAPRG) initiated the task of coordinating, formulating and operationalising Citizen's Charters. The guidelines for formulating the Charters as well as a list of do's and don'ts were communicated to various government departments/organizations to enable them to bring out focused and effective charters. For the formulation of the Charters, the government agencies at the Centre and State levels were advised to constitute a task force with representation from users, senior

management and the cutting edge staff⁷. Citizen's Charter is a document of commitments made by a Government organization to the citizens/client groups in respect of the services/schemes being provided to them or to be provided to them. The objective of the Charter exercise is to build bridges between citizens and administration and to rationalize administration in tune with the needs of citizens. This exercise, if appropriately conceived and carried out, can enthuse and enable organizations to tune their planning, policy and performance to the needs and concerns of citizens/ users/ clients. For this transformative process to materialize, effective strategies of realization would have to be worked out at multiple levels and authentication of these strategies needs to be attempted at every level in the political and administrative system. These strategies must incorporate three elements. First, clarity at every level about the objectives of the Charter as an instrument of policy rationalization and administrative tuning to deliver policy goals expected by the citizens. Second, designing and delivery of the Charters as live instruments of citizen administration interface and instituting citizen in the public domain. Third, evolving mechanisms for Charter monitoring, Charter evaluation and Charter review. Instituting a system of acknowledging the effectiveness in Charter implementation can help the process. In a rapidly changing context where efficiency, effectiveness and competence of state institutions are being questioned, it is imperative for the state agencies to strive for improvement in performance. The Charter programme can become instrumental in promoting the objectives of responsive and accountable governance and also contribute to improvement in service delivery. This can, in turn, put organizations in shape and contribute to a change in work culture and staff satisfaction, thereby increasing the comfort level of citizens, who need to deal with these organisations. Enabling a creative space for the participation of citizens in administration and policy processes is the goal towards which the Charter programme needs to be designed. However, this does not imply merely load-shedding by the state agencies on the shoulders of citizens. Rather, this has to be instrumental in enhancing the competence and capability of organizations to improve the delivery of services and tune administration to the needs of citizens.

⁷ *Citizen's Charters-Hand book* (1997), New Delhi, p.3.

1.3 Evolution of the District as a coordinating unit of service delivery

Administrative history of India has insisted upon a central role for a 'district' in local governance activities. The Oxford Concise Dictionary defines a district as a territory marked off for special administrative purposes. To quote the same dictionary, administration is the management of public affairs. Thus, district administration 'is the management of public affairs within the territory marked off for the purpose.'⁸ The basic territorial unit of administration in India is the district, and 'district administration' so we say that district administration is 'the total management of public affairs within the unit.'⁹ It is at this level that the common man comes into direct contact with the administration. District administration in India deals with a wide embracive sphere of total management of public affairs. It is this wide embracive nature of district administration which is particular significance in the study of public administration in India. District administration in this country includes a very wide spectrum indeed of public administration. It is that portion of public administration which functions in the territorial limits of a district.

The Constitution of India, which deals with all kinds of territorial delimitation and jurisdictions, makes no mention at all of a district as a unit of administration. There is indeed one reference in the Constitution, in article 233, to the appointment of district judges, but no other mention at all about the district. And none at all about district administration, or the district magistrate and collector about whom one hears so much as the pivot of all governmental functions in the district¹⁰.

Historically the district, in some form or the other has been the most important unit of administration in the Indian sub-continent. The Mauryas who build up their imperial system in the country, were the first to constitute a 'district' as the most prominent territorial unit and to centralised its administration with all powers concentrated in a single officer called 'Rajuka' at its hierarchic apex. In ensuring the safety of their empire the Mauryas forged a direct link between the rajuka and imperial home-cum-finance minister. All the succeeding imperial power- the Guptas, the Mughals and the British- invariable adopted the territorial patterns evolved by the Mauryas and made the district indeed a sub-state which accorded a local finality to the overwhelming majority of the people for their living. The evolution of district

⁸ Khera, S.S. (1979), *District Administration in India*, New Delhi, p.75.

⁹ Maheshwari, S.R. (2004), *Indian Administration*, New Delhi, p.573.

¹⁰ Khera, S.S. (1979), *District Administration in India*, New Delhi, p.77.

administration in Mughal times and those of the East India Company has to be understood in light of the fact that neither had a legislative wing. Executive commands originated from the Emperor or the Governor General, or from the provincial governors, and were executed by the sub provincial authorities, howsoever designated. The British Parliament was the first legislature in respect of India in modern times and enactments created and gave substance to the district head of administration, known variously as the Collector (in respect of revenue administration), the District Magistrate (in respect of administration of criminal justice) or the Deputy Commissioner (in respect of General Administration and special functions / powers under local tenancy laws.¹¹ At the time of Akbar, there was a similar demarcation by district. The district was described as a 'sarkar', a term which is significant. Although it comes to be spelt during the British period as 'circar', it really is 'sarkar', and it was literally, the government in its total manifestation, in a conveniently demarcated geographical units. The same pattern prevailed in the British period particularly in the so called British India, where the district formed the unit of field administration. And now in independent India, we find that the district continues to prevail as the principal unit of field administration.¹²

The district administration has been one of the important institutional legacies bequeathed by the British to India. According to some writers the British only built up from the elements of the system as had been prevailing in the country then. As a unit of the administrative system it has been a pivotal point of contact between the citizen and the administration. Despite the changed ecology of the administrative system, the importance of this unit has not in any way diminished today. The district administration has even assumed greater significance in the light of the growing emphasis on development planning and the implementation of welfare and development programmes through a process of democratic decentralization.

The British had laid a great deal of emphasis on district administration. It was designed by them in a manner so as to bring the totality of the government nearer to the people. The institution of district collector was created with a view to continue the traditional system of over-lordship in an administrative jurisdiction. As the realization of revenue and the maintenance of law and order were the dominant concern of British regime, the district collector was not only 'the pivot of administration combining

¹¹ 15th report of second ARC report (2005), New Delhi, p.57.

¹² Khera, S.S. (1979), *District Administration in India*, New Delhi, p.78.

revenue, magisterial and general administrative duties', but was also deemed to be absolutely essential for maintaining the British power, influence and authority throughout the country¹³. With independence and the consequent change in the nature of the duties of a district officer relating to development, planning and nation-building activities, and the system of administration at the district level faced a greater challenge. Such challenges were reflected at least in two different directions. First, the large scale expansion of the administrative activities at the district level resulted in the growth of the functional and technical departments and units necessitating diverse specialized and technical human skills and resources. Second, the district collector would now have to function within the framework of a parliamentary democratic system and along with local institutions like Panchayat Raj, other local government bodies, cooperatives and others which had come into existence in the wake of the adoption of the ideals of a welfare state, democratic decentralization, and the need for development at the grass root level. These changes have brought the system face to face with a large number of politicians and a variety of political factors, challenging the traditional homogeneity of the district administrator and the authority of district collector. As noted by a group of scholars the system of administration at the district level passed from an 'integrated stage' into a 'differentiated' stage.¹⁴

So we say that in present day, District administration include all the agencies of the government, the individuals officials and functionaries, a public servant who is a government servant and equally one who is not. For the term public servant includes many who are not government servants as such which includes all institutions for the management of public affairs in the district; all the bodies corporate such as the panchayats of different kinds, the gram sabhas, the naya panchayats (which are a court of law), the panchayat samitis, the zila parishads, municipal committees and local boards of every kind. It includes all advisory bodies associated with the administration, as well as individuals serving in such a way as assessors and jurors in the trial of cases. There may be an advisory committee for instance, to advise the district magistrate in the issuing of arms licences in the district; or an advisory committee for the selection of honorary magistrates, and indeed for many other purposes.¹⁵ The district is, thus, a multiple one, having a galaxy of officers for administrating the affairs of the

¹³ Jain, R.B. (1980), *District Administration*, Delhi, p.8.

¹⁴ Ishwar Dayal, Kuldeep Mathur and M.Bhattacharya (1976), *District Administration*, Delhi, p.2.

¹⁵ Khera, S.S. (1979), *District Administration in India*, New Delhi, p.79.

government. District administration provides the principal points of contact between the citizen and the processes of government. It is truly the cutting edge of the tool of public administration; and in this is what constitutes its vital significance in the nation's government.

The district is the most vital administrative sub division of the state. It plays a most significant role in the administration are based on the district- law and order, revenue, judicial, medical and local. Broadly speaking, in the district, there are two types of functions in operation¹⁶ (1) function performed on behalf of the state such as revenue collection, law and order, executive function, and (2) functions which are purely local nature. There are several types of districts. By far the largest number are of the type one would call rural districts. The average district in India has been, and continues to be, on the whole a rural district. Secondly there are districts where the local administration has to concentrate more on urban areas, and on urban problems. Delhi is the best example of this. There is a district of Delhi with its district officer, the deputy commissioner. Although his jurisdiction covers many villagers, most of his work and most of the problems with which he and his staff have to deal arose in urban areas. Thirdly, there are districts which described as an industrial district, areas which are heavily industrialized. This is characteristic of some part of Bihar and West Bengal. In such districts there is a comparatively high degree of industrialization, and the district administration has to deal with problems which do not occur so frequently in the rural district. Then districts which are rather backward, where the local people have not had the same opportunities or advantages, as the more developed areas. Finally, there are the hill districts, where the people and the pattern of living, and also the pattern of local administration are different from the districts in the plain. Of course, there are numbers of districts which are a mixture of these different types.¹⁷

The district is a unit of service delivery. The purpose of district administration appears to be, firstly, to maintain law and order besides a state of peace. Secondly, the district administration exists to ensure that justice may be done and that the rule of law shall prevail.¹⁸ To protect the fundamental rights of the citizen as set out by the constitution, anything that is or tends to be contrary to these has no place in public administration in India, and in the administration of the district. It is not a legitimate

¹⁶ Sharma, Bhagwan Jai (2003), *History and Problems of District Administration in India*, New Delhi, p.235.

¹⁷ Khera, S.S. (1960), *District Administration in India*, New Delhi, p.4.

¹⁸ Ibid.

function. For instance, we have a rule that every citizen is entitled to be protected, in some modern and so called civilized societies.¹⁹

The functions of the district administration in India may be grouped, although somewhat loosely, into a number of fairly broad categories. We may distinguish some of the broad groups of functions²⁰. The first group, necessarily concern the public safety and the protection of citizen and of all his rights. It includes the maintenance of law and order and the administration of criminal and civil justice. A second group may be called the revenue and excise group. Revenue and excise go together, and are concerned with the assessment and collection of taxes and duties of different kinds. Revenue includes quite a number of items. It includes land revenue, irrigation dues, income tax, agricultural income-tax where it is levied, sales tax, stamps, court fees, excise duties of various kinds, entertainment taxes and others. In the same group of revenue and excise we might also include the government treasury. The treasury officer works under the control of district officers, and forms part of the district administration. Another group consists of agriculture (which is the major industry in the average district, and certainly the largest single industry in practically every district), irrigation, and industries. These form part of the economic group of administrative functions. Then we have a whole group, which we may term generally the welfare and development function. Some of them are economic also, which include community development, with which we are familiar, co-operatives, public health, education, social welfare, Panchayati Raj and others.

The district administration is also concerned with the running of all elections for the Parliament, to the state legislature and to the local bodies. There is usually a district electoral officer. The collector of the district is responsible for the proper conduct of the election process, with the help of the staffs which he very often draws from all the other departments in the district. Usually at election time a notice from the government goes out to all departments just before the election asking them to spare a many officials as may be needed, to act as polling officers or returning officer or in other ways to participate in the conduct of the elections. The next group with which the district administration is concerned is local self-government. Finally, the district administration exercises the undefined executive functions of government i.e., a residuary term.

¹⁹ Khera, S.S. (1979), *District Administration in India*, New Delhi, p.92.

²⁰ Ibid.

1.4 District Administration to monitor developmental functions

After independence, developmental functions were allocated to the district. The colonial legacy of routine law and order administration along with the associated personnel system and the work procedure was found unsuitable for the accomplishment of global task of nation-building and programmatic goals fulfilment. The administrative institutions and procedures belonging to the old colonial regime were meant for different purposes: to preserve and perpetuate a system of colonial domination. These were not accountable to legislative bodies or to popular representatives at different levels. It was none of the concern of colonial administration to bring about all round agricultural and industrial development. Removal of social and economic inequality and correcting regional economic imbalances were not the objective of imperial administration. Revenue extraction, export of raw material, minimum essential public services and law and order maintenance constituted the sum total of imperial rule of the colonies. Security and extraction being the prime concern of the regime, the colonial public administrative system had essentially been centralized, suspicion-ridden and authoritarian.

In the post-colonial phase, distinguishing mark of development administration, by contrast, was its focus on the management of 'development'. As an aspect of public administration, it stood for definite and planned institutional capacity to accomplish the specific goals of development through the formulation of appropriate policies, programmes and projects and their successful implementation. It was not mechanical efficiency of scientific management brand that was at the core of development administration. Participative, responsive and accountable management constituted the essence of development administration²¹. The management process had to enlist popular support and involvement; it had to respond to popular needs and demands; and it was ultimately accountable to the people and the popular representatives.

Development administration was inaugurated in the 50s as modernization paradigm to 'develop' the third world along capitalist line. Bureaucratic rationality, a battery of administration reform tools, and the magic wand of management science, it was mainly believed, would together take care of development management. It was to be state-led development, and the nature of state – the power structure that it represents

²¹ Bhattacharya, M. (1997), *Development Administration*, New Delhi, p.2.

– was not considering a problem. By the late 60s and early 70s, development administration started showing unmistakable signs of weakness and failure.

1.5 District and Panchayati Raj: Sharing Local Concerns of Development

In the regime of the Prime Minister P.V. Narasimha Rao, the Seventy-fourth (74th) Constitutional Amendment Act 1992 was passed on 20th April 1993. This Amendment became operative in April 1993 by introducing a new part, namely Part IXA in the Constitution which deals with matters relating to urban government. It is entitled as 'The Municipalities' and consist of provisions from articles 243-P to 243-ZG²². In addition, the Act has also added Twelfth Schedule to the Constitution. It contains 18 functional items of municipalities and deals with Article 243-W. This Act gave the Constitutional status to the municipalities. This Act aims at revitalising and strengthening the urban governments so that they function effectively as a unit of local government. This act gives the power to the municipalities in respect of preparation of plans for economic development and social Justice and for implementing of schemes as may be entrusted to them. Constitutional Amendment envisages that municipalities would go beyond the mere provision of civic amenities. They are expected now to play a crucial role in the preparation of plans for local development and in the implementation of development projects and programmes including those specially designed for urban poverty alleviation. The list of the 18 functions performed by the municipalities' deals with Article 243-W which empowers the local people are as follows²³:

1. Urban planning including town planning.
2. Regulation of land-use and construction of the building.
3. Planning for economic and social development.
4. Road and bridges.
5. Water supply for domestic, industrial and commercial purposes.
6. Public health, sanitation, conservancy and solid waste management.
7. Fire services.
8. Urban forestry, protection of the environment and promotion of ecological aspects.

²² Bakshi, P.M. (2004), *The Constitution of India*, Delhi, p.205.

²³ Maheshwari, S.R. (2004), *Local Government in India*, Agra, p. 221.

9. Safeguarding the interest of the weaker section of the society, including the handicapped and the mentally retarded.
10. Slum improvement and up gradation.
11. Urban poverty alleviation.
12. Provision of urban amenities and facilities such as parks, gardens, playgrounds.
13. Promotion of cultural, educational and aesthetic aspects.
14. Burials and burial grounds; cremations, cremation ghats/grounds and electric crematoria.
15. Cattle pounds; prevention of cruelty to animals.
16. Vital statistics including the registration of births and deaths.
17. Public amenities including street lighting, parking lots, bus stop and public conveniences.
18. Regulation of slaughter houses and tanneries.

For discharging these functions, planning and allocation of resources at the district level there is a 'district planning committee' under article 243-ZD.

Another landmark decision taken by the government of India in 1993 for promoting the de-centralization was by passing the seventy-third (73rd) constitutional amendment act 1992 entitled as 'The Panchayat' consists from articles 243 to 243-O²⁴, added Part-IX and Eleventh schedule in the constitution of India. It contains 29 functional items of the Panchayats deals with article 243-G. This act gives the powers the Panchayati Raj bodies are extensive and the list includes farming, land reform, ecological restoration, rural industries etc. they make local development plans. The Panchayati Raj bodies are empowered to take decisions in 29 clearly defined subjects all concerning their day to day lives. Their role in the field of implementation is much more pronounced. They are the implementing agency of the state government. The functions conferred on Panchayati Raj institutions are the following²⁵:

1. Agriculture, including agriculture extension.
2. Land improvement, implementation of land reforms, land consolidation and soil conservation.
3. Minor irrigation, water management and water shade development.
4. Animal husbandry, dairying and poultry.

²⁴ Bakshi, P.M. (2004), *The Constitution of India*, Delhi, p.211.

²⁵ Maheshwari, S.R. (2004), *Local Government in India*, Agra, p.173.

5. Fisheries.
6. Social forestry and farm forestry.
7. Minor forest produce.
8. Small scale industries, including food processing industries.
9. Khadi, village and cotton industries.
10. Rural housing.
11. Drinking water.
12. Fuel and fodder.
13. Roads, culverts, bridges, fairies, water ways and other means of communication.
14. Rural electrification, including distribution of electricity.
15. Non-conventional energy sources.
16. Poverty alleviation programmes.
17. Education including primary and secondary schools.
18. Technical training and vocational education.
19. Adult and non-formal education.
20. Libraries.
21. Cultural activities.
22. Market and fares.
23. Sanitation, including hospitals, primary health centers and health dispensaries.
24. Family welfare.
25. Women and child development.
26. Social welfare, including welfare of the handicap and mentally retarded.
27. The welfare of weaker sections and in particular of the scheduled castes and scheduled tribes.
28. Public distribution system.
29. Maintenance of community assets.

Panchayati Raj was introduced in India with high expectations. It was viewed as the important step towards decentralized democracy. No such hopes have been fulfilled. These constitutions have remained starved of functions and resources. In the west they have served as the implementation agency of the state government, contend to implement schemes handed down by the state government. The 73rd Constitutional Amendment was expected to change the character and status of the Panchayati Raj.

The Constitutional incorporation of the eleventh schedule of functions has aroused great hope. But Panchayati Raj institutions have sadly remained pale and different in resources to this day. They have not been given autonomy over any the eleventh schedule function. Nor do they have assured financial resources at their command. Even today they are by and large part of the delivery system of the state government. In short, the expectations that the Panchayati Raj would become the Constitutions of self government continue to be a mirage. So to break this myth that 73rd and 74th Constitutional Amendment empowers the local people; government needs a tool which aware the local people about their local governance and make executive authorities accountable and transparent. And teach how to get the services and information within a time frame from the respective departments. This brings out the concept of the Citizen's Charter. Through which local people share their concern for development.

The old apparatus of the district administration is related to this new structure in rather novel ways, which hold great promise. Basically these involve servicing, the rendering of expert technicians, organizational administrative advice, and a general overseeing. Each of these provides an opportunity and a challenge for all who are concerned with district administration. These changes involve new relationships in the whole of the administrative apparatus in the district, new modes of communication and lines of controlling, guiding and influencing decisions, and also somewhat new concept and method of accountability. There is a clear historical change here, as compared with the situation before independence.²⁶ Thus now the District Administration provides the principal points of contact between the citizen and the processes of government, and is truly the cutting edge of the public administration.

After Independence India has progressed on the trajectory of nation-building and socio-economic development. Even when the independence struggle was going on, our leader like Gandhi, Nehru and others had, from to time, raised the issue of social reconstruction and planned development of the economy, to remove object poverty, ill health and illiteracy. In the course of debates in the Constitution Assembly, Nehru reminded the members of the urgent need for planned action.

'Independent India was therefore too built up the new district administration geared to speedy socio-economic reconstruction and the need of integration. The traditional objectives of revenue collection and maintenance of law and order were ill suited to the demands of post-colonial society. The emphasis of public administration had to shift to the new 'development' functions. This shift in emphasis to 'development' made Indian public administration principally oriented toward 'development administration' and citizen's oriented subsuming the structure,

²⁶ Khera, S.S. (1960), *District Administration in India*, New Delhi, p.3.

organization and behavior necessary for successful formulation and implementation of development policies, schemes and projects'.²⁷

Studies by Dreze (1995) and Amartya Sen (1996) have in "recent times, underscored the urgent need for eliminating the basic deprivations by making appropriate provision of basic education, health care, social security and related fields. In other words, going beyond the market-friendly approach, the state has to launch more and more people-friendly and human resource development-oriented projects".²⁸

Thus the district development administration has been sought to be recognized to ensure better micro level plans and ground level project implementation and monitoring. The Balvantray study team had a look at district administration and recommended Panchayati Raj parallel to district administration this enshrined third-tier of 'District Government'.²⁹

1.6 Citizen's Charter as a Demand Side policy Reform

Citizens have consistently failed to be heard by the government. They have also been treated unfairly because of lack of access to platforms for demonstrating their demands before governments. This has benefited bureaucracy as people's participation and open governance which are features of accountable governance could never come to the surface. This exacerbated with increasing globalization and delivery of basic services as the primary requirement for development. The emerging challenges of economic globalization, political decentralization and social empowerment tend to go along with liberalization of economy, rationalization of the polity and localization of society. These challenges have had a negative impact on the role of the administrative systems for failing to develop a demand side access to citizens. The participatory mechanism during the evolving period requires a high level of professionalism, changed outlook, a paradigm shift in policy-making and accuracy and inclusiveness in service delivery. Therefore, the issues like quality of service delivery, client perceptions of service quality and consumer satisfaction, citizen sovereignty in the administrative dealings and relationship, etc. have come to the fore. Moreover, there is an increasing emphasis on well-defined mechanisms for redressed of citizen grievances in terms of

²⁷ Panakider Pai.V.A. (1966), *Personal System for Development Administration*, Bombay, p.2.

²⁸ *India: Economic Development and Social Opportunity* (1995); and *Indian Development: Selected Regional Perspectives*, UUP, (1996).

²⁹ Dantabala, M.L, Ranjit Gupta and Keith C. D'Souza, eds. (1986), *Asian Seminar of Rural Development*, New Delhi: Oxford & IBH Publishing Co.

representative bureaucracy, lok adalats, consumer courts and Citizen's Charter etc. Major steps to be undertaken which indicate the open governance due to Citizen's Charters such as³⁰:

Effective and speedy public grievance redressal system:

For effective and prompt redressal of public grievances, independent grievances committees, consisting of eminent citizens should be established. Such committees can be authorized to respect the adequacy and functioning of grievance redressal system in various public offices and to suggest firm steps against negligent officers. Moreover, watchdog committees should be constituted at district, block and village levels to deal with the problem of public at grassroots level.

Periodic review of rules, Regulation and Procedures:

The old and overlapping laws, rules and regulations should be changed with the citizen-friendly rules because the old rules and regulation shows the administrative red-tape, requirement of multiple-approvals and weighty rules and regulations causing delays and cost rise stand in the way of efficient and effective administration.

Openness and Right to Information:

It is increasingly realized that more the effort to bring secrecy, the greater the chances of abuse of authority by the public functionaries. Therefore, there is a popular demand for the introduction of greater transparency in the functioning of public bodies and widespread and easy access of people to all information relating to their operations and decisions as well as their performance. The Right to Information promotes openness in administration and to enable fuller and more meaningful participation of the people in making and implementing the policies and programmes affecting the public besides promoting accountability and responsibility of the administrative system³¹.

Morality in Governance that reduce the corruption:

Presently, we have a code of ethics for public services in India which are more in the nature of the formulation of do's and don'ts and do not represent a positive statement of values and beliefs that should govern the public and private conduct of civil servants. How to inculcate a sense of accountability and responsiveness, concern for

³⁰ Chahar, S.S, Neera (July-September 2007), 'Paradigm shift in governance reform: putting people at the centre stage of development' in *Indian Journal of public administration*, vol. LIII no.3, p.449.

³¹ *Summary of Recommendation of the first report on Right to Information, Second ARC (2006)*, New Delhi,.

the value of public assets and funds, proper use of official position, profession and team work³². This includes increased accountability of Police administration as well.

The Moily Commission (2008) has suggested that no government functionary should issue any instruction to any police functionary illegal or male fide, obstruction of justice be made as an offence under the law, separation of crime investigation from other functions, constitution of a crime agency in each state, provision of a state police performance and accountability commission, fixed tenure of chief of the crime agency, creation of a state police establishment committee, district forensic laboratory be set up, representation of women in police be enhanced to 33 percent, introduction of a system of local courts, provision of CCTV cameras in police stations for preventing malpractices and making police more citizen, friendly, etc³³.

An effective crisis management:

In order to make the public order more effective, the commission is of the view that the disaster management should continue to be the primary responsibility of state governments and the centre should play a supportive role. The law should create a uniform structure at apex level to handle all crises, a national policy on disaster management be framed³⁴.

Citizen's Charter as a Shift in Bureaucracy-citizen interface towards a Citizen-friendly Administration:

The need for citizen-friendly administration is most pressing at the cutting edge of public administration. Certain measures which are required for citizen-friendly administration may be such as:- (i) the field-level professionals are called upon to cultivate citizen-oriented attitudes. (ii) the professionals are required to possess and cultivate higher measures of administrative skills and subject-matter capabilities, (iii) district administration must need to be rejuvenated and activated to enlist the goodwill of the people, (iv) ensuring courtesy, (v) citizens be consulted about the level and the quality of public services they receive³⁵. (vi) Professional administrations should not run all aspects of the programmes but instead empower clients to participate in management by means of governing councils and committees, (vii) organizational

³² Summary of Recommendation of the fourth report on Ethics in Governance, Second ARC (2007), New Delhi.

³³ Summary of Recommendation of the fifth report on Report on Public order, Second ARC (2007), New Delhi.

³⁴ Krishnan Anand. M, E-Governance for improved services: choices made by Tamil Nadu, pp. 120-125.

³⁵ Summary of Recommendation of the third report on crisis management, Second ARC (2006), New Delhi.

plurality suggesting that let the consumers choose and no more of imposed organizations, (viii) power is meant to be used for the welfare of the citizens. Thus, Citizen's Charter of administration is to be adopted.

The objective of the present study is to evaluate and give a historical background of the Citizen's Charter and to study the role of the Citizen's Charter in creating accountability in governance as Citizen's Charter imposes time framed service delivery on bureaucracy. Study also analyses the mechanisms through which Citizen's Charter improves service delivery to the citizen and how rent seeking and corruption among the bureaucrats are reduced with the Citizen's Charter. The study also makes an attempt to correlate the development and peoples' participation with presence of Citizen's Charter. The above analysis has been done with the help of empirical survey conducted for this purpose in Jhansi district administration of Uttar Pradesh.

1.7 Some of the main 'Research Questions' are mentioned below to clarify the direction and focus of this work.

- What is the role of Citizen's Charter and why do we need them in governance?
- How does the Citizen's Charter improve service delivery which the regular bureaucracy fails to deliver?
- Can Citizen's Charter provide a sustained performance appraisal system for administrative machinery or they would continue with the old style bureaucracy?
- What prevents people's participation on the issue of seeking social justice and state services?
- Do Citizen's Charter entrench cultural authoritarianism of administrative authority or provide scope for public space for deliberation and dialogue
- Can Citizen's Charter be implemented with the similar speed without e-governance?
- What agencies public or private contribute to the implementation of Citizen's Charter?
- Does Citizen's Charter reduce corruption and middlemen in service delivery?

1.8 Conclusion

After independence, developmental functions were allocated to the district even though it failed completely to deliver. Because the district administrative institutions and procedures belonging to the old colonial legacy of routine, law and order administration which was found unsuitable for the accomplishment of global task of nation-building. Then after the 73rd and 74th Constitutional Amendment give some space to the local people of participation at the local governance level by providing them implementation power of 29 functions to the Panchayat and 18 functions to Municipality respectively. This creates a demand strategy of people participation and brings out the concept of the Citizen's Charter. Through which local people share their concern for development. The importance of Citizen's Charter also comes up with increasing globalization and delivery of basic services as the primary requirement for development. Than Citizen's Charter act as the 'culmination of the movement to the output measurement'. This is somehow creating the accountability and transparency in the District Administration. Thus now the District Administration provides the principal points of contact between the citizen and the processes of government, and are truly the cutting edge of the public administration. Now the citizen can measure and retain inspection of what the government does or implements and in what manner. Consumer interest now dominates producer interest: 'people power'.

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Chapter 2

Embeddedness of Citizen's Charter in Developmental Theory

2.1 Failure of the developmental decades

The theme of 'development' or progress is as old as human history. 'Development' assumed special salience, however, with the emergence of the third world on the international scene after World War II. There was several paradigm for construction of development search for causalities of 'underdevelopment' and how to bring about speedy socio-economic development to improve the quality of life of the people in the third world independent countries or developing countries. 'Third world' emerged on the global scene after the liquidification of colonial system from many parts like Asia and Africa. It was acknowledged by the western developed countries and the international donor agencies, urgently needed development to get out of widespread poverty and hardship, ill health and malnutrition, and general deprivation of masses-in general a situation of alarming socio-economic backwardness which was sought to be captured in one expression called underdevelopment³⁶. The international donor agencies, United States of America and the united nation assembly also expressed concern about the 'development' of new nations for which fund were mobilized, and 'planners' technicians, and area and subject experts- a new breed of 'development pundits fanned out in different direction to advise and guide the 'underdeveloped' nations or developing nation.

The first United Nation development decade was launched by the general assembly in December 1961, to accelerate progress towards self-sustaining economic growth and social advancement in the developing countries. With each developing country setting its own target, the objective would be minimum annual growth rate of 5% on aggregate national income by the end of the decade³⁷. This view of conceiving the economic growth in instrumental terms had, however, come under severe need to focus directly on urgent social objectives, particularly income distribution, poverty amelioration, employment generation, and meeting essential basic needs. Importantly, the development dialogue, during this phase was going on within the framework of the

³⁶ Bhattacharya, Mohit. (2006), *Social theory development administration and development ethics*, New Delhi, p.203.

³⁷ www.nationsencyclopedia.com/United-Nation assessed on 17-06-2011

nation state as a sovereign category. In late 1960s the economic condition of much of the third world started deteriorating fast leading to the rise of 'dependency theory' challenged frontally the reigning modernization paradigm. The thrust of the first development movement had initially been towards infrastructure development such as a large irrigation dam, building and public works, energy development, mechanization of agriculture and so on. No doubt this was development but relatively neglect the 'human development' but it widens the disparity between the rich and the poor in most countries. Market economies accelerated, and the gap between the per capita incomes of the developing countries and those of the developed countries widened. The first underdeveloped decade ended in December 1970 with one of its major goals, the attainment of a 5% growth rate, unattained in the developing countries.

In 1960, 'American Society of Public Administration' was set up to study the problems of administration in the developing countries, a galaxy of American scholars such as Weiner, Swerdhow, Fred Riggs, Milton Esman and others, a new discipline came to be landed in the name of 'development administration'³⁸ under the chairmanship of Fred Riggs, a group of intellectuals gathered together called the comparative administrative group. The scholars of third world countries generously respond to the call of the American experts and academics. Khosla, a former director of IIPA New Delhi, wrote: there has arisen a growing realization under the western concept of Public Administration and the Weberian type of bureaucracy cannot be introduced into the administrative system of the developing countries without regard to their appropriateness of political feasibility³⁹. Development administration tended to rely on a redefined and restructured bureaucracy. There were at least two major voices one of these could be traced to the 'Prismatic' model suggested by S.N. Eisenstadt, Lucian Pye and Fred Riggs. Riggs analysis, based on structural-functional mode, attempt to construct a first societal model to capture the essence of society in the developing nations. That is what he called the 'Prismatic' model. He said specific societal model yield a specific administrative model. His 'Sala' model of administration in developing societies is deduced from his societal model. 'Sala' model is an empirical construct intended to demonstrate the difference between bureaucracy in developed societies and the kind of administration he saw in the developing countries. The implication of the 'Sala' model is that in the developing countries

³⁸ George, F.Gant (1979), *Development Administration: Concepts, Goals, Methods*, Wisconsin.

³⁹ Khosla. J.N. (1964), '*Development Administration: New Dimension*', UFA, Vol. X no. 1.

administration is relatively undifferentiated from other forces and hence lacks specificity and effectiveness. Lucian Pye⁴⁰ has been very emphatic that 'Public administration cannot be greatly improved without a parallel strengthening' of the 'representative political process'. He even found that an over-developed bureaucracy might lead to a greater imbalance between the administrative and political. The developing countries in their search for speedy socio-economic change have necessarily to look for alternative mechanisms of change i.e., coming out of from the colonial experience and with bureaucratic dominance.

In the Indian context, the role of bureaucracy has been equated with law and order and regulatory administration and its suitability for development situation has been questioned. The bureaucracy has been looked at as having the hangover of the colonial era. It has been generally criticized as authoritarian in outlook and a power monopoliser. Another criticism is that mostly bureaucrats are from an elite background and coming from the narrow social base, they are unable to appreciate the problems of development and are unwilling to the administrative requirements of rural development⁴¹.

Early decade of 1980s witnessed a radical shift from the post World War II era of the state led 'developmentalism' to a new phase of 'neo-liberal growth era. The World Bank and the International Monetary Fund, with their vastly increased power clamped down on most of the third world countries strict loan conditionally invoking or redefining of the state in the changing world. The central means for the purpose were declared as an efficient market, privatization and deregulation, and a severely restricted role for the state in welfare provision and economic regulation. States distributive goals were de-emphasized with subsidies and welfare systems relegated to the background and the state itself was regarded as a greedy and rent-seeking agencies. Since 1980's, the shift was from 'government' to 'governance' in developmental vocabulary. Industrial response at this stage had been to correct the imbalances in social mobilization by introducing decentralization, people participation, empowerment 'engendering development' as well as to make development more participative, transparent and Accountable .

⁴⁰ Bhalereo, .C.N, eds. (1972), *Administration, Politics and Development in India*, Bombay: Lalvani Publishing House.

⁴¹ Kuldeep Mathur (1974), 'Conflict or Cooperation: Administrators and Politicians in a Crisis Situation' in *Indian Journal of Public Administration*, vol. October-December.

Historically the story of India's developmental experiment starts with the Five Year Plans. The planning as introduced was technocratic in character based on a 'satellite imagery view' of the society having no popular involvement⁴². After independence the planner adopted the view of understanding the problems of the people from the top, not at the ground level. In the beginning Indian planning experiment began with a centralised process. The objectives, goals, strategies and priorities were set out at the national level by the planning commission⁴³. After the long period of colonial exploitation the planner gives the argument that for all the national development centralized planning was essential. The development process was contained by a top-down, bureaucratic-technocratic approach rather than a district level participation or grassroots participative. In order to promote the speedy rate of growth and development in the field of production, employment and income a new strategy is required, which would mean a different type of planning system. It is a tragedy of the Indian planning system that neither the bureaucracy nor the politicians are prepared to decentralize the power at the district level that has been centralised on the central over the years⁴⁴. Over the last few decades planning in India has been sectoral rather than spatial. The first two decades of India's developmental planning are better considered as the periods of 'revolution from the top'. But the result of this revolution did not reach the majority of the Indian people. At that time we had a strong stable government with a strong commitment for development based on Nehru's vision of mixed economy moving towards a socialistic pattern of society⁴⁵. But with the passage of time, the people were not satisfied with the plan achievements and got frustrated. It has failed to ensure full employment, creation of equitable orders and question of effective land reforms leaving the agrarian transition incomplete which is considered to be the major objectives of the developmental planning. Moreover the pattern of income distribution has remained largely unchanged and those especially at the lowest strata of the society have gained very little from the Five-Year Plans in reality.....

⁴²Yugandhar, B.N and A.Mukherjee, eds. (1991), *Reading in Decentralized planning*, vol. I, New Delhi: Concept Publishing Company, p.3.

⁴³ According to Arora and Goyal, Planning Commission was constituted on 15 March 1950, the role of planning commission is to: Assessing and Augmenting Resources, Plan Formulation, Defining Implementation Stages, Indicating Requisites of Plan Execution, Determining Execution Machinery, Appraisal, Advice.

⁴⁴ *Report of the commission on Panchayati Raj Institutions, 'Note from E.M.S. Namboodiripad'* (1978), New Delhi, p.160.

⁴⁵ Chakravarty, Sukhamoy (1987), *Development Planning-The Indian Experience*, United Kingdom: Oxford University Press, p. 81.

The states were required to follow whatever the plans and developmental schemes are prepared by the central government. The state had no independent authority to decide their objectives and to draw their schemes according to their needs and priorities. The main purpose of the central government is to secure the largest amount of grants and became state / district more dependent on central assistance and less interested in the mobilization of their own revenue and resources⁴⁶. Since the beginning of the five-year plans⁴⁷ the formulation of the plans were entirely at the national and state levels. The first five-year plan emphasised the importance of the decentralized planning and economic planning has to be viewed as an integral part of a wider process aiming not merely at the development of resources in a narrow technical sense but at the development of human facilities are the building up of an industrial framework adequate to the needs and aspiration of the people. The administration agenda, as the first plan admitted changed from the maintenance of law and order and collection of revenue to 'the development of human and material resources and the elimination poverty and want'⁴⁸. But nothing was done to put the process into practice. But the plan in the state was mainly done at the state headquarters. Subsequently attempts were made to divide the state plans into district plans for the local development there is a need for coordination between village people and bureaucracy but there is a lack of coordination, then it realised that without a representative agency of the people in the villages the development was not possible. So with the drawback of first five-year plan, the different method adopted by the second five-year plan this plan have provided valuable links between the village people and the rural officials. This plan pointed out the main programmes and activities for the formulation of a district plan and suggested the establishment of the district development council, for coordinating the development activities of different agencies at the district level. During this period, the Balwantrai Mehta committee was appointed to evaluate the plan projects under the community development programme. The recommendations of the committee led to the genesis of Panchyati Raj institutions parallel to the District Administration. In a forcefully argued paper, Nirmal Mukarji has pointed out the pitfalls of a dichotomous and discontinuous field administration, and pleaded for a constitutionally enshrined third-tier of 'District

⁴⁶ Ibid., p.1.

⁴⁷ *First Five-Year Plan, 1952-1957*, vol. 1, New Delhi: Planning Commission, Government of India, p.140.

⁴⁸ Ibid., p.126.

Government'⁴⁹ implementation of numerous small projects, simplification of small projects, simplification of procedure, meaningful rural development for the rural poor, and knitting together of plan and non-plan elements are enough reasons for a third-tier constitutional district government replacing the existing dual administration of Panchyati Raj and collectorate administration. The body was visualized to be an instrument of expression of the local people's with regards to local development. The Panchyati Raj system added a new dimension to the concept of development administration was considered as "an agency of change toward a new social order..... to respond the needs and aspirations of the people".⁵⁰ The second plan document also acknowledges:

"As development goes forward the expression 'administration' steadily assumed a broader content. It involves within its scope the building up of personal training of men, running the administrative machine seeking the cooperation and participation of the peoples, informing and educating the public and finally organising a sound system of planning based as much on the participation of the people at each level as on the best technical, economic and statistical information available"⁵¹

But practically no tangible result could be achieved, because the Indian historical experience, both during the British period and its immediate aftermath, had led to the emergence of a public administration that was ill-suited to the needs and aspiration of the people. The reasons are that, bureaucrats who have been brought up and trained in the colonial administrative culture and wedded to the Weber characteristics of hierarchy, status and rigidity of rules and regulation and are concerned mainly with the enforcement of the order and collection of revenues. For the colonial regime, the structure was most appropriate but it is completely unfit to discharge functions in the changed environment of the administration geared to the task of development. As the government becomes the main institution for development in the democratic setup that India adopted, the role of the officials has undergone changes. Their sole objective is to emphasize results, rather than procedures, teamwork rather than hierarchy and status, and flexibility and decentralization rather than control and authority⁵².

In 1969, the planning commission recommended district as a unit of both plan formulation and execution. The commission advised the states to adopt district as a unit

⁴⁹ M.L. Dantwala, Ranjeet Gupta and Keith C.D Souza, eds. (1986), *Asian Seminar on Rural Development*, New Delhi: Oxford and IBH Publishing Co.

⁵⁰ *Second Five-Year Plan* (1956), vol. 1, New Delhi: Planning Commission, Government of India, p.164.

⁵¹ *Ibid.*, p.126.

⁵² Bhatt Anil (1979), 'Colonial Bureaucratic Culture and Development Administration: Portrait of an old-fashioned Indian Bureaucrat' in *Journal of Commonwealth and comparative Politics*, Vol. 17(3), p.259.

of planning below the state level and to put emphasis on “the integration of the plans of local self-government bodies, Panchayati Raj institutions, cooperative organizations and government departments⁵³. Also recommended that the consultation is needed before and after the plan formulation but practically it was not possible.

For India’s political economy, Francine Frankel argued that Indian poverty cannot be overcome today solely through the evolutionary growth model. To quote Frankel, “In India in the absence of prior institutional change, and no matter how sophisticated the investment plans for ‘inducing’ other investments, if the past is any guide, one set of investment will not lead to another, or to only a few others, and then after a while to dead end”

As Nef and Dwivedi wrote⁵⁴ the failure of developmental administration has been attributed to many factors “the failure of development administration strategies was a consequence of the incongruence between the style of the ‘new goals’ and the instrumentalities of the machine to achieve them”. By the late eighties, there was an enveloping gloom as most third world countries had been in the grip of severe economic crisis. Economics had been ‘mismanaged’ by the government leading to severely constrained growth and dwindling exports, in particular. The search was on for the means to stabilize budgets and balance of payments. The issue was: “how to turn a short term stabilization program into a structural reform of the political economy that would return the country to long-term growths⁵⁵”

Thus it is clear that during the first two plans there was no specific programme, but only a statement and declaration regarding regional planning and development. But it was the fourth five-year plan which spelt out for the first time concrete steps in the direction of multi-level planning with the district as the main focus, and the necessary steps were proposed to actualise decentralized planning⁵⁶. According to eighth five-year plan laid down the emphasis on institution building to make the people initiative and participation a key element in the process of development. In this sense, the eighth plan may be considered as ‘more a manager’ plan than an abstract economic plan. The

⁵³ Mishra.R.P, eds. (1969), *District Planning: A Handbook: Guidelines of the Planning Commission*, New Delhi: Concept Publishing Company, p.166.

⁵⁴ Nef,J and O.P.Dwivedi (1981), ‘Development Theory and Administration: A Fence Around on Empty Lot?’ in *Indian Journal of Public Administration*, January-March.

⁵⁵ Bhattachrya Mohit (2006), *Social theory development administration and development ethics*, New Delhi, p.136.

⁵⁶ Kabra, K.N. (1997), *Development Planning in India*, New Delhi, p.14.

eighth plan little stressed the role of the government to facilitate the process of people's participation⁵⁷.

2.2 Trickle Down Effect and District Administration

The strategy of development did not produce the desired and expected trickle-down effect. The failures of the three long decades of development have sensitized the planners and administrator to the need for understanding the strategies of service delivery to ordinary people. In revisiting this complex field an assured system of service delivery was required. As it has been observed, Heck in 2003 "it is being gradually appreciated by policy makers, planners, administrators and donor agencies that until and unless the rural people can participate in rural development programmes, the result of such programmes can adversely affect".

With the initialization of the Eighth Five Year Plan i.e., from 1992, several reforms have taken place for compensating the failure of the old developmental decades in India. Constitutional Amendments such as the 73rd & 74th, Privatization through the New Economic Policy and the NPM direct administration to the indispensability of 'Citizen's Charter' which impact the Indian administration not only at the Central level but at state and district administration level. The 73rd and 74th Constitutional Amendment Acts (1992) are considered as milestones in the field of decentralization in administration and planning. These amendments seek to initiate a genuine process of decentralized planning with the total involvement of local self-governing institutions together with the district planning and metropolitan planning committees⁵⁸. Now, it has become mandatory in the part of the state to constitute a district planning committee to consolidate the plans prepared by the Panchayat's and the municipalities in the district and to prepare a draft development plan for the district as a whole⁵⁹. These twin amendments contain large implications for decentralised planning process at the district level, since they attempt to elevate the status of the Panchayats and the municipalities as effective institutions of self governance. The amendments also seek to ensure periodical elections and assign and enhanced roles to them in the planning process. These amendments are viewed by some scholars as attempts towards real decentralization in an evolving 'federal nation' based on

⁵⁷ Sengupta, Nitish, *Yojana*. (1992), Vol.36. No.14 & 15, pp.33-34.

⁵⁸ The constitution of India Articles, 243ZE.

⁵⁹ The constitution of India Articles, 243ZD.

participatory democracy and popular base⁶⁰. These amendments have also shown the way for multi-level planning in India. The constitutional stipulations for establishment of a district planning committee at the district level, Gram Sabha at the village level (Article 243-A) and ward committees within the municipalities (Article 243-S) have given a new meaning and content through which municipalities and district planning committees become the institution of self-governance throughout the country. Moreover, the 73rd Amendment Act provides for the devolution of powers and responsibilities upon the Panchayats at the appropriate levels of preparation of plans for economic development and social justice⁶¹. An elaborate list of 29 items has been included in the eleventh schedule which adds a new dimension to the devolution of powers outlined in the 73rd amendment. Similar provisions have also been made to include 18 items in the twelfth schedule under the 74th amendment. Thus the Panchayati Raj Institutions in collaboration with the District Planning Committee have now become constitutional administrative levels for planning and development below the state level.

The Ninth Plan emphasis on decentralized district planning, it envisaged as a people-oriented planning process in which not only the involvement of the centre and the state governments but also of the people is appropriately designed⁶². It emphasized the transfer of adequate powers and authority to the Panchayats so as to enable them to function as institutions of self-governance as visualized in the constitution. Constitutional amendments have created the necessary structure for decentralized planning and now conditions are required for implementing the schemes and strengthening the process of decentralized district planning in its actual practice. Slowly but steadily, development administration in India is shifting focus on grassroots development by utilizing common resources, enhancing people's access to vital development inputs, mobilizing people's power, organizing the target groups and innovating new forms of social organizations more conducive to people-centric development. India is now passing through a new paradigm of development administration with its focus on the grassroots administration through intrusion into spaces that have traditionally remained the stronghold of the bureaucracy and the

⁶⁰ Khan, Rasheeduddin. (1992), *Federal India: A Design for change*, New Delhi, pp.29-30.

⁶¹ The constitution of India Articles, 243G.

⁶² Madhu, Dandavate. (1997), 'Ethos of planning and Plan Implementation in India' in *Indian Journal of Public Administration*, vol. XLIII no.4, p.870.

vested interests. This marks a radical shift from people as beneficiaries to people as partners in administration. As Noorjahan Bara points out⁶³

“People’s participation in the development process means action cooperation and involvement of the general Masses and the targeted public in various interferences of the decision making process in the development administration. This call for their active interests, enthusiasm and cooperation in planning, implementation and evaluation of development programmes at different levels, particularly at the grass root level”.

‘Participation’ and ‘empowerment’ have gained wide currency in the contemporary development literature. The elitist concept of history had traditionally clouded our vision, and only very recently, ‘people’ as real actors in history had been forcefully brought forward by the ‘Subaltern’ school. J.C. Scott’s empirical study⁶⁴ of every day forms of peasant resistance has opened our eyes to the facts of subtle and effective peoples’ actions against oppression.

For supporting the argument of participatory governance, B. Guy Peters⁶⁵ in 1990, gave the ‘multiple models of governance’. He said the ‘market model’ of governance has been holding centre stage since the 1980s, but there have been other models alongside it which have been equally powerful and deserve careful consideration. For instance ‘participatory model’ that concentrates on the participation of lower echelons of workers and even the clients and the citizenry has been a distinct denial of the traditional hierarchic, bureaucratic model in public administration. The fundamental assumption in this approach is that there is a great deal of energy and talent being underutilized at the lower echelon of hierarchies, and that the workers and clients closer to the actual production of goods and services in the public sector have a great amount of information about the programmes. It is assumed that if those ideas and talents are harnessed, government will work better. The general prescription therefore is greater participation and involvement on the part of those groups within government that are commonly excluded from decision-making. The structural approach of ‘participation model’ is considering both participation and decision-making of the lower echelon employees or clients, so it minimizes the impact of the other. The important implication for structure is that very much like the ‘public choice approach’. If the lower echelons are perceived as having a great deal on offer in decision making, and if they are highly motivated to provide good services, there

⁶³ Bava Noorjahan (1984), *People Participation in Development Administration in India*, New Delhi.

⁶⁴ Scott J.C., *Weapons of the Weak: Everyday Forms of Peasant Resistance*, London, 1985.

⁶⁵ Donald F. Kettle and H. Brinton Milward, eds. (1996), *The state of Public Management*, Baltimore: The John Hopkins University Press, pp.15-46.

hierarchical levels of control are merely impediments to good performance in an organization. Another structural implication of the participatory approach is to govern a variety of innovative structure to channel participation. The government has come to implement programmes of participation for both clients and workers, a variety of councils, advisory groups and the like have come into being. In this approach the management exchange a little bit of participation for greater productivity and loyalty from workers. There can be a manipulative element in thanking the overall societal governance can be enhanced through permitting and encouraging social 'discourse' in the process of making decisions. In this approach policy making are found for a 'bottom up' versus 'top down' version of policy process. That is, the vision does not assume that government can govern best by making decisions in a centralized fashion and then implementing them through laws and relatively rigid hierarchies rather than a vision of making decisions in a decentralised fashion.

In the economic reforms following the 'New Economic Policy' of the early 1990s, there have been attempts at dismantling the centrally-directed framework of economic development. This is also the beginning of the period when the international donor agencies have exercised immense influence in the domestic economy by attaching conditionalities to giving aid. These conditional prescriptions for administration of aid later became part of the overall framework of governance itself. Given the rising tide of 'neo-liberalism', no country is free from this. The changed empirical context has contributed to new conceptualization in the form of 'reinventing government' that actually seeks to articulate the transformed role of Public Administration.

Another major impact due to the failure of developmental decade in India and even at international level was the adoption of 'New Public Management'. In 1990's under this spell of "neo-liberalism" with its emphasis on the crucial role of the 'market' as against the 'state' as the key regulator of the society and economy. What emerged as the 'governance' philosophy came to be called the 'New Public Management' (NPM)⁶⁶. According to Mohit Battacharya the NPM has been variously called:⁶⁷ 'Managerialism', Market-based Public Administration', Entrepreneurial Government' etc. The thrust has been towards a determined effort to implement the 3E's: Efficiency,

⁶⁶ Bhattacharya Mohit (2006), *Social theory development administration and development ethics*, New Delhi, p.132.

⁶⁷ Bhattacharya Mohit (2008), *New Horizons of Public Administration*, New Delhi, p.394.

Economy and Effectiveness. NPM mainly focuses on management, not policy – on performance appraisal and efficiency. De-segregation of public bureaucracies into agencies which deals with each other on a user pay basis. Ensuring fair and honest administration of public affairs, eliminating patronage and other misuses of the state apparatus have been the hallmarks of bureaucracy's 'Process accountability'. The NPM 'stipulates that public servant's should have to accept more personal accountability for the actions of their agencies in return for this enhanced autonomy and flexibility'. This is clearly a significant departure from the concept of "anonymous" bureaucracy in the traditional public administration. Nevertheless, NPM has exposed the over-protected 'bureaucracy' to models of management, which, if carefully adopted, can bring about improvement in traditional public administration⁶⁸. NPM Emphasized decentralisation, changed management style, rationalization or streamlining of administrative structures, concern for citizens, application of management principles (where the customer occupies the primary position) etc., acted as a catalyst to the administrative reforms in the sphere of citizen-friendly administration⁶⁹

Other major reforms in the administration of India following the Fifth Pay Commission in 1995 indicate a shift towards creating accountability structures and customer orientation of a citizen. It is the new paradigm of 'Development Administration' dictated by the international funding agencies. Development assistance to the third world countries in the post cold war era has, thus, been, subject to the new politics of 'good governance. These post 1995 reforms suggest four key dimensions identified in this context as (a) Public sector management (b) accountability (c) legal framework for development and (d) information and transparency. It makes public administration more open, transparent and accountable. Citizen's Charters are an outcome of this movement.

Leftwich points out in 1990 good governance one support for democratization and improvement of human rights records, and insistence on what has come to be called "good governance". This new patterns are apparently aimed at discovering other ways of come up with new problems or of creation of new possibilities for governing. Due to good governance there is a departure from the overly formalistic characteristics of conventional public administration. In today's complex world of governing,

⁶⁸ Ibid., p.404

⁶⁹ Arora Ramesh, eds. (2006), *Public Administration In India*, New Delhi: Paragon International Publishers, p. 136.

government alone is not capable of coping with myriad problems. A degree of networking with other societal organizations will enhance the capacity of governance in the society as a whole. Also, this will facilitate development of 'social capital' in terms of social groups agreed involvement and co-sharing of problem-solving. It makes public administration efficient and accountable and citizens get empowered and democratic participation.

Tenth five year plan also support the concept of Governance in its Tenth Chapter by addressing the multiple levels problems of coordination, accountability and transparency along with the need for generating capabilities and community capacities for human development through all possible means. This plan gave the priority for strengthening the developmental planning and administration i.e. there must be a (1) People's Participation (2) decentralization (3) Reforms of the revenue system (4) civil society (5) Right to Information (6) civil service reforms (7) mobilisation of other resources (8) Programme / Project Formulation (9) synergy and coordination (10) Procedural Reforms (11) Monitoring (12) Empowerment of the Marginalized the Excluded (13) Judicial Reforms (14) Using Information Technology (IT) for Good Governance. The eleventh five year plan emphasis on inclusive growth, reducing poverty and bridging the various divides that continue to fragment our society can only be achieved if there is a significant improvement in the quality of governance. The government at all levels must be accountable and transparent. Accountability is the need to eliminate corruption, which is widely seen as a major deficiency in governance. Transparency is also critical, both to ensure accountability, and also to enable genuine participation.

Unfortunately, even after five decades of the establishment of the Indian republic and commencement of the constitution, serious questions are being posed on the governability of the Indian society, on the sincerity of the government, on the accountability of the system, transparency and responsiveness of the system and the motivation in the policy formulation and their implementation. 'Peoples' empowerment is an expression which is talked about often but is yet to be giving full meaning. Governance suffers from many flaws, not at the least from a credibility gap between the government and the people. It also appears that in spite of periodic elections, sometimes even earlier than the scheduled term of five years requiring the political masters to go back to the people, the mutual trust between the people and the

government has not yet been established even at a modest level. The average citizen does not feel confident of his government.

The entire Indian power elite have become cynical and corrupt and are accountable to no one. Briefly, if bureaucracy is not accountable to the citizens, they do destroy accountability everywhere, their own and that of others. Apart from the credibility gap, another problem with which public administration is beset is lack of transparency and accountability. We have been taking of good governance for many years both inside and outside the country there are many acknowledged components of good governance of which transparency and accountability are two main pillars. These are qualities which we are still trying to explore in the government at different levels. Why only the government and why only in the executive? It is indeed an irony that accountability is generally sought in others and not in oneself. All sections of governance and the major players in the civil society seem to be shying away from accountability. Accountability holds the key to integrity and good performance, be it the executive, the political administrators, judiciary, the media or even the academia.

From the above discussion one can safely say that the 73rd and 74th Constitutional Amendment and NPM reforms the potential, economic, managerial, transparent and accountable participatory citizen oriented route to people's empowerment is being practiced in district administration at least in principle. A landmark change following the 1997 'Chief Ministers' conference in New Delhi articulated the managerial route' to redefine power equation between government and citizens. In the agenda note, titled, "Action Plane for an effective and Responsive Government" in India to make (a) the administration accountable and citizen-friendly (b) ensure transparency and RTI adopt measures to cleanse and motive civil services⁷⁰. Realising the importance of accountability and transparency in administration the concept of Citizen's Charter has been initiated in India. The latest in government citizenship relationship is the concept of a 'Citizen's Charter'. The Citizen's Charter was perceived as an instrument that could be used to carve out the possibilities of a healthy relationship between the service provider and its user. In India, it was seen as a vehicle for building greater awareness of their mutual responsibilities on the part of both the government and citizens.

⁷⁰ *The Times of India* (1997), 25 May.

Hearding.

A Citizen's Charter is a micro-concept in the sense that it is invoked by an organization⁷¹ and symbolizes the sincerity of government endeavours all over the world to initiate changes in the administrative system to make them more citizen-friendly. Such efforts were the result of the changing political, social and economic conditions witnessed in the form of liberalization, privatization and globalization (LPG). The idea quintessentially is one of the citizen's entitlements the vis-a-vis government: to easy, enhanced access to public services, to services of an acceptable quality and specifications, to an efficient and prompt delivery of services and to transparent conduct on the part of the service provider. The government of India seems to be committed to the concept of Citizen's Charters and a large no of ministries and the department have rolled out their charters. Other government agencies and the states are following suit. One would like to compliment the government, and its agencies for their apparent commitment to Citizen's Charters as a mode of transforming the mindset of people in government and for ensuring a better deal to the citizen. Yet it seems to be only a beginning: through a positive beginning.

In the design and delivery of public services, Citizen's Charters conceive the providers and the users in an interlocking role. The concern which this is designed to address is to make public service provision more customer-led and fewer producers driven, whereas, traditionally, the government-citizen relationship has been cast in donor-recipient mode under which the mode of decision-making is provided-dominated. In this, the charter initiative substitutes the client-as-subordinate notion, which was the hallmark of the classical conceptualization of bureaucracy, with the client-as-peer notion. This tends to move the conventionally top-centric government bureau into the mouth of a bottom-centric organization. This is so because the charter's pursuit of quality and deadlines (implicit in the service standards and time-frames embodied in it), by building strong compulsions for innovation at every level, compels recourse to augmented delegation and wider discretion down the line. In terms of this situation, the charter allowance confronts bureaucracy with the dilemma of sorts. In the sense that the enfoldment of highly citizen-centric measure brings the traditionally bureau-centric, power-focused civil service face to face with demands (e.g., client consultation, employee-empowerment) which it, under the predictable unilaterally-operating, top-centric system has really not been familiar to. Those at the lower level

⁷¹ Maheshwari. S.R. (2004), *Indian Administration*, New Delhi, p. 261.

must, likewise, brace up to accept responsibility for performance, or the lack of it, when the house-top declarations of provider-commitments and user-entitlements subject the system to a regime deadline.

The modern world is evolving priorities which promise good governance, a term made popular by the World Bank and which includes attributes such as constitutionalism, rule of law, limited government, judicial review, transparency, citizen sensitivity etc. A powerful component of such an orientation is citizen responsiveness. The administration is not an end in itself. No organization exists for itself. An organization is a conscious creation to render some service to society, and its justification lies in its capability to satisfy the users of its services.

In ensuring true governance of the society, new and novel devices are tried. One such powerful one is the Citizen's Charter, to promote consumer satisfaction. This approach is the country's mission of raising the standard of public services, improving the delivery system and thus bringing public administration closer to those who used it⁷².

2.3 The concept of Citizen's Charter

The world is linked to the historic Magna Charta, which king John signed guaranteeing the fundamental liberties to the English people. This meaning to the term is central to the concept of Citizen's Charter. A Citizen's Charter is a micro-concept in the sense that it is invoked by an organization. Secondly, it is as a rule, proclaimed by an organization having its day-to-day deals and contracts with citizens. These organizations could be local governments, subordinate offices of the government, banking and financial institutions, public utilities etc. Thirdly, all these organizations promise rendering of services to the citizens within a specified time-frame and conforming to a certain standard. One aspect of the Citizen's Charter is particularly noteworthy. The sanction behind the Citizen's Charter is moral and nothing else. The proclaiming agency makes it absolutely explicit that it is not justifiable: a citizen cannot sue an organization for not abiding by its self-proclaimed standards of service embodied in a Citizen's Charter. The charter may thus be seen as only emphasizing the moral dimension of civil service accountability. Maheshwari (2004) describes 'Charter'

⁷²Ibid, p. 536.

is generally defined as ‘a written document delivered by the sovereign or legislature’⁷³. The Citizen’s Charter provides the opportunity to put in place a market system within the public services sector in the appearance of empowering citizens.⁷⁴ For the British public service, the Citizen’s Charter becomes one of the most ambitious programmes for radical reform in the long history. However, the principles that underline it are not unique to the British alone; more responsive public services are the common goal of many governments across the world.

Citizen’s Charter is a document that represents an effort by public agencies to focus on citizen needs. The idea behind Citizen’s Charter is transparency in all their activities particularly the activities that led to provide certain services to the citizens. The commitment is in respect of ‘standards and quality’ of services to be provided to citizen’s. The standards are fixed from the perspective of implying that the citizen should be aware within what time frame the citizens receive the services. The charters are nothing but a code of conduct on the part of public officials imposed by them to provide services on a better note to citizens.⁷⁵ A major theme associated with improving performance is the development of a customer or a Clint focus or service quality initiative in the public sector or in government, Citizen’s Charter is probably the best known example. This will improve access to public services and promote quality. It does this by helping people understand what an organization does, how to contact it, what to expect by way of service and how to seek a remedy if something goes wrong. It does not in itself create legal rights. But it helps users to claim existing rights, and may create new rights that are enforceable through non-legal means (through a complaint procedure or independent adjudicator). The key feature of the charter is: standards of service that users can expect to receive; the arrangements for the grievance redresses cell; and brief information on the service provided.

⁷³ Ibid.

⁷⁴ Tritter, Jonathan, (October-December 1994), ‘The Citizen’s Charter: Opportunities for Users Perspectives?’ in *The Political Quarterly*, vol. 65 no. 4, p. 397.

⁷⁵ Arora Ramesh.K, eds. (2006), *Public Administration in India Tradition, Trends and Transformation*, Jaipur, p. 136.

2.4 Key Elements of Citizen's Charters⁷⁶

1. *Standards*: Setting, monitoring and publication of explicit standards for the services that individual users can reasonably expect. Publication of actual performance against these standards.
 2. *Transparency and Information*: Full, accurate information, readily available in plain language, about how well they perform and who is in-charge.
 3. *Choice and consultation*: The public sector / government sector should provide choice wherever practicable. There should be regular and systematic consultation with those, who use services. User's views about services and their priorities are to be taken into account in final decisions on standards.
 4. *Courtesy and Helpfulness*: Courtesy and helpful service from public servants who will normally wear name move. Services available equally to all who are entitled to them and run to suit their convenience.
 5. *Putting Things Right*: If things go wrong, an apology, a full explanation, and a swift and effective remedy to be offered. Well published and easy to use complaint procedures with independent reviews, wherever possible to be introduced and maintained.
 6. *The value of Money*: Efficient and economical delivery of public services within the resources, the nation can afford. And, independent validation of performance against standards.
- The Charter arises from the dissatisfaction of the citizen/consumer/customer with the quality of service we offer.
 - Begin with a statement of the service(s) you are offering.
 - The charter must be framed not only by senior experts, but by the interaction with consumer/client associations and your cutting-edge staff who will finally implement it and with the users.
 - To be useful, the charter must be simple.
 - Procedures/costs/charges should be made available on line/display boards/booklets. /enquiry counters, etc at places specified in the charter.
 - Place against each service the entitlement of the user, service standards and remedies available to the user for the non-adherence to standards.

⁷⁶ Jain, R.B. (July-september 1998), 'Citizen's Charter-An instrument of public accountability: problems and prospects in India' in *Indian Journal of Public Administration*, vol. 44 no.3, p.367.

- Merely announcing the charter will not change the way we function. Creating the conditions through interaction and training for generating a responsive climate.
- Frame a structure for obtaining feedback and performance audit and fix a schedule for reviewing your charter every six months at least.
- Separate charters can be framed for distinct services and for organizations/agencies attached or subordinate to the Ministry/Department.
- Indicate clearly that while these are not justifiable, the commitments enshrined in the charter are in the nature of a promise to be fulfilled with.

The principles of customer orientation as defined in the Citizen's Charter⁷⁷ and similar initiatives can be set out as:

- Setting and publishing standards for the services meant for individuals.
- Private sector firms and other organizations that use public services can reasonably be expected to practice these standards.
- Providing full, accurate information about how services are run, what they cost, how well they perform, and who is in charge.
- The public sector should offer a choice wherever practicable and systematic consultation with users of services to determine priorities for service improvements.
- Front-line staff should offer a courteous and helpful service.
- Providing convenient opening hours.
- Service-users should have access to an easy-to-use complaints redressal procedure; and if the service has been defective, they should receive an apology, a full explanation and swift and effective redress.

In short Citizen's Charter, is a, simple documents that outline service delivery standards, empower the public with such information⁷⁸. According to the Department of Administrative Reforms & Public Grievances (DAPRG), the ministry superheating the Citizen's Charter is an understanding between the ordinary citizens and public service providers which outlines the quantity and quality of service citizens can expect to receive in exchange for taxes or fees. Public service provider is essentially

⁷⁷ Narayan.B.V.L. (April-June, 2004), 'Citizen's Charter-strategies for successful implementation in India', in *Indian Journal of Public Administration*, vol.L. no. 2, p.434.

⁷⁸ *India's Citizen's Charters A Decade of Experience* (2007), published by Public Affairs Centre, Bangalore, p.1.

committed to delivering service as per standards that they themselves have defined. In essence, Citizen's Charters not only empower end-users with critical information, but also force public service providers to live up to their obligations to ordinary citizens.

The second Administrative commission has described 'Citizen's Charter is based on the premise that the citizen is 'king' and governance organizations exist not to rule but to serve the citizens. In order to ensure that both the service providers as well as citizens realize that public agencies are meant to provide services, each organization should spell out the services it has to perform and then specify the standards/norms for the services. Thus, the Citizen's Charter is a set of commitments made by an organization regarding the standards of services which it delivers, seeking to make an organization transparent, accountable and citizen friendly.

Citizen's Charters should be made effective by adopting the following principles⁷⁹:

- Commitments to be made.
- The Citizen's Charter should be prepared for each independent unit under the overall umbrella of the organizations charter.
- Wide consultation which includes civil society in the process.
- One size does not fit all.
- Internal processes and structure should be reformed to meet the commitments given in the charter.
- Redressed cells in case of default.
- Periodic review of Citizen's Charters.
- Using end-user feedback
- Officers accountable for results.

Thus, the Citizen's Charter is a manifestation of public agencies desire to provide quality services to its clients. It is an informal understanding between citizens and government agencies to exchange services in lieu of money paid by the former to the latter. It symbolizes a sense of responsibility of citizens towards public organization obligations towards citizens. According to Dolly Arora, the charter is expected to provide the details of public services, standards of performance, quality of services, simplification of procedures, redressal of grievances, etc.

⁷⁹ *Guidelines for implementing SEVOTTAM Complaint Citizen's / Client's Charter & Grievance Redress Mechanism (August 2010)*, By Central Ministries/Departments, pp. 3.

2.5 Evolution of Citizen's Charter

Citizen's Charters were introduced for the first time in the United Kingdom in 1991 by the conservative Government under the Prime Minister John Major as a measure to refocus public services towards the need and expectations of end-users. The program was subsequently modified and re-introduced by the Labor Government in 1998 under the banner "Services First"⁸⁰. Public service providers that implemented a Citizen's Charter were expected to adopt the following operating principles:

- Set standards of service
- Be open and transparent
- Consult and involve end-users
- Encourage access and the promotion of choice
- Treat all fairly
- Put things right when they go wrong
- Use resources effectively
- Innovate and improve
- Work with other providers

"The Citizen's Charter sees public services through the eyes of those who use them. For too long the provider has dominated and now it is the turn of the user... The Citizen's Charter will raise quality, increase choice, secure better value and extend accountability (Cabinet Office, U.K., 1992)".

The historical reason behind the Citizen's Charter is to make reforms in the public sector (reforming the state, in the time of conservative government) on many elements of New Right thinking and Managerialism. During the 1980s, the conservative undertook a series of managerial and structural reforms of British bureaucracy. The key reforms were⁸¹: Raising revenue, the financial management initiative, empowering consumers and most importantly, the introduction of the Next step reforms in 1988. The principal catalyst is to reform need to cut back on public expenditure. For this the (Rayner) in Thatcher government wished to pursue was to increase efficiency throughout the public sector. He was allocated a small 'efficiency unit' in the cabinet office, in order to conduct in-depth 'scrutinise' into various aspects of departmental government work. Rayner appointed civil servants, rather than outside consultants, to carry out the efficiency studies. When the scrutinisers were sent out to the various

⁸⁰ *India's Citizen's Charters A Decade of Experience* (2007), published by Public Affairs Centre, Bangalore, p.2.

⁸¹ Rihards David and Smith.J Martin (2003), *Governance and Public Policy in the UK*, New York, pp. 104-111.

departments, they were detailed to ask three simple questions of each department examined; 1. What is it for? 2. What does it cost? 3. What value does it add? Later, as Hennessey (1989) noted, Rayner conceded that the unit would have only a marginal impact if it had not been for 'the unique political imperative created by Thatcher. Scrutinise did a number of major studies and conclude that 'Raynerism' was failing in its scope: it had no mandate to examine the individuals who were to be in charge of implementing the scrutiny. However all those who had been involved in this stage of reform that something greater than Raynerism was needed. Then in 1982 government launched the Financial Management Initiative (FMI), conceived by Michael Heseltine he was the minister in the department of Environment (DoE). Heseltine had introduced a management information system for ministers (MINIS) at the DoE, which aimed to inform him of 'who did what, why and at what cost'. He argued that MINIS improved both the efficiency and the effectiveness of the DoE and he subsequently introduced it to the Ministry of Defence. The FMI signalled the first move towards a programme of decentralization for Whitehall, which were later to reach function in the Next steps reforms. The central point of this reform is that organization should be hived off and that there should not be a single organization for all tasks. From a public-choice perspective, principal-agent theory was a mechanism for introducing market mechanisms into the public sector by creating a contract between the principal (the controller of the services) and the agent (the deliverer of the services). Then after the Major Years, (1990-1997), the Major Government's attitude to the public sector in many ways was reflected the argument put forward in *Reinventing Government* by Osborne and Gaebler (1991). In this the author argued that liberal democratic governments should 'steer rather than row the economy'. The Major Government adopted that the market should be bought to the state. And with this concept, the concept of Citizen's Charter was introduced (major's big deal) in 1991, which aimed at transferring power away from providers to consumers. In effect, this became a process of auditing the public sector – by publishing performance lists for schools, hospitals, universities etc. Hence the number of commentators refers to this period as the onset of 'The Audit Society', in which market testing/privatization was introduced and performance tables become a key indicator in evaluating public services. Therefore it

can be said that Citizen's Charter is 'make public service answerable better to wish their user, and to raise their quality overall'⁸².

The Citizen's Charter initiative in the UK led to the adoption of similar or modified programs by several other countries⁸³, including India in 1997. While specific regimes varied significantly, every country that adopted a Citizen's Charter initiative aimed to produce citizen-centric public services that focused on improving quality of services, standards conformity, and the grievance redress process.

The strategy behind the adoption of Citizen's Charter is growing dissatisfaction with public services, the need to transform the country's large, but non-responsive bureaucracy, and the resource crunch facing the government, growing state activity, increasing complexity of administration, consequential explosion of points of contact between the state and the citizen has made control of maladministration and administrative injustice an impossible task for both an over burdened court system and elected representatives. Even the introduction of the idea of a system of the ombudsman has failed to secure a degree of public accountability, which would ensure prompt, qualitative, and cost-effective services to the citizens; these were the key factors that led Major to assign high priority to this reform⁸⁴. This provided the foundations from which the Citizen's Charter was launched in June 1991. The Citizen's Charter initiative had a threefold objective⁸⁵: (1) to ensure that government agencies clearly specify the services and service quality they will provide to the public and the terms on which they will be delivered; (2) to empower citizens with information on services so as to enable them to claim their entitlements; and (3) through this process, to make government more transparent and accountable to citizens.

2.6 Citizen's Charter Scheme in India

Sharing the concern for ensuring responsive, accountable, transparent, decentralized and people-friendly administration at all levels, and with the objective of restoring faith of the people in the fairness and capacity for administration against the prevailing

⁸² Barron Anne and Scott Colin (July 1992), 'The Citizen's Charter Programme' in *The Modern Law Review*, vol. 55 no.4, p. 534.

⁸³ Australia (Service Charter, 1997), Belgium (Public Service User's Charter, 1992), Canada (Service Standards initiative, 1995), France (Service Charter, 1992), Jamaica (Citizen's Charter, 1994), Malaysia (Client Charter, 1993), Portugal (The Quality Charter in public services, 1993), and Spain (The Quality Observatory, 1992).

⁸⁴ *A Guide to Quality Schemes for the Public Sector* (1996), Government of UK cabinet office, London.

⁸⁵ *OECD, 'Service Quality Initiatives'*, Paris.

frustration and dissatisfaction, the then Prime Minister of India, had inaugurated a conference of Chief Secretaries in 1996 called to develop "An Agenda for an Effective and Responsive Administration" to make the public services more efficient, clean, accountable and citizen-friendly. The conference enter all recommended that accountability should be interpreted in a larger sense in relation to public satisfaction and responsive delivery of services, and a phased introduction of Citizen's Charter for as many service institutions as possible by way of citizen's entitlement to public services, collaboration of consumer organizations and citizen groups, the wide publicity to standards of performance, quality, timeliness, cost, etc., for public services, and promotion of periodic and independent scrutiny of the performance of the agencies against the standards.

Action Plan for CCs in the Chief Ministers Conference (1997)

The Department of Administrative Reforms and Public Services in 1997 evolved an "Action Plan an Effective and Responsive Administration", based on the responses and reactions received from officials, experts, voluntary agencies, citizen's groups, media, etc. The three⁸⁶ main areas of the Action Plan that were discussed in the conference of chief ministers of various States and Union Territories held on May 24, 1997 in New Delhi presided over by the Prime Minister of India were: (1) making administration accountable and citizen-friendly; (2) ensuring transparency and right to information; and (3) taking measures to cleanse and motivate civil services. One major decision at that conference was that the central and the state governments would formulate Citizen's Charters, starting with those sectors that have a large public interface (e.g., Railways, Telecom, Post, Public Distribution Systems and the like). These Charters were to include first, standards of service as well as the time limits that the public can reasonably expect in service delivery, avenues of grievance redressed and a provision for independent scrutiny through the involvement of citizen and consumer groups.

The Department of Administrative Reforms and Public Grievances in Government of India (DARPG) initiated the task of coordinating, formulating and operationalising Citizen's Charters. The guidelines for formulating the Charters as well as a list of do have and don't be communicated to various government departments /organizations to enable them to bring out focused and effective charters.

⁸⁶ Jain, R.B. (July-September, 1998), 'Citizen's Charter-An instrument of public accountability: problems and prospects in India' in *Indian Journal of Public Administration*, vol. 44 no.3, p.369.

For the formulation of the Charters, the government agencies at the Centre and State levels were advised to constitute a task force with representation from users, senior management and the cutting edge staff⁸⁷. The DAPRG emphasized the need for consumer organizations, citizen groups and other stakeholders to be closely involved when Citizen's Charters were being drafted in order to focus the documents towards the needs and requirements of end-users. Based on the UK model, DAPRG outlined the following six components for inclusion in charters drafted by public agencies:

- Vision and mission statements.
- Details of business transacted by the organization
- Details of clients
- Details of services provided to each client group
- Details of the grievance redress mechanisms and to access them
- Expectations from clients.

The significance and potential impact of this reform⁸⁸ (Citizen's Charter) in India cannot be over emphasized. For the first time the government of India had directed all government agencies/departments to make information easily accessible to the citizens on the services and rights they are entitled to the standards of the services and the remedies in case the services were not delivered. The information was to be provided through web sites and in all public offices. This was to be done "suo-moto", without the citizen having to apply for the information, paying a fee and applying in a given format, as is the case with the Right to information (RTI) Act. Imagine the impact of this reform would have made, if the numerous public agencies with which citizen infract on a daily basis across this vast country, had faithfully implemented their charters. Though this happened well before the RTI Act become law, however, this reform was a low-key affair, almost as if it was a purely internal matter of the government.

2.7 The format of Citizen's Charter⁸⁹

The Citizen's Charter for a Ministry / Department should contain the following nine sections:

⁸⁷ *Citizen's Charters-Hand book* (1997), New Delhi, p.3.

⁸⁸ Paul Samual (2008), 'India's Citizen's Charters: In Search of a Champion' in. *Economic and Political weekly*, vol.XLIII. no. 7, February 16-22, p.68.

⁸⁹ *Guidelines for implementing SEVOTTAM Complaint Citizen's / Client's Charter & Grievance Redress Mechanism* (August 2010), By Central Ministries/Departments. p. 9.

- i. Cover Page
- ii. Vision
- iii. Mission
- iv. Service Standards
- v. Grievance Redress Mechanism
- vi. Stakeholders / Clients
- vii. Responsibility Centres
- viii. Indicative expectations from service recipients
- ix. Month and Year for the next review of the charter

2.8 Citizen's Charters in India: present Status

Citizen's Charters have currently been placed in India for almost a decade. By 22nd January 2011, 131 Citizen's Charters has been finalised by the central ministries / departments⁹⁰ and on 24th January 2011, 729 Citizen's Charters has been formulated by 24 state government / Union Territories.⁹¹ DAPRG has undertaken several measures to improve the implementation of Citizen's Charters by public agencies. These measures include the development of a comprehensive website (goicharters.nic.in), a model for internal and external evaluation of charters, regional seminars to build awareness of charters among stakeholders, and capacity-building workshops⁹².

2.9 Conclusion

Citizen's Charters are quite laudable in the context of changing developmental decade scenario under LPG era. These Charters acts as directive principles for the governments as well as then administrations world over. It is an innovative measure of governance of Great Britain. In most parts of the country, the orientation of the government is fast changing only to serve the people better. Citizen's Charters, as laid down by the government, act as guidance to the public officials as well as the citizens. The public officials up till now were managing public administration according to their whims and fancies and the citizens were receiving end. But now citizens are the king,

⁹⁰ <http://goicharters.nic.in/charter.htm>

⁹¹ <http://goicharters.nic.in/charter-state.htm>

⁹² Following the model of the "Charter Mark" system in the UK, which recognizes and encourages excellence in public services, DAPRG has evolved a symbol of excellence, SEVOTTAM, which is present an option to measure and manage performance on service delivery from the Citizen's perspective.

sprit behind charters that are framed by the government departments which makes governance accessible, open, transparent, comprehensible, and flexible in order to satisfy the aspirations, demands and needs of the citizens.

Sample 5
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Chapter 3

Field Survey on Implementation of Citizen's Charter

3.1 Introduction

This study on Citizen's Charter in Jhansi District Administration in Uttar Pradesh, is a humble effort to evaluate the existing Charters and their implementation, effectiveness and their responses in various government departments which lies under the supervision of district administration. This research undertaken based on the approaches of fifteen government departments in Jhansi district but only seven out of them responded to interview schedule for encouraging the above mentioned objectives.

The study will be based on the primary and secondary data. The secondary data would be available from government files and annual reports and statistical surveys of the Jhansi District Administration. This would set the ball rolling to cover the relationship of Citizen's Charter to the improved functioning of the traditional bureaucracy. There are a number of agencies which are affected in the functioning of the Citizen's Charter. A segregated data would be obtained on improvement of services and the effectiveness of techniques in the implementation.

Primary data would be collected through letter followed by questionnaires in the district administration department within Jhansi. The Citizen's Charter would need to study the whole district to obtain a wholesome data applicable for the study. The charters were examined keeping in mind the various aspects of implementation, awareness, suggestions and the formulation of Citizen's Charter. There would be in a structured format when put to higher officials.

A small sample size of 2 people from each relevant department would suffice to obtain data. Over 7 heads of the departments were supporting the research study by giving the information in the prescribed questionnaires and 8 departments are not giving the favourable support for research. Head of the programmes would be put to crisp Questionnaires. The observation of (subject committee) meetings, scanning of official records and secondary source materials, both published and unpublished need

Laxmi Singh
20/11/2021

to be procured, Statistical methods such as tables and pie charts will be used for assessing the impact.

3.2 The profile of the Study Area

Uttar Pradesh has been the most prominent state of Indian politics due to control of politics at the centre and its variegated geography and size of both its population and area. The capital is Lucknow and state language is Hindi. Uttar Pradesh is the India's fifth largest state of India in the area, and located in the north-western part of the country. It spreads over a large area, and the plans of the state are quite distinctly different from the high mountains in the north. Uttar Pradesh is bounded by Nepal on north, Uttarakhand on the north-east, Himachal Pradesh on the North-West, Haryana on the west, Rajasthan on the south-west, Madhya Pradesh on the south and south-west, and Bihar on the east. Situated between 23.52'N and 31.28'N latitudes and 77.3' and 84.39'E longitudes. Uttar Pradesh has the largest population in India⁹³. According to the 2001 census⁹⁴ Uttar Pradesh has a population of 166,052,859. Nearly one-sixth of India's population resides in Uttar Pradesh and the sex ratio of male female is 1000:898 in which 52.7% is male and 47.3% is female and the population density is 690 people per sq.km. And the literacy rate is 56.3%, in which 68.82% are male and 42.22% is female, urban literacy rate is 69.75% and rural literacy rate is 52.53%. But the condition of the marginalized group (like SC/ST) in Uttar Pradesh is worse and they are still suffering from extreme social, educational and economic backwardness arising out of age-old practices of exclusion and untouchability⁹⁵. Lack of infrastructure facilities and geographical isolation though, maximum Scheduled Cast lives in Uttar Pradesh. According to census 2001 the Scheduled Caste population accounts for only 16.23% of the total population of the country whereas Uttar Pradesh has 21.15% Scheduled Cast Population. Under the Constitution of India, Uttar Pradesh has a governor and a bicameral legislature. The lower house is called Vidhan Sabha and the upper house is called the Vidhan Parishad. Vidhan Sabha comprises 404 MLA's; the state has also a High court in Allahabad with its bench in Lucknow. Uttar Pradesh has 80 seats in a Lok Sabha and 31 seats in the Rajya Sabha. The political head

⁹³ *Uttar Pradesh 2010*, published by 'Information and public relation department' Uttar Pradesh, Lucknow, Pp.1-8

⁹⁴ *Statiscal Diary of Uttar Pradesh*. (2005), published by 'Economics and Statical department state planning institute Uttar Pradesh', Pp. 15-51.

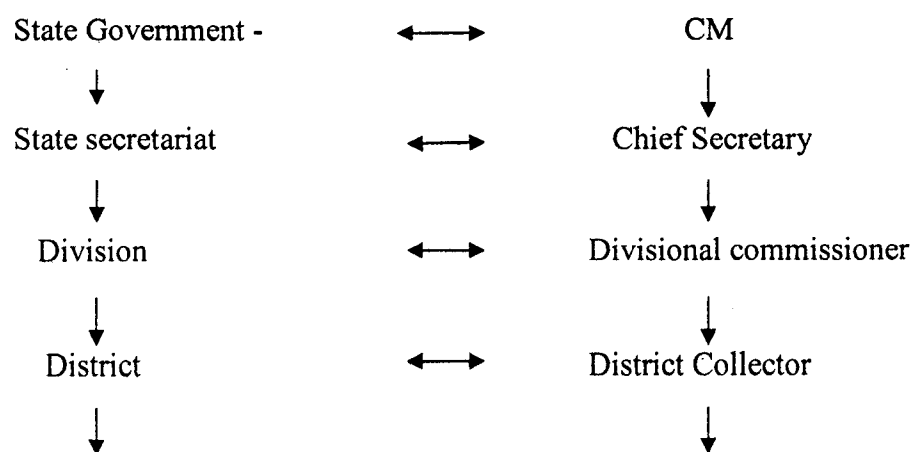
⁹⁵ *NCSC, 1st Report (2004-05)*, New Delhi, p.1.

is CM and the administratively works is done in the Secretariat and the administrative head is Chief Secretary. Under him the principal secretaries, Special secretaries, Joint secretaries, Deputy Secretaries and under secretaries are appointed either from the central or state administrative services. After the secretariat and Head of Departments, the Divisional commissioner occupies an important place. He is fully responsible for law and order, revenue, administration and other matters pertaining to his division. He has to exercise supervision over the district officers, local bodies and planning and development works each division consists of certain districts. Each district is under the administrative charge of a district officer who is also called the District magistrate. The district is further divided into Tehsils, blocks and villages for the administrative convenience and for collection of revenue and development works. Uttar Pradesh brought Panchayati Raj⁹⁶ immediately after independence through the enactment of the Uttar Pradesh Panchayati Raj Act, 1947. Recommendation of Balwant Rai Mehta Committee a three tier system of panchayats was established through the enactment of the U.P. Kshetra Samitis and Zillah Parishads Acts, 1961 (now renamed as Kshetra Panchayats and Zilla Panchayat Adhiniyam, 1961). 73rd amendment act, 1992 brings the conformity with the provision of the constitution of the Govt. of U.P. through the U.P. Panchayat Laws (Amendment) Act, 1994.

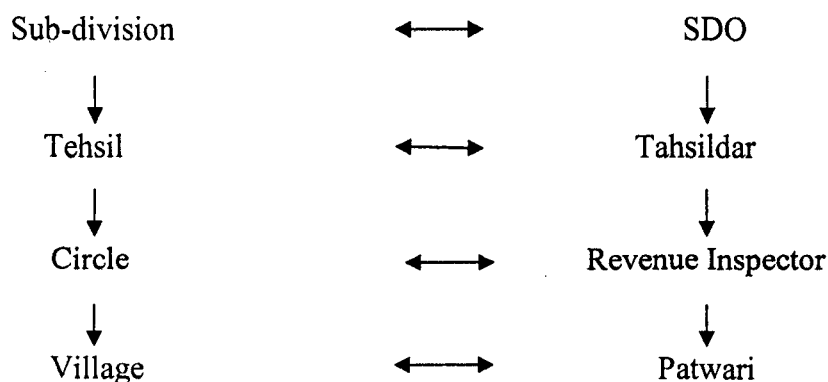
The nomenclature for the three levels of Panchayats

<u>Level of Panchayats</u>		<u>Name Used</u>
District Panchayat	→	Zilla Panchayat
Intermediate Panchayat	→	Kshetra Panchayat
Village Panchayat	→	Gaon Panchayat.

Administrative Functioning of government of Uttar Pradesh



⁹⁶Ibid., Pp.375-380.

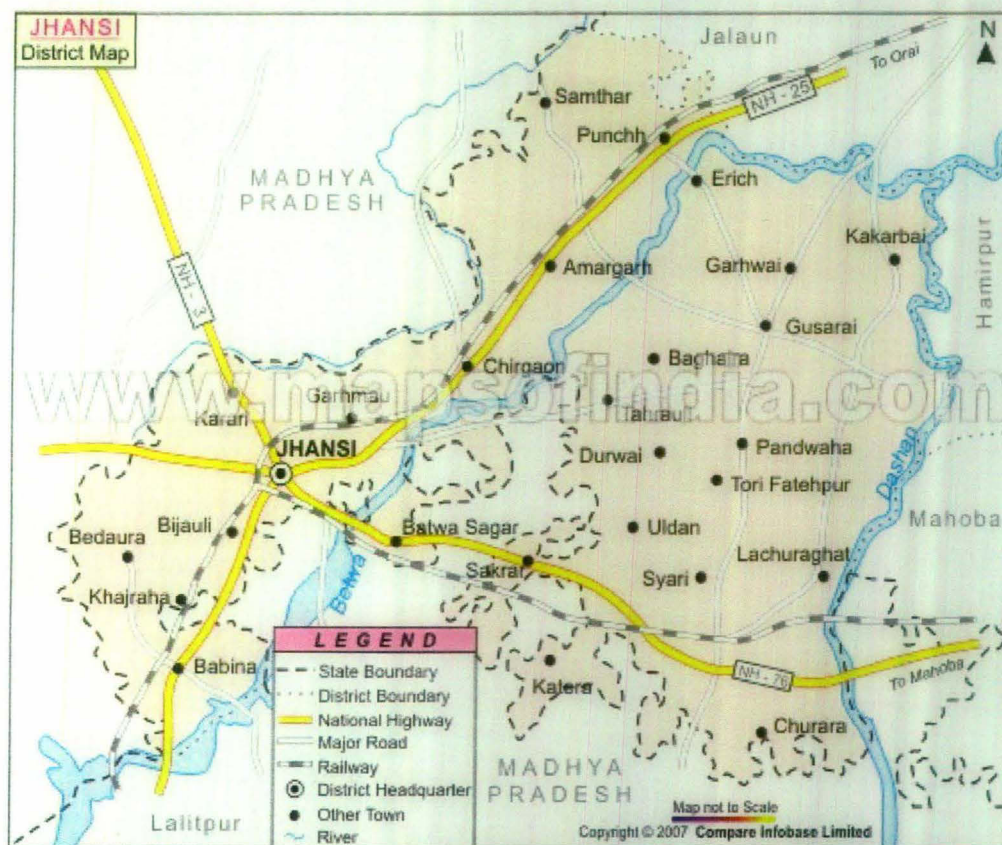


In administrative point of view Uttar Pradesh is divided into 18 Zones, 72 districts, number of Tehsils 313, Nagar Nigams is 11. Within 72 districts of Uttar Pradesh, Jhansi is one of the most important district which has to be discussed regarding district administration and implementation of Citizen's Charter.

The study of Jhansi District Administration is taken because rural poor in Jhansi ethnically / culturally are distanced from the district administration. There is an extreme poverty, middleman providing services, rent-seeking and corruption, seeking into the trap of poverty and backwardness. All the developmental programmes eg. Road, electricity, railway station, post office, banking and health services are quite distant from districts. Lack of awareness about the 'Citizen's Charter' among the people and rural citizens lack basic livelihood opportunities. Jhansi the administrative headquarter of Jhansi district and Jhansi division situated between the river Pahunj and Betwa. It is the most important focal point of the well known Bundelkhand region (Heart of India), since British Period Jhansi has remained an important hub for Army, Railways, Central industries and educational institution is also the main gateways of southern part of India⁹⁷. In ancient times Jhansi was a part of the region Jejabhukit, Jajhoti and Bundelkhand. It is located at 25.4333°N 78.58335°E has an average elevation of 284 metre (935 feet). The city has a natural slope in the north as it lies on the south-western border of the vast tarai plains of Uttar Pradesh and it located in the plain of central India. Jhansi was stronghold of the Chandel kings. But in the 16th century under Raja Bir Singh Deo of Orcha Jhansi came into prominence. In 1613 Raja Bir Singh Deo constructed the Jhansi fort. He has good relations with the Mughal emperor Jahangir. In 18th century Raja Gangadhar rao was King of Jhansi. He was a very good administrator. During his period the local population of Jhansi was very satisfied. In 1842 Raja Gangadhar Rao married Mahakarnika. After marriage she got a

⁹⁷ Shekhar Raj Chapter 38 Jhansi District, Uttar Pradesh by District magistrate of Jhansi.

new name Lakshmi Bai, who led forces against the British in 1857. In 1861 the British government gave the Jhansi fort to Jiyaji Rao Scindia Gwalior. In 1886 Britishers took back Jhansi from the Gwalior state. After independence Jhansi was included in Uttar Pradesh. In present Jhansi is a divisional commissioner's headquarter including district Jhansi, Lalitpur and Jalaun. According to census 2001 Jhansi has area – 5024 sq km, Population – 1746715, female– 812597, male– 934118, sex ratio (male : female)– 1000:871, population density– 348 /sq km, literacy– 65.5%, number of nagar palika parishad⁹⁸ – 06 (Jhansi, Barwasagar, Mauranipur, Gursaraya, Samthar, Chirgau), number of tehsil – 05 (Chirgau, Gursaraya, Bamor, Bangra, Babina, Badhagau, Moth, Mauranipur), number of gram panchyats – 447, number of villages – 760.



<http://www.mapsofindia.com/maps/uttarpradesh/districts/jhansi.htm> 07-06-2011

⁹⁸ Jhansi Gazetteer (1946).

3.3 Citizen's Charters: Uttar Pradesh vis-a-vis other state

With reference of www.goicharters.nic.in, list of 729 Citizen's Charter formulated by 24 states governments / union territory (as of 24th January 2011) see (Table 3.1)

S. No	Name of states	Literacy ⁹⁹ rate %	Poverty Ratio %	Population % of the total ¹⁰⁰	No. of Citizen's Charters
1	Andhra Pradesh	61.11	15.77	7.37	45
2	Andaman and Nicobar	81.18	20.99	0.03	20
3	Assam	64.28	36.09	2.59	02
4	UT of Chandigarh	81.76	5.75	0.09	20
5	UT of Daman and Diu	81.09	4.44	0.02	01
6	NCT of Delhi	81.82	8.23	1.34	75
7	Goa	82.32	4.40	0.13	63
8	Gujarat	69.97	14.07	4.93	17
9	Haryana	68.59	8.74	2.05	89
10	Himachal Pradesh	77.13	7.63	0.59	08
11	Jammu and Kashmir	54.46	3.48	0.98	09
12	Karnataka	67.04	20.04	5.14	36
13	Kerala	90.92	12.72	3.10	33
14	Lakshadweep	87.52	15.60	0.01	16
15	Madhya Pradesh	64.11	37.43	5.88	39
16	Maharashtra	77.27	25.02	9.42	06
17	Mizoram	88.49	19.47	0.09	02
18	Nagaland	67.11	32.67	0.19	07
19	Pondicherry	81.49	21.67	0.09	51
20	Punjab	69.95	6.16	2.37	17
21	Rajasthan	61.03	15.28	5.50	62
22	Sikkim	69.68	36.55	0.05	14
23	Tamil Nadu	73.47	21.12	6.05	57
24	Uttar Pradesh	57.36	31.15	16.17	41

Table (3.1)

Citizen's Charter is not good governance in itself as legislation alone does not bring its implementation. It depends on people's participation, which in turn depends on issues of deprivation, alienation, literacy, poverty and other development indicators. This argument is very clear from the above table (3.1), as we see that, for instance, in Haryana which has Citizen's Charter in 89 departments which is largest of all states is

⁹⁹ <http://cyberjournalist.org.in/census/cenlit0.html>

¹⁰⁰ <http://www.educationforallindia.com/page159.html>

having a literacy rate of 68 percent, poverty is as low as 8.7 percent and Population is 2 percent of India, whereas Uttar Pradesh which has Citizen's Charter in 41 departments is having literacy of 57 percent, poverty is 31 percent and Population is 16 percent of India. So this analysis shows that the effectiveness of the Citizen's Charter depends on both governments willingness to provide such legislation and peoples' participation like how they aware about their rights and how they are literate. And Citizen's Charter is much more effective where poverty and population percentage are low and where literacy is high.

Effectiveness that ensured by Citizens Charter

Control on of government activities

Barriers to participation

3.4 Departments which have Citizen's Charter in Uttar Pradesh

Numbers of departments in Uttar Pradesh are 85¹⁰¹ but only 41¹⁰² departments having a Citizen's Charter. The Administrative Reforms Department of Uttar Pradesh is the nodal department to initiate Citizen's Charter formulation in Uttar Pradesh. Few government departments, public sector undertaking like Uttar Pradesh Power Corporation Ltd and a good number of banks have formulated the Citizen's Charter. The departments who have Citizen's Charter in Uttar Pradesh are listed below:-

List → Appendix

The government of Uttar Pradesh

(Administrative Reforms Department, Navin Bhawan, Secretariat, Lucknow)

1. Public Works Department
2. Agriculture Department
3. Revenue Department
4. Food and Supply Department
5. Department of Panchayati Raj
6. Department of Housing
7. Medical and Family Welfare Department
8. Backward Classes Welfare Department
9. Department of Forest

¹⁰¹ http://upgov.nic.in/upinfo/allsites_1sep.htm assessed on 07-06-2011

¹⁰² www.goicharters.nic.in assessed on 05-06-2011

10. Department of Taxation and Assessment
11. Department of Rural Development
12. Department of State Property
13. Department of Transport
14. Department of Energy (Uttar Pradesh Power Corporation Ltd.)
15. Uttar Pradesh Land Development Corporation
16. Land Development and Water Resources
17. Department of Excise
18. State Agro Production Marketing Council
19. State Seed Certification Institute
20. Directorate of Youth Welfare
21. Department of Urban Development
22. Minority's Welfare and Wakf Department
23. Directorate of Environment
24. Science and Terminology Council
25. Department of Irrigation
26. Department of Co-ordination
27. Department of Public Enterprises
28. Uttar Pradesh State Agro-Industries Corporation
29. Department of Finance
30. Department of Milk Development
31. Department of Basic Education
32. Department of Urban Employment & Poverty Alleviation Programme

33. Department of Information
34. Department of Animal Husbandry
35. Department of Sports
36. Department of Agro-Industries and Agro-Export
37. Sugar Industry
38. Department of Tourism
39. Department of Entertainment Tax
40. Pollution Control
41. Shakti Nagar Special Area Development Authority

Above shows the gap, that the existing departments in Uttar Pradesh are 85 but only 41 number of departments having the Citizens Charter. It also shows that more than 50 percent of the state departments do not have Citizen's Charter.

3.5 Websites of Citizen's Charters in Some Departments of Uttar Pradesh

The Department of Commercial Taxes Government of Uttar Pradesh

<http://comtax.up.nic.in/RTI/citizencharter1942011.pdf>

Yuva kalayn Prantiya Rakshak Dal / Vikas Dal Department

http://prdandyouthwelfare.up.nic.in/citizen_charter.htm

Women welfare department

<http://mahilakalyan.up.nic.in/citizen.htm>

Legal department UP

<http://vidhai.up.nic.in/demo.htm>

Urban development department

<http://urbandevelopment.up.nic.in/nagrikcharter.htm>

UP Reorganization Coordination department

http://upreorg-coord.up.nic.in/citizen_charter.pdf

Pradashik Siksha Nidashalaye

<http://upted.up.nic.in/go/nagric%20charter.pdf>

Sarvjanik Udyam department

*The website charter
has been made a part of
Appendix*

http://sarvjanikudyam.up.nic.in/citizen_charter.pdf

Public works department

http://uppwd.up.nic.in/Citizen_Charter.pdf

Parliemantry Affairs department

<http://parliamentaryaffairs.up.nic.in/demo.htm>

Panchayati Raj department government of Uttar Pradesh

<http://panchayatiraj.up.nic.in/pdf/citizencharter.pdf>

Health department of Uttar Pradesh

<http://uphealth.up.nic.in/sub.htm>

Labour department of Uttar Pradesh

<http://labour.up.nic.in/labourcommissioner/pdf/citizen.pdf>

Khadi and Village Industries Commission

<http://www.upkvib.gov.in/citizen.htm>

Jail department of Uttar Pradesh

http://upprisons.up.nic.in/citizen_charter.htm

Irrigation department of Uttar Pradesh

http://irrigation.up.nic.in/citizen_charter.htm

Department of information and technology Uttar Pradesh

http://infotech.up.nic.in/citizen_charter/citizencharter.htm

Higher Education department Uttar Pradesh

http://uphed.up.nic.in/citizen_charter.htm

Handloom and textile Industry department Uttar Pradesh

http://handloom.up.nic.in/citizen_charter.htm

Handy cap development department of Uttar Pradesh

http://hwd.up.nic.in/citizen_charter.htm

Ground water department Uttar Pradesh

http://gwd.up.nic.in/citizen_charter.htm

Food and Civil Supply department

<http://fcs.up.nic.in/upfood/fcsportal/information/citizencharternew.aspx>

Fisheries department of Uttar Pradesh

http://fisheries.up.nic.in/citizen_charter.htm

Finance department of Uttar Pradesh

http://finance.up.nic.in/cc_content1.htm

Department of Excise Uttar Pradesh

<http://www.upexcise.in/>

Milk production development department

http://dairydevelopment.up.nic.in/coming_soon.htm

Department of Culture

<http://upculture.up.nic.in/nagrikcharter.htm>

Banking Cooperatives department

<http://cooperative.up.nic.in/Citizen%20charter.htm>

Primary Education department of Uttar Pradesh

<http://bed.up.nic.in/default.htm>

Backward Welfare department

<http://backwardwelfare.up.nic.in/Nagrik%20Charter.pdf>

Administrative Reforms Department

http://adminreform.up.nic.in/citizen_chartr.htm

Non conventional energy department

<http://neda.up.nic.in/CCHART/CP1-7.pdf> <http://neda.up.nic.in/CCHART/CP8-13.pdf>

Animal husbandry department

<http://animalhusb.up.nic.in/>

Ambedakar Gram Vikas department

<http://agvv.up.nic.in/citizencharter.pdf>

Nirvachan department

<http://nirvachan.up.nic.in/default.htm>

3.6 Citizen's Charter in Jhansi District Administration

As explained in the methodology section of the present chapter, the implementation and impact of the Citizen's Charter on governance can be studied with reference to the Jhansi District administration which is taken as a case study. A field survey was conducted in 15 government departments of the Jhansi district, they are:-

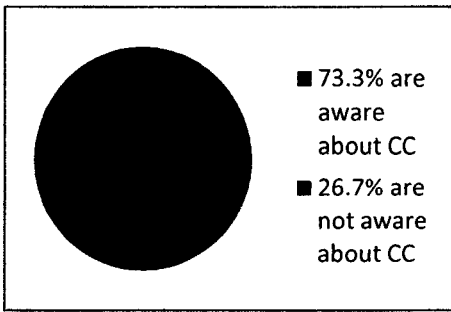
1. Stamp and Registration
2. Uttar Pradesh Power Corporations Ltd.
3. Weights and Measure
4. Medical College Jhansi
5. Labour Department

6. Collect rate
7. Nagar Nigam
8. Jhansi Development Authority
9. Head Post office Jhansi
10. Income tax
11. Development
12. U.P. tourism
13. Civil hospital Jhansi
14. Social welfare
15. Revenue

3.7 Descriptive Analysis of the field area in Jhansi

In the present section data obtained from field work through interview scheduled is analysed. It is observed in field work that the majority of the bureaucrats in the district government departments are aware of Citizen's Charter. In 15 departments that have been taken for case study, bureaucrats of 11 departments are aware about Citizen's Charter and bureaucrats of 4 departments are not aware of it (see table 3.2 for details).

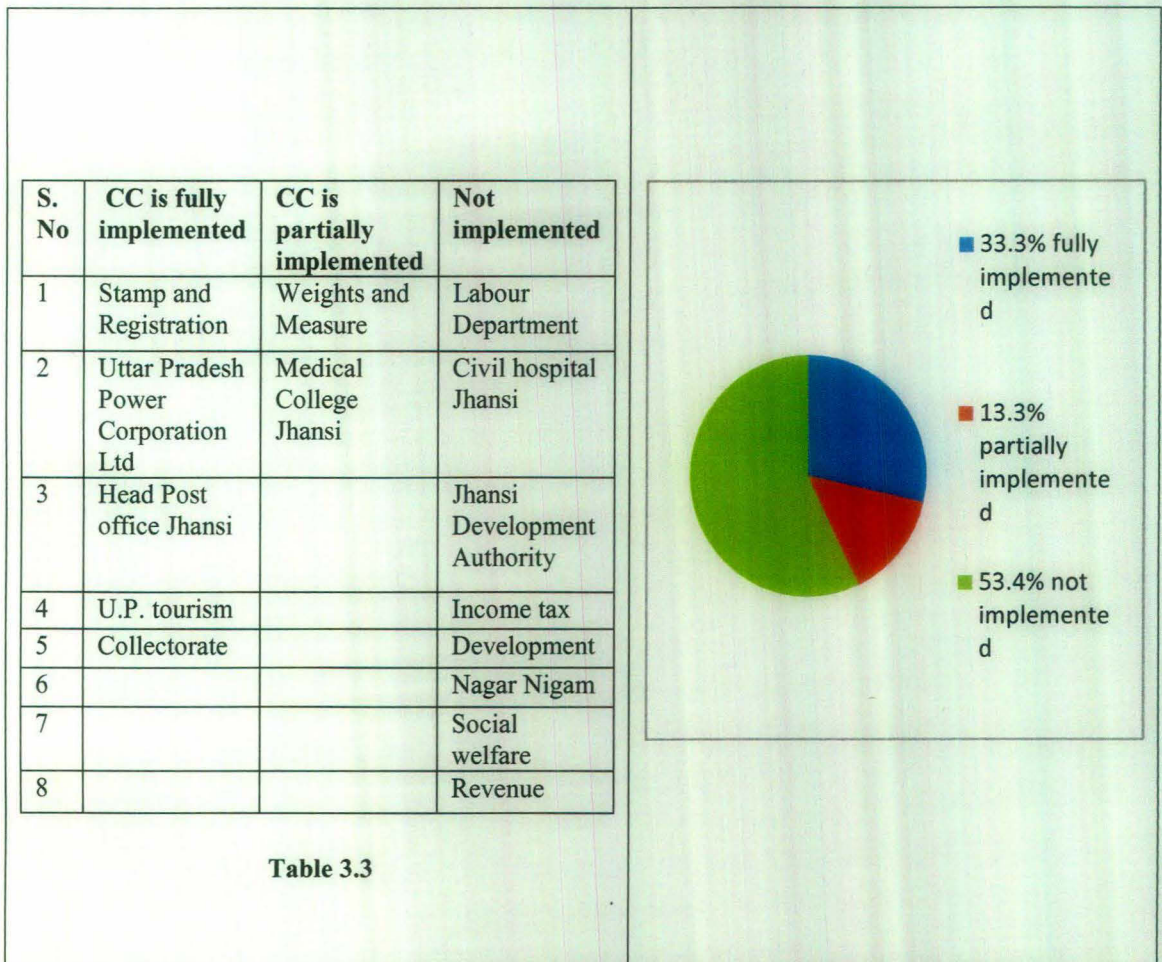
S. No	Departments aware about the Citizen's Charter	Departments not aware about the Citizen's Charter
1	Stamp and Registration	Nagar Nigam
2	Uttar Pradesh Power Corporation Ltd.	Civil hospital Jhansi
3	Weights and Measure	Social welfare
4	Medical College Jhansi	Revenue
5	Labour Department	
6	Collectorate	
7	Jhansi Development Authority	
8	Head Post office Jhansi	
9	Income tax	
10	Development	
11	U.P. tourism	



■ 73.3% are aware about CC
 ■ 26.7% are not aware about CC

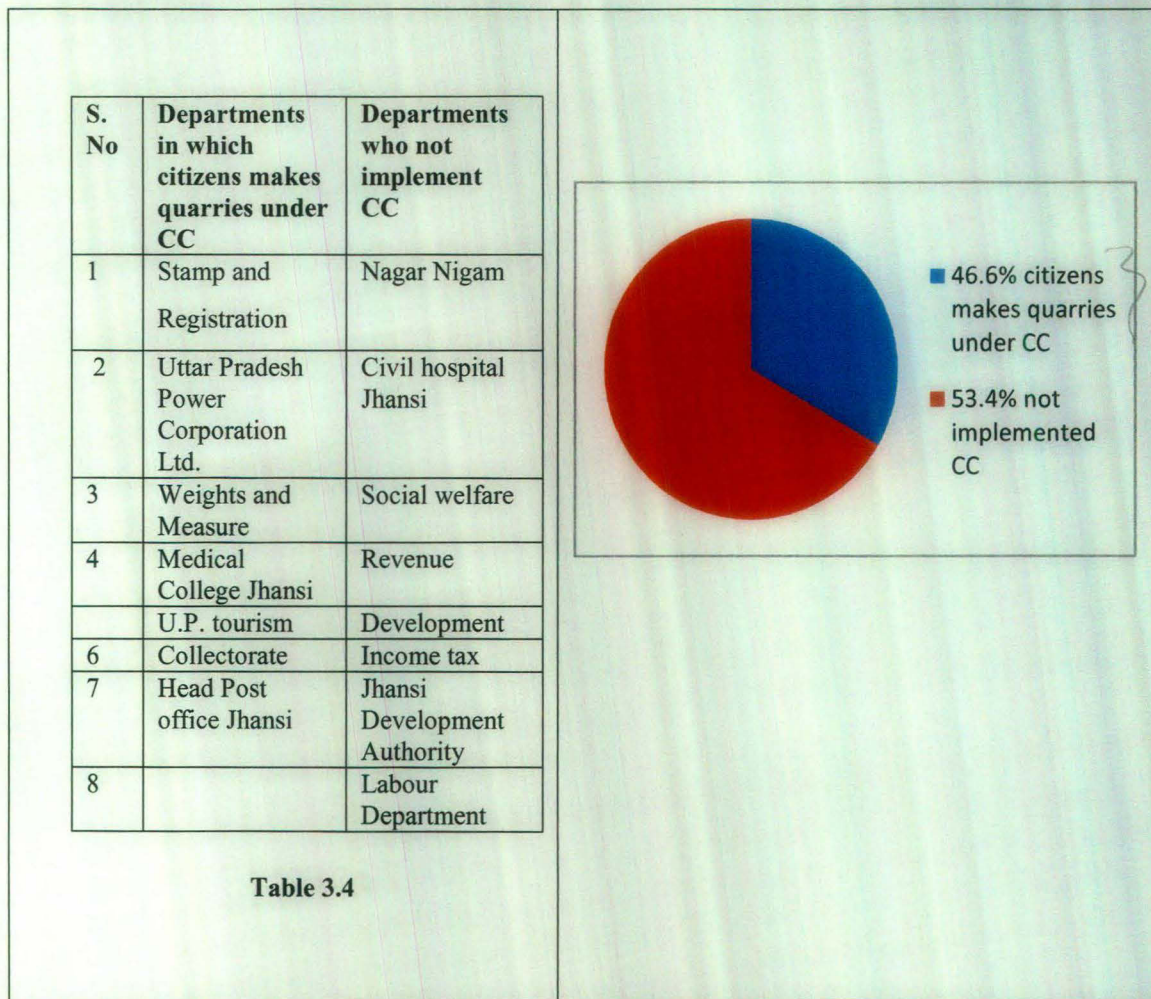
Table 3.2

The above table (3.2) shows that 73.3 percent bureaucrats in the district government departments of Jhansi are aware about Citizen's Charter and 26.7 percent are not aware about Citizen's Charter (see pie chart of table 3.2). But still the majority of the departments is not fully implemented the Citizen's Charter in their respective departments (see table 3.3 for detail). Shows that only 33.3 percent government departments in Jhansi fully implemented the Citizen's Charter and 13.3 percent



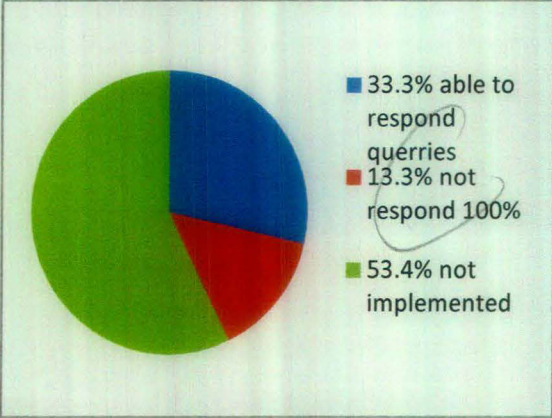
government departments are partially implemented (see pie chart of table 3.3) and the majority of department's i.e. 53.4 percent or 8 departments are not implemented the Citizen's Charter, they said that in place of Citizen's Charter they follow the rules, acts and governments orders (GOs). This indicates that the majority of bureaucrats are known about the Citizen's Charter but they don't want themselves to make accountable towards the citizens. Because if they fully implement the Citizen's Charter in their department then the bureaucrats become time bound and accountable towards providing delivery of services to the citizens. The majority of government departments is not implemented the Citizen's Charter, so the citizen is not aware about the Citizen's

Charter and not able to make quarries under the Citizen's Charter (See table 3.4) in only 46.6 percent departments, citizen's makes



queries under Citizen's Charter. Out of 15 departments only 5 departments are able to respond 100 percent and 2 departments are not able to respond 100 percent quarries of citizens under the Citizen's Charter. And 8 departments are not implemented the Citizen's Charter in their department (see Table 3.5). Means 33.3 percent government departments are able to respond 100 Percent quarries of citizens and 13.3 percent departments are able to respond quarries but not 100 percent under Citizen's Charter, 53.4 percent government departments are not implemented Citizen's Charter (see pie chart of table 3.5). The government claim that the Citizen's Charter is like an Instrument of public accountability and in the present era people's participation is much needed to frame and implement any governmental policies. The 12th report of 2nd

S. No	Depts. Which are respond	Which respond not 100%	Not implemented
1	Stamp and Registration	Weights and Measure	Labour Department
2	Uttar Pradesh Power Corporation Ltd	Medical College Jhansi	Civil hospital Jhansi
3	Head Post office Jhansi		Jhansi Development Authority
4	U.P. tourism		Income tax
5	Collectorate		Development
6			Nagar Nigam
7			Social welfare
8			Revenue



- 33.3% able to respond queries
- 13.3% not respond 100%
- 53.4% not implemented

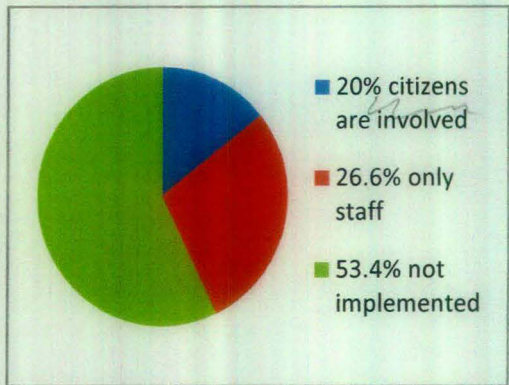
Table 3.5

ARC entitled 'Citizens Centric Administration' means citizen is 'King' and government organizations exist not to rule but to serve the citizens. But where are these claims? Because in the district government departments of Jhansi out of 15 departments only 3 departments claim that, they involve citizens also while making their Citizen's Charter of department. And 4 departments claim that they involve only their staff while making their Citizen's Charter of department. And the rest of the department are not implementing the Citizen's Charter (see table 3.6). Means only in 20 percent department citizens are involved in making Citizen's Charter and in 26.6 percent departments only staffs are involved (see pie chart of table 3.6).

This shows that there is no as such people participation and 'citizen's centric administration' because; majority of department are not involving the citizens in making the Citizen's Charter. Due to non participation of the citizens in making Citizen's Charter, citizens are not much aware about this. But the majority of departments calming that citizens are aware about their Citizens Charter, for instance 5 departments claims that citizens are aware about their Charter and 1 department claim

S. No	Citizens are also involved	Only staff	Not implemented
1	Stamp and Registration	Uttar Pradesh Power Corporation Ltd	Labour Department
2	U.P. tourism	Weights and Measure	Civil hospital Jhansi
3	Collectorate	Medical College Jhansi	Jhansi Development Authority
4		Head Post office Jhansi	Income tax
5			Development
6			Nagar Nigam
7			Social welfare
8			Revenue

Table 3.6



that citizen's are aware but not 100 percent and 1 department also claim that citizens is not aware about the Charter (see table 3.7). Though majority of the department accept that they are not involved citizens in making their Charters but they claim that they aware the citizens about their Charters by several means like through billboards, pamphlets, newspaper, seminars, department website etc. 33.4 percent departments says citizens are aware about their Charter, 6.6 percent department claims that citizens are aware but not 100 percent and 6.6 percent departments claim that citizens are not aware about their Citizen's Charter (see pie chart of table 3.7). To check the implementation of Citizen's Charter and accountability, responsibility of the government bureaucrats in Citizen's Charter majority of the department claims that they have a specific monitoring process for Citizen's Charter. They monitor or review monthly / yearly, like- weather it works within the time frame, whether it enhance the transparency, other government bureaucrats work their jobs within the time frame, whether citizens make quarries under the Citizen's Charter etc. Out of 7 departments who implement the Citizen's Charter in Jhansi district administration, 4 government departments claims that they have a monitoring process for Citizen's Charter, by using

Sevottam¹⁰³ Model which provides an assessment-improvement framework to bring about excellence in public service delivery. The Sevottam model has three modules.¹⁰⁴ The first component of the model requires effective Charter implementation thereby opening up a channel for receiving citizens' inputs into the way in which organizations determine service delivery requirements. Citizen's Charters

S. No	Departments who claims that citizens are aware of their CC	Departments who claim not 100% aware	Not aware	Not implemented
1	Stamp and Registration	Uttar Pradesh Power Corporation Ltd	U.P. tourism	Labour Department
2	Medical College Jhansi			Civil hospital Jhansi
3	Weights and Measure			Jhansi Development Authority
4	Collectorate			Income tax
5	Head Post office Jhansi			Development
6				Nagar Nigam
7				Social welfare
8				Revenue

Table 3.7

Category	Percentage
claim citizens are aware of their CC	33.4%
not 100% aware	6.6%
not aware	6.6%
not implemented	53.4%

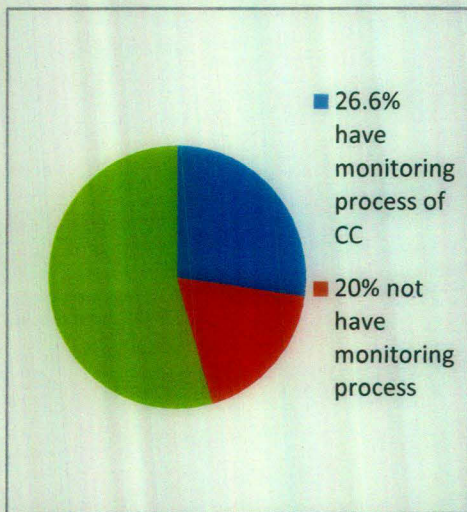
¹⁰³ The term Sevottam is formed by joining two Hindi words seva and uttam meaning service and excellence respectively.

¹⁰⁴ Extracted from a booklet on Sevottam (2010), published by the Department of Administrative Reforms and Public Grievances, New Delhi: Government of India.

publicly declare the information on citizens' entitlements thereby making citizens better informed and hence empowering them to demand better services. The second component of the model, 'Public Grievance Redress' requires a good grievance redress system operating in a manner that leaves the citizen more satisfied with how the organization responds to complaints/grievances, irrespective of the final decision. The third component 'Excellence in Service Delivery', postulates that an organization can have an excellent performance in service delivery only if it is managing the key ingredients for good service delivery and building its own capacity to continuously improve service delivery. Out of the 7 departments 3 said that they didn't have any monitoring process for Citizen's Charter (see table 3.8). Means 26.6 percent departments' claims that they have a monitoring process for Citizen's Charter and 20 percent claims that they not have any monitoring process for charter (see pie chart of table 3.8). This indicates that the majority of the department have a monitoring process, but is it true? Because out 7 departments , 5 departments facing the situation of RTI for failing the delivery of services of Citizen's Charter and 1 department face a situation of RTI but not frequently and 1 department do not face a situation of RTI (see table 3.9). That's why the question arises that if the majority of government departments have proper monitoring process for Citizen's Charter

S.No	Departments who have monitoring process of CC	Departments not have monitoring process of CC	Not implemented
1	Head Post office Jhansi	Stamp and Registration	Labour Department
2	Weights and Measure	Medical College Jhansi	Civil hospital Jhansi
3	Uttar Pradesh Power Corporation Ltd	U.P. tourism	Jhansi Development Authority
4	Collectorate		Income tax
5			Development
6			Nagar Nigam
7			Social welfare
8			Revenue

Table 3.8



but still majority of government departments facing the situation of RTI it means that there is some lacking in their monitoring process. Means 33.4 percent departments facing a situation of RTI, 6.6 percent departments facing RTI but not hundred percent and 6.6 percent not facing the situation of RTI, rest of 53.3 percent departments not implementing the Citizen's Charter (see pie chart of table 3.9). With all these problems of RTI facing government departments while failing to provide the delivery of services to the citizens within a specific time, most of the government department of Jhansi thinks that there is a need to improve their departmental Citizen's Charter.

S.No	Departments facing a situation of RTI who fail to deliver CC	Departments who not faced situation	Departments who faced but not frequently	Not implemented
1	Stamp and Registratio n	Weights and Measure	Uttar Pradesh Power Corporations Ltd	Labour Department
2	Medical College Jhansi			Civil hospital Jhansi
3	U.P. tourism			Jhansi Development Authority
4	Collectorate			Income tax
5	Head Post office Jhansi			Development
6				Nagar Nigam
7				Social welfare
8				Revenue

Table 3.9

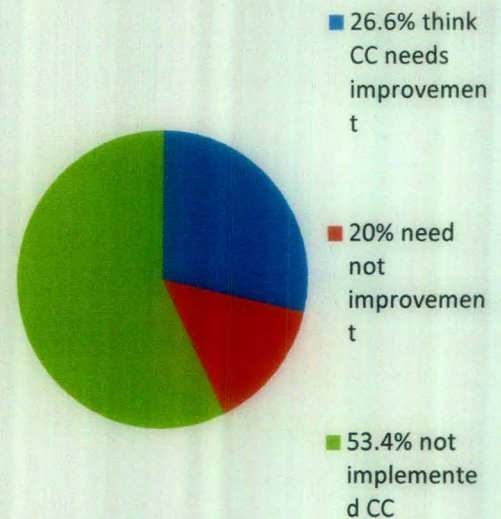
■ 33.4% facing RTI
■ 6.6% not face RTI
■ 6.6% faced not frequently
■ 53.4% not implemented CC

Out of 7 departments, 4 departments think that they need to improvement in their existing Citizens Charter, they said that Citizen's Charter must be in a dynamic form means there must be change according to the demand of time and situation. And 3 government departments satisfied with their existing Citizen's Charter, need not to improvement (see table 3.10). It shows that 26.6 percent government department wants

to improve their existing Citizen's Charter and 20 percent departments not want to improve their existing Charter (see pie chart of table 3.10).

S.No	Departments who thinks CC needs improvement	Need not to improvement	Not implemented
1	Head Post office Jhansi	Stamp and Registration	Labour Department
2	Medical College Jhansi	Collectorate	Civil hospital Jhansi
3	Uttar Pradesh Power Corporation Ltd	Weights and Measure	Jhansi Development Authority
4	U.P. Tourism		Income tax
5			Development
6			Nagar Nigam
7			Social welfare
8			Revenue

Table 3.10



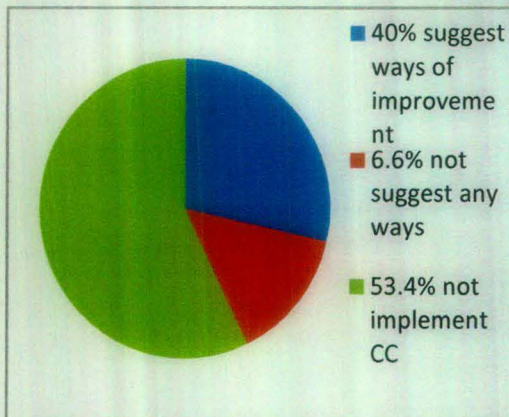
It appears from the survey (table 3.10) that majority of the department are not satisfied with the Citizen's Charter and have suggested ways to improve the same.

One 'Stamp-Registrar Department' suggests, citizens should try to get more awareness about Citizen's Charter so that information could be prepare properly and quickly and it should be get within time. Further, another 'Weights and Measures Department' suggests that, Citizen's Charter should be more citizen-centric and to maintain its effectiveness 'people's participation' is vital. The 'Medical College Jhansi' suggests that, there must be a legal punishment to one who do not accountable to their work and not follow the Charter's rule. Further, 'Collectorate' said that 'Jhansi Jan

Suvidha Kendra' is quite asset full in fulfilling the Charter' i.e. out of 7 government departments 6 departments suggest the way of improving the Citizen's Charter and 1

S.No	Departments who suggest ways of improvement	Departments not suggest any ways	Not implemented
1	Stamp and Registration	Head Post office Jhansi	Labour Department
2	Medical College Jhansi		Civil hospital Jhansi
3	Uttar Pradesh Power Corporation Ltd		Jhansi Development Authority
4	U.P. Tourism		Income tax
5	Collectorate		Development
6	Weights and Measure		Nagar Nigam
7			Social welfare
8			Revenue

Table 3.11



department are not suggest any way for improvement (see table 3.11). It means 40 percent departments suggest the way for improvement and only 20 percent departments are not suggesting any way for improvement (see pie chart of table 3.11).

3.8 Citizen's Charter: Challenge of Asymmetric information and Clue-less Bureaucracy

The field survey perception is unexpected and disconnected to reality, considering the enormous publicity being given to Citizen's Charters in the reforms based upon New Public Management and Next Steps British policy framework.

In the final analysis of this survey it was found that majority of the persons of higher bureaucracy have information about Citizen's Charter but they deliberately try to ignore the acceptance of Citizen's Charter. In majority of the offices surveyed the higher bureaucracy did not cooperate and coordinate in providing information regarding citizen's charter. They referred the researcher to the 'babus' or clerks who further directed to the so called 'dealing hand' in the offices. Another bureaucrat refused to answer the questionnaire and directed to refer departmental website to seek information. The majority of higher authorities argued that they did not follow the Citizens charter instead referred the Government Order (GO's), Rules and Acts of the state government/central government. One of the major problems in district administration is that most of the higher bureaucrats don't know English. So it appears that the higher bureaucracy wants to work on the traditional system or they make their own working system in the department they are not wanting themselves for updates on current issues. They don't want themselves to be accountable to anyone. They just want to gain autonomy within the rigid and stable administrative framework.

3.9 Findings

While conducting the field survey on the implementation of Citizen's Charter in Jhansi district administration department, it was found that Citizen's Charters were deficient on the following grounds:

1. The majority of the Citizen's Charter (26.6% out of 46.6%) was prepared by the head of the department with staff not involving citizen's participation.
2. Date of formulation is not available in most of the Charters, and it was not considered significant.
3. The majority of government departments (53.4%) in Jhansi district administration are not implementing the Citizen's Charter. They claim that In place of Citizen's Charter they follow government orders (GO), rules and acts.
4. Only 33.3 percent government departments of Jhansi implemented Citizen's Charter full fledgedly and 13.3 percent government departments have partially implemented.
5. The majority of the department are facing the situation of RTI (33.4% out of 46.6%) while failing the delivery of Citizen's Charter, and only few departments responded to the quarries filed under RTI.

6. Only 26.6% of departments out of 46.6% are having a monitoring process for implementation of the Citizen's Charter.
7. The majority of the bureaucrats and the respective head of the departments are not satisfied with their existing departmental Citizen's Charters.

3.10 Conclusion

Considering all the aspects discussed above it may be construed that the Citizen's Charters Implementation process is incomplete and defective in nature. In the absence of penalizing supervision and Information and communication technology to document records and communication the Charters are unable to function. While Citizen's Charter have been claimed to be an effective tool for good governance they depend on political leadership and vigilant clients and citizens. Nevertheless, it is too much to expect at this stage as the Citizen's Charters will be helpful in improving the standard of delivery of services, and satisfaction of the customers. Unless the departments develop customer satisfaction as their foremost objective, the Citizen's Charters remain a formal document without any significance.

Chapter 4

Citizen's Charter: An Instrument of Public Accountability

4.1 Introduction

The Charter is a significant influence in the latest efforts undertaken by the government of India, to make administration citizen-friendly, open transparent, sensitive, and accountable. By 22nd January 2011, 131 Citizen's Charters has been finalized by the central ministries / departments¹⁰⁵ and on 24th January 2011, 729 Citizen's Charter has been formulated by 24 State Government / Union Territories¹⁰⁶.

The accountability and transparency in administration are the commitments of the state towards its citizens so as to enlist their support and participation in management of public services. Thus, Citizen's Charters represent the state's commitment to bring about transparency and accountability in the delivery of public services. Citizen's Charter is a document that represents an effort by public agencies to focus on citizen needs. The idea behind Citizen's Charter is transparency in all their activities particularly the activities that led to provide certain services to the citizens. The commitment is in respect of 'standards and quality' of services to be provided to citizen's. The standards are fixed from the perspective of implying that the citizen should be aware within what time frame the citizens receive the services. The charters are nothing but a code of conduct on the part of public officials imposed by them to provide services on a better note to citizens they assume moral dimension of civil service accountability¹⁰⁷ and hence do not have any legal binding on public officials but act as guide in discharging their duties in the capacity of public servants. Through these charters, public officials make a commitment to the citizens for providing better services. The sanction behind the Citizen's Charter is moral and nothing else¹⁰⁸. They enable the service seekers to avail the services of the government departments with minimum difficulty and most speed. For this, the Citizen's Charters are expected to indicate 'where to go' and 'how to proceed'. On the other hand, it makes the service providers aware of their duties to attend to the problems of the concerned citizens

¹⁰⁵ <http://goicharters.nic.in/charter.htm>

¹⁰⁶ <http://goicharters.nic.in/charter-state.htm>

¹⁰⁷ Maheshwari, S.R. (2002), *Administrative Reforms in India*, New Delhi, p. 262.

¹⁰⁸ Arora Ramesh.K, eds. (2006), *Public Administration in India Tradition, Trends and Transformation*, Jaipur: Paragon International Publisher, p. 136.

within a specific time-frame. Thus, the distribution of information about the Charter's contents for the awareness and sense of responsibility & accountability among all is the keys to practical application of Citizen's Charter in any area. The Department of Administrative Reforms and Public Services in 1997 evolved an "Action Plan for an Effective and Responsive Administration", based on the responses and reactions received from officials, experts, voluntary agencies, citizen's groups, media, etc. The three¹⁰⁹ main areas of the Action Plan that were discussed in the conference of chief ministers of various States and Union Territories held on May 24, 1997 in New Delhi presided over by the Prime Minister of India were: (1) making administration accountable and citizen-friendly; (2) ensuring transparency and right to information; and (3) taking measures to cleanse and motivate civil services. One major decision at that conference was that the central and the state governments would formulate Citizen's Charters. It is to be seen as a visible symbol of Accountable government.

Then the Government of India has directed all ministries, departments and agencies under them, with a public interface, to publish Citizen's Charter. The objective is to bring all the services rendered by these agencies under the charter. In order to accomplish the task, each Central government department and public agencies are working out their own Citizen's Charter and related actions in terms of the nature of work and more importantly, the groups of clients or members of the public, geographical concept, the nature of regulatory functions and paid for services. They are also evolving plan containing both long term and short term/moving targets for improved public satisfaction an efficient performance through systems improvement, technological and information inputs, staff orientation, workplace changes, use of alternate providers, partnerships and with citizen groups, voluntary agencies and the corporate sector etc. within each ministry/Department a machinery would be set up for independent system auditing and periodic monitoring of performance with reference to the Charter principles and to attend to the capacity building and orientation of the staff. It is envisaged that consumer organizations, citizen groups, experts, retired public servants, elected representatives and other will be involved in this process of formulating a scrutiny of performances so as to ensure that commitments did actually meet the needs of the people. Once the areas of activities sought to be improved are

¹⁰⁹ Jain, R.B. (1998), Citizen's Charter-An instrument of public accountability: problems and prospects in India., in *Indian Journal of Public Administration*, vol. 44, no.3, July-September, p.369.

streamlined, adequate publicity will be given so that the people are made aware of the proposed changes. So the primary issue is to restore 'publicness' of public administration.

4.2 The concept of Accountability in Administration

Accountability of administration has rightly been called the 'kingpin' of democratic administration. In any kind of politico-administrative set-up, the logic of accountability cannot be ignored for long. Accountability is at the heart of every government. The word 'accountability' seems to have come into usage in the English language for the first time in the year 1583, and the context was financial. The concept is a comprehensive one and covers all the activities undertaken by the government. Shorter Oxford English Dictionary define 'accountable' as "liable to be called account, responsible (to, for)". Webster's New International Dictionary of the English language gives a similar definition, explaining it as "liable to be called on to render an account".¹¹⁰ It may be said that like electricity, it may not be visible to the naked eye, but it is felt, can be realized and even perceived in the end result. It has been rightly said that "Accountability begins with individuals in simple societies. It ends with instructions in complex societies."¹¹¹ It is difficult to define, but possesses qualities that make its presence in a system immediately detectable. The definitions of accountability vary considerably but all contain common themes. Jabbara and Dwivedi (1998) state that "...Public service accountability involves the methods by which a public agency or a public official fulfils its duties and obligations, and the process by which that agency or the public official is required to account for such actions"¹¹². They note that five elements are involved: *administrative or organizational accountability* (the hierarchy, rules and regulations, and so on), *legal accountability* (adherence to legal and judicial processes), *political accountability* (the political leader's acceptance of the accountability of public servants), *professional accountability* (the performance of tasks and duties by high "professional" standards), and *moral accountability* (acting in the public interest in a responsible manner). World Bank pinpoints 'accountability' as an essential prerequisite of 'good governance'. Bank document points out that; Public Accountability involves three interrelated groups: 1. The general public and

¹¹⁰ Chaturvedi, T. N, eds. (1984), *Administrative Accountability*, New Delhi: New United Process, p. 23.

¹¹¹ Arora, K.Ramesh., eds. (2006), *Public Administration in India Tradition, Trends and Transformation*, Jaipur: Paragon International Publishers, p. 184.

¹¹² Jabbara and Dwivedi (1988), *Public Service Accountability: A Comparative Perspective*, Connecticut: Kumarian Press Inc, p.5

particularly, recipients of public services, who are interested in service providers being accountable to them. 2. Political leaders and supervisors of service providers who would like the service providers to be accountable to them. 3. The service providers themselves, whose objectives and interests often differ from those pointed out in 1 and 2.

Administrative accountability is an organisational essential because first and foremost, it shows to evaluate the organisation's performance in terms of its goals. Accountability is associated with administrative responsibility, being the obverse side of the coin, and thus constructed, it is basic to any organisation: concepts such as a hierarchy, span of control, unity of command, supervision, etc., all accountability-promoting and enforcing mechanism.¹¹³ Administrative accountability, one must always remember, is achievement-oriented; this is the acid test. Administrative accountability seeks; in other words, ensure optimisation of the available resource and at the same time to realise the administrative organisational objectives. A correct perspective on public accountability may be gained with a much sharper focus when a public functionary so socialises himself as to look at his official work strictly from the viewpoint of an ordinary citizen. These call for the maintenance and direct a situation to produce a desired effect of a system of executive accountability. The executive's responsibility to the legislature, legislative observation, judicial review, audit, control, financial advisory system in ministries, etc., are among the elements of a system of accountability so organised. In practice, these are reinforced and supplemented by the mass media, political parties, interest groups, political and electoral processes, watchdog organisations existing in the society, etc. Accountability has two facets, somewhat separate but interrelated. The first one is basically political, and in a parliamentary system of government like ours the executive is kept under the obligation of giving an account of its performance to parliament, and the latter has many devices and instrumentalities to this end. The second facet in primary administrative where in the executive, in its turn, holds the administrators in departments and other public agencies accountable for how they carry out their responsibilities. These two are complementary and together they constitute the foundation of a responsible government.

As expanding government functions have brought in their follow bureaucratic expansion, and the bureaucracies have a constant impact on the quality of life of the

¹¹³ Maheshwari, S.R. (2004), *Indian Administration*, New Delhi, p. 468.

citizens. There is, thus, an increasing concern today about how the bureaucracies are using 'power'. At the heart of these concerns is 'accountability': for what, why and to whom are bureaucracies answerable? It is the executive accountability to parliament which gives to such a system of political arrangements the nomenclature of parliamentary government. The supreme executive authority in India is vested in the president of India, and the most important act of state is performed in his name. But the president of India has been put under a firm constitutional obligation¹¹⁴ to act in accordance with the 'aid and advice' given by the council of ministers with the Prime Minister at its head. As the President is bound by the advice given by the council of ministers, the latter alone may be called to account.¹¹⁵ The other answers prompted by the varied meanings and purpose of accountability. Five straightforward answers are accountable to: internal hierarchy, legislature, Judiciary, citizens, media. Excepting the first one, all other accountability relationship is external to any organization. This shows that public administration's 'publicness' is primarily due to its links in the external world. Beyond internal supervisory accountability, public organisations are answerable to the two principal organs of government: the legislature and the judiciary. The substance of accountability places at least four requirements¹¹⁶ such as 1. Make the laws work as intended, with minimum waste and delay; 2. Exercise lawful and sensible and administrative directions; 3. Recommend new policies and purpose changes as needed in existing policies and programs; and 4. Enhance the citizen's confidence in the administrative institutions of government.

There are different tools or means available to make public servants accountable. Several tools are employed simultaneously in different countries to ensure administrative accountability in practice¹¹⁷ (Hayllar, 1991). *Legitimacy*: Constitutions and electoral systems for establishing government and decision-making bodies. *Moral Conduct*: Upholding social values, the concept of social justice and public interest. *Responsiveness*: Public Participation and consultation; debates; advisory bodies; public

¹¹⁴ This has been done most explicitly under the Forty-Second Amendment of the Constitution, passed in 1975.

¹¹⁵ Yet, the President of India enjoys one effective power-that of inviting the leader of the party commanding a majority in the Lok sabha to form the ministry. When no party has a clear majority, the president has to use his discretion, which confers real power on him. One should not, however, assume that the President is infallible; if that were so, the impeachment procedure would not have been laid down in the Constitution.

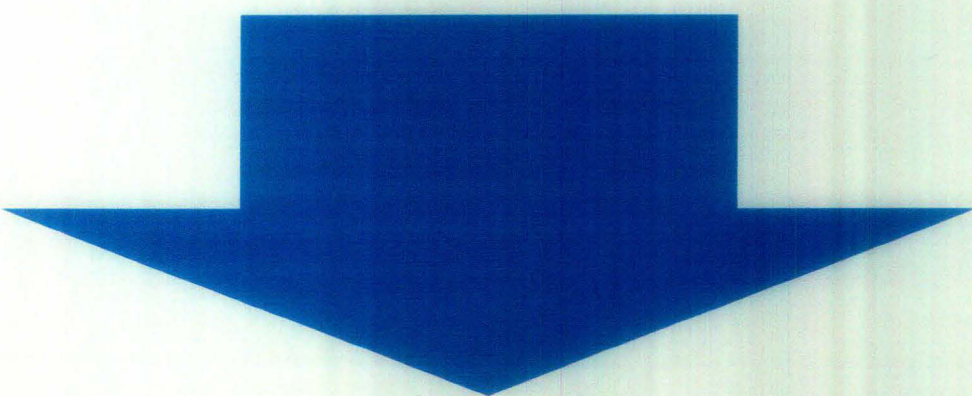
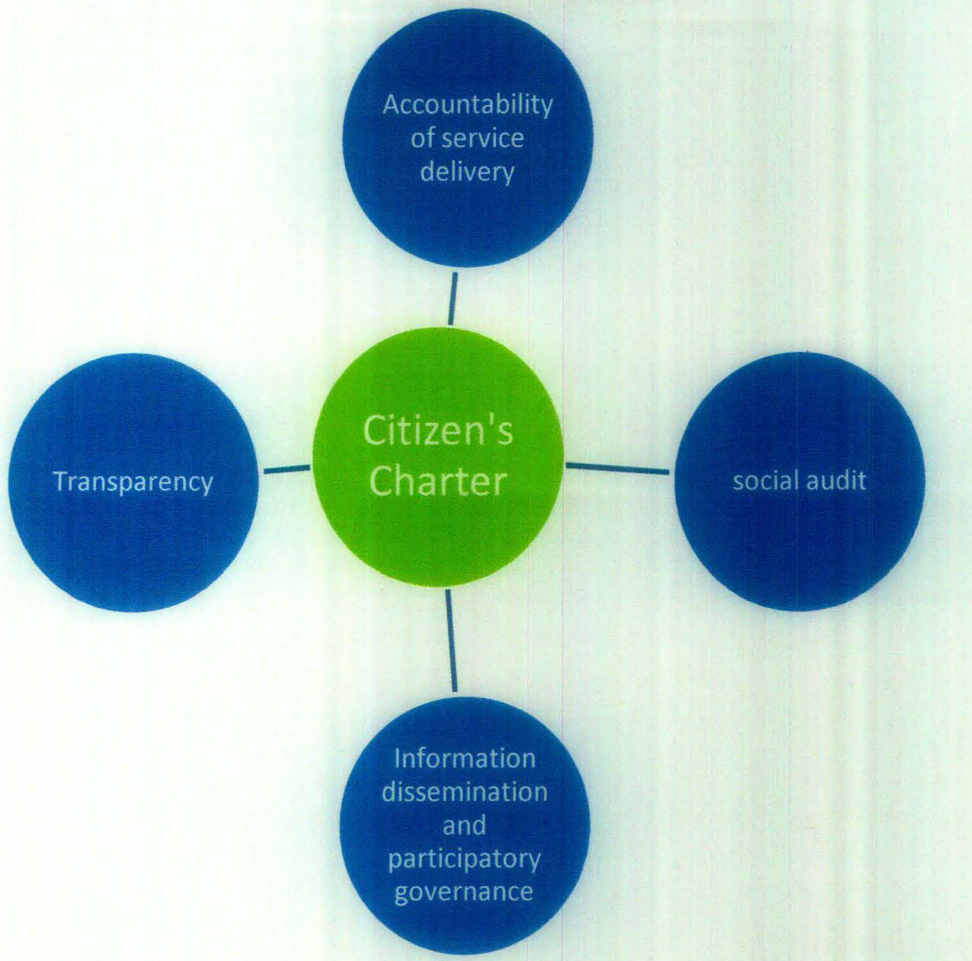
¹¹⁶ Bhattacharya Mohit (2008), *Restructuring Public Administration Essay in Rehabilitation*, New Delhi, p. 112.

¹¹⁷ Hayllar, M. (1991), 'Accountability: Ends, Means and resources' in *Asian Review of Public administration*, vol. 3, no. 2.

meetings; freedom of speech. *Openness*: Parliamentary question times; freedom of information laws. *Optimal resource utilization*: Budgets, financial procedures; formal planning systems. *Efficiency and effectiveness*: Information communication systems; setting objectives and standards; programme guidelines; approval; feedback from the public.

4.3 Models of Citizen's Charter

The Citizen's Charter is a document guarantees or a formula which imposes a standardized pattern on every service. It is meant to be a tool kit of information and initiatives to raise the level of standards and service delivery and increase public participation. It is an effective tool, to ensure Accountability of service delivery bureaucracy, time management, social audit, transparency, coordination, responsive governance, Information dissemination and participatory governance, and financial accountability. And should help deliver 'good governance' if implemented strongly by the government department see fig 4.1.



Good Governance

Fig 4.1

Accountability of service delivery: The key aspects of the Citizen's Charter are the requirements that public agencies publish commitments to standards of service, that

there be independent monitoring and publication of standards achieved, and that mechanism be established through which the 'customer' can achieve satisfaction when standards are not met. The charter includes various forms of compensation and alternative arrangements for service provision where agencies do not live up to their promises ¹¹⁸. The Tenth Report of 2nd ARC on "Refurbishing of Personnel Administration", the Commission had observed "Accountability also means answerability i.e. questions asked of public officials have to be answered by them. There are two types of questions that can be asked. One type as under the RTI Act merely seeks information/data and involves one way transmission of information. It promotes transparency and to a much lesser degree accountability in Government. The second type of question enquires not just as to what was done but why; and therefore involves a consultative two-way flow of information with the citizens usually providing a feedback in respect of the working of government departments and service delivery of public agencies. Such mechanisms include citizen's charters, service delivery surveys, social audits, citizen's report card and outcome surveys".

Transparency: The government department/organisation display all the services deliver to the citizens in the form of Citizen's Charter through Billboard, internet web. Newspaper etc., and giving information through RTI shows transparency in the government department. As the citizen's perception of the State and its functionaries is primarily based on its role as a service provider, the law enforcer and the regulator, thus to improve the quality of administration and providing a responsive interface between the citizen's and public services requires a number of initiatives. Perhaps the most important in the introduction of greater transparency in the functioning of the government department and public service bodies are Citizen's Charter. There is a demand for introducing greater transparency in the functioning of government and public bodies for delivery of services to the citizen's. Transparency is one of the basic principles of good governance. Transparency in decision making, exposé standards of delivery and openness in the everyday functioning of the administration are the hallmarks of a citizen centric approach. As this is a practically new concept, which has gained approval after the enactment of the RTI Act and Citizen's Charter, a change in approach is required at all levels of the government.

¹¹⁸ Lewis, N. and P. Birkenshaw (1993), *When Citizen's complain: Reforming Justice and Administration*, Buckingham: Open University Press.

Information dissemination and participatory governance: It implies giving a voice to citizens in the governance process. The 2nd ARC in its Sixth Report on 'local governance', at the local community level, recommend citizens can directly participate in decision making such as in the Gram Sabha, citizens participation can be promoted by identifying, for example, identifiable stakeholders in the delivery of specific public services. The commission also stated that empowerment of the citizen's of local level and local government is to be seen as a regular and not a cause of conflict between the two through Citizen's Charter. Coordination of local governments with local people is the key principle for proper implementation of Citizen's Charter. The Commission has examined how meaningful participation by citizens in governance can be promoted through various mechanisms. These would include proactive sharing of information with citizens as required under the RTI Act and Citizen's Charter, setting up of consultative mechanisms for stakeholders, involving citizens groups in certain aspects of governance etc.

Social audit: Social audit is a governance instrument meant for raising transparency and accountability and minimising corruption. With the decentralization and devolution of functions, functionaries and funds to the Panchayati Raj institutions, the social audit has become inevitable¹¹⁹. On the one hand, it will prevent doubt of corruption against Panchayat and at the same time make the Panchayati Raj institutions accountable to the people. According to the 12th report of 2nd ARC "Social audit usually refers to the appointment of the stakeholders in measuring the achievement of objectives under any or all of the activities of a government organization, especially those pertaining to developmental goals. The basic aim here is to have an understanding of an activity from the perspective of the vast majority of people in society for whom the institutional/administrative system is designed and to improve upon it. Various participation techniques are used to involve all stakeholders in measuring, understanding, reporting and improving the social performance of an organization or activity. The whole process is intended as a means for social engagement, transparency and communication of information, leading to greater accountability of decision-makers, representatives, managers and officials¹²⁰".

¹¹⁹ Pattanaik, B.K. and Hans Lal (January 2001), in '*Kurukshetra*' A journal on Rural Development, Vol. 59 no. 3, p. 24.

¹²⁰ 12th report of second ARC report (2005), New Delhi.

4.4 Recommendations of 2nd ARC on Charter Model

The 12th report of 2nd ARC entitled “Citizens Centric Administration-The Heart of Governance” recommended in Para 4.9.9 that the Union and State Government should make the Seven Step models outlined in para 4.9, mandatory for all organizations having public interface. The recommendation is based on the Sevottam framework developed by the Department of Administrative reforms and Public Grievances (DAPRG). Sevottam is an assessment improvement framework targeted to improve the quality of services to the citizens. During the last two-three years ten Ministries/Departments of the Central Government have been using the framework for improving their quality of service delivery. Based on the implementation experience with these organisations and other pilot at state level simplified guidelines have been finalized to explain what the user organisation needs to do in order to achieve high performance on each of the 33 elements of the Sevottam framework.

Recommendation¹²¹

The ARC Seven Step Model for Citizen Centricity

- a. **Define** all services which you provide and identify your clients
- b. **Set** standards and norms for each service
- c. **Develop** capability to meet the set standards
- d. **Perform** to achieve the standards
- e. **Monitor** performance against the set standards.
- f. **Evaluate** the impact through an independent mechanism
- g. **Continuous improvement** based on monitoring and evaluation of results

The commission is of the view that the approach outlined in the model described is quite simple and there should be no difficulty for any organization or any of its units to adopt this approach and make its citizen centric. The commission would like to recommend that the Union Government as well as State Governments should make this model mandatory for all public service organization.

¹²¹ 12th report of second ARC report (2005), Chapter 4, New Delhi, pp. 54-57

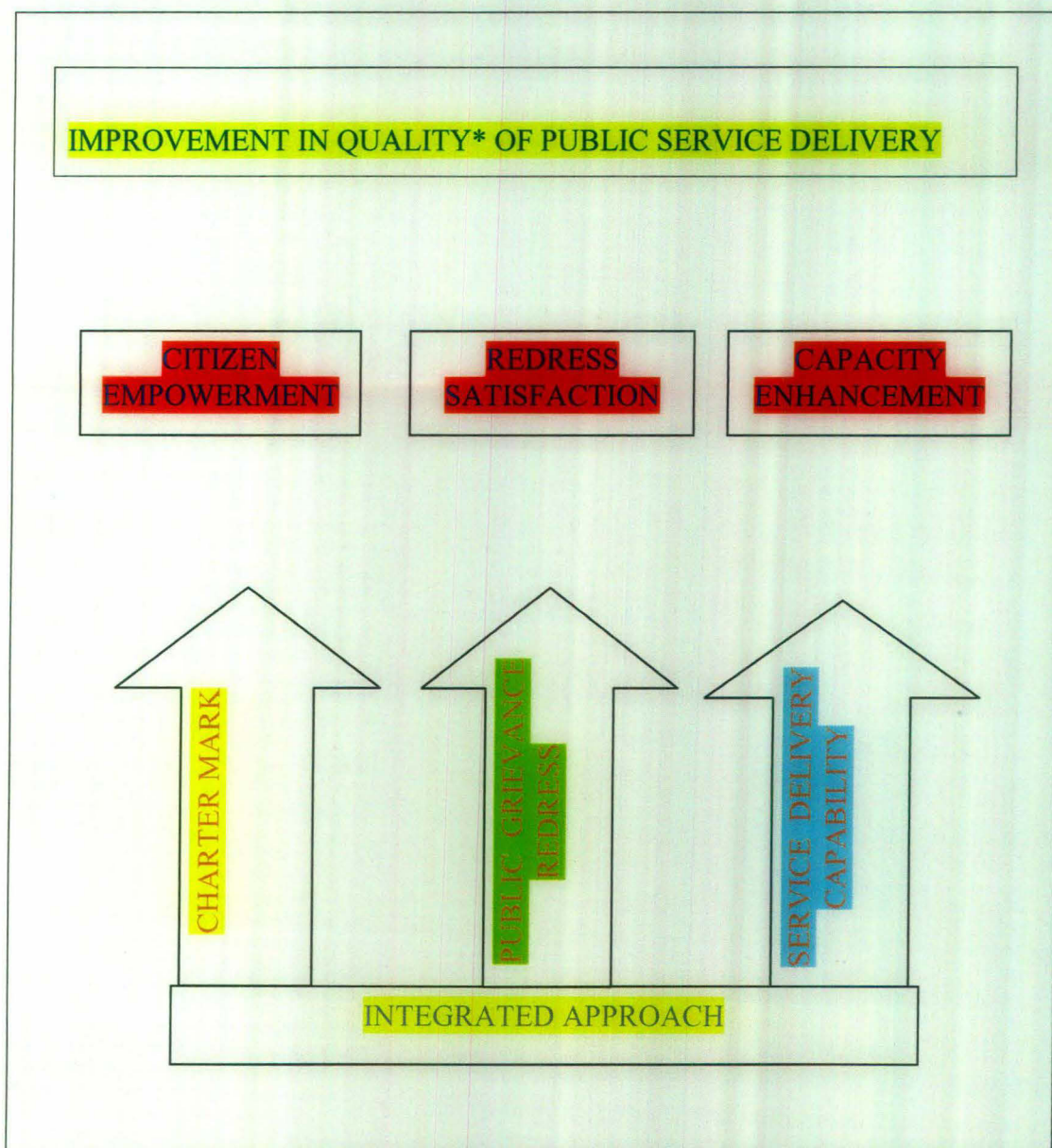
4.5 Sevottam Model

Sevottam¹²² is a Service Delivery Excellence Model which provides an assessment-improvement framework to bring about excellence in public service delivery. The need for a tool like Sevottam arose from the fact that Citizen's Charters by themselves could not achieve the desired results in improving the quality of public services. Besides, the absence of a credible grievances redressal mechanism within organizations was also becoming a major impediment in improving service delivery standards. Thus, it was felt that unless there is a mechanism to assess the outcomes of various measures, the reform initiatives would not yield the desired results. The Sevottam model works as an evaluation mechanism to assess the quality of internal processes and their impact on the quality of service delivery. The Sevottam model has three modules.¹²³ The first component of the model requires effective Charter implementation thereby opening up a channel for receiving citizens' inputs into the way in which organizations determine service delivery requirements. Citizen's Charters publicly declare the information on citizens' entitlements thereby making citizens better informed and hence empowering them to demand better services. The second component of the model, 'Public Grievance Redress' requires a good grievance redress system operating in a manner that leaves the citizen more satisfied with how the organization responds to complaints/grievances, irrespective of the final decision. The third component 'Excellence in Service Delivery', postulates that an organization can have an excellent performance in service delivery only if it is efficiently managing well the key ingredients for good service delivery and building its own capacity to continuously improve service delivery.

The ability of such an assessment model in influencing service delivery quality will be a function of how tightly improvement actions are linked to assessment results. Further, any assessment model needs to be updated periodically to keep it side by side with emerging developments. Change Management as well as Research and Development have therefore, been identified as important focus areas for running this model.

¹²² The term Sevottam is formed by joining two Hindi words *seva* and *uttam* meaning service and excellence respectively.

¹²³ *Extracted from a booklet on Sevottam* (2010), published by the Department of Administrative Reforms and Public Grievances, New Delhi: Government of India.



***Quality as defined by user (and NOT Deliverer) of the Services**

Figure¹²⁴: Intended Outcomes of implementing Sevottam

4.6 The Sevottam Framework¹²⁵

The Sevottam framework has 3 modules, 9 criteria and 33 elements

1 Citizen's Charter

1.1 Charter Implementation

1.1.1 Identification of services offered and their standards

¹²⁴ http://darpn.nic.in/darpgwebsite/cms/Document/file/Sevottam_Model.pdf, assessed on 27-04-2011

¹²⁵ *Guidelines for Sevottam compliance*, June 2010. p.2.

- 1.1.2 Understanding service recipient expectations
- 1.1.3 Aligning services offered with service recipient expectations
- 1.1.4 Preparation of Citizen's Charter
- 1.1.5 Understanding of Charter contents
- 1.2 Charter Monitoring
 - 1.2.1 Comparison of actual with prescribed standards
 - 1.2.2 Communication about differences in actual and prescribed standards
 - 1.2.3 Elimination of differences between actual and prescribed standards
- 1.3 Charter Review
 - 1.3.1 Charter effectiveness assessment
 - 1.3.2 Alignment of Charter with changes with environment
 - 1.3.3 Awareness about revision in service standards and Charter

2 Grievance Redress Mechanism

2.1 Receipt

- 2.1.1 Public awareness of grievance lodging process
- 2.1.2 Convenience to public in lodging a grievance
- 2.1.3 Classification of grievances at the point of receipt

2.2 Redress

- 2.2.1 Determination of time norms for grievance handling
- 2.2.2 Adherence to time norms for grievance handling
- 2.2.3 Disposal of grievances

2.3 Prevention

- 2.3.1 Identification of grievance prone areas
- 2.3.2 Action on grievance prone areas through Annual Action Plan
- 2.3.3 Action on grievance prone areas through Charter Review
- 2.3.4 Action on grievance prone areas through co-ordination
- 2.3.5 Awareness about progress of controlling grievance prone areas

3 Service Delivery Capability

3.1 Customers

- 3.1.1 Determining and improving citizen satisfaction level
- 3.1.2 Measuring citizen satisfaction levels across the organization and field offices
- 3.1.3 Using citizen satisfaction measurement for charter review

- 3.1.4 Creating a citizen focused environment across field offices
- 3.1.5 Differences in service delivery performance across field offices
- 3.2 Employees
 - 3.2.1 Employee behaviour for courtesy, punctuality, delivery promptness
 - 3.2.2 Willingness of employees to accept responsibility
 - 3.2.3 Employee motivation for service delivery improvement
- 3.3 Infrastructure
 - 3.3.1 Basic infrastructure and facilities for service recipients
 - 3.3.2 Resource requirement to meet prescribed service standards
 - 3.3.3 Efficient use of available resources for continuous improvement

4.7 Public Grievances

2nd ARC in its 12th Report has recommended that “There is a need for a strong and effective internal Grievance Redress Mechanism in each organization”. 2nd ARC in its 4th Report regarding ‘Ethics in Governance’ has stated that all offices having large public interface should have an online complaint tracking system. DAPRG has developed CPGRAMS (Centralized Public Grievance Redress and Monitoring System) which is a web based tool for loading, monitoring and reporting of grievances. The tool is functional in all the Ministries/Departments of Government of India since 2007. It can be accessed at www.pgportal.gov.in.

4.8 The concept of Grievance Redress Mechanism

Grievances are a language of dislike against specific acts of error or assignments that are wrong or perceived as wrong, and requiring remedial action to be taken. In other words, if a grievance is received, it needs to be redressed¹²⁶. For the present purpose, grievances consist of complaints by service recipients against non-delivery of services as expected by service recipients, but do not include requests for service delivery in the normal course. Grievance Redress Mechanisms (GRMs) are process systems set up by organizations to obtain record, examine, redress, analyze, prevent, or take any other

¹²⁶ 12th report of second ARC report (2005), Chapter 7, New Delhi.

appropriate action in respect of grievances lodged against them. GRMs in Central Ministries / Departments include grievances received by them from the public and clients / service recipients as well as from their own employees.

For the purpose of Sevottam compliance, GRMs include systems to manage grievances arriving in respect of service delivery issues mainly. Such grievances are generally arriving from the public, but in some cases these could also be received from client departments / employees or retired employees. For example, Directorate of Estates is liable for allocation of residential accommodation for central government offices. This is a service delivery issue and not a service matter and therefore will be covered under Sevottam compliance by Directorate of Estates. Similarly, Department of Pensions and Pensioner's Welfare is liable for issuing clarifications regarding interpretation of pension rules. This is also a service delivery issue and will be covered under Sevottam compliance by the Department of Pensions and Pensioner's Welfare (DoPPW). A single window disposal system used by many Ministries/departments having a very large public interface is the system of organizing *Lok Adalats* and *Jan Sunwai*. With the availability of computerized systems, it has become possible to maintain such systems centrally so that grievances can be managed with some uniformity even across large, decentralized organizations. The citizens can lodge their grievances from any internet facility on www.pgportal.nic.in Postal grievances received from citizens can also be scanned and uploaded on the System for ease of processing. The System can be accessed by the Director of Grievances in each Ministry / Department. It provides facilities to the Director of Grievances to classify the grievances, forward them to subordinate offices, monitor the process of redress, and to communicate with citizens. The System is already functional in 89 Ministries / Departments / Organizations and their subordinate offices¹²⁷.

4.9 Citizen's Charter: Change the Old-line Bureaucracies

The participatory initiatives of which the Charters are a classic example increasingly move organisations in the direction of becoming more and more demand-driven and customer-friendly. Demand-driven they must become in order that their own agenda – the services they provide and the standards and condition of those services-would

¹²⁷ *Guidelines for implementing SEVOTTAM Complaint Citizen's / Client's Charter & Grievance*

Redress Mechanism (2010), by Central Ministries/Departments, New Delhi: Government of India, p. 7.

faithfully reflect the preferences and requirements of their customers. Quality, in organisations functioning in the TMQ mould, is not unilaterally defined by the service providers, instead, by definition, quality implies conformance to the requirements of the customers¹²⁸. Importantly, the notion of interlocking roles of the bureaucracy (the service providers) and the citizens (the service-users) arises from this. In simple words, this implies that notions like 'waterproof bureaucratic boundaries' does not hold any longer and is, in fact, entirely inconsistent with the very spirit of citizen participation on which the whole concept of Citizen's Charter is anchored. Oppositely, under the classical model, a concrete line around the organisational pyramid, implying an resistant boundary, separates the agency bureaucracy from its clients, through a consciously and artificially fixed them-versus-us syndrome, a medium impression around the bureau officials is sought to be created, in the agency-client relationship, the dominance of the professional bureaucrat is maintained through unilateral decisions to which the clients must adjust their own needs.

That suggests a wholesale reversal of patterns in public organisations, through the instrumentality of the charter. They now seek to reform themselves around the needs of their clients. When under the classical formulation of bureaucracy they constituted the last layer of the organisational hierarchy or, more accurately, were considered to lie outside the organisational pyramid. The entire practice and idioms regulating the provider-user relationship is beginning to be transformed. The notions of impartiality and uniform services, pre-eminent under the traditional bureau setup are beginning to give way place to the idea of customised service. And as against the client-as-subordinate notion on which the Weberian bureaucracies functioned, not only is the client participation in defining the range and quality of services solicited, the clients in fact, monitor and evaluate the public service provision¹²⁹. Clients are no longer the subordinates of bureaucracy, they, under the patterns which are now evolving, are seen as its peers or even its superiors. Citizens are, thus, finding ways to use power, and control bureaucracy, more directly. This phenomenon under which lies the bureaucracy-client relationship is being redefined or the government-citizen power equation is being reversed to the advantage of the latter.

¹²⁸ Morgan, Colin and Stephen Murgatroyd (1994), *Total Quality in Public sector: An International Perspective*, Buckingham.

¹²⁹ Sharma, K. Arvind and Sharma Indu (2002), *Inducing Client-Focus in Bureaucracy the Citizen's Charter in India*, New Delhi, p.164.

4.10 The Citizen's Charter and Administrative Change

The remarkable effort of Citizen's Charter is the emphasis on disseminating information to the public and laying down some of the basic principles which should be the concern of organisations involved in public service. Apart from the listed steps which a public administration should take into account to attain 'good governance', the charter is equally important in conceptualizing some of the changes in governance as a process. First, the governance agenda, as set by the World Bank, subsume a set of state-society interface regulating disciplinary procedures. There is an underlying belief that accountability of government through checks and balances available under a liberal democratic system would ensure that the state activity meets the needs and expectations of the system. So, the right kind of state and the right kind of society are both posited as the ultimate objective of the overarching neo-liberal agenda¹³⁰. As suggested earlier in the 2nd Chapter the World Bank's 'good governance' agenda dictates terms and conditions for being eligible for its assistance through there is little clear guidance as to how well or badly government must perform before it is granted or disqualified from funding¹³¹. 'Governance' in this context, stands for establishment and operation of social institutions complementing the activities undertaken by the public administration. Concretely, it manifests itself in formal rules and regulation, decision making procedures, and programmatic activities that serve to define social practices, and guide and regulate the interactions of participation in such practices. In real life, there are many forms of community organizations or voluntary, collective self-approaches through which a group of people organizes itself to achieve common purposes, such as irrigation, water distribution, resolution of local disputes and community defence. Governance, as conceptualised by the World Bank, is also a way of crafting social institutions as a matter of public concern. Thus, governance has reintroduced the debate on the relative importance of formally constituted government or the existing community life, fixed with mechanisms for collective problem- solving. Finally, by determined to go beyond the institutionalized administration, governance, as a practice, has created condition under which 'governance without government' can grow. It is therefore, a theoretical device to relocate the significance of various community organizations in many parts of the world through which local communities

¹³⁰ Bhattacharya Mohit and Chakrabarty Bidyut (2005), *Administrative Change and Innovation A Reader*, New Delhi, p. 59.

¹³¹ Bob Currie (1996), 'Governance, Democracy and Economic Adjustment in India: Conceptual and Empirical Problems', *Third World Quarterly*, vol. 17, no. 4, p. 803.

have sought to solve collective problems in their own way. This has led to two specific kinds of responses with massive theoretical significance for the discipline of public administration: (a) it has shifted our attention away from the formal organizations which have failed due to various socio-political reasons; and (b) it has also resurrected interest in community organizations as a form of collective problem-solving mechanisms in civil society. So governance conceptualised a device to revitalize the collective institutions, which are 'non-governmental', provides a theoretical cue challenging privatization as the only solution for a whole range of problems affecting growth of non western societies.

So the primary issue is to restore 'public-ness' of public administration. The Charter is a significant influence in this effort undertaken by the government of India, to make administration citizen-friendly, open transparent, sensitive, and accountable. By 22nd January 2011, 131 Citizen's Charters has been finalized by the central ministries / departments¹³² and on 24th January 2011, 729 Citizen's Charter has been formulated by 24 State Government / Union Territories¹³³.

4.11 Citizen's Charters: Some Best Practices

Various NGO'S (like-Development Alternative) come forward to flow the knowledge of services and products to the vast rural base of users and consumers, in particular, changing attitudes, informing the people, demolishing myths, developing human capacity, creating support groups, etc. – can be achieved by using IT as a tool for social development and empowerment. Development Alternatives, open up sustainable development enterprise was established in 1983 as a not for profit research, development and action organization. The DA Group has had a deep force in the creation of sustainable livelihoods, specifically in the innovation and application of appropriate technologies and their distribution through micro enterprises in rural India. It is recognized by the Ministry of Science and Technology as a scientific research institution. The Development Alternatives (DA) Group comprises Development Alternatives and its associate organizations in India:

- Technology and Action for Rural Advancement (TARA).
- TARAhaat Information and Marketing Services Ltd.

¹³² <http://goicharters.nic.in/charter.htm>

¹³³ <http://goicharters.nic.in/charter-state.htm>

- TARA Nirman Kendra and Decentralized Energy Systems India Ltd.
- TARA Environmental Products and Services Private Limited.

One of the best projects of Development alternative is 'TARAhaat' which was launched in August 2000 in the districts of Bundelkhand region near 'Jhansi' which is the best example of citizen-centric governance. Comprises a business-related workable model for bringing relevant information, products and services via the internet to the un-served rural market of India from which an estimated 50% of the national income is derived. TARAhaat (meaning star village bazar) is a Development Alternatives Enterprise. It is an entrance that connects the village user to information, entertainment, social services, and also to various markets, through a network of franchised cyber centres, adapted to the language of their choice. TARAhaat covers all three components for rural connectivity: satisfied, the right to use and execute. The objective is to flow of knowledge services and products to the vast rural base of users and customers. These objectives – in particular, changing attitudes, demolishing myths, informing the people, developing human capacity, creating support groups, etc. -can be achieved by using IT as a tool for social development and local empowerment. The TARAhaat a growing storehouse of information on issues of sustainable development furnishes content. Right to use is provided through a network of franchised local enterprises. Goods and services, delivery of information, is provided by local courier services TARAvans (delivers the goods ordered). TARAhaat has been conceived with the view that it has been used by people and to be mastered with wide variations in language, financial liquidity, literacy and levels of understanding.

The subsidiary units of TARAhaat include: TARAvan – will deliver the goods ordered. TARAdak – will connect the rural families with the daughter married far off and to the son posted on the front. TARAcad – will enables the villager to order goods and services on credit. TARAdhaba – will provide the villager connectivity and access to a new world. TARAvendor –will runs the store that will cater to products available at Tarabazaar. TARAscouts/TARAreporter –will collects relevant information for the portal. TARAguru – provides mentoring and consultancy to village-based mini-enterprises. TARAbazaar - provides access to products and services needed by rural households, farmers, and industries.

The project is formed in such a manner that motivated the rural entrepreneurs to open rural kiosks and make available various services to the villagers on a user-charge basis. It is like a business model in which different project partners got together to offer server, software and network support and private entrepreneurs took up rural kiosks (software) as franchisees. It is like a company devoted to nonstop innovation and product development. It creates their own products and services according to the needs of its customers. Its current products are firm on communication, education and e-governance. Its educational products developed by Taragyan, according to the skills and needs of the individuals for competing in the global market. TARAhaat also provides training and management support to its network of franchised TARAkendas to enable them to provide standardized services. It is having a World Wide Web, because it is centrally managed by Development Alternatives. The project implementation agency reports about the performance to the project partners. As a website on the Internet, TARAhaat is, of course, available to any user on the Web. It brings the benefits of the Internet and Internet straight into the life of rural poor in the outmost villages of India. It is an exclusive combination of a mother portal development several vertical and horizontal portals within it, together with franchised cyber kiosks and delivery vans.

Content such as law, governance, health and livelihoods are available, and additional content is added every day. Commodities market information, listings of the local yellow pages, and information about products are also available. Thus TARAhaat acts as a central provider of the products and services needed, adapting them to meet the local needs of each region. This aware the local people about their rights through literate them and empowered them in terms of finance by forming the self help group for commercial purposes. This is the best example of citizen-centric and participatory governance.

4.12 Conclusion

Over the last half of the century the administrative accountability condition has been changing in almost all the democratic systems. It has gone beyond the bureaucracy or the hierarchical notion of control and formal explanation through Annual Reports or periodical submission of the public agencies and Citizen's Charter. The issue of accountability now looks more pinpointing to the responsibility of individual agencies

and functionaries rather than to political or bureaucratic authorities as a whole. There is no doubt that the Citizen's Charter strategy, if formulated and implemented in an objective, conscious, and committed manner would give citizens their due can lead 'towards good governance'. The most positive aspects of this programme related to its emphasis on disseminating information to the general public and laying down some of the basic principles which should be the concern of any organisation involved in the delivery of public services with accountability.

Chapter 5

Conclusion

The study 'Citizens and the Citizen's Charter: A Study of Jhansi District Administration in Uttar Pradesh' is an attempt to understand the process of service delivery to ordinary people in India. From time to time many innovative practices have emerged in administrative reforms to improve service delivery but with limited success. It is becoming increasingly understandable that unless these ordinary citizens are served by the government there is no scope for poverty reduction or sustainable and holistic development. Citizen's Charter started as an innovation in this direction. The concept was first expressed and implemented in the United Kingdom by the Conservative Government of John Major in 1991 as a national programme with a simple aim: to always improve the superiority of public services for the people of the country so that these services respond to the needs and the wishes of the users. The programme was re-launched in 1998 by the Labour Government of Tony Blair which rechristened it "Services First".

This work is divided into five chapters i.e.; Introduction, which discusses the problem of service delivery in the context of development, deals with the genesis and context of the study, nature and history of Citizen's Charter and focusing on the evolution of District Administration as a coordinating unit of service delivery and how the district and Panchayat share the local concern of development. The second chapter 'embeddedness of Citizen's Charters in Developmental theory', discusses how and why the developmental decade given by UNO and Indian planning strategy through five year plans make by planning commission fail to accelerate progress towards self-sustaining economic growth and social advancement in the developing countries. And what is the Impact on district administration due to failure of the developmental decade. Due to these failures Citizen's Charter was initiated. And what is the present status of Citizen's Charter in India. The third chapter explores the field work; this chapter shows how many government departments having Citizen's Charter in Uttar Pradesh vis-à-vis with other states. And how Citizen's Charter implemented in Jhansi District Administration, it challenge of asymmetric information and clue-less Bureaucracy. At last it focuses on the findings of the field work with concluding remarks. Fourth chapter 'Citizen's Charter: an instrument of public accountability' is a

commentary on the location of Citizen's Charter within the framework of Accountability in governance. Citizen's Charter classifies services in the frame of deadlines for performance. Thus a performance indicator emerges which accredits or makes it possible to accredit the performance of an administrative department. The concept of efficiency and effectiveness gets a measurement scale for assessing performance of a department or administrators. Explain the model of Citizen's Charter and recommendation of 2nd ARC to frame Sevottam Model for an assessment-improvement framework to bring about excellence in public service delivery. Also focuses on the concept of accountability in the administration and how the Charter effects the administration with changes in the old-line bureaucracies and increase development through, NGO's with local people participation (like TARahaat). Last chapter concludes the outcome explored in the study parameters.

The basic objective of Citizen's Charter has been to promote the empowerment of citizens by raising their critical awareness of the quality of services and letting those who are dissatisfied seek out other providers. There is no doubt that the Citizen's Charter strategy, if formulated and implemented in an objective, conscious, and committed manner to give the citizens their due can lead us 'Towards Good Governance'. Although the Citizen's Charter is not justified but the Charters aim is affirming the commitment of an organisation to the people that it will deliver its particular service promptly, maintain quality and the redressal machinery will be available where this service is not of the standard which it is committed to maintain. The old apparatus of the district administration is related to this new structure in quite novel ways, which hold great promise. Basically these involve servicing, the rendering of expert technicians, organizational administrative advice, and a general overseeing. Each of these provides an opportunity and a challenge for all who are concerned with district administration. These changes involve new relationships in the whole of the administrative apparatus in the district, new modes of communication and lines of controlling, guiding and influencing decisions, and also somewhat new concept and method of accountability and transparency. There is a clear historical change here, as compared with the situation before independence.¹³⁴ Thus now the District Administration provides the principal points of contact between the citizen and the processes of government, and is truly the cutting edge of the public administration.

¹³⁴ Khera, S.S. (1960), *District Administration in India*, New Delhi, p.3.

However, an analysis of various charters indicates that at present that there is no specific provision is available in the various charters about the action that can be taken by an individual who feels that the commitment made by an organisation have not been fulfilled, and that as a consequence hurt or loss has been caused which needs to be compensated. It is desirable that service providers should become conscious of the need for action to compensate for any default on the part of their functionaries resulting from delay or loss in the provision of services. At present the only option that the citizen who suffers loss or hurt has to take the matter to consumer court for an award of compensation. The most positive aspects of this programme related to its emphasis on disseminating information to the general public and laying down some of the basic principles which should be the concern of any organisation involved in the delivery of public services with individual accountability. The Charters act as directions and warnings for the governments as well as administrators the world over. It is an innovative measure of governance of Great Britain in 1992. In most parts of the country, the orientation of the government is fast changing only to serve the people better. Citizen's Charters, as laid down by the government, act as guidance to the public officials as well as the citizens. For the first time in 1997 the government of India had directed all government agencies/departments to make information easily accessible to the citizens of the services and rights they are entitled to the standards of the services and the remedies in case the services were not delivered. The information was to be provided through web sites and in all public offices.

But there are a number of pitfalls and problems that need to be overcome, especially in the contemporary Indian context, if the strategy is expected to make a public accountability¹³⁵ and fulfil the 'Need for an effectiveness of grievance redressal machinery' This requires a complete system of information to be streamlined in every office such as the names and addresses, telephone numbers of the officials to be contacted in case of any citizen not receiving his/her due or being harassed in order to fleece him by some unscrupulous elements in the bureaucracy. This also requires alert and vigilant office staffs which is presently being ensured by the Right to Information Act 2005 which can record and preserve office files and communication. To be meaningful, the charter also requires the following;

¹³⁵ Jain, R.B. (1998), Citizen's Charter-An instrument of public accountability: problems and prospects in India., in. *Indian Journal of Public Administration*, vol. 44, no.3, July-September, p.369.

Implementing standards: there is needed to lay down clear procedures, in the simplest terms, interspersed with graphic illustrations, and in the languages which the people at local level could easily comprehend (even using local dialects if necessary).

Coordination and consistency: there is a greater need to evaluate the services based on the experience of users, rather than the process of how and what is provided. The charter should aim at the maximum possible satisfaction of people's needs in the shortest possible time and without any incontinence.

Present incentives to personal and institutions: the charter scheme's success is predicated on the incentives available to the officials and the institutions to performance as a 'team' with the sole objective of achieving 'performance' at the lowest cost. It is well-known that in Indian administrative milieu, 'good work is not rewarded' and 'bad work is not punished'. The reward and punishment principle are simply out of existence from the dictionary of Indian administration.

Protection from the Influence of Political and Bureaucratic hierarchical pressures: there is no place for politicisation of the charter scheme in case it is to be made an effective instrument of accountability and good governance. It must be supported by well-developed systems and procedures, including for staff training, complaints handling and feedback as well as for reporting and reviewing standards in consultations with users of services, potential users, staff and other stakeholders.

Lastly, Charters are best implemented through a well designed e-governance system as in TARahaat in Bundelkhand (MP) and Mahiti Shakti in Godhara (Gujarat). A combination of computerization with Information and Communication Systems such as telephone lines with the Satellite backed State Wide Area Networks for simplified access of the common men in remote regions of districts. This should be further linked with IVRS or Integrated Voice Recording Systems to record the communication between citizen as a client and bureaucrat as a service delivery point. The political leadership is required to have grievances regularly redressed through Video Conferences and regular monitoring of district level service delivery offices serving the demands under Citizen's Charter. The two best practices mentioned here have provided speedy and time bound services to people, removed middlemen and the use of rents or bribes by lower bureaucracy, made District officials more responsive and finally enlightened and empowered citizens by making them realize the incentives and benefits of participation.

Findings

On conducting field survey of Citizen's Charter in Jhansi district administration department, it was found that there is a great variation in terms of coverage, procedures, redress of grievances system and the information necessary for citizens. Some charters (like that of Citizen's Charter of U.P. Tourism) are very brief, while some are very detailed (e.g., Citizen's Charter of stamp and registration department). While many do not provide any information regarding the redressal functionaries (names, address, telephone numbers, etc.), some other (e.g., Uttar Pradesh power corporation limited) do provide useful addresses for redressal system. However, in almost all cases, there is an absence of provision for any compensation for any loss or damage suffered by citizens in the absence of the targeted services not been provided by the concerned agencies. And also deficient on the following grounds:

8. The majority of the Citizen's Charter (26.6% out of 46.6%) was prepared by the head of the department with staff not involving citizen's participation.
9. Date of formulation is not available in most of the Charters, and it was not considered significant.
10. The majority of government departments (53.4%) in Jhansi district administration are not implementing the Citizen's Charter. They claim that In place of Citizen's Charter they follow government orders (GO), rules and acts.
11. Only 33.3 percent government departments of Jhansi implemented Citizen's Charter full fledgedly and 13.3 percent government departments have partially implemented.
12. The majority of the department are facing the situation of RTI (33.4% out of 46.6%) while failing the delivery of Citizen's Charter, and only few departments responded to the quarries filed under RTI.
13. Only 26.6% of departments out of 46.6% are having a monitoring process for implementation of the Citizen's Charter.
14. The majority of the bureaucrats and the respective head of the departments are not satisfied with their existing departmental Citizen's Charters.

Yet access to the charters was not easy even for researchers. The information on charters provided on web sites was not always complete or reader friendly. There is no central, comprehensive listing of all charters at one place. How can the citizens be empowered when the information they are supposed to have is made insufficient?

Major obstacles encountered while implementing the Citizen's Charter

The Citizen's Charter initiative in India is a new concept and it is always difficult to introduce a new concept in any organization. In the Indian context it was much more difficult due to the old bureaucratic set up. The study in Jhansi district administration supports the following obstacles while implementing the Citizen's Charter:

1. There is minimal consultation between the top and lower hierarchy, so it becomes just like a routine activity of the organization/department. The intra-organizational communication itself requires an innovative training programme.
2. For successful implementation, there must be a trained, committed and governance oriented staff but in many cases the concerned staff was not adequately trained and sensitized. The necessary skills were missing and also the mental bloc against increased people's participation.
3. Citizens also need to learn about Citizen's Charter. District owes a responsibility towards this but most departments were found to be avoiding this as a resistance to open up to citizens. There is also no systematically an awareness campaign for client about the Charters.
4. Most of the departments have not displayed their Charter publicly and have diligently sidelined any progress towards accountable and responsive governance. This is prevalent in organizations dealing both with the illiterate poor and the literate rich. Even those government agencies that have drafted a Citizen's Charter do not prominently display them in offices. This exacerbates the problem with the result that end-users often lack the knowledge to apply for services or redress their grievances.
5. There has also been a prolapsed of political leadership. Irrespective of how well the model has worked in other countries, no one will dispute the empowerment of citizens with information about their rights and entitlements vis-a-vis public agencies are long overdue in India. We often blame our lower bureaucracy for the poor quality of services and corruption that citizen's encounter in their transactions with public agencies. And these officials may well be indifferent to reforms such as Citizen's Charters. But the responsibility for the design of charters was not that of the lower level officials. It is those who were in charge of the departments and agencies and who knew the mission and functions of their organisations that had responsibility to design and guide the charter initiative. If the Citizen's Charters in many agencies did not measure up to their

potential, the responsibility for this failure must surely be laid at the feet of these leaders.

In conclusion one would rejoice at the provision of Citizen's Charters as a measure of accountability in District administration of India and specifically Jhansi which is the selected area for field surveys. However, it is not a facilitator towards accountable governance as its implementation is devoid of many measures which create a system of checks and balances within bureaucracy to supervise and control as a Constitutional requirement. Thus in the absence of dispersed authority and no political will most Citizen's Charters remain on paper only.

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3.11 ANNEXURE

QUESTIONNAIRE

Citizen's Charter

Identify yourself

Ministry/Department.....

Name

Position.....

1. Are you aware about Citizen's Charter?

Yes () No ()

2. In which year did Citizen's Charter come into existence in your department?

.....

3. What use of Citizen's Charter for your department?

.....

.....

4. Citizen's Charter is partially or fully implemented in your department?

.....

5. Do Citizen's make queries under Citizen's Charter?

Yes () No ()

6. If so, how many Citizens visit for queries per day / per week / per year?

.....

7. Are you able to respond the queries within time frame?

Yes () No ()

8. What are the basic obstructions to time follows?

- (a) Infrastructural reasons
- (b) Technology non-functional
- (c) Non-cooperation of staff
- (d) Invalidity to understand the service required
- (e) Absenteeism from duties
- (f) Any other

9. If any other, what?

.....
.....

10. Are NGO's / Staff/ Citizen's/ Pressure groups are involves in formulation of Citizen's Charter?

Yes () No ()

11. Are the Citizen's are aware to your Citizen's Charter?

Yes () No ()

12. If yes, how?

.....
.....

13. Do you think Citizen's Charter minimize the gap between Citizen and government?

Yes () No ()

14. Does have the monitoring process of the Citizen's Charter within the department?

Yes () No ()

15. Do you encounter the situation of facing an RTI when you fail to deliver the Citizen's Charter?

Yes () No ()

16. Do you think your Charter needs improvement?

Yes () No ()

17. Are you satisfied with the level of Citizen Awareness of the Charter?

Yes () No ()

18. Do you consider the existing arrangement satisfactory?

Yes () No ()

19. Would you suggest any ways of improvement?

Yes () No ()

20. If yes, what?

.....
.....