

# Innovations in Public Governance - Citizen Charter & Clientele

Mrs R.Bhramara Sree,  
Head, Department of Political Science  
St Ann's College for Women, Medhipatnam, Hyderabad.

## Abstract

An attempt is made in my paper to find out the way forward for the effectiveness of **Public Governance**. Delivery of public goods and services poses problems for citizens who as a result fail to avail themselves of basic amenities and standards of life and hence lose out on development. The state of public administration and service deliverability has been major concerns all over the world in the era of L.P.G. .Global Governance in the 21<sup>st</sup> Century seeks to bring about radical reforms to suit the needs of a variety of clientele. Adapting itself to the via- media definitely imparts a new meaning to governance. The basic premise in governance is to treat the Citizens in a Royal manner by government& organisations .They do exist to serve the citizens. Measuring or quantifying public services in order that a better one could be demanded in providing a Charter Mark .Citizen Charter is a document of commitment made by a government organisation to the citizen/ clientele /users which involves a huge number of population. To bring efficacy in services, Prime Minister John Major in U.K., initiated reforms in 1991.He addressed the challenge of service delivery and citizen centric administration. The Citizens Charter Programme became more popular in various countries among Governments /Departments to channelize the services. Uniformity amiss yet nomenclature vary with their own specific features. The international experience in framing “Service Charters”, “Public Service Guarantees”, “Charter programme” etc is highly dynamic. Implementation and training by the personnel are equally important to get the desired result. Through awareness campaigns this can be achieved. Regular, untiring and persistent efforts can help in bringing the additional changes. Monitoring, evaluating and reviewing the working of Charters are equally important .We can safely conclude that Good Governance is the technology Citizen's Charter is the tool. South Africa in 2004 has adopted “*Batno Pele*” where as the Malaysian government used the term “*Mesra Rakyat*”.

**Key words :** “*Batno Pele*”= people first , **Citizen's Charter**= It is a document which represents a systematic effort to focus on the commitment of the Organisation towards its Citizens in respects of Standard of Services & Information, **Charter Marker**: A UK Government award provided under the National Quality Assurance Scheme that recognises excellence in the delivery of public services, **L.P.G.** = Liberalisation, Privatisation and Globalisation &“*Mesra Rakyat*”=face –to –face interaction

**Introduction:** My paper argues that innovation in Public Services in the U.K. was based on the Citizen Charter movement signifying reforms in the Civil Services, clientele needs, organisations/ departments etc. U.K. was the pioneer in the Citizen Charter movement. During the tenure of John Major in 1991 it found an expression. Further, the public management policy was on the agenda of the Conservative government that lead to the implementation of the Next Steps Initiative. Others include the Citizens Charter Initiative, Competing for Quality, Resource Accounting and Budgeting, and the Private Finance Initiative.NPM (New Public

Management) represents a reform attempt, aimed at reemphasising the professional nature of the discipline. New paradigms in administration are emerging. Osborne and Gaebler describe about the traditional Administrative systems as ineffective, insensitive, inefficient and often hostile to the very people to whom they are supposed to serve. Hence the New Public Management was adopted by New Zealand, Australia, Canada, the United Kingdom and the USA. The NPM is also on the lines of the New Public Service to manage service delivery. The drafting of new citizen charters brought about certain changes. Drewry noticed that actual contents of charters and the motives for introducing them differ from one country to another. **(Footnote 1 Global – The Global Journal from Geneva and New York –Global Governance “Cross Country Experiences of Citizens Charter Implementaiton by Fekadu Geleta August 14<sup>th</sup> , 2013 page no . 2 )** Felix and Lloyd Nigro observe that New Public Administration NPA movement seems to be to make administration to be less "generic" and more "public", less "descriptive" and more "prescriptive", less "institution-oriented" and more "client-oriented", less "neutral" and more "normative".

**Hypothesis :** A paradigm shift from bureaucracy to citizen centric administration in the given environment. A perception that prevails regarding E- Governance that will lead to better services for the citizen.

**Methodology:** Study was conducted through secondary sources, registering the experiences of cross – cultural systems.

**Significance of the study:** This topic is of current interest as stakeholders are diffused. The New Public Management School of Thought led by Western Scholars provide for a new paradigm in Global Governance. Innovations in Citizen Charter and the components (elements) of Citizen Charter. Several Civil Society groups led the Citizen Charter Movement to secure Participatory Governance. Innovations in service delivery is very important irrespective of the nature of the structure of public, private, organisations and companies .The citizens are on par with clientele.

**Review of Literature:** Publications on this areas are quite encouraging. Articles and books focus on the changing nature of services is a reflection of liberal ethos, democracy, devolution of powers and governance.

#### **Research Question:**

- Pertaining to the use of the Citizen charter and efficiency in administration and delivery by supporting the networking system
- Articulation of interests of various groups
- The state of affairs in public governance and service delivery has been major concerns all over the world. In the context of Liberalisation, Privatisation and Globalisation. The 21<sup>st</sup> Century Global Governance has to adapt itself.

**Findings:** Formulation, implementation, evaluation of citizen’s charters globally was found . A couple of books had been published by scholars.

#### **What is a Citizen Charter :**

Bidyut Chakraborty in the Chapter on good governance and civil service reforms in India, argues that the primary issue is to restore the “publicness” of public administration. The charter is a significant influence in the latest efforts undertaken by the government of India to make administration accountable, open transparent and citizen friendly.(2 **Footnote Chakrabarty, Bidyut. Reinventing Public Administration, The Indian Experience. Orient Longman, New Delhi, 2007.)**

S.L Goel an authority, explains that good governance does not merely exhaust itself by just analyzing how excellence can be ensured within the sphere of governmental administration. It is here that the author’s integral

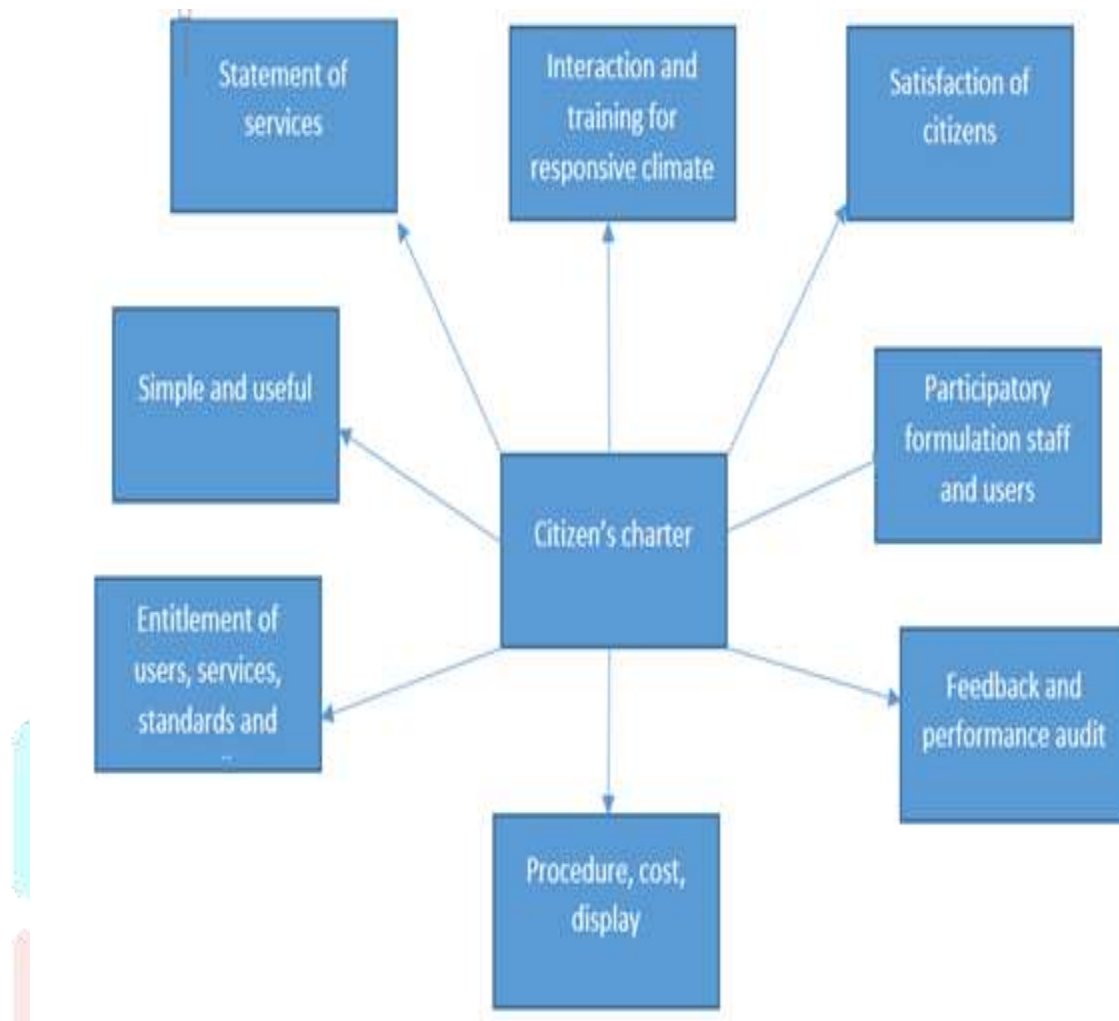
approach is meaningful. He analyzes and argues that a combination of citizen's charter and RTI would ensure greater accountability. In this era of liberalization, privatization and globalization, citizen's charter is also a means to advocate continued commitment to privatization and competitions, the marketisation of public services and withdrawal of government and state from its unnecessary burden in the name of welfarism. The contribution it can make to the welfare of society".( **Footnote 3** Goel, S.L. **Good Governance: An Integral Approach**. Deep and Deep Publishers, New Delhi, 2007.)

The Citizen's Charter is a document which articulates the commitment of government organisations towards citizens through clearly specified yardsticks ( **Footnote 4** : Ghuman 2011 " **An Evaluation of a Citizen's Charter in Local Government . A Case Study of Chandigarh , India**, Deepak Sharma , Department of Public Administration, Punjab University , Chandigarh , India JOAAG, Vol.7. No.1 .p.g. no. 87).

#### **What constitutes a Citizen Charter:**

- Enumerates the details of the goods and services provided by a public authority;
- The name of the person or agency responsible for providing the goods or services;
- The time frame within which such goods or services have to be provided;
- The category of people entitled to the goods and services; and
- Details of the complaint redressal mechanism.

**Citizens's Charters : Ensuring Standards of Service Indian Context** : A Citizen's Charter is basically a set of commitments made by an organisation regarding the standards of service it delivers. It is a public statement that defines the entitlements of citizens to a specific service, the standards of the service, the conditions to be met by users and the remedies available in case of non- compliance of standards. The concept empowers citizens to demand the standards of service committed by the organisation. The basic thrust of Citizen's Charter is to make public services citizen centric by ensuring that these services are demand driven rather than supply driven. The ARC lays down six principles that characterise the Citizen's Charter –quality( improving the quality of services), choice (for the users wherever possible ), standards (specifying what to expect within a time frame), value (for taxpayer's money), accountability (of the service provider ) and transparency (in rules, procedures, schemes and grievance redressal) ( **Footnote 4 (a)**, *Textbook Public Administration from Government to Governance* by Bidyut Chakrabarty &Prakash Chand , published by Orient Blackswan Private Limited, 2017, Hyderabad, Telangana, India , ISBN Number : 978-93-86689-32-0, p.g.no 290 )



### Variations in Citizen Charter Nomenclature:

The use of terminology to understand Citizen Charter should be the reference point in any society.

- Public Service Charter/People's Charter ,
- Australia "Putting Service First"
- USA Clinton Gore Administration Service Charter Initiative National Performance Review to reform the way the federal government worked make government more responsive and improve its public financing.
- Norway 1998 Citizen Charter was adopted
- Sweden 1998 Citizen's Service Act
- Denmark voluntary basis Service Standards was established.
- Charter Initiative
- In South Africa in 2004 'Batnoplele' was coined to mean people first.
- Similarly in Malaysia "Mesra Rakyat" which means – one day in a month is allocated for a face to face meeting with the clients receive complaints and suggestions.

### Principles of Citizen Charter

- Standards
- Openness
- Information

- Choice – Consultation was added to ‘choice’, ‘openness’ and ‘information’ were put together
- Non- Discrimination and accessibility
- Helpfulness
- Value for Money
- Putting things right

With the application of a Citizen’s Charter it is anticipated to give power to the citizen with the principles of choice, standards, value, accountability and transparencies of the rules, procedures and grievances redress system of an institution. The elements of Citizen’s Charter’s include the following:

- a)Setting measurable standard for service delivery.
- b)Specifying service delivery and timeframe.
- c)Giving opportunity to choose alternate services
- d)Scope to complaint and provision for corrective measure
- e)Value for money. All citizens will be given equal treatment and the value or service renders shall be more than the fees to be paid. (Footnote 5 : “An Evaluation of A Citizen’s Charter in Local Government : A Case Study of Chandigarh , India by Deepak Sharma , Department of Punjab University , Chandigarh , India , JOAAG, Vol .&. No.1, Page no. 87)

#### Indicators of Quality Charter Mark:

Quality  
Transparency  
Accountability  
Citizen Charter  
Value  
Choice

#### Developments in U.K. – Citizen Charter

The Citizen Charter in U.K. were based on the following principles in U.K.

- The setting, monitoring and publication of explicit standards.
- Information for the user and openness in the availability of that information.
- Choice wherever practicable, plus regular and systematic consultation with users
- Courtesy and helpfulness.
- Well publicised and easy to use complaints procedures and value for money.

UK Parliament stated that the Charter Mark was an integral part of the Citizen’s Charter programme based on the principles of public service delivery.

- Performance Standards
- Information and openness
- Choice and Consultation
- Courtesy and helpfulness
- Putting things right
- Value for money
- Use satisfaction
- Improvements in service quality
- And planned improvements and innovations

However the Charter Marker was replaced with Customer Service Excellence at a later stage.

## India

- An interesting development can be noticed at the Conference of Chief Secretaries of States on “Effective and Responsive Administration” in 1996
- Conference of chief Ministers discussed the Action Plan for Effective and Responsive Government in 1997
- Decision to introduce Citizen’s Charters in Central and State Government Departments

June 2007 the DARPG ( Department of Administrative Reforms and Public Grievances ) updated their websites along with 829 Citizen’s Charters’ with central ministries and State and Union Territories having 711. Further, the Right of Citizens for time bound delivery of goods and services and redressal of their grievance bill of 2011 Chapter III , Article 4(1) stipulates that every public authority shall publish Citizen Charter within six months of the commencement of the act.

- Hindrances relate to top to down approach of the initiative
- Adequate training and sensitisation employees and citizens
- Transfer and reshuffle during early formulation and implementation of the Charters hampered the progress
- Unrealistic standards and conceptual challenges related with Citizen Charter
- Charter Mark Scheme was initiated
- Popularly known as Sevottam

**Highlights : Sevottam** - a symbol of excellence to public service organisations that implement and enable to show compliance to a set of management systems requirements that have been specified in a specially created standard document. India became the first country in the world to create a requirement standard for quality management responsibility. The Bureau of Indian Standard (BIS) developed IS15700:2005 based on the advice of the experts.

## Evolution of Citizen Charters

- Accustoming or acclimatising them to the local scenario.
- Hand on experiences in West proves to be very divergent when compared with Asia.
- India took the lead in creating the rightful environment to prepare the citizens for a sound administrative setup.
- Right to Information Act was passed in 2005
- In India linkages between the Right to Public Service Legislation
- The movement was based on RTI and further extended to the Global replications.
- Citizen Charter provides mechanisms for punishing the public servant who is non- responsive and erring constantly.
- Henceforth new paradigms were evolved.

## Citizen Charter’s Bill Salient Features (India)

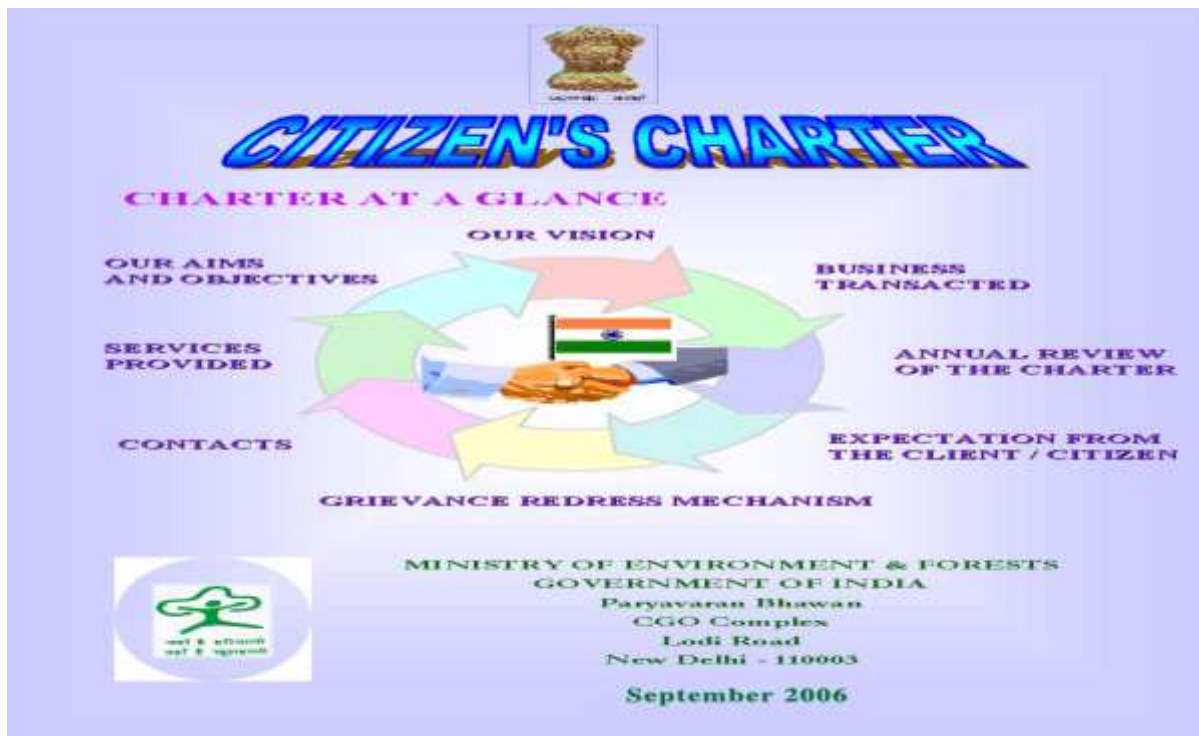
- The Right of Citizens’ For Time Bound Delivery of Goods & Services & Redressal of Their Grievances Bill 2011 however lapsed in Lok Sabha
- Ensures SMART Governance
- Right to Services can be enforced.
- Right to Information Act can be of great utility in enforcing Citizen Charter Administration.

## Citizen Charter's Bill Salient Features (India) & to whom it applies.

- The Bill deals with government departments that deal directly with citizens: they include
- Constitutional bodies,
- Statutory authorities,
- Public-private partnerships,
- NGOs substantially funded by the government and companies that provide services under a statutory obligation.

**Provisions:** The Bill makes it mandatory for every public authority to publish a Citizen's Charter within six months of the commencement of the Act. Every citizen is given right to get time bound delivery of goods and services. If not delivered, there is redressal mechanism to handle the situation.

## A picture of a model Citizen Charter in India



**South Africa :** In October 1997 the White Paper on Transforming Public Service Delivery the *Batho Pele*, “People First” was introduced to put into effect the commitment for the Government to extend services to all citizens. ( 6 Footnote Global – The Global Journal From Geneva and New York -- Global Governance – Cross Country Experiences of Citizens Charter Implementation Fekadu Geleta August 14<sup>th</sup> , 2013 ” )

**Aims of ‘Batho Pele’ ::** To transform the Public Service into a people centred institution. The implementation of the principles of the Batho Pele , Service delivery and accountability by government department would improve.

- Consultation
- Setting Service Standards
- Increasing access and ensuring courtesy
- Providing information
- Openness and transparency
- Redress and value for money

## Shortcomings

- Service user relationship training Batho Bele
- Lack of integrated access strategy
- Failure of the general public to understand the principles and hold the departments accountable

The 2008 Public Service Commission report on Openness and Transparency implementation Of Bato pele Principle indicated that the self rated status of the principle is good. But the study has also shown that the assessed departments lack clear standards, targets and procedure manuals in their implementation of Openness and Transparency. Customisation of services , organisational culture and transparency are equally important .

### ➤ Indicators of Quality Charter Mark:

- Quality
- Transparency
- Accountability
- Citizen Charter
- Value
- Choice
- 

### ➤ Principles of Citizen Charter

- Standards
- Openness
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- Helpfulness
- Value for Money
- Putting things right

### ➤ Implementation and Training:

- Awareness campaigns
- Untiring efforts of the personnel in helping the citizens
- Attitudinal change in the general public
- Monitoring
- Evaluation & Review of the Charter

### ➤ Focus on Nine R's

- Retreating
- Rectification
- Replication
- Rejuvenation
- Risk Management
- Redressal
- Review
- Retrospect
- Repetition
- Reliability



### ➤ **Future prospects in administration**

- The utility of Citizen Charter can be found.
- Critical challenges in the implementation of Citizen Charter
- Evolution of strategies for the betterment of services.
- Preparing administrative manuals, citizen guides, reports etc.
- Incorporating byelaws, transparency and administrative control.
- Building new paradigms in administration, cross –cultural studies, where in local administrations is of paramount importance. etc.
- Administrative betterment leads to enhanced quality.
- To adopt principles of publicity, transparency and administrative control that enable in attaining Global Standards Quality Bench Marks.
- Handbooks are generated. to guide the Citizen,
- Public Service Redressal
- Service Delivery Capability
- State of Governance elevated to perfection.
- Needful intervention in Governance
- Interface between Citizen and Governance

### ➤ **Findings**

- Comparisons between the Western Counterparts and India was possible
- Some inferences and learning's from Citizen Charter
- Implementation of Citizen Charter
- Innovations
- Citizen's demands
- Upgradation of Citizen Charter
- Standardisation of procedures is a herculean task
- In India variation and innovations can be found in more than 37 departments
- Lack of connectivity between the Stake holders and Citizen Charter
- Extensive use of web
- Citizen Charter handbooks are generated
- Helps in guiding the citizen
- Public grievance redressal and service delivery capability state of government elevated to perfection
- Governance – to – Citizen
- Governance to business
- Efficiency

### ➤ **Human Rights Perspective:**

- A Human Rights perspective on empowerment dimension deals with the knowhow about the utility of the service.
- Citizen interaction as critical input in day to day administration.
- Hand on experiences in West prove to be very divergent when compared with Asia .
- India took the lead in creating the rightful environment to prepare the citizens for a sound administrative setup.

- Right to Service as a fundamental Human Right for everyone within the constitutional framework.
- Recognizing the importance of Citizen Charter for all the departments and organizations.

The concept of Good Governance is linked to principles and rights within the international human rights instruments. Article 21 of the Universal Declaration on Human Rights recognizes the importance of a participatory government and

Article 28 states that everyone is entitled to a social and international order in which the rights and freedoms can be realized Article 2 of the International Covenant on Civil and Political Rights requires state parties to respect and to ensure the rights recognized in the Covenant and to take the necessary steps to give effect to those rights. .

**Conclusion:** Customisation of services , organisational culture and transparency are equally important . “Good Governance is the technology Citizen's Charter is the Tool ” .At the local level the Citizen Charter presents an important tool towards Good Governance, By empowering the general public it ensures the deliverance of services in a time frame . To uproot corruption and bring accountability in administration this is vital .Implementation of citizen charter in all organisations is a part of citizen centric administration.

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