University of Bergen

**Challenges and Prospects of Implementing Citizen's Charter:
A Study of Panchkula (Haryana) Municipal Council in India**

Thesis submitted to the

Department of Administration and Organization Theory

in partial fulfillment of the award of

**Master of Philosophy in Public Administration (MPA)**

By
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# Dedicated…..

*To my estimable parents who introduced me to the world of knowledge and provided me sound educational foundation*

*and*

*My Sweetheart (Pooh) who provided strength and courage to me in every ups and downs during this work.*

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Vijender Singh Beniwal
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## List of Abbreviations

CC             Citizens' Charter

| CCC | Consumer Coordinate Council |
|---|---|
| DAR&PG | Department of Administrative Reforms and Public Grievances |
| EO | Executive Officer |
| GOI | Government of India |
| MC | Municipal Councilor |
| PMC | Panchkula Municipal Council |
| UT | Union Territory |

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# ABSTARCT

*The Citizen's Charter has been adopted as a device by the Government of India to induce client focus in the bureaucracy. Its main agenda was to make administration more accountable, responsive, transparent and people-friendly. The charter programme initiatives in essence propose to make public service provision less bureaucratic-dominated and more citizen-led. It aims to empower citizens by mentioning their rights, privileges and duties. Further, the CC strives to develop partnership between citizens and PMC officials to promote joint decisions.*

*This research primarily used a qualitative perspective, attempting to discern the meaning of events to the participants. Both primary and secondary sources of data were used to get comprehensive picture of the reality. The researcher contacted with different participants - PMC officials, Municipal Councilors and Citizens to gather information. Besides, officials' records, documents and other secondary sources were utilized.*

*The empirical evidence suggests that even after one year of its existence, the charter has not made any substantial dent on old bureaucratic service delivery mechanism .The Bureaucratic machinery is still strongly mantled in old set-up, and hence, trying to revert the charter programme. The political executives do not have much concern to further the CC movement. Such attitude on their part has weakened the effectiveness of the charter. On the other hand, the citizens are totally ignorant about the charter programme initiatives. Many frontline officials are also not familiar with the CC measures. The officials hardly made any endeavour to take the charter programme at their door-steps. Those factors, therefore, are constraining the successful implementation of the citizen's charter at the Panchkula Municipal Council.*

# CHAPTER - 1

# INTRODUCTION

*"A consumer is the most important visitor in our premises. He is not dependent on us, we are dependent on him. He is not an interruption in our work; he is the purpose of it. He is not an outsider to our business, he is part of it.   We are not doing him a favour by serving him; he is doing us a favour by giving us an opportunity to do so."*

*Mahatma Gandhi*

## 1.0 Introduction

The traditional system of administration at present is facing crisis in terms of its failure in delivering goods and services in an efficient and effective manner. The various scholars claim that traditional administrative system is ineffective, insensitive, inefficient, and often hostile to the very people to they are supposed to serve (Osborne and Plastrik: 1997; Rhodes: 1997; Peters: 1996; Osborne and Gaebler: 1992; Hood: 1991; Pollitt: 1991). Further, it is argued that the government as a whole has become increasingly divorced from the people. Largely it serves and is dominated by the elites, the affluent, the educated, and the powerful.

In an extreme version of the argument, the government is conceptualized as 'regulating the poor' rather than actually serving them through social programs (Piven and Cloward 1993; Squires 1990). In the old system the state was the only actor in governance and which perpetually failed to provide services. Moreover, it also failed to ensure free interplay among various actors-state, private sector and society, to contribute in managing affairs. Further, the traditional system monopolized the delivery system that breeds corruption, unresponsiveness and wastage of money among others. The steel frame of conventional system-civil services [Weberian] are no more compatible with new environment of governance, as these are seen to be too elitist, inflexible, inadaptable and rule-bound to respond to changing needs and environment. Civil servants habitually put premium on status quo rather than being innovative and creative.

From the last one decade public administration has been undergoing rapid changes. Events like globalization, liberalization, privatization, decentralization, and cyber

democracy have influenced significantly the theory and practice of public administration. The fast growing bureaucracy followed by increasing degree of dissatisfaction among citizens and fiscal crises have led to a search for a model of governance which not only promotes efficiency and economy in administration but also treats service delivery to the satisfaction of its user as the central concern. During the last three decades, the social science literature in general and public administration and management literature in particular, have developed alternative models of governance (Ghuman: 2001; Peters: 2001; Christensen and Lægreid: 2000).

This study focuses on the implementation of the Citizen's Charter programme in India. It explores factors that inhibit the effective implementation of the charter programme in India. Particularly the present study intends to answer the following questions - what is the background of initiating the charter programme? What is the extent of implementation of the citizen's charter? What are the stumbling blocks that impinge on the effective implementation of the charter? The study is carried out at the Panchkula Municipal Council (PMC), one of the local government units in the state of Haryana[1] Government in India.

The first chapter provides a background of my study, state the research problem, and highlights the conceptual and theoretical framework. It also documents research objectives, hypotheses applied, and significance of the study.

Good governance means competent management of a country's resources and affairs in a manner that is transparent, accountable, effective, equitable and responsive to people's needs (UNESCAP: 2005; Downer: 2000; www.acid-cida.gc.ca). It emphasizes people as the centre of attraction of administration where Citizens' satisfaction is the maxim to follow. It treats people not merely as consumers/customers but as citizens. According to United Nations Development Programme (UNDP) the aim of good governance is to

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[1] The Constitution of India specifies three tiers of government in India. The Union or central government is the first tier of this hierarchy. State government ranks second in the hierarchy and local government is at the bottom of this ladder. India is divided into 28 states. States is a definite territory that has its own independent government according to constitutional provisions. Haryana is one of the states in India.

ensure that the three key actors – the state, the private sector, and civil society – are equally represented and valued as partners in the affairs of the country while 'good governance' should focus on making government participatory, accountable and transparent, especially on ensuring that the voices of the poorest and most venerable are heard (Minogue: 20002: 119).

It accentuates human rights, care for women and child, better representation to minorities among others. It has more human touch in terms of promoting administration which is need-based, effective and efficient, equitable and equity-oriented and follows the rule of law rather than solely guided by economics. It ensures that corruption is minimized; the voices of the most vulnerable in society are heard in decision making. It is also responsive to the present and future needs of society. In other words, good governance endeavors to bridge the gap created by traditional system placing citizens on the driver seat from rear position. Further, it aims not only to reduce the size and scope of the state but also seeks to raise and strengthen state capacity by reinvigorating public institutions. Good governance seeks to promote free interplay among major actors- state, private sector and civil society in contributing day to day activities and development. It leads to strengthen democratization by incorporating voices of poor, free flow of information, rule of law and human rights.

The Citizen's Charter is one of the most important ingredients of good governance. In the UK, the citizens' charter was published in 1991. Citizen's Charter is a document which spells out the commitment of public service provider towards citizen through clearly specified benchmarks/parameters of quality and standards of service. It facilitates in promoting peoples' participation in the administration. It emphasizes on empowering citizens by holding bureaucrats directly accountable to them.

## 1.1 Citizen's Charter in India

The impressive feat of the citizen's charter in the UK (Duggett: 1998) has made this administrative tool popular across the globe and India is no exception to this trend (Ghuman: 2002: p.). On 24th May, 1997 accountable and citizen-friendly perspective to

administration was adopted in India, and has been promised through the mechanism of (a) Citizen's Charter; (b) Decentralization of Power; (c) Speedy Redressal of Public Grievances; and (d) Review of Laws, Acts and Regulations.

This study is an attempt to explore and examine the factors that play an effective role in the implementation of the Citizen's Charter. The objective of this study, therefore, is to analyze the implementation of administrative reforms initiated by the government of India specifically with emphasis on Citizen's Charter in Panchkula Municipal Council (hereafter PMC) in Haryana.

In India the policy decision to implement citizen's charter was adopted at the central level and later was dispersed to different states with their discretion in which specific areas to implement it. In other words, it depicts more top down approach in policy initiation (citizens' charter) rather than bottom up. The Department of Administrative Reforms and Public Grievances of Ministry of Personnel, Public Grievances and Pension, Government of India is responsible for coordinating the formulation and implementation of citizen's charter. Sixty-nine central Government Organizations have so far issued citizen's charter (http://darpg.nic.in). About 21 States/Union Territories too have issued 478 citizens' charter in respect of organizations with a large public interface (http://darpg.nic.in). The department also proposes to develop a Scheme of Charter Mark for recognizing excellence in the implementation of it.

In PMC, 'Citizen's charter represents the commitment of the organization towards, standard, quality and time frame of service delivery, grievance redress mechanism, and accountability'. It also indicates that the functionaries and citizens can meet to resolve respective matters. It was published on 15th May, 2003 by Panchkula Municipal Council, and following are the main features which aim to promote good governance (http://haryanaforms.nic.in/citizencharter):-

1. Transparency in administration and recognition of the rights of the citizens to public information.

2. Public accountability of different functionaries of the Municipal Administration.

3. Citizen participation, as far as possible, in the process of development.

**Figure 1.1: Main features of Citizen's Charter in PMC**



Accountability

Transparency

**CITIZENS' CHARTER**

Responsiveness

Participation
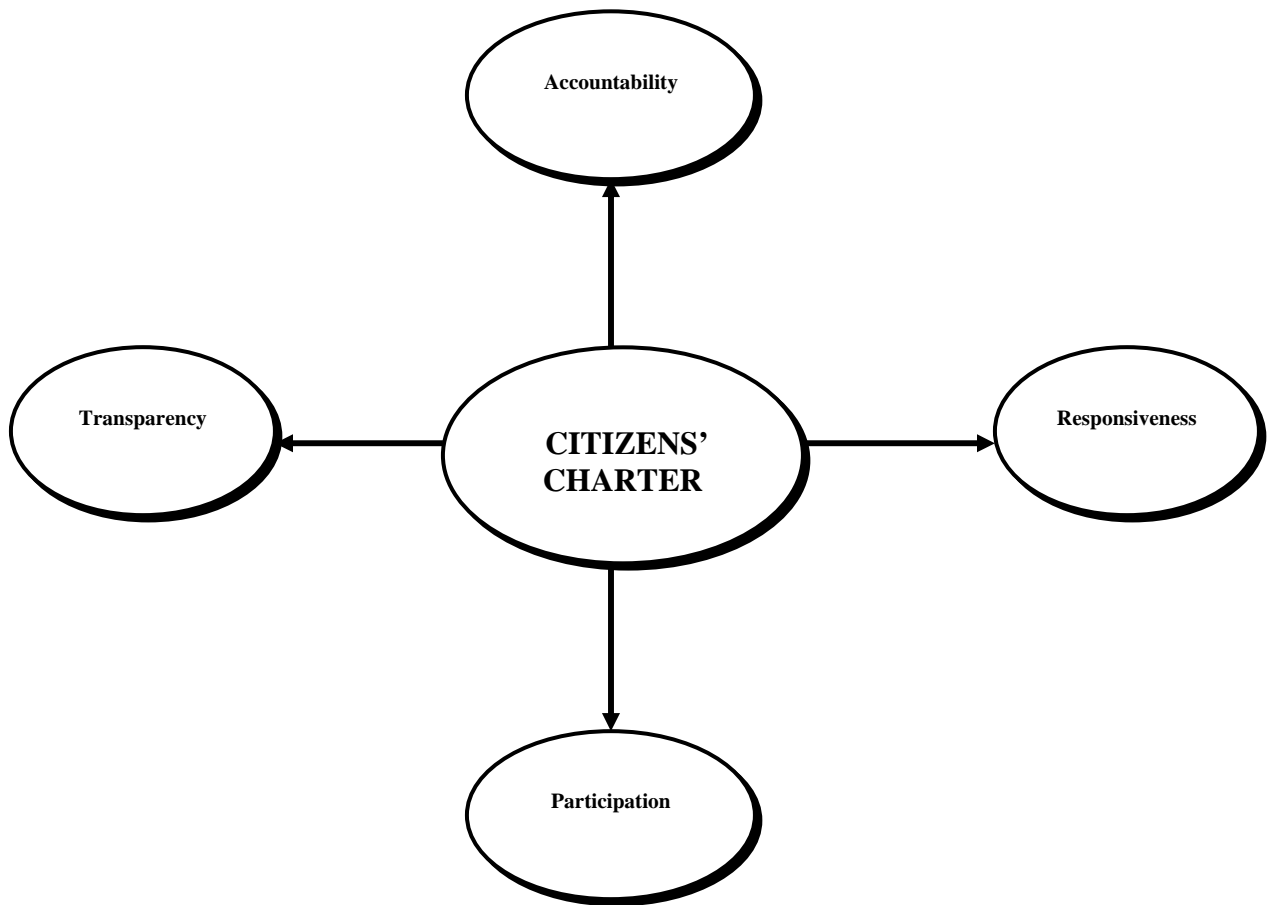
**Source:** Derived from notes.

4. Speedy and Responsive Redressal of public grievances of citizens through existing channels as well as through proposed charter.

Figure 1.1 depicts four major features viz. (i) public-accountability, (ii) people-participation, (iii) transparency, and (iv) responsiveness incorporated in the citizen's

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charter of Panchkula Municipal Council. The present study intends to focus on the implementation of theses features in PMC.

## 1.2 Background and Research Problem

The Government of India has been concerned with the frustration and dissatisfaction among the people regarding deterioration in the performance of different agencies engaged in the delivery of goods. In order to restore faith of the people in the fairness and capacity of the administration, the then Prime Minister had inaugurated a conference of the chief Secretaries in November, 1996 on '*An agenda for an effective and responsive Administration*'. It focused upon administrative reforms in which the citizens were placed at the centre. The objective of the conference was to make public service more efficient, clean, accountable and citizen-friendly by evolving a concrete action plan. It was followed by Chief Ministers' conference on *Action Plan for Effective and Responsive Administration* held under the chairmanship of the Prime Minister on 24th May 1997. The Home Minister, Finance Minister, Minister of State for Personnel, Public Grievances and Pensions, Cabinet Secretary, Secretaries of the States/Union Territories and senior officials in Government of India also attended the conference.

 The conference statement, '…strongly endorsed the need for ensuring responsive, accountable, transparent and people friendly at all levels and agreed that necessary corrective steps must be taken to arrest the present drift in the management of public services. The conference urged that measures should be taken to restore the faith of people, particularly weaker sections of the society, in fairness and capacity of administration… Further the increasing establishment expenditure and large size of government staff are adversely affecting the development process. The ambit of Government interaction needs to be redefined, so that the superfluous functions can be dispensed with.' (Government of India 1997: 1)

In response to the Chief Ministers' conference and resolution adopted therein, various initiatives have been taken by the Ministries/Departments of Government of India and by

State and Union Territory Governments. The department of Administrative Reforms and Public Grievances (DAR&PG) has complied information about these initiatives in two reports entitled, *Initiatives and Best Practices of Government of India for Effective and Responsive Administration* (November, 1997) and *Policies, Initiatives and Best Practices in the States/UTs* (August, 1997).

The reform measures mentioned in the first report are classified into three main areas: (i) making administration accountable and citizen-friendly; (ii) ensuring transparency and right to information; and (iii) improving the performance and integrity of public services. Out of these reform initiatives 'Accountable and Citizen-friendly Government' is the most important. It is apposite to mention here that accountable and citizen-friendly government have been promised through the mechanism of (a) Citizen's Charter; (b) Decentralization of Power; (c) Speedy Redressal of Public Grievances; and (d) Review of Laws, Acts and Regulations.

## 1.3 Objectives of the Study

The purpose of this research project is to analyze the implementation of citizen's charter by the state government in Panchkula Municipal Council in the state of Haryana in India. In this endeavor an attempt is made to determine the factors that inhibit/or and facilitate reform measures.

The specific objectives of the study were as under:

1. To understand the background of the Citizen's Charter. I sought to identify whether the charter programme is indigenous product of local policy-makers or it has been imported from outside. It will help me to determine the nature of CC either endogenous or exogenous.
2. To map out the extent of implementation of the Citizen's Charter in Panchkula Municipal Council with regard to its four features viz. i) participation, ii) accountability, iii) responsiveness, and iv) transparency.
3. To unravel the factors that affects the implementation of citizen's charter.

## 1.4 Research Assumptions/Prepositions

As mentioned previously, the implementation of CC in PMC is affected by several factors. The broader areas to be studied in this research are thereby the a) cultural, b) organizational and c) political elements that affect the effective implementation of CC. The central hypothesis of this study is as follows:

> *Cultural, organizational and political factors may affect the extent to which the Citizen's Charter is implemented and have implemented.*

## 1.5 Overview of the Methodology

The present study explores the factors that affect policy implementation (citizens' charter) in India. It is exploratory in nature and utilizes a qualitative approach, and a case study strategy. I have used both primary and secondary sources of information in carrying out this investigation. The main data collection tools were interviews, questionnaire, and examination of records.

## 1.6 Theoretical Framework

In order to examine the factors that affect the effective implementation of the Citizen's Charter in Panchkula Municipal Council various implementation theories and models are reviewed. On the basis of literature review a framework is developed to analyze the implementation of CC in PMC.  These are Interactive Model of policy implementation by Thomas and Grindle (1990), a model of the policy implementation process by Van Horn and Van Meter (1975), Skeletal Flow of the variables involved in implementation process by Sabatier and Mazmanian (1989). Besides implementation theories propounded by Pressman and Wildavsky (1973), Lipsky (1980), Hjern and Porter (1981), Hjern and Hull (1982), Hill (2003) were consulted and used for the present study. A discussion of theoretical framework for the present study is provided in chapter three.

## 1.7 Rationale of the Study

One of the consideration to choose Panchkula Municipal Council is that this is one of the pioneer organizations which have implemented the recent reforms especially citizen's

charter. Further, being in its infancy till now the charter area is by and large unexplored. A couple of studies have been conducted to investigate the citizens' charter in India (Sharma and Sharma 2002; Sharma and Agnihotri 2001; Ghuman 2000; Tandon 2000; Maheshwari 199; Ray 1998; Jain 1998). Most of these studies are descriptive and exhibit an overview of citizens' charter in India. The present study, therefore, is an attempt to uncover factors that affect successful implementation of it.

Second, the municipal council has direct interface with citizens since it is engaged in providing basic services, hence, it is important to study about implementation of current reform (CC) by the government and map whether it has been done the way as intended, and what are the factors that impede its effective implementation.

Third, the study may be useful to the academics, scholars and other researchers. The study may validate the existing literature on policy implementation and/or generate new insights in this field that may help to supplement the knowledge of different stakeholders in general and policy researchers in particular.

Fourth, the findings of this study may enhance the understanding of different actors involved in the policy implementation process. Policy makers may benefit from the findings by drawing a number of lessons. Further different actors may adopt some suggestions of findings to make implementation process more effective. For example, it is important to recognize the possible hurdles that may affect the successful policy implementation. In a nutshell, this study may help in understanding policies and also in suggesting ways of improving on policy implementation process.

## 1.8 Organization of the thesis

The thesis is presented in five chapters. **Chapter one** explains the background to my study, states the research problem, and highlights the conceptual and theoretical framework. It specifies research objectives and hypotheses. Further, it also sheds light on the rationale and significance of the study.

**Chapter two - Methodology -** contains the methodology adopted to pursue the study. It discusses the methods and techniques applied for the data collection and analysis. Finally it gives an account of challenges met in the field and strategy developed to overcome them.

**Chapter three – Theoretical Framework -** surveys literature that concerns policy implementation, the interaction of various different actors during the implementation process and the theoretical framework used for the study.

**Chapter four – Citizen's Charter in India: An Overview -** presents a historical account of the citizens' charters and the UK experience, which inspired India's forays into charterism.  Further this chapter gives an account of charter programme initiated by Union Government; institutional arrangements; Model guidelines for formulating citizen's charter for various departments, organizations and agencies. It also incorporates the charter programme at state in general and state of Haryana in particular besides a brief overview of the CC of Panchkula Municipal Council.  The chapter is concluded by providing answer to the first research question - what is the background of the citizen's charter programme.

**Chapter five – Analysis on how Culture affects the Effective Implementation of the Citizen's Charter –** is first chapter on the analysis. Two cultural variables of; i) Democratic vs. Authoritarian leadership (Power Distance), and ii) Uncertainty avoidance are analyzed in relation to dependent variables viz. i) participation, ii) accountability, iii) responsiveness, and iv) transparency (PART).

**Chapter Six - Analysis on how Organization affects the Effective Implementation of the Citizen's Charter** - the second chapter on analysis spotlights on analyzing four organizational variables of ; i) Disposition of implementers', ii) Human and economic resources, iii) Socialization   and Commitment, and iv) Organization learning. Two cultural variables of; i) Democratic vs. Authoritarian leadership (Power Distance), and ii) Uncertainty avoidance are analyzed in relation to dependent variables (PART).

**Chapter Seven - Analysis on how Politics affects the Effective Implementation of the Citizen's Charter** – final chapter on analysis mainly documents discussion on two political variables of; i) Political will, and ii) People's awareness and socialization. This chapter gives a general idea on how these two actors affect the effective implementation of CC.

**Chapter Eight - Summary and Conclusion -** the final chapter winds up the study by giving the general summary of this study. It provides a brief discussion on to what extent the CC is implemented in PMC; a terse outline of the different factors that hinder the effective implementation of CC; and also a look at the future prospects of the CC in India.

## 1.9 Summary

In this chapter a brief overview has been given about the research problem, objectives and broad research preposition. Besides, it incorporates methodology used to conduct the investigation, significance of the study and an outline to organize the thesis. The focus of the next chapter is a discussion on the theoretical framework for the study.

# CHAPTER - 2

# THEORETICAL FRAMEWORK

## 2.0 Introduction

The central objective of this chapter is to develop a framework for analysis. This chapter has been divided into three parts. In the first part, important concepts have been discussed. Major theories and models of implementation have been examined in part two. Part three contains a framework for analyzing the implementation process of public policy [Citizen's Charter] in India with specific reference to Panchkula Municipal Council.

## 2.1 Theoretical Discussion

The Citizen's Charter is a formal document of proclamation which spells out the user's entitlement and indicates the service provider's obligations. In other words, CC is a document that outlines the commitment of the service provider towards the citizens through clearly specified benchmarks of quality and standards of service (Ghuman: 2002; Sharma and Sharma: 2002; Tritter: 1998; Doern: 1993; Lewis: 1993). The Citizen's Charter is a new device under the umbrella of good governance to foster effectiveness in public delivery system. In a nutshell, it is a formal piece of information that represents systematic endeavors of the organization assurance towards citizens with emphasis on standard of services, information, choice, and consultation among other things.

Traditionally, the government-citizen relationship has been veered in a donor- recipient mould. In which citizen were completely eclipsed in decision-making, and marked by provider domination. Under the umbrella of 'good governance', the CC tends to move the conventionally top-centric government bureau into one that is bottom-up and citizen-driven.

## 2.2 Elements of Citizen's Charter

To map the extent or level of CC implementation by PMC, I have operationalized it into four main areas: (i) participation, (ii) accountability, (iii) responsiveness, and (iv) transparency

All features of PMC citizen's charter can be clubbed under the above-mentioned main yardsticks. Further, policy makers want to infuse these values in citizen-administration interface. The researcher intends to analyze the factors that affect effective implementation of the citizen's charter in PMC.

## 2.2.1 (i) Participation

According to the Human Development Report (UNDP 2002), "Participation is the process through which stakeholders' influence and share control over priority setting, policy-making, resource allocations, and access to public goods and services." In simple terms, participation means government efforts to expand citizen involvement in decision-making. Participation varies in depth and quality. It ranges from window dressing that aims to seek mere information from citizens to substantial steps such as partnership, delegation, and citizen control that considers them equal partners in decision-making and power sharing. The World Bank (2002) defines participation as "a process through which stakeholders influence and share control over development initiatives and the decisions and resources that affect them." Further, it views participation as a technique to identify and incorporate stakeholders' interests. Decision making without public participation is ineffective. According to Pary *et al* (1992: 16) participation implies, "taking part in the process of formulation, passage, and implementation of public polices." They explained that it is concerned with actions by citizens which aimed at influencing decisions which are, in most cases, ultimately taken by public representatives and officials (ibid). Participation in this study, therefore, refers to active involvement of the citizens in the implementation of the citizen's charter. It draws disaffected citizens back to the political mainstream. Public participation in decisions may bring a sense of ownership. Eventually their involvement in decision-making may lead to wider social acceptance and

legitimacy, besides enhancing chances for better results. As Munro –Clark *(cited in Bishop and Davis: 2002:* 13) argues:

> *"Participation implies an interactive process between government and citizens but does not specify nature or bonds of the exchange. Hence, participation 'belongs among those terms which in effect empty human relations they refer to of political content'. The function of participation becomes 'largely ideological: it confers a stamp of approval on whatever it names."*

*Figure 2.1:* **Public Participation in Administration on Continuum**

| Forms of Participation | Non-Participation (Reality) | Tokenism | Citizen Power (Ideal Type) |
|---|---|---|---|
| **Tools of Participation** | Manipulation | Information Consultation | Partnership Delegation Citizen Control |
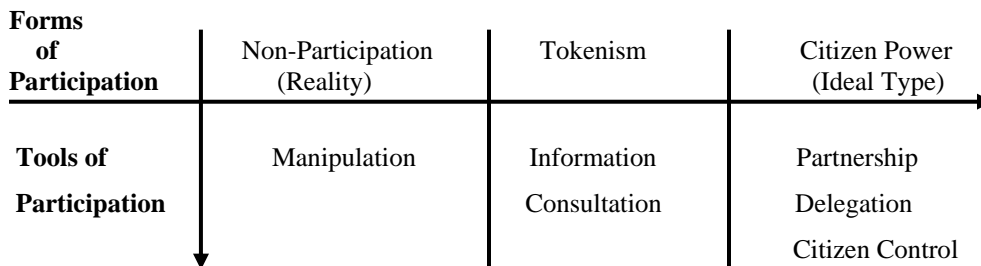
(**Source:** derived from Arnstein (1969) and Shand and Arnberg (1996))

Figure 2.1 above shows a continuum from officials' perspective, participation ranges from minimum participation (seeking information) to maximum participation (citizen control). Non-participation is a state when officials solve problem or make decisions alone without public involvement and the strategy used is manipulation of public opinion. Under tokenism, bureaucrats solicit only partial information. Sometimes officials try to consult public either in segments or unitary to get ideas and suggestions from them and then make a decision themselves. On the other extreme of the continuum is partnership, delegation, and citizen control of public decisions where bureaucrats share the problem with the public, and take decision based on consensus and agreement. The officials believe that greater citizen participation increases inefficiency because participation creates delays and increases red tape (King *et al*: 1998). Further, bureaucrats perceive that the power that citizens yield may be aimed at blocking or redirecting administrative efforts rather than working as partners in managing affairs.

In the traditional system, citizens have been assigned a passive role in governance. Citizen participation is more symbolic than real (Arnstein: 1969). Citizen's Charter seeks to establish public control on decision making by allocating them an activist role through consultation, delegation, and partnership building. Further, in the old set up, the public at large was side tracked in the process of decision making, at the best, information is gathered from mass, and issues used to be solved unilaterally by officials without any substantial voices of the governed [public].

## 2.2.2 (ii) Accountability

According to the United Nations Human Development Report (UNDP 2002), Accountability is about power. It is about people having not just a say in official decisions but also the right to hold their rulers to account." To put simply, accountability means answerability for one's actions, deeds and/or behaviour. According to Dwivedi and Jabbra (1989), "accountability involves the methods by which a public agency or public officials fulfills its duties and obligations, and the process by which that agency and the public officials are required to account for such actions."  Basically, accountability is a strategy to secure compliance with accepted standards. Further, it is a tool to minimize the misuse/abuse of power and authority by public functionaries. It forms the basis of trust (Kluvers: 2003; Christensen: 2002) in institutions and organizations. When accountability relationships are undermined, trust in societal institutions may be reduced. Consequently, legitimacy of these organizations and institutions may come at stake. In the absence of proper accountability, decisions may be made to favour particular individual(s) or group(s). Without it, the management of resources can at best be wasteful and at worst corrupt. According to Ho (1999: 23) the significance of accountability "stems from the prevailing theoretical contention that accountability forms the preliminary requirement of democratic governance as it assures the continuity if state legitimacy, control of financial resources, and public interests."

Traditionally, there was top down notion of accountability, where subordinates were responsible to render account to their superiors, and ultimately responsible to the people through elected policy makers. In such a system, accountability is based upon process,

hierarchical control, and traditions (Christensen and Lægreid: 2002: 109). There are a number of accountability relationships (Romjek and Dubnik: 1982) in the public sector: those between politicians and bureaucrats[2], between politicians and citizens and between bureaucrats and citizens. In the traditional Westminster notion, it is seen in terms of ministerial responsibility. But under the New Public Management[3], it goes beyond rendering an account of the resources used but also includes the efficient use of resources and the effectiveness of policy decisions. Here, it is performance rather than process oriented, and bottom up which makes administrators focus downwards, towards citizens rather than towards their elected officials. The CC focuses primarily on strengthening managerial accountability. The Citizens' Charter aspires to establish the bottom-up version of accountability where managers/administrators are placed directly under the citizens instead of political masters. The argument here is that, one of the hallmarks of participatory and democratic system is the answerability of one's actions and behaviours which makes bureaucratic accountability so important. Public service being accountable means that the officials' actions are continuously scrutinized and monitored; there may be mounting pressure on them to be result-oriented.

## 2.2.3 (iii) Responsiveness

In public administration, 'responsiveness' is a problematic concept. There are many conflicting definitions of this concept but perhaps equally valid (Saltzstein: 1992: p. 62). In simple language, bureaucratic responsiveness entails responding to public/community needs and demands. Ostrom (1975) defines responsiveness as, "the capacity to satisfy the preferences of the citizens", especially those "who are dependent upon the institution."

Responsiveness is quite different from accountability. The former connotes sensitiveness of public officials to public preferences, needs and demands while the later emphasizes answerability of one's own action and use of resources. Erstwhile essence is to meet the

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[2] The term 'bureaucrat', 'public servant' and 'civil servant' will be used interchangeably in this study.

[3] New Public Management is a label for recent administrative reforms first used by Hood (1991). It is a collection of reforms ideas, derived primarily from private sector, and based on experiences in some major Anglo-American countries. It has been cultivating economic norms and values and objectives like efficiency, competition, etc. Characteristic of this type of reforms is measures of introducing private sector management methods as well as incentive structures into public service provision.

expectations of the governed in catering services. It is coterminous with decision-making. To some extent, responsiveness is subjective bias of the officials in deciding what to do and not do. On the other hand, accountability has post facto elements where the officials come to public, explain, and account for what they have done, how and why? It emerges when one has accomplished the given assignment(s). Here the concerned functionary tries to inform the different stakeholders about details of various activities performed by him/her.

Under the traditional system, bureaucrats were largely unaccountable and unresponsive to the public under the disguise of political responsibility. The traditional notion of responsibility underlines too much bureaucratic discretion, but new measures under the umbrella of NPM in general and CC in particular address the problem of bureaucratic responsiveness by putting them directly under the public domain. It puts premium on the public satisfaction as a criterion for their valid and legitimate actions.

## 2.2.4 (iv) Transparency

The principle of transparency demands that public sector institutions perform openly. It also includes publicly recording its decisions and component. If public officials' performances are not scrutinized, they are more likely to act in narrow vested interests (their own interests and in the interests of small members of privileged elites), thereby abusing public trust and contravening the rule of law. The right to information may form the crucial underpinning of participatory democracy. It is said to be essential to ensure accountability and good governance. If there is greater access of citizens to information, there is likely to be high pressure on the government to respond to community needs and demands. Alternatively, the greater the restrictions that are placed on access, the greater may be the feelings of 'powerlessness' and 'alienation'.

On the other hand, without information, people may not adequately exercise their rights Access to information enhances bargaining capacity of citizens. Based on access, citizens may form their opinions and evaluate the performance of the government. Sharing information means to share power. Free flow of information may enhance accountability

towards public. Further, it may lead to creating trust and affinity between public officials and the citizenry. It may legitimize the whole governance process in the eyes of the governed. "Organizations require more than material resources and technical information if they are to survive and thrive in their social environments. They also need social acceptability and creditability" (cite in Scott 2001). Further, transparency or publicity of actions is "one of the purifying elements in politics" (Woodrow Wilson cited in Rourk: 1979). Here the argument is that transparency may serve both as a legitimizer as well as a check on abuses and or misuse of power.

In India, the right to information bill was drafted in January 2003. The bill seeks to make "governments open, transparent, responsive and accountable to the people". Under the Act, every citizen can secure information under the control of public authorities (The Hindu, May 5, 2003). However, the irony is that this bill is going back-and-forth between ministries for more than a year and the government is still sitting on it. Though it was meant to banish the ills of bureaucracy, citizens' freedom to access information has itself become a victim of its red-tapism in the hands of bureaucracy (The Indian Express, April 29, 2004).

The main ingredients of the CC viz. participation, accountability, responsiveness and transparency (PART) are said to be the major building-blocks of democracy. The CC attempts to allocate citizen an active role in governance. It, therefore, is about to establish a system in which information would be made easily available to all stakeholders. Further, they can participate in PMC different activities. All this may enhance its efficiency and effectiveness. The government introduced this device to foster confidence and trust of people in governance. And ultimately, government strives to infuse citizen-friendly flavour in administration.

## 2.3 Concept of Implementation

To study the actual working of the newly launched citizen's charter, I have decided to investigate the extent to which the above-mentioned benchmarks are followed by the PMC's officials in dealing with citizens. The discussion in the following paragraph will try to capture the essence of implementation given by various scholars.

Different scholars viz. Lasswell, Brewer, Ramesh and Howlett have classified implementation process into various stages. On the logic of problem solving Ramesh and Howlett (2003) have identified five stages in the policy cycle. The different stages in relation to the applied problem-solving approach in each stage of the policy process are depicted in box 2.1.

<div align="center">

**Box 2.1: Stages of Policy cycle**

| Applied Problem solving | Stages in Policy Cycle |
|---|---|
| Problem identification | Agenda-Setting |
| Devising solution | Policy Formulation |
| Selection of solution | Decision-making |
| Action on adopted solution | Policy Implementation |
| Scrutinizing results | Policy Evaluation |

</div>

**Source:** Adapted from Michael Howlett and M. Ramesh, *Studying Public Policy: Policy Cycles and Policy Subsystems* (Oxford University Press, 2003: 13).

Policy implementation is the fourth stage of the policy cycle, where policy decisions are translated into action. It is defined as the process whereby programs or policies are carried out, the translation of plans into practice" (Howlett and Ramesh: 2003: 185). Van Meter and Van Horn have described policy implementation as "encompassing those actions by public and private individuals (or groups) that are directed at the achievement of objectives set forth in prior policy decisions. This includes both one-time efforts to transform decisions into operational terms, as well as continuing efforts to achieve the large and small changes mandated by policy decisions."

Both the above-cited definitions explicitly stress the top-down approach of policy implementation. The top-down approach 'assumes the we can usefully view the policy process as a series of chains of command where political leaders articulate a clear policy preference which is then carried out at increasing levels of specificity as it goes through administrative machinery that serves the government' (Clarke, 1992). In brief, the top-down approach is mainly concerned with a policy decision taken by governmental actors

at the higher echelons. It focuses too much on the perspective of programme proponents (Sabatier, 1997), thereby neglecting the strategies (and learning) by other actors which would provide the cornerstone for a more dynamic model.

Given the background, this study addresses the following theoretical questions. a) Does leadership matter in the implementation of CC? b) Does the PMC have adequate administrative capacity to implement CC? c) To what extent, do administrators at the top and bottom levels of PMC accept and approve CC? d) Is the implementation of the CC backed by adequate financial resources and knowledge? e) Does a strong political will exist for its implementation? f) Do people feel a part of the process of the CC implementation? Alternatively, are they aware of the promises and prospects the CC is supposed to bring? Is lack of resources….insufficient staff affecting the implementation of CC in PMC? Are the officials properly trained to comprehend and understand Citizens' Charter? Do interests of PMC staff vested clash with intentions and objectives of the CC?

## 2.4 Reflections on the Independent variables

The present section is devoted to the independent variables used in this study. The main assumption is that there are a number of cultural, organizational and political factors that may have been affecting and arguably encumbering to some extent the effective implementation of the citizen's charter in the Panchkula Municipal Council. For the purpose of analysis, the main factors that may affect implementation are mainly categorized in three areas; a) cultural factors, b) organizational factors, and c) political factors. Further, these major factors may be sub-divided into a number of variables. The following discussion is based on each of the three main variables in a theoretical perspective with regard to the Indian context.

## 2.5 Cultural Factors

There are myriad definitions of culture presented by various scholars. However for the purpose of this study, the definition by Schein (1992: 12) is chosen which describe culture of a group as "a pattern of basic shared assumptions that the group learned as it

solved its problems of external adaptation and internal integration, that has worked well enough to be considered valid and, therefore, to be taught to new members as the correct way to perceive, think, and feel in relation to those problems". The following discussion is focused on the specific variables that are used in this study in respect to culture.

## 2.5.1 Participatory vs. Authoritarian Leadership

This cultural dimension may said to be quite similar to what Hofstede (1997: 28) termed as power distance – "the extent to which the less powerful member (s) of the institutions and organizations within a country expect and accept that power is distributed unequally". It is largely concerned with the relationship between superiors and subordinates in the organization. The higher the power distance, the more is the nature of authoritarian work culture in an organization. In such type of culture, power is vested as much as possible in few hands. Subordinates are expected to obey the orders of the superiors. Centralization of power is the hallmark of this type of culture. The subordinates hardly initiate any work rather they look towards the top for directions. Dependency is a common feature of this type of culture. Emotional distance between the boss and subordinate is large and rarely do subordinates approach and contradict their bosses. Moreover, subordinates have least tendencies to be consulted by the boss. Instead, many of them may prefer a boss that decides for them.

In such a culture, most decisions are taken by superiors who disregard any suggestions and comments from their subordinates. Top-down communication is the order of the day, which makes subordinates look at the superiors as very powerful. In the high power distance organization, superiors and subordinates consider each other existentially unequal. A lot of supervisory personnel exist to control the activities of their subordinates. This leads to pyramidical structure resulting in tall hierarchies of people reporting to each other. Consequently, hierarchical configuration engenders large distance within – superiors and subordinates and with outsiders – citizens and bureaucracy. The gap created by this distance between superiors and subordinates may hinder consultation in decision-making. Without consultation and participation, many officials, especially the front staff, organization goals and objectives remain vague,

blurred and unclear. Such an environment, therefore, affects the overall performance of the organization. Further, concentration of power in a few hands obstructs flexibility in decision making process. At times the street level bureaucrats may not take on spot decision due to lack of authority. In a way, exigencies may be met on routine rather than on a contextual basis. Similarly, tall hierarchies cause huge gap between the citizens and the officials. Corollary, citizens' access to decision-makers is limited. In other words, such an arrangement hinders citizens' participation in administration. This in turn narrows down the likelihood that their preferences, needs and demands may be incorporated in decision-making.

The hypothesis used for this variable is summarized in the figure below.

```
        ┌─────────────────┐
        │   high power    │
        │    distance     │
        └─────────────────┘
                 │
                 │ leads to
                 ▼
        ┌─────────────────┐
        │  authoritarian  │
        │ leadership style│
        └─────────────────┘
                 │
                 │ leads to
                 ▼
        ┌─────────────────┐
        │   ineffective   │
        │Implementation of│
        │       CC        │
        └─────────────────┘
```
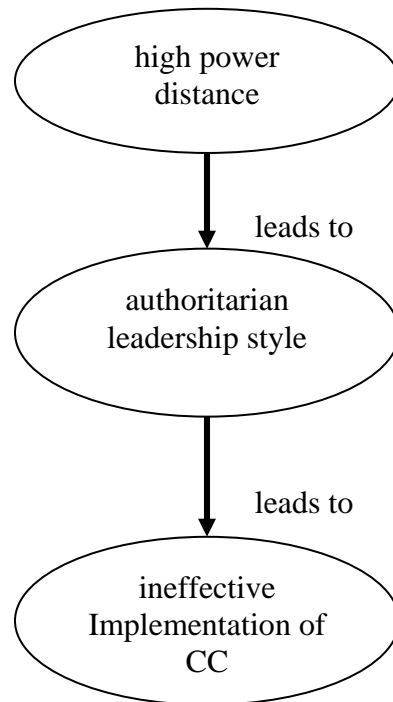
**Figure 2.2:** Relationship between the participatory leadership style and low power distance with implementation of the CC.

In contrast, the lower the power distance between seniors and subordinates, the greater is the likelihood of a participatory work culture. In an organization characterized by small power distance, subordinates and seniors consider each other as equals; the organization

is decentralized with a flat structure; a seniors is more accessible to subordinates; privilege for higher-ups are undesirable; and subordinates expect to be consulted before a decision is made (ibid: 35-36). In this type of culture, there are fewer gaps within and with outsiders in an organization. Such an arrangement may facilitate better consultation between the frontline staff and higher echelons. The citizens may participate actively due to narrow gap between them and the officials. In such a culture interdependency rather than dependency is the trademark in every sphere. Most decisions are made after consultation and participation of subordinates and citizens. Information flows freely to both ways - top-down and bottom-up.

Therefore, if an organization has high power distance there may be more chances of an authoritarian leadership style. If mentors are more authoritarian, participation by the citizens and subordinates may be limited due to strong tendencies for centralization instead of delegation and sharing of power. In other words, such an arrangement may affect successful implementation of the CC at PMC in more than one ways.

## 2.5.2 Uncertainty Avoidance

According to Hofstede (1997: 113) uncertainty avoidance can be defined as, "the extent to which the members of a culture feel threatened by uncertain or unknown situations". It is a subjective feeling and or experience, among other things, expressed through nervous stress, and a need for predictability by having written and unwritten rules and regulations. In this type of culture more and more rules are created to regularize the behaviour of subordinates. To some extent this is the result of lack of trust of seniors in subordinates. Moreover, due to prevailing milieu of distrust, limited delegation of power takes place between the various levels of the authority. Most things are standardized and codified in such kind of culture. Of course, such an arrangement fosters better control but at the cost of flexibility and innovation. The detailed rules and regulations hardly provide any room for new ideas, experiments, new concepts and innovations but to rely on old and traditional ways and habits to accomplish work. The organization that has such work culture, the officials has strong preferences to follow the rules. Breaking of rules for

whatever reason is rejected by most of them. Such a penchant often leads to rule-oriented behaviour among workers that breeds rigidity and ultimately leads to red-tapism.

Bureaucracy in this type of arrangement is more process oriented rather than results oriented. This type of work culture puts premium on process instead of realizing goals and objectives. To most officials, means become ends. Process oriented work culture follows certain rituals to conduct any work irrespective of its necessity to the present context. Such officials have strong tendencies to maintain status-quo. Rules and regulations make the system closed and that leave little room for participation of the outsiders. In brief, it makes work more rigid, complex and promotes slow decision-making.

The flowing figure summarizes the hypothesis used for the study.

**strong uncertainty Avoidance**

leads to

**more rules and regulations**

leads to

**ineffective implementation of CC**
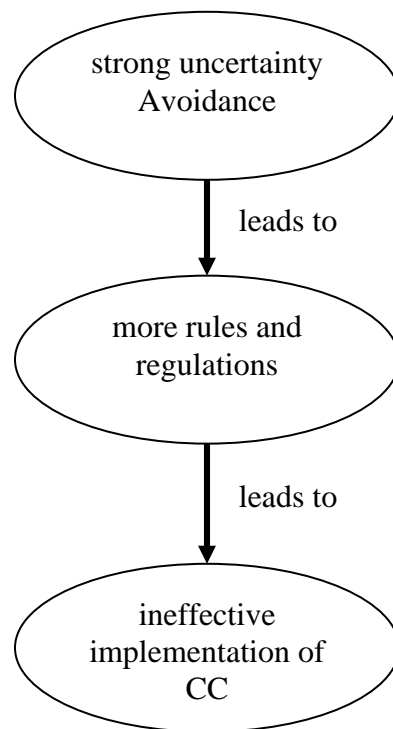
**Figure 2.3:** Relationship between uncertainty avoidance and the implementation of the CC.

In contrast, in a weak uncertainty avoidance culture, people have less dependence on rules and regulations. What matters is substance and output rather than process? Such an organization aims at achieving pre-determined goals and objectives. More oftenly, organizational members try to make working procedures easier, flexible, simple, and transparent, and less time consuming. Further, fewer rules make the system open that permit outsiders viz. citizens to communication and participation in various activities with ease. Leaders in such organizations emphasize acquisition of modern working cultural practices. The members in this type of culture are ready to acquire and adopt new values, norms and working procedures within the organization. It is concerned with the level of innovativeness and initiative to take responsibility and accountability. The question is to what extent are organizational members ready to change their traditional values and working procedure according to demand of the time and the external environment. Culture with strong uncertainty avoidance resists change and prefer status quo. On the other hand, low uncertainty avoidance culture promotes change and novel ideas. Organization members are more ground-breaking and ready to take risk while performing their duties.

The argument is that the stronger the uncertainty avoidance, the more is the likelihood that there may be many rules and regulations. These rules and rules may breed rigidity and inflexibility. And eventually, the system may become status quo oriented. In other words, it may resist changes and innovation. The CC in PMC strives to infuse new values, norms and practices to enhance efficiency and effectiveness. This means such type of configuration may affect effective implementation of the CC adversely. Further, in strong uncertainty avoidance there are more chances that the system may opt to behave in closed manner, may become less transparent. In other words, this may undermine the effective implementation of the CC.

## 2.6 Organizational Factors

Several studies have shown that organizational factors (Vincent and Crothers: 1998; Thomas and Grindle: 1990; Lipsky: 1980; Van Horn and Van Meter: 1976) impinge effective of policy implementation. Therefore, several factors affect how individuals

perceive the CC at the organizational level. Some of the organizational factors that may affect the success of the implementation of CC are discussed below.

## 2.6.1 The Disposition of Implementers

Policy makers assume that policy goals and objectives are shared by implementers, but many studies show that policies often carry vague, unresolved, or conflicting meanings (Brodkin 1990; Calista 1986; Yanow 1996). Further, policies often contain only hazy guidelines and practices for the implementers. The implementers often work under incomplete, inaccurate, or simply idiosyncratic understandings of what policy means to them or their everyday work practice (Pressman and Wildavsky 1973; Van Horn and Van Meter 1973).

According to Van Meter and Van Horn (1975: 472), the disposition of implementers is one of the most important components in the policy implementation process. In this respect "three elements of the implementers' response may affect their ability and willingness to carry out the policy: i) their cognition (comprehension and understanding) of the policy, ii) direction of response towards it (acceptance, neutrality and rejection), and iii) the intensity of that response" (ibid.).

*i) Cognition:* General cognition of implementers toward new change has a bearable mark on its success or failure. Van Meter and Van Horn observe that, the implementers' understanding of the general intent, as well as specific provisions of the policy (the citizen's charter in present case) is very crucial. An agent might know what policy entails in broad terms but lacks knowledge for carrying out the duties required of him/her. This lack of knowledge may consist of both a paucity of information about the causal theories contained in policy and/or the lack of practices implied by this theory. Without proper cognition implementers may comprehend the policy through their lenses. The 'meaning' of policy is created in context (Lin: 2000; Yanow: 1996), not only from the actual words of legislation but also form the knowledge and values implementers bring to their jobs and from the milieu in which implementation occurs. Successful implementation may be frustrated when officials do not have clarity about what they are supposed to do. For

example, if PMC officials are not able to comprehend the meaning, essence and doctrinal principles of the CC, the chances to realize those may be low. Further, the officials may screen out some of the provisions of the CC if they feel that these are in contradiction with their own beliefs, values, assumptions and identities.

*ii) Response/reaction:* Thomas and Grindle (1990: 1171) argued that new reform may initiate reaction/ response in two arenas: i) public arena and ii) bureaucratic arena. Further, they have listed certain conditions on which a reaction may generate any of the arenas mentioned above. In the present case, reaction may likely take place in the bureaucracy. The citizen's charter initiatives have tendencies to inculcate certain new values, habits and practices in bureaucracy. This points to an overhauling in the existing set up in totality. More specifically, CC attempts to transfer power from the bureaucracy to the citizens. The argument is that the CC concentrates costs on the bureaucracy and creates benefits and advantages for the public. Therefore, there are more chances that a response may generate in bureaucracy.

Due to response engender in bureaucracy, implementers may fail to execute policies faithfully because they reject the goals contained in them. For example, the MC staff may reject some of the goals of the CC (participation, transparency etc) if these goals offend their personal value systems, self-interests, routine practices and established relationships. Petrick (as quoted in Van Meter and Van Horn: 1976) has succinctly written that it, "arises from the fact that human groups find it difficult to carry out effectively acts for which they have no underlying beliefs." This development may lead to open defiance or outright rejection of the CC provisions. In contrast, acceptance of the policy standards and objectives, on the part of those responsible for administering it, may enhance greatly potential for successful execution (ibid).

*iii) Intensity of response:* The intensity of implementers' disposition may affect the performance of the policy (Van Meter and Van Horn: 1975: 473). Here, the question is to what degree the implementers favour or oppose a particular reform. Intense negative preferences may lead to outright and open defiance of the policy's objectives (ibid). On

the other hand, if the responsible functionaries favour the particular issue, then the likelihood of successful realization of the goals may be high. Less intense attitude among implementers may cause deviation and evasion to policy goals.

The Citizen's Charter demands a revival of the old mental makeup and value systems of the Indian bureaucracy. The CC stipulates more accountability towards citizens, their participation in MC activities, and officials' responsibility toward the citizens' preferences and demands. If officials opt and implement the same, then they may need to change their existing habits and practices and eventually require acquiring new values and norms at the work place.

## 2.6.2 Human and Economic Resources

Resources include money, staff, specified facilities and time. In other words, it refers to the managerial and technical resources required for successful implementation of the citizen's charter in PMC. As observed by Sabatier and Mazmanian (1989), the need for adequate funding is critical in the implementation of any programme. In the words of Howlett and Ramesh (2003: 185), for effective policy implementation, "funding must be allocated, personnel assigned, and rules and procedures developed." Any new change requires funds to execute it. If sufficient funds are not available for different activities then implementation may suffer unfavourably. If PMC does not posses the required funds for marketing the CC, to organize training, refresher and orientation courses and various other related activities, then the charter programme may be affected adversely. Grindle and Thomas (1990) rightly pointed out, in addition to funds; other resources like managerial and technical that are required for the successful implementation of public policies. They further acknowledge that access to these resources depends much on the ability of implementers to identify the type of resources required, and where, and how they could be acquired.

Skilled and competent manpower is also one of the main prerequisites for successful implementation of new programmes and policies (Hill: 2003). As stated earlier the citizen's charter aims to bring certain changes in the existing system, therefore, the PMC

must possess or have a wide range of skills, resources and knowledge to implement it effectively. Proper socialization of employees is also another indispensable condition for successful implementation of the CC. According to Pepper (1995: 115), socialization refers to, "efforts of the organization to 'teach the ropes' to the new comer." In other words, it involves formal and informal practices of bringing new members into a group and the efforts of the newcomer to make sense of the experience (ibid: 118). To this study, socialization means the process through which individuals gain knowledge and expertise to assume roles in an organization. When new employees join organizations, adaptation to the new environment is not automatic and immediate. The greater the socialization, the greater is the likelihood that the employee would be aligned to the norms and values of the organization. This enhances the acceptance of organization culture by employees, and eventually enhances legitimacy. Moreover, the extent of socialization may determine the level of commitment to the organization. It is argued, that it is more likely that a committed employee may take his/her job more seriously and, thereby, accomplish duties more effectively and efficiently than one who is not.

An organization may utilize planned (training, refresher course and orientation programme, etc) and or unplanned (lunch discussion, different social activities, etc.) strategies to socialize both existing workforce as well as those newly recruited. Training may update expertise and cognition of employee which in turn may lead to capacity building. If the organization's capacity is adequate, there are greater opportunities for effective implementation. Ingraham (1997) observed that capacity building through training and the provision of information/knowledge can shape policy outcomes. Therefore, if PMC officials are not well trained and are taught new values and culture of the CC (accountability, responsiveness, transparency and participation) then they may overlook those provisions.

## 2.7 Political Factors

The way in which public servants respond to the political environment and how those environments influence public organization is of great importance as far as public sector reforms are concerned. Here, several factors within the environment (Thomas and

Grindle: 1990; Sabatier and Mazmanian: 1989) may directly or indirectly affect the implementation of public policies. For the purpose of this study two political variables are considered important which are discussed below.

## 2.7.1 Symbolism vs. Political Will

Elected representatives have a very important role in policy implementation. But at times politicians pursue specific reforms or changes for symbolic value. The argument is that an implementation process is used to justify political action. As such, a process ensures public approval and ultimately enhances legitimacy in the eyes of the governed.  Fudge and Barrett state that an implementation perspective cannot be taken for granted:

> *In this sense, policy may become a substitute for action, to demonstrate that something is being done without actually tackling the real problem…governments or policy-makers wish to be seen to be responsive without necessarily really wanting to take responsibility for intervention. Further, symbolic policy also servers to avoid tackling the real issue of attempting to change the 'negotiated order' or upsetting powerful groups which might slow up only too clearly the limits of the policy-makers' power. (1981: 276)*

In other words, not only the implementers may resist change or approach both objectives and programme in terms of their own interpretation, but also that the policy-makers may find it necessary or advantageous to neglect policy execution (Lane: 1997: 306).

The implementation of the CC may also be viewed from this perspective. If it is so then what is the role of symbols? According to Drescher *et al* (1982), they shape political discourse, and political struggle is partly a struggle to control such discourse. March and Olsen (1989: 48) went on further to explain that in the political arena, "action is choice, choice is made in terms of expectations about its consequences, meanings are organized to affect choices, and symbols are curtains that obscure the real politics, or artifacts of an effort to make decision." In the case of CC in PMC, therefore, the issue is whether the CC is introduced and implemented as a result of political symbolism or the presence of

'real' political will by the state to execute the values mentioned in the CC viz. participation, accountability, responsiveness, and transparency. According to Caiden:

> *Without top level support, the reform body may not be taken seriously by operating units.…Operating units take their cue from elite attitudes. If the country's leadership takes their interest in administration, downgrades administration in national priorities and is ambivalent about reform, then reform agencies find themselves conducting technical exercises with little impact on administrative performance…In time, enthusiasm dies and the agencies, playing for safety and security, switch from macro-reforms to technical trivia and limited experiments.*

Political commitment and identification of top political leadership with reform efforts may be quite important to execute these successfully. According to Khan (2002), attempts to reform and overhaul South Asian[4] civil bureaucracies during the last 50 years have been met with little success. Although this inference is rather conclusive and can be challenged, he goes on to explain that " the experiences of such bureaucracies reveal that without committed political leadership, strong pressure groups favouring reform, and a democratic governance system premised on effective participation of the citizens, major administrative reforms will not succeed." To a large extent, similar conditions should be present even in the Indian context if the reforms are to succeed. Thus it is vital that there should be a strong political will of the representatives for the successful implementation of the CC. As Ghuman (2002) stressed, limited political backing has also eroded the reforms in the civil service.

Reforms such as CC should not be just a tool for political symbolism to achieve legitimacy for the state. Legitimacy is established by showing that the decisions accomplish appropriate objectives or by showing that they are made in appropriate ways (Eriksen: 1987). In this aspect, making a decision and directing others to implement it

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[4] South Asia is considered to include – Bangladesh, Bhutan, India, Maldives, Nepal, Pakistan and Sri Lanka.

without strong backing might not be enough in some situations. This is true to a large extent in the Indian Public Service which has seen top-down implementation of administrative reforms in the past. Jain (1998: 220) stated that the charter scheme's success is predicated in the incentives available to the officials and the institutions otherwise it is well known that in the Indian administrative milieu, 'good work is not rewarded' and 'bad work is not punished'. Political backing could also be expressed in terms of rewards and penalties.

Balch (1980: 44-46) has analyzed four strategies that the government may use to enforce its policies; i) *Information strategies* - the information about the charter programme is disseminated to the organizations in the form of manuals, circulars, etc), ii) *Facilitation strategies* - the enforcement agency, which is state administrative reforms department, acts as a facilitator by practically training and advising the concerned organizations in addition to the informative role. The department acts as watchdog to monitor the progress of various organizations and agencies falling under its preview, iii) *Regulative strategies* – rules and regulations to ensure legitimacy and effective implementation of the CC, iv) *Incentives strategies* – rewards, and penalties are set and enforced depending on the level of implementation of the CC. Therefore, the degree of the success in implementing the citizen's charter will rest on what strategy or a combination of strategies the government utilizes along with the extent of political will applied.

## 2.7.2 Public Support

Implementation may be affected by conditions within the implementation environment: the behaviour of the group affected by policy, socio-economic conditions and public opinion (Mazmanian and Sabatier 1989). Without public involvement and their support, there are low chances to put into effect policies especially the CC that need wider public participation. Thomas and Grindle (1990: 1171) argued that the outcome of some reforms is largely determined by societal response. In other words, public involvement is also indispensable to implement new programme. They further pointed out that public support may be mobilized only if they have knowledge about the new programme or policy. In this case it is the citizen's charter.

Without information about the CC, the citizens may not form their opinions, and hence may not lend their support for it. Further, the extent of public support to proposed change (s) depends on the costs and benefits (ibid: 1171) offered by the particular reform. The more the benefits to public, the greater may be the public participation, and eventually the higher may be the support for the reform. It is evident that the CC offers more benefits and least costs to the public. Therefore, the citizens may have high participation and support for it. Policies in which the public or a wide range of participants are not involved, then these may not have the advantage of generating social acceptance and legitimacy to sustain the reform (ibid. 1170). In other words, citizens provide legitimacy to the output of any system. All organizations and institutions are part of a larger system of society and their outputs are consumed in it. Rothstein (1998: 69) observed, "it is scarcely possible to carry out a programme successfully – however ingeniously designed it may be, and however well organized its implementation – if it does not enjoy the confidence of the group toward which it is directed, or of the citizen at large."

Public participation and support basically depends on the level of awareness among masses about new changes [citizen's charter]. If there is a higher level of awareness among citizenry, they may shape their ideas better for the support/or rejection of the proposed programme. In addition to costs and benefits, the nature of new policy affects their knowledge base and level of participation. If a proposed programme has high technical content, less are the chances that citizens may understand its details. Eventually, they may have low awareness. Low awareness means less involvement of the public, which in turn may affect the outcome of the policy.

## 2.8 Hypotheses

The following hypotheses have emerged from the analysis of these concepts and theories:

$P_1$: *High power distance leads to authoritarian leadership that undermines effective implementation of CC.*

$P_2$: *Strong uncertainty avoidance leads to more rules and regulations which inhibits effective implementation of CC.*

$P_3$: *The officials' low understanding about CC impedes its effective implementation.*

**P₄**: *Rejection of CC by the officials hinders effective implementation of the citizen's charter.*

**P₆:** *Inadequate resources mar effective implementation of the Citizens' Charter.*

**P₇:** *Lack of strong political backing hinders effective implementation of CC.*

**P₈:** *Peoples' deficit knowledge about CC impedes effective implementation of the Citizen's Charter.*

## 2.9 Analytical Framework

On the basis of the above discussion, the following variables/factors that may affect implementation of Citizens' Charter in PMC are derived.

**Figure2.4: Variables used in the study**



| Cultural variables | Organizational variables | Political variables |
|---|---|---|
| 1. Power Distance | 3. Disposition of Implementers | 5. Political will |
| 2. Uncertainty avoidance | 4. Resources | 6. Awareness among citizens |

**IMPLEMENTATION OF CITIZENS CHARTER**
1. Participation
2. Accountability
3. Responsive
4. Transparency
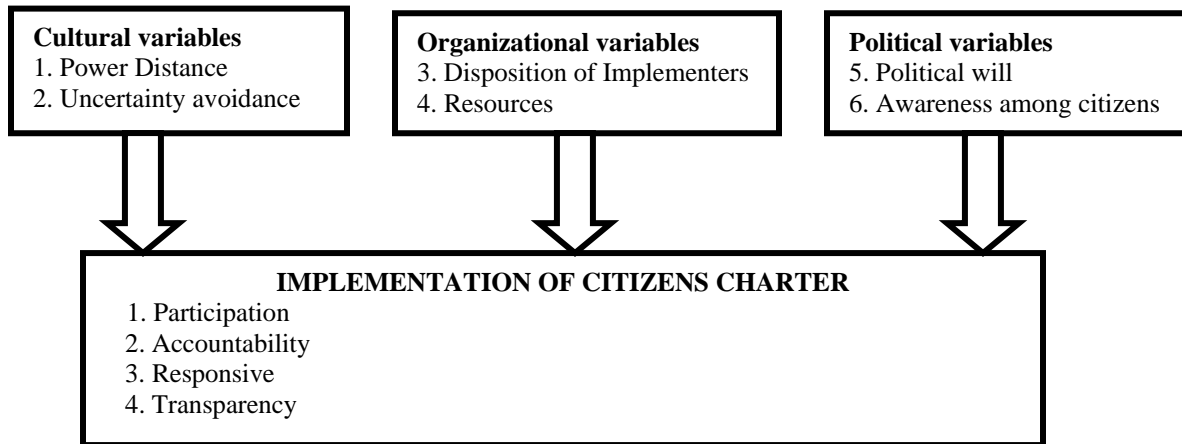
**Source:** derived from notes.

## 2.10 Conclusion

This chapter has documented the theoretical framework for the analysis of the study. It has been argued that several factors stand between designing a reform and securing execution of it. The state government has introduced the citizen's charter in PMC to empower citizens. This aims to promote accountable, responsive, participatory, transparent and citizen-friendly administration. Many studies showed that what promised was not delivered to citizens. To explore factors that affect the CC implementation the researcher has reviewed literature and derived major factors that determine

implementation process. I found that many unruminating factors stand between preconceived goals and actual outcomes/results. They may affect policy implementation in more than one ways and can be categorized such as: a) cultural factors - i) power distance and ii) uncertainty avoidance; b) organizational factors - iii) disposition of implementers and iv) resources and c) political factors - v) symbolism and political will and vi) people's awareness and socialization among others. Therefore, the nature and extent of the above discussed factors may affect the successful implementation of the CC in many ways. Foe example, authoritarian leadership style may undercut participation. Similarly, rules and regulations may create hurdles, in implementing new ideas and changes through fostering inflexibility and rigidity.

# CHAPTER - 3

# METHODOLOGY

## 3.0 Introduction

In order to understand the process of policy implementation and to explore the factors that affect the successful implementation of public policy generally and Citizen's charter specifically, a specific methodology was employed to execute the study. This chapter presents the methodology applied in this inquiry. The first part elaborates research strategy, research methods and techniques used for data collection and data analysis. In the second part, I highlighted some challenges that were encountered doing the field study. The final part describes the strategies employed to overcome these challenges to collect valid and reliable data.

## 3.1 Research Design

A Research design is a blue print that provides a framework to the researcher to navigate his journey in the field and finally execute his study. The nature of the problem to be studied and research question to be answered are the guiding pillars to decide what approach and strategy would be employed to pursue a research. According to Creswell (2003), research designs fall into three categories - Quantitative, Qualitative and Mixed methods.

The present study utilizes a mix methods approach. The qualitative approach is used as a predominant method because the research is conducted in its natural setting while the quantitative methods are used to analyze the data. Mix method overcomes the disadvantages of qualitative and quantitative methods benefits from the advantages of each.

In qualitative designs, the researcher employs different worldviews, and different assumptions as well as different strategies of inquiry, methods of data collection and

analysis. According to Creswell (2003) one of the chief reasons for conducting a qualitative study is that the study is exploratory and the researcher seeks to listen to participants and build a picture based on their experiences and perceptions. In other words, the qualitative study allows for in-depth analysis of the comments and perceptions that individuals viz. different stakeholders-bureaucrats, citizens and politicians hold about the citizen's charter. Further, qualitative approach provides room for discussion between the researcher and the participants which allows capturing insights and direct understanding from participants' perspectives. In a way this approach facilitates to see reality through participants' lenses.  This is not possible in a quantitative study because the researcher mainly focus on objectivity and precision at the cost of ignoring respondents' perspective. Quantitative research ignores many issues and fails to capture reality from the participant perspective (see Stasz: 1974; Frieze, Parsons and et al: 1978 and Fox: 1980 quoted in Jayaratne) while qualitative research is argued to capture better human experience (Reinharz: 1979; Fox; 1980 and Depner: 1981 quoted in Jayaratne).

 In qualitative studies, the researcher establishes a rapport with participants that help to get realities through their perspectives rather than other way round. Further, qualitative research processes engender mutual trust that leads to greater reliability and authenticity in the responses.

The researcher encourages participants to speak freely on different facets to express their ideas, assumptions, experiences and opinions. The researcher intends to study the citizen's charter implementation in its natural settings, and attempts to make sense of the implementation process of CC in terms of the meaning participants distribute to their actions, thoughts, feelings, beliefs, values and assumptions. Qualitative approach captures these issues through face to face interaction in better way, which quantitative distorts by imposing researcher's world on the subjects (Marshall: 1999).

The present case is more amenable to using qualitative techniques as the researcher intends to map the realities through participants' lenses. How do people perceive their surroundings? In what ways do they [bureaucrats, citizens and local politicians] construe

reality, form meaning and make sense of their life and experiences? This study is more concerned about how citizens look at CC, in what ways their perception varies about it among different actors such as politicians, bureaucrats and citizens? Does it have coherent meaning within bureaucracy- top level and front line staff? In a way, the study strives to highlight how different actors form their meaning and reality about what constitutes CC and what it is meant for?

## 3.2 Research Strategy

The research problem in this study is addressed by using case methods. The study on implementation of CC in India is a contemporary, ongoing and continuous process. Again it is contextual in the sense that its success is embedded in a particular context. According to Yin a case study is 'an empirical inquiry that investigates contemporary phenomenon within its real life context, especially when the boundary between phenomenon and context are not clearly evident' (Yin: 2003:13).

The case study strategy is appropriate for exploratory studies in order to get insight into a previously unchartered area (Bryman 1989: 174). The present study is exploratory as the implementation of CC is a very recent phenomenon because the Haryana government introduced it in 2003. It is also the first of its kind in reforming the public service in India. Further, it is not possible for me to control and or manipulate the behaviour of various actors involved in the implementation of CC. therefore case study is an appropriate strategy to pursue in-depth analysis of various facets of CC. To me it is an exploratory study, though it has descriptive and explanatory tendencies. It is not that implementation of CC has not been studied previously but there are only very few studies and these are descriptive in nature. These mainly deal with contents, nature and other features of the CC of various organizations. This study, therefore, seeks to uncover the factors that affect successful implementation of CC in PMC. In other words, in many ways the PMC is unique and specific, and deserving of a single case study strategy.

## 3.3 Selection of Case/Unit of Analysis

Case studies are especially fruitful when one is interested in understanding or exploring some issue, organization or social phenomena in depth. The unit of analysis for my study is Panchkula Municipal Council, a pioneer organization to introduce [implement] citizens' charter on the eve of 56th Independence Day of India. The PMC case is specific and unique which stimulated my interest to look into and understand the phenomena of CC implementation in a country which still has traditional administrative configuration but has decided to implement an instrument that demands a fairly different kind of set up in general and a change in mental make up of implementers [bureaucrats] in particular.

## 3.4 Sampling and Sample Size

In the present work, basically purposive sampling technique was used to select participants. Further, I tried to make it maximum variety sample, a process in which a heterogeneous sample is selected and commonalities are observed in their experience. This technique is helpful to explore a phenomenon as it is able to capture same experience of diversified participants. According to Thornhill (2003: 65), "This form of sample is often used when working with small samples, such as case study research, and when one wishes to select cases that are particularly informative."

For the present study 15 public servants were interviewed. Out of these, 10 were key officials, middle level officials and front staff. Key officials include officer in-charge for the citizen's charter in the state and executive (for detail list see annexure 1) officer of the PMC. They are responsible for all facets of the CC. The rest five were elected representatives/Municipal Councilors (MC). The researcher has selected five MCs including the vice president. Besides, one professor who is engaged in same field has been contacted to incorporate his insights. A separate interview guide as well as questionnaire, for participants, was formulated with the consultation of citizens and administered to 15 respondents. Two informants were selected from five different

sectors[5], on the basis of level of development such as infra-structure, basic amenities and other facilities. Similarly two different sets of questionnaires and interview guides were drafted for top and middle level officials, and frontline staff in their consultation.

## 3.5 Data Collection Tools

The data for the study are obtained from various sources including documents, archival records, interviews, observations etc. A case study approach was deemed useful because it allows the use of multiple sources of evidence.

**a. Primary Data**

*Interviews:* The interviews were conducted from 14th July to 10th August 2004. I offered copies of the questionnaire, interview schedule, and proposal to potential respondent before the interview to develop rapport and reduce speculation on intentions of the study. I have conducted in-depth interview with most of the participants. Besides, I also used open-ended and semi-structured questions especially in the case of those who were unable to give formal interview. This strategy was designed to get information from actors in their own words.

To lesser extent, I made some observation while conducting the study. I visited the PMC office and observed the importance officials attached to documents, and how they respond to outsiders. Observation is used to confirm or negate information obtained through interviews, questionnaires and documents.

**b. Secondary Data**

For secondary data I mainly relied on review of pervious studies on policy implementation in general and specific studies on citizen's charter in the Indian context. Secondary resources are mainly used to understand the concept of policy implementation by analyzing definitions offered by various scholars. Moreover, the literatures review

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[5] Sector is small territorial unit of rectangular shape. Panchkula city has been sub-divided into around 30 residential sectors.

facilitated in chalking out the theoretical framework for this study. Besides this, to comprehend and develop the existing norms and values, the belief system and practices of Indian society in general and administrative system in particular, different books and articles were referred as main sources of information.

Lack of proper documentation was a common feature in the case of PMC that caused difficulties in getting accurate and detailed information for the research. Basically I used previous studies, reports, websites and a few official publications to get the background and general information about various aspects of the citizen's charter.

## 3.6 Data analysis

Rich thick description and theme building approach is mainly used for the data analysis of the study. Case study research with qualitative data involves a detailed description of the setting or individuals, followed by analysis of the data for themes or issues (see stake: 1995; Wolcott: 1994). The essence of scientific study is to convert large quantities of data into condensed forms to facilitate easy interpretation and understanding for readers. Data analysis is where the researcher continually reflects on collected data, moving deeper to understanding and representing the data, and deriving an interpretation of the larger meaning of the data (Creswell: 2003: 190). The data collected were transcribed into texts to ease the data analysis. Key responses were enumerated and thematic patterns mapped. A relationship between data and variables was established by interpreting statements. Results are presented through narrative text, simple computations and logical reasoning.

Research questions were answered by analyzing data from the various sources. Policy implementation is a process; therefore, case study of citizen's charter implementation in PMC is better explained through analytical rather than statistical generalizations. According to Yin (1989:21), the case study like the experiment does not represent a "sample", and the investigator's goal is to expand and generalize theories (analytical generalization) and not to enumerate frequencies (statistical generalization). Data collected form the field is presented through descriptions and analysis.

## 3.7 Limitations and Challenges of the Study

I had experienced many new and exciting things during my field study. Out of these some were virtual obstacles in smooth data collection. These are as following:

**i) Access to Bureaucracy: Generally, a**ccess to bureaucracy is a major challenge in the field. I had serious problem in accessing especially high profile bureaucrats. For example, through formal channel, the nodal in charge officer who is also the head of the Administrative Reforms Department was difficult to meet (busy or out of station). As a last resort, I used contact to reach him informally. Second, I found that many officials were not serious. There was a tendency among them to defer interview schedule due to political and social activities which indicates their low priority towards research. Moreover, at times in the middle of an interview they got involved in other activities. Therefore, I took help from the officials' kith and kin and friends to get reliable data informally.

**ii) Non-availability of Documents:** Another challenge was the difficulty in gathering documented information from officials. In some cases documents were not readily available and considered confidential. For example, though the principal secretary and nodal in charge officer in the Department of Administrative Reforms offered an insightful interview, he kept details of the recent meeting of secretaries on CC. He said it was "confidential", and he was not in a position to provide any documents. In fact, very few documents were available.

**iii) Limited time:** Time was another constraint in the field work. The time given for the data collection was too short. At times key officials were on long holidays. Further, for doing qualitative studies researcher requires more time to analyze data while gathering information. As at times he may need extra time to restructure his design in the light of new developments and insights. In brief, I personally feel that if I had more time then it would have helped to obtain more reliable data.

**iv) Climatic impediments:** Last but not least, sometime climate also affects smooth data collection. Sub-tropical countries like India, where invariably monsoon[6] becomes very active during June to early September. Flood situation engendered deferment of many interviews. The officials asked me to visit later or get new appointments because of extra workload shouldered on them by nature. To avoid such hurdles one must anticipate pros and cons carefully of such natural occurrences and chalks out plan with some deliberation and anticipation of such exigencies.

However, I wish to point out the strategies employed to obtain satisfactory data. Mainly contacts, informal connections and network were used to overcome the above mention hurdles in the smooth data collection. In other words, with the help of networking, I was able to meet many key respondents, and discussed important issues with them informally. These limitations aside, I was able to obtain the data sufficient enough for my study. Most of the participants I contacted were cooperative and showed interest in the topic of my study.

## 3.8 Summary

In this chapter I have discussed the methodology devised to pursue the research questions. I have chosen a mixed approach to analyze the main factors that affect effective implementation of citizen's charter. The data have been collected mainly through open-ended interviews, questionnaires and documents. Carrying out research in developing countries is a demanding task. It requires a number of strategies and tactics to overcome challenges in the field. These include ability to speak local dialect, good contacts and political affiliations.

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[6] The season of the southwest monsoon in India and adjacent areas that is characterized by very heavy rainfall.

# CHAPTER - 4

# CITIZEN'S CHARTER IN INDIA: AN OVERVIEW

## 4.0 Introduction

This chapter explores, first, the development of the citizen's charter initiatives in the United Kingdom, a pioneer in this field. Second, it focus on the form and contents of India's citizen's charter program, its genesis, institutional set-up, and the guidelines recommended for designing, implementing and evaluating the charters.

## 4.1 Genesis and Evolution

The decision to introduce citizen's charter initiative was made at a conference of Chief Ministers, which took place in New Delhi on May 24, 1997 (see Government of India, DAR&PG, 1997). Before looking in-depth about charter programme in India, it is pertinent to discuss where it originated, namely, UK and its experience. Not only CC in India has been directly inspired by the UK's experience but it has also imported many concepts and themes in designing its charter programme. In fact Department of Administrative Reform &Public Grievances of government of India the nodal agency for the citizen's charter has sought more or less to replicate the UK archetype (Sharma and Sharma: 2002) For that reason, a brief account of the UK model acquires relevance in the present research endeavour.

## 4.2 Three Reform Steps preceding the Charter

In the 1970s the then Prime Minister of UK, Margaret Thatcher introduced the idea of rolling back the state as a means of reducing unnecessary burden of the state in the name of welfarism. These were Efficiency Scrutinizer (ES in 1979), the Financial Management Initiative (FMI in 1982), and Next Steps Programme (NSP in 1988) which provided the foundations on which the CC was launched.

In order to raise standards of public services by making them more responsive to the wishes and needs of the users, the then Prime Minister John Major who succeeded

Thatcher introduced the strategy known as Citizen's Charter in June 1991. In introductory remarks John Major said:

> *To make public services answer better to the wishes of their users, and to raise their quality overall, been my ambition ever since I was a local councilor in Lambeth over 20 years ago... I want the Citizen's Charter to be one of the central themes of public life in the1990s* (Quoted in Sharma and Sharma: 2002).

## 4.3 Ingredients of Citizen's Charter in UK

The 1991 White Paper articulates six principles as norms to be followed in governing public services. Table 4.1 below provides a glimpse of the main elements of the Citizen's Charter programme, namely, its main elements, principles, mechanism and implementation vehicles. The White Paper focused on four main themes: i) quality, ii) choice, iii) standards, and iv) value (Citizen's Charter: 1991: 4).

**Box-4.1**

**Main Elements of the UK's Citizen's Charter**

| White paper themes | Principles | Mechanism |
|---|---|---|
| -Quality | -Standards | -More privatization |
| -Choice | -Openness | -Wider competition |
| -Standards | -Information | -Further contracting out |
| -Value | -Choice | -Performance related pay |
| | -Non discrimination | -Published performance |
| | -Accessibility | -Comprehensive publication of information on standards achieved |
| | -Redress when things go wrong | -Better complaints procedure |
| | | -Tougher independent inspectorates |
| | | -Better |

**Sources:** Derived from Doern (1993)

## 4.4 Institutional Structure

To implement and give further impetus to the CC, a Citizen's Charter Unit has been established in the Cabinet Office with full Prime Ministerial backing. Under Tony Blair's leadership the charter programme has undergone substantial changes in form as well as in substance (Sharma and Sharma: 2002). New name 'Service First' was given to it. Correspondingly since June 1998, the Charter Office in UK has been renamed as People First Unit, signifying precedence of people over the other things. Box 4.2 enlists model guidelines prescribed by the People First Unit for drafting Citizen's Charter by any organization in UK.

**Box 4.2**

**Principles of Public Service Delivery in UK**

1. **Set standards of service**: Set clear standards of the service that users can expect; monitor and review performance; publish the results, following independent validation wherever possible.

2. **Be open and provide full information**: Be open and communicate clearly and effectively in plain language, to help people using public services; and provide full information about services, their cost and how well they perform.

3. **Consult and involve**: Consult and involve present and potential users of public services, as well as those who work in them; and use their views to improve the service provided.

4. **Encourage access and promotion of choice**: Make services easily available to everyone who needs them, including using technology to the full, and offering choice wherever possible.

5. **Treat all fairly**: Treat all people fairly; respect their privacy and dignity; be helpful and courteous; and pay particular attention to those with special needs.

6. **Put things right when they go wrong**: Put things right quickly and effectively; learn from complaints; and have a clear, well publicized and easy to use complaints procedure, with independent review wherever possible.

7. **Use resources effectively**: Use resources effectively to provide best value for taxpayers and users.

8. **Innovate and improve**: Always look for ways to improve services and facilities offered.

9. **Work with other providers**: Work with other providers to ensure that services are simple to use, effective and coordinated, and deliver better

**Source:** http://www.servicefirst.gov.uk

## 4.5 Citizen's Charter Scheme in India

In India, the Citizen's Charter is of recent origin. It is an outcome of series of conferences organized by the Government of India. These conferences were aimed at cleaning maladies in the administration. The major theme was to make the administration more responsive, accountable, transparent, and people-friendly at all levels. The underlying idea was to restore faith of the public in the fairness and capacity of administration against the prevailing notion of frustration and dissatisfaction.

In November 1996 a conference of Chief Secretaries called *"An Agenda for an Effective and Responsive Administration"* was held. In this conference the citizens were explicitly placed at the centre of the administration. It was followed by Chief Ministers' conference on *"Action Plan for Effective and Responsive Administration"* organized under the chairmanship of the then Prime Minister on 24th May 1997. The main areas of 'Action Plan' that were discussed in it were:-

(i)     making administration accountable and citizen-friendly;

(ii)    ensuring transparency and right to information; and

(iii)   taking measures to cleanse and motivate civil services

An implementation committee was set up under the Cabinet Secretary to formulate ways and means to implement the above stated issues of the 'Action Plan'. Among other steps taken in this regard is the setting up a core group headed by the Secretary (Personnel) for monitoring the formulation of the Citizen's Charter.

## 4.6 Underlying Philosophical Stance behind Citizen's Charter

The Union Government's Department of Administrative Reforms and Public grievances (DAR&PG) made the nodal agency at the apex, and was entrusted with the task of coordinating the charter programmes. It has authored the 'Concept Note on Citizen's Charter' that contains the underlying doctrinal torch to be used while drafting charters for different departments, organizations and agencies at various levels such as union, state and local.

**Box-4.3**

**Main Elements of Citizen's Charter in India**

The Citizen's Charter must:
- Specify the range of services being offered by concerned department/organization/agency.
- Prescribe service standards (i.e. service quality, time bound service delivery mechanism, etc) which represent the provider's commitment to the users.
- Enlist grievances mechanism system/remedial measures so that customer may take in case the service provider fails to adhere to the specified provisions.
- Establish a system for independent scrutiny of the organization/agency performance.
- Expound the procedures for availing different services.
- Outline the methods for obtaining the citizen feedback.
- Provide periodic review of the charter to allow a revision of the benchmarks.
- Slot in provision for the agency's performance audit.
- Anticipate the different variety of information a customer may need; and indicate the sources from where such information might be obtained.
- Comprehensively mention citizen's role in enhancing efficacy in delivering various services.

**Source:** Derived from Concept Key Note (the document is undated).

The various interlocking doctrinal elements of CC, as set out in the Concept Note, have been shown in box 4.3 above. Further, this agency is responsible to outline forms, contents; contours and scope of the country's CC programme (see DAR&PG, Citizen's Charter – A Concept Note). It sets out, in more generic terms, the parameters that define modalities for framing and implementing CCs. It comprehensively lists the essentials (e.g. citizen participation, employee training etc.) whose absence will inexorably dilute the programme (see particularly annexeure-1, Model Guidelines).

## 4.7 The Scope of Citizen's Charter

Both the Union and the State Governments fall within the ambit of the Citizen's Charter programme. At the chief Ministers' conference it was a conscious decision that the departments/organizations with large public interface must provide the lead in formulating and adopting charters (Action Plan: 1997:4). According to the latest count (as on 05.04.2005) more than 90 CCs at union level have been formulated by various centrals departments, organizations ad agencies (*see http://goicharters.nic.in*). Till now 24 states and union territories have introduced more than 629 charters in Haryana, Himachal Pardesh, Goa, Tamil Nadu, Rajasthan, National Capital Territory Delhi, Pondichary etc.

## 4.8 The Institutional Arrangements to implement Citizen's Charter

In 1997 the Concept Note pertaining to the different procedural and substantive dimensions of the charter programme was prepared under the aegis of Department of Administrative Reforms and Public Grievances. Since DAR&PG has emerged as the programme chief coordinating agency, actively liaising, on the one side, with the Cabinet Secretariat under whose direction it operates, and with Department of Consumer Affairs on the other hand (Concept Note: p. 3). It has developed a charter evaluation programme, under which it commissions evaluations of the charter through its own study teams. It also supplies technical inputs to the government agencies to support their internal evaluation effort. Further, it has extensively supported the awareness and capacity-building campaigns. Additionally, it keeps track of the state level charter effort and undertakes evaluation of their charter programmes on a selective basis.

## 4.9 Citizen's Charter at the State (Haryana) Level

In Haryana efforts in the direction of implementing the Citizen's Charter had commenced on the eve of 21st century. State Government entrusted the job of charter programme to the Department of Administrative Reforms. Its recommendations broadly fall within the gambit of guidelines chalked by DAR&PG. The decision to adopt the charter initiative in the state* of Haryana was made in a meeting of the secretaries which was chaired by the Chief Secretary. At initial stage government decided to confine charter programme to the state government's departments and agencies with large public interface. Further, it was decided that the Department of Administrative Reforms will act as the nodal agency for charter programme. To date (31.05.2005) more then 50 departments, organizations, and agencies (*http://goicharters.nic.in*) have introduced the CC in the state (for details see annexure 1). The main canons that were underscored by the state government are shown in box 4.4 below.

**Box-4.4**

**Key Canons for the Citizen's Charter adopted by the State Government in India**

> ➢ To specify various services rendered by concerned departments, organizations and agencies.
> ➢ Clearly mention procedures for availing the different variety of services offered by it.
> ➢ Spell out service standards including the time frames.
> ➢ Establish a complaints handling mechanism to enable citizens to secure redress to their grievances.

**Source:** derived from state government officials' records and documents.

## 4.10 Nodal Officer for Citizen's Charter

Every state government/union territory (UT) may designate an officer as Nodal Officer for Citizen's Charter programme concerned state/UT. This officer may preferably be of the rank of Principal Secretary. He should be selected on the basis of a careful assessment of his/her attitude and suitability for the job. The nodal officer for the CC shall be

responsible for the charter initiatives at the state level. He shall be the contact point for the interaction with DAR&PG. Further, a core group on CC shall be set up under the chairmanship of the Chief Secretary consisting of the following members:-

| | | |
|---|---|---|
| (i) | Chief Secretary | |
| (ii) | Principal secretary, Department of civil | Member Supplies |
| (iii) | Principal Secretary, Administrative | Member Reforms |
| (iv) | Principal Secretary, Information technology | Member |
| (v) | Director, Public Relations | Member |
| (vi) | Nodal Officer for CC | Member Secretary |
| (vii) | Representatives of Citizens' Interest (NGOs, People's forum, Consumer Societies etc.) | |

The Nodal Officer on Citizen's Charter may co-opt any other officer to the Core Group with the approval of the Chief Secretary/Administrator. Core Group shall examine and approve all the draft Citizen's Charters formulated by various Departments/ Organizations of the State Government / UT Administration before they are issued by the respective Departments and Organizations.

## 4.11 Duties and Responsibilities of Nodal Officer

The Nodal Officer is responsible for coordinating and monitoring of the Citizen's Charter Initiative in States and Union Territories. The following are the main areas of his /her concern (*http://goicharters.nic.in*):-

1. Nodal Officer shall ensure formulation of the Charter in all Departments/ Organizations of the State Government / UT Administration.

2. Nodal Officer shall ensure that each Department / Public Sector Undertaking/ Organization of the State /UT Administration appoints a 'Contact Officer on CC responsible for formulation /implementation of the Citizen's Charter in their respective Organizations.

3. Ensuring monitoring of CC Initiative in the State Government/UT Administration and apprising the Chief Secretary/ Administrator on a regular basis.

4. Plan and execute awareness campaign on the CC Initiative.

5. Arranging for organization of Capacity Building Workshops, training programmes etc for officers/ staff of various Departments/ Organizations.

## 4.12 Citizen's Charter in Panchkula Municipal Council

The Government of Haryana implemented Citizen's Charter in Municipal Council Panchkula on August 15, 2003 to coincide with the Fifty Fourth Independence Day of India. The copy of CC was distributed among people present at this function. The major canons that were underpinned in the CC draft of Municipal Panchkula are shown in box 4.5 below.

**Box – 4.5**

**Principles of Citizen's Charter in Panchkula Municipal Council**

- Standards
- Access to information
- Transparency
- Citizen Participation
- Redress of public grievances
- Time bound schedule of services

**Source**: derived from the citizen's charter of PMC

## 4.13 Policy Transfer: Does Citizen's Charter was transferred successfully?

The Citizen's Charter is a clear case of policy transfer. From last two decades or so the phenomenon of policy transfer has increased (Dolowitz and Marsh: 2000: 6). Due to globalization and technological advancement now policy-makers can communicate with each other easily and eventually land up in borrowing many policy reforms. There are number obvious reasons for the growth in policy transfer. As Parsons put it (quoted in Dolowitz and Marsh: 2000):

*As the world economy in particular is transformed by new modes of production and trade, and as transnational corporations and institutions come to exercise more influence and power, so the capacity of national policy-makers to farm their own agendas is diminished. Public policy now takes place in a World system as well in national political systems.*

Besides this, rapid growth in communications also facilitates exchange of ideas and knowledge much easier. Further international organizations such as European Union, World Bank, and the International Monetary Fund, advocate and at times enforce, similar polices across diverse countries (ibid: 7).

India's foray in the CC point to a case of voluntary policy transfer from the UK that was primarily driven by rational response to a perceive process. In other words policy-makers ventured in the charter programme with the intention of the lesson-drawing. But field study revealed that the Indian government handled the process of importing the CC hastily. Policy transfer research (Dolowitz and Marsh: 2000: 17) suggests that at least three factors have a significant effect on policy success/failure.

a) U*niformed transfer:* It is a case when the borrowing country may have insufficient information about the policy/institution and how it operates in the country from which it is transferred. The literature demonstrates that in India's case at least uniformed policy transfer is not the factor that has adverse effect on the objectives of the CC. Policy-makers claim that they have scanned details of the charter programme and contemplated pros and cons before venturing in the idea of the CC.

b) *Incomplete transfer:* in this case though policy transfer has occurred but the policy-makers fails to transport the crucial elements that made the policy and or institutional structure a success story in the originating country. The union government imposed the CC in India to make administration citizen-friendly. But Indian government failed to recognize how important the preceding reforms

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especially Next Steps Programme among other were in making the CC a success story. In other words, the CC was implemented without sufficient homework but used as quick-fix solution to existing maladies in Indian administration. If the Indian government had learned this lesson, instead of simply imposing the CC immediately onto a preexisting system, the likelihood is that the CC would have experienced fewer implementation problems.

c) *Inappropriate transfer:* when insufficient attention is paid to the differences between the economic, social, political, and ideological contexts in the transferring and the borrowing country is called inappropriate transfer. The Indian government has forgotten that there are considerable differences in culture, bureaucracy and political milieu between the two countries- the UK and India. India has high power difference and strong uncertainty avoidance in contrast to UK that has very low power distance and weak uncertainty avoidance. Similarly Indian bureaucracy is out-dated, traditional, and classical (Sharma and Sharma: 2002; Ghuman: 2001; Maheshwari: 1999 Jain: 1998; Ray: 1998) while bureaucracy in the UK is professional, modern, and up-dated.

## 4.14 Conclusion

The Government of India directly borrowed the policy [Citizen's Charter] reform from the UK. The background of reform-Citizen's Charter, therefore, is not indigenous and an outcome of home efforts. In fact CC is a foreign product and imported directly to the Indian social laboratory in a hurry. The Government picked up this device from the basket of NPM without contemplation and cultural screening.

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**CHAPTER - 5**

**ANALYSIS ON HOW CULTURE AFFECTS THE EFFECTIVE IMPLEMENTATION OF THE CITIZEN'S CHARTER**

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## 5.0 Introduction

This is the first out the three chapters that present research analysis. In other words, chapters five, six, and seven analyze the factors (discussed in chapter two) that affect the effective implementation of the citizen's charter. This chapter explains how the two cultural dimensions i) Power distance and ii) Uncertainty avoidance affect the implementation of the citizen's charter in Panchkula Municipal Council.

## 5.1 Power Distance

This cultural dimension is used to analyze the relationship within (between superiors and subordinates) and with outsiders (among citizens and the officials). In other words, the dimension is applied to measure the extent to which insiders (street level bureaucrats) and outsiders (citizens) expect and accept that superiors are more powerful. The argument is that the lower the power distance within and with outsiders, the greater the likelihood of a participatory culture, and eventually there will be successful implementation of the CC. In contrast, in the case of high power distance the organization retains an authoritarian culture. The assumption is that the lower the power distance within and with outsiders, the greater is the likelihood of an authoritarian culture which in turn affects effective implementation of the CC adversely. This dimension of culture is analyzed under these sub-sections; (a) relationship between seniors and subordinates, (b) relationship between officials and citizens, and (c) the decision-making process.

## 5.1.1 (a) Relationship between superior and subordinates

In Panchkula Municipal Council, the organization structure is like a pyramid. This means that the organization configuration is hierarchic. Authority and power is mainly vested at the top echelons, and little is left to the lower rungs of the hierarchy. In other words,

PMC has a strong centralizing tendency. This power difference engenders inequality between seniors and juniors. This is further confirmed by the fact that the higher level officials enjoy more status, prestige and resources in the organization than lower level. For example during the field study the researcher noticed many instances that clearly point to the marked distinction between the status and power of the two types bureaucrats. The executive officer has a special parking lot, well luxurious and well furnished sitting place and a vehicle with a red light[7] on top of it.

**Table 5.1: Levels of hierarchy in decision-making**

|  | **Number of respondents** | **Percentage** |
|---|---|---|
| Too many | 6 | 60 |
| Many | 2 | 20 |
| Less | 0 | 0 |
| Only few | 2 | 20 |
| **Total** | 10 | 100 |

**Source:** Data from the field study.

**Question:** How many levels you have to pass to act?

This question was asked to confirm hierarchical layers existing in the PMC. PMC officials were the key respondents.

**Table 5.2: How frequently subordinates refer to Boss for routine decision**

|  | **Number of respondents** | **Percentage** |
|---|---|---|
| Often | 7 | 87 |
| Sometime | 1 | 13 |
| Rarely | 2 | 0 |

---

[7] A system in the Indian culture where powerful people viz. politicians, bureaucrats, and top ranking army officials etc are permitted to have red light on their vehicle to mark their presence . This symbolizes power status.

| | | |
|---|---|---|
| **Total** | 10 | 100 |

**Question:** How frequently you refer to boss for routine decision?

This question was used to map the extent to which the subordinates have authority to decide without referring to boss. The middle and lower officials were contact for obtaining information on this issue.

Table 5.1 and 5.2 above portray the present structure of the PMC. This clearly points that PMC is like a pyramid. It has many levels of hierarchy that one has to pass before a decision is taken. Six officials out of ten said that there are many levels in the ladder. Two underlined that these are not many but still significant. On the issue of authority, they stressed that it is vested in the hands of top officials. Seven respondents out of a total of ten highlighted the fact that often they seek permission from the boss before final results while only one said this happens sometime.

This indicates a hierarchical structure where the street level bureaucrats lack authority to expedite service delivery system. One street level bureaucrat replied, *"All power is vested at the top and every time we have to look upward for approval"*. One of the main objectives of the CC to make system responsive is affected by such this arrangement. Another said, *"You may notice the power gap between seniors and juniors by the fact the way seniors live lavishly. They can use official resources for their private ends without checks"*.  Therefore, lack of power to frontline staff stall speedy disposal of cases and hence, affect successful implementation of the citizen's charter.

## 5.1.2 (b) Relationship between Officials and Citizens

Citizens have a perception that the officials are quite powerful. This is reflected in the way the officials deal with them in catering services. Further, the citizens pointed out that the officials have access to different facilities and privileges such as membership of elite clubs, golf ground, and residence in posh areas etc. A citizen underlined, *"the top officials are very powerful and strong. Without their wish nothing can move. Another citizen summarized the officials' position very nicely as 'ruling servants'. Although bureaucrats are public servants yet actually they rule over us"*. The officials treat

citizens as merely recipients of services. They allocate them a passive role in citizen-interface with PMC. In other words, the officials do not consider the citizens as equal partners in the decision-making process. The citizens emphasized, to many officials we are outsiders, and, therefore, they try to keep us out of decision-making arena. Further, citizens do not have easy access to many officials.

**Table 5.3: Citizens perception about PMC officials' position**

|          | Number of respondents | Percentage |
|----------|:---------------------:|:----------:|
| Many     | 10                    | 67         |
| Less     | 3                     | 20         |
| Only few | 2                     | 13         |
| **Total** | 15                   | 100        |

**Source:** Data from the field study

**Question:** How many levels to be climbed to meet head of the PMC?

This question was framed to measure citizens' perception about PMC structure. Citizens were interviewed for this issue.

In fact, the top officials are unreachable and inaccessible to them. One citizen informed, "*To meet officials we have to wait for a couple of hours. Sometime they ask us to visit again so we have to return without meeting them*". Table 5.3 above demonstrates ten out of fifteen citizens perceive that the officials are powerful and they have to climb up many levels in the hierarchy to reach the top. Three respondents stated that such levels are less while only two pointed that there exists only few levels.

The table 5.4 below portrays the extent of citizens' participation in the PMC activities. There is a consensus among all the respondents that there are no provisions for their direct participation. All of them highlighted that there is no room for their participation in PMC activities. Table 5.5 below represents the access citizens have to the PMC officials. The data indicates that the officials are not easily available. Mostly they have to use

networks and connections of influential persons and or politicians to meet the officials to accomplish their task.

**Table 5.4: Level of Citizens participation**

|  | **Number of respondents** | **Percentage** |
|---|---|---|
| Often | 0 | 0 |
| sometime | 0 | 0 |
| Rarely | 15 | 100 |
| **Total** | 15 | 100 |

**Source:** Data from the field study

**Question:** How frequently you participate in PMC activities?

This question was administered to measure the level of citizens' participation in PMC. Panchkula city residents were the main respondents.

**Table 5.5: Accessibility of the officials to citizens**

|  | **Number of respondents** | **Percentage** |
|---|---|---|
| Often | 3 | 20 |
| Sometime | 3 | 20 |
| Rarely | 9 | 60 |
| **Total** | 15 | 100 |

**Source:** Data from the field study

**Question:** Do you think that you have access to PMC officials?

This question was employed to map the availability of PMC officials. Citizens were participants for this question.

For example, citizens revealed that the officials at the reception are not very friendly. They treat us crudely and hardly show any respect. In other words, the officials are quite arrogant and high headed. Further, citizens emphasized that at many times we sit for long time to get a response. Even I waited for long time when I visited for first time in their

office. Such instances highlight the prevailing power gap between the governed and the government. This evidently points that the officials consider citizens outsiders and, therefore, treat them in a cold manner. They lack courtesy and politeness in dealing with citizens.

In the absence of avenues for the citizens' participation, it is quite impossible to incorporate their preferences and choices in decision-making. In other words, lack of citizens' perspective makes officials unresponsive. This situation is further exacerbated due to limited accessibility of the officials. All this affects effective implementation of the citizen's charter.

## 5.1.3 (c) Decision-making

To a large extent, decision-making in the PMC is based on the 'whims and fancies of the top'. This means that decision-making is more authoritarian than participatory. One official revealed, *"Most of decisions are made at the wish of the Executive Officer. We are merely cogs in the system"*. The subordinates do not have any say in decision-making. They usually refer to the boss before deciding on any matter irrespective of how trivial it is. Even in exigencies, the subordinates are asked to seek permission from the boss to take any action. In other words, unusual and urgent matter (s) is also treated on routine basis due to lack of authority with frontline staff. Another official said, *"There are only limited avenues and scope for us either make decisions or participate in these. The superordinates do not allocate any role to us but follow their orders"*. On the question how often the subordinates decide themselves, table 5.6 shows, out of total ten respondents, seven emphasized that they rarely solve citizen's problem on the spot. Only one official said that sometime he can deal the matter himself. While two top levels officials claimed that they can deal such situation.

**Table 5.6: How often subordinates decide themselves on the spot**

|  | Number of respondents | Percentage |
|---|---|---|
| Often | 2 | 20 |

| Sometime | 1 | 10 |
|:---:|:---:|:---:|
| Rarely | 7 | 70 |
| **Total** | 10 | 100 |

**Source:** Data from the field study

**Question:** How often you take decision yourself at spot?

PMC officials were contacted for this question to measure the extent of decentralization and delegation in PMC.

The seniors usually do not consult and discuss different issues with their subordinates before making decision (s), rather they make decision unilaterally and single handedly without any inputs from down. Many street bureaucrats emphasized, *"In many important decisions we are sidelined by seniors. We are informed about only the outcomes"*. In most of cases, the lower rungs are informed about the outcome of a decision. This means that in PMC frontline staff is not involved in decision- making process. This leads to alienation among them and engender a sense of lack of ownership. Further, subordinates usually do not argue and debate with seniors but accept and follow whatever asked by the boss. When asked, one official replied, *"It is because we are brought up in our society in such a way where we do not learn to argue and contradict with elders and seniors. 'Do not argue with elders', 'follow orders from superordinates without questions', 'respect elders and seniors' are the basic norms and values that we have learnt since childhood"*. How can then we discard these values at work place? From this we learn that societal attitudes have reinforced the power distance at the work place. Such practices impede effective implementation of the CC.

Table 5.7 below depicts that only rarely seniors consult and discuss problems with their subordinates. Six respondents out of ten notified that they are rarely consulted by their bosses. Two answered that sometime they seniors hold discussion with them. Similarly, table 5.8 below illustrates that subordinates usually cannot take initiative. Six officials out of ten articulated that it quite rare to initiate while other two pronounced this happens sometimes. Only two participants informed that they can take initiative oftenly.

**Table 5.7: how often seniors consult and discuss with subordinates**

|  | Number of respondents | Percentage |
|---|---|---|
| Often | 2 | 20 |
| Sometime | 2 | 20 |
| Rarely | 6 | 60 |
| **Total** | 10 | 100 |

**Source:** Data from the field study

**Question:** How frequently seniors consult and discuss matter with subordinates?

This question asked to the officials to determine the level of participation of frontline staff in decision-making.

**Table 5.8: How frequent subordinates take initiative**

|  | Number of respondents | Percentage |
|---|---|---|
| Often | 2 | 20 |
| Sometime | 2 | 20 |
| Rarely | 6 | 60 |
| **Total** | 10 | 100 |

**Source:** Data from the field study

**Question:** How frequently you take initiatives?

This question asked to officials to map the degree of authority vested at the lower rungs in PMC.

In PMC, communication usually flows from the top towards down. Seniors issue orders and instructions to their assistants and subordinates. The juniors send reports and proceedings to boss for their approval. The data in table 5.9 confirms the same, out of a total of ten respondents; eight informed me that the communication flow is in the top-down mode at the PMC. Two senior officials claimed that the PMC has a two ways-top-down and bottom-up communication.

**Table 5.9: direction of flow of information**

|  | Number of respondents | Percentage |
|---|---|---|
| Both ways | 2 | 20 |
| Top-down | 8 | 80 |
| Bottom-up | 0 | 0 |
| **Total** | 10 | 100 |

**Source:** Data from the field study

**Question:** Specify the direction of the flow of the information?

This question was framed to chart out power distance as well as relationship between top and bottom. PMC officials were the key respondents.

To sum up, in PMC, leaders are more authoritarian than participatory. There exists a huge gap among various rungs of the hierarchy and between officials and citizens. Usually, the officials have predilection to decide affairs themselves. The top officials are more powerful than street level bureaucrats. In fact, the top is overflowing with power while bottom lacks it completely. Both citizens and street bureaucrats are inhibited to participate in many decisions. Limited discussion and consultation occur between different officials in the decision-making process. Largely, there is one way-top-down communication prevails in the PMC. Too much power at the top does not permit frontline staff to solve citizens' problems without referral to boss. Thus, such an arrangement even does not permit the frontline staff to handle routine cases. Similarly, citizens have a perception that the officials are more powerful than them. The officials are not easily available. Further, practically the citizens feel that they are not a part and parcel of decision-making process. Rarely do officials get feedback from citizens. In a nutshell, the officials' authoritarian approach is not facilitating the effective implementation of the CC rather to large extent this is hampering its successful implementation.

Table 5.10 below summarizes the main findings of the study on the power distance in PMC

**Table 5.10: Criterion for Evaluation for Power distance**

| SN. | Indicators | Low Power Distance | High Power Distance | PMC |
|-----|-----------|--------------------|---------------------|-----|
| 1 | Power distribution | Equal | Unequal | Unequal |
| 2 | Structure | Flat | Pyramid | Pyramid |
| 3 | Authority | Decentralization | Centralization | Centralized |
| 4 | Decision-making | Based on participation, discussion, and consultation | Unilateral | Low participation and consultation |
| 5 | Accessibility to seniors | High accessibility to subordinates and outsiders | Low accessibility to subordinates and outsiders | Low accessibility to juniors and citizens |
| 6 | Initiative | Both superordinates and subordinates can take | Oftenly superordinates take | Often Seniors take |
| 7 | Communication | Both ways-top-down and bottom-up | Top-down | Top-down |
| 8 | Role orientation | Interdependency | subordinates often depend on superordinates | Juniors usually depend on seniors |
| 9 | Leadership style | Participatory | Authoritarian | Authoritarian |

**Source:** derived from field study

## 5.2 Uncertainty Avoidance

The major argument for this cultural dimension is that the weaker the uncertainty avoidance, the greater the likelihood that there will be less rules and regulations, and eventually there will be successful implementation of the CC. In contrast, the stronger the uncertainty avoidance, the greater are the chances that there will be more rules and regulations which in turn affect the effective implementation of the CC unfavorably.

Four major issues are discussed under this cultural dimension. These are: *(i) rigidity vs. flexibility* – in the former, bureaucrats attached more importance to rules and regulations. They rarely prefer to break and or by pass specified rules of the game regardless of the urgency of the situation. The later is concerned with whether bureaucrats are ready to bend some rules and regulations to meet certain exigencies. *(ii) Process vs. result orientation* – in the former, the issue is whether bureaucrats fulfills certain rituals and procedures or pursue predetermined goals and objectives. *(iii) Stability vs. change orientation* – here issue is whether bureaucrats are ready to learn and apply new concepts, ideas and innovation or they resist change and enjoy the status quo. *(iv) Closed vs. open system* - whether bureaucrats trust outsiders and consider them as part and parcel of their organization or they lack trust in them and do not allow them to participate in the organizational activities. This dimension of culture is analyzed under these sub-sections; (i) rigidity, (ii) process orientation, (c) stability/permanence, and (d) closed system.

## 5.2.1 Rigidity

Through analysis it is revealed that bureaucrats at PMC have strong predilections to follow rules of the game. In other words, they are not flexible even in the case of urgency. They treat two different situations in similar fashion though one is routine and the other novel. To some extent, for them means are ends rather than means to realize goals and objectives. Table 5.11 below substantiates this fact that there is a strong penchant among PMC officials to go by rules and regulations. Nine out of ten PMC officials accentuated that rules are very important for them while one said these are quite important.

**Table 5.11: Officials orientation towards rules and regulations**

| | Number of respondents | Percentage |
|---|---|---|
| Very important | 9 | 90 |
| Quite important | 1 | 10 |
| Important | 0 | 0 |
| Less important | 0 | 20 |
| **Total** | 10 | 100 |

**Source:** Data from the field study.

**Question:** How important are rules for you?

This question was administered to officials to determine extent of uncertainty avoidance. In other words, importance officials attach to rules and regulations in daily routine.

**Table 5.12: How frequently the officials bend and or by pass rules**

| | Number of respondents | Percentage |
|---|---|---|
| Often | 0 | 0 |
| Sometimes | 2 | 20 |
| Rarely | 8 | 80 |
| **Total** | 10 | 100 |

**Source:** Data from the field study.

**Question:** How frequently you bend/by pass rules?

PMC officials were contacted on this issue. The intention was to measure the extent of flexibility in dealing with citizens.

Table 5.12 demonstrates the phenomenon of rigidity existing in PMC. Eight out of ten opined that they rarely dare to break, bend and or by pass rules. While two told that it is possible only sometimes. On the question of bending rules and or by passing these, the officials unanimously observed, "*Nevertheless urgency it is quite uncommon to break, bend and or shunt rules and regulations. This leads to chaos and uncertainty*". Even they disclosed that is it quite unimaginable thinking to circumvent some rules. This suggested

that such a strong passion to maintain rules regulations lead to rigidity. Rules are become so sacrosanct to them, to certain extent, citizens' needs are bent to suit rules rather than the unsuitable rules (Sharma ad Sharma: 2002: 50). This in turn affects efficient and effective delivery of services. In other words, the officials are not flexible enough to deal cases on contextual basis. Such an attitude undermines flexibility and eventually stalls implementation of CC.

## 5.2.2 Process Orientation

Basically, there are two types of control mechanism viz. results, goals and objectives and process. In PMC, the later is used to control the behaviour of subordinates. There is a standardized and codified procedure to accomplish tasks. Everyone in the hierarchy is supposed to pass all the levels irrespective of the importance of the matter. The citizens viewed this system as time consuming. Further, they emphasized that it propagates unnecessary delays and red-tapism. Many rituals have to be fulfilled before a service is rendered to the public. For example, the citizens revealed that in many cases they have to use middle men to get work done. Further, they stressed that the existing working procedures are quite complex and difficult, and hinder the smooth functioning of the PMC.

**Table 5.13: Working procedure at PMC**

|  | **Number of respondents** | **Percentage** |
|---|---|---|
| Very time consuming | 12 | 80 |
| Time consuming | 3 | 20 |
| Less time consuming | 0 | 0 |
| Not time consuming | 0 | 0 |
| **Total** | 15 | 100 |

**Source:** Data from the field study.

**Question:** Please comment on working procedure at PMC?

Citizens were asked to know what they think about working style at PMC.

Table 5.13 above confirms that working procedures at PMC is quite time consuming and this breeds unwanted delays and interruptions. Twelve out of fifteen viewed that PMC working system is very time consuming while three said that it is time consuming. This shows that the officials are mainly concerned to follow certain habits, patterns and rituals rather than focusing on substance. Their major concern is to ensure that all layers in hierarchy are passed rather than jumping levels to expedite the results.

To focus on process make system less responsive to the needs of citizen but perform certain rituals. In way to serve citizen is less important than to complete formalities. This delays the outcome in many instances and users get services after quite late. Even some cases needful are delivered after it become immaterial to user. Hence, process orientation undermines the importance of goals and objectives and, therefore, affects the effective implementation of the CC.

## 5.2.3 Stability/Status Quo

The information gathered from the field divulges that many officials at PMC maintain more traditional values which foster the status quo orientation. Though some officials have flavour for change but to a large extent, PMC upholds old beliefs, norms and values. The officials have least tendencies to venture in experiments, change, and innovation. Further, seniors hardly encourage both subordinates as well as citizens to bring new ideas, schemes, plans and suggestions. Therefore, the officials' resistance to change is a big hurdle in switching to new values and norms contained in the CC.

For example, recently a lot of modernization, in the shape of computerization, was carried out in most organizations. The PMC also invested a lot of funds to revamp its old system through introducing computers and e-governance initiatives. But ultimately little has been improved in both employees' expertise as well as working procedures. Rarely officials are using computers, but use these as typewriters to process officials' letters and documents. Machines are not used for months. In other words, they are under-utilized. Even working procedures are not yet computerized. In fact, computers are used as a status symbol to decorate their personal offices. Table 5.14 below shows, rarely officials

learns new ideas from the citizens. Further, seniors also do not encourage juniors in devising new techniques and methods to improve efficiency and effectiveness.

**Table 5.14: Capacity to learn new ideas and concepts from environment**

|  | **Citizens** | **Officials** |
|---|---|---|
| Often | 0 | 0 |
| Sometimes | 1 (7)* | 3 (30) |
| Rarely | 14 (93) | 7 (70) |
| **Total** | 15 (100) | 10 (100) |

\* (Figure in parenthesis represents percentages)

**Source:** Data from the field study.

**Question:** Do officials seeks feedback, new ideas etc from you to bring changes?

This question was asked both citizens and officials to determine leadership style. Whether seniors encourage innovation and experiments or they attach importance to maintain status quo.

Their status quo attitude also reflected by the fact, PMC has designed its official websites from more than one year. But only very few of them have ever visited it. Even many of them are not aware of its existence. Besides, their complacent approach can be observed whenever anyone browses the PMC website. Most of the information posted on the website is very old and never updated. For example, while I visit the website of the Department of Administrative Reforms and Public Grievances on 15th March 2004, I found that it is still mentioning the name of previous nodal in charge officer for the CC in the state, though he was replaced by the new incumbent, Mr. P. Pandarwani around three months prior to visit. This is the story in the case of apex office that is responsible for the charter programme of the whole country. And many similar instances can be noticed in the case of PMC website.

All this illustrates that the officials at PMC are not keen to innovate and change the old system rather they enjoy it. To some extent, they strive to maintain status quo despite numerous efforts to modernize it. In other words, the bureaucratic organizations are too inflexible to be able to efficiently handle the rapid changes that the sophisticated technologies may unleash (ibid). Under such prevailing circumstances there are least chances that the CC will be implemented successfully.

## 5.2.4 (iv) Closed System

The officials at PMC are lacking trust and faith in both subordinates and citizens. Consequently, only limited delegation and decentralization occur. Further, a lot of is also kept out of the preview of the frontline staff. One official emphasized, *"Due to lack of trust, the seniors are reluctant to delegate and share power and information with us"*. In other words, centralization is the underline doctrine in every walk of life that stops the frontline staff to use discretion in delivering services. There is a lack opportunities and range for street bureaucracy to use expertise and information to respond directly and speedily to the citizens concerns. Therefore, neither efficient and effective services nor responsiveness can be delivered to the public".

The officials treat citizen as an outsider. Due to this the officials are reluctant to share information and other issues with citizens. The closed nature of PMC engenders secrecy. In other words, the officials have strong tendencies to hide information. The attitude of non-sharing information with citizens makes officials unaccountable and unresponsive. This makes them less transparent. In some cases, if information is available at all then the process is quite cumbersome and dilatory. In other words, information is delivered to the needful when it becomes irrelevant and outdated.

**Table 5.15: Citizens access to information**

|           | Number of respondents | Percentage |
|-----------|-----------------------|------------|
| Often     | 2                     | 17         |
| Sometimes | 2                     | 17         |

| | | |
|---|---|---|
| Rarely | 10 | 66 |
| **Total** | 15 | 100 |

**Source:** Data from the field study.

**Question:** Do you have access to information?

This question was asked to citizens to determine extent of transparency in PMC.

Table 5.15 above depicts the present scenario of non-transparency prevailing in the PMC. Only two respondents out of fifteen stated that they have access to information. While ten underscored that to get information is quite tough. The other two mentioned that information is available but not always. Though the Indian government has introduced and passed Right to information bill 2004, still bureaucrats are indisposed to share it with populace. For example, the Consumer Coordination Council (CCC) team faced problems to get information about the status of services while evaluating charter programme sponsored by the DAR&PG. It is only on the intervention of the DAR&PG, the concerned public organizations supplied information to the CCC (CCC: 1998a).

It can be, therefore, considered that the existing milieu of confidentiality and privacy in the bureaucracy is one of the factors that are responsible for ineffective implementation of the CC.  Table 5.16 below summarizes the findings of the study on uncertainty avoidance in PMC.

**Table 5.16: Criterion for Evaluation Uncertainty Avoidance**

| SN. | Indicators | Weak uncertainty avoidance | Strong uncertainty avoidance | PMC |
|---|---|---|---|---|
| 1 | Rules and regulations | Minimum enforcement of rules | Maximum enforcement of rules | Too many rules and regulations |
| 2 | Flexibility | High | Low | Rigid and inflexible |
| 3 | Importance of | Less important | Very important | Very important |

| | | | | |
|---|---|---|---|---|
| | rules | | | |
| 4 | Control mechanism | Results, goals and objectives | Process, Supervisory staff, and standardization | Process-oriented |
| 5 | Organization learning | Allow of new values and norms | Resist new concepts and values | Resistant to new values and ideas |
| 6 | Operational context | Innovation, experiments , and new ideas | Stability, status quo and path dependent | Status quo and path depending |
| 7 | Working procedure | Easy, simple and less time consuming | Complex, difficult and time consuming | Complex and time consuming |
| 8 | Nature of organization | Open system Transparent | Closed system Non-transparent | Closed system and less transparent |

**Source:** derived from field study

## 5.3 Conclusion

In conclusion, the data suggests that PMC has a work culture that contains elements of high power distance and strong uncertainty avoidance. These two dimensions in turn distinct attributes in working pattern of the bureaucracy. The former leads to authoritarian leadership while the later fosters rigidity, process-orientation and status quo outlook in it. These traits of the bureaucracy affect the successful implementation of the CC in more than one ways. For example authoritarian leadership supports centralization that in turn promotes limited delegation, low participation, and unresponsiveness. In other words, this halts successful implementation of the CC.

Similarly, rigidity and process-orientation displace goals and objectives. Status quo hampers change, innovation and new ideas. It is paradoxical that the citizen's charter mainly focuses on injecting new values and norms to enhance efficiency and

effectiveness while the officials do not want to introduce change and new values. In other words, these indispositions of the officials lead to ineffective implementation of the CC. The following two tables summarize the finings of the study on two cultural variables in PMC. Augmented delegations and wider participation of both cutting-edge functionaries as well as much neglected citizens are sine quo non for the successful implementation of the citizen's charter.

The following chapter documents analysis how the organizational factors affect the effective implementation of the citizen's charter at Panchkula Municipal Council.

## CHAPTER - 6

# ANALYSIS ON HOW ORGANIZATIONAL FACTORS AFFECT THE EFFECTIVE IMPLEMENTATION OF THE CITIZEN'S CHARTER

## 6.0 Introduction

This chapter analyses how two organizational dimensions i) disposition of implementers and ii) human and economic resources affect the implementation of the citizen's charter in Panchkula Municipal Council.

## 6.1 Disposition of Implementers

The fate of many reforms and new programmes especially which entails changes in an existing set-up, to a large extent depends on the disposition of the implementers. Thomas and Grindle observed, "The outcome of some reforms is largely determined by how bureaucratic agencies, public officials and administrative routines respond to changes" (Thomas and Grindle: 1990: 1172). The implementers are likely to oppose those measures which are contrary to their interests. They can either reject or modify to fit these existing preferences.  To map disposition of the implementers in PMC, the following discussion is organized into three sub sections viz. (i) Cognition and understanding of the PMC officials – the way they comprehend and understand the details of the charter programme. Whether there are competent enough to get essence and underlying philosophy of the CC? (ii) Response/reaction of the PMC officials towards the CC – how they perceive the CC? What role they are allocating to them? In other words whether they are ready to accept or reject it (iii) Intensity of the PMC officials' response – the extent to which they are ready to take forward or push back the charter programme.

## 6.1.1 (i) Cognition and understanding of Implementers

Implementers' comprehension and understanding plays an important role in furthering any new change. The PMC officials' cognition and understanding is evaluated by the

extent to which they are familiar with and have detailed knowledge about the CC. From the field it has been found that like the most of public organizations (Consumer Coordination Council: 1999; Ray: 1998) the frontline staff in PMC is not well familiar with CC. Table 6.1 below shows that forty percent of officials are not aware about the existence of the CC. Similarly, only sixty percent of them have read either certain portions or the whole of it.

**Table 6.1: Awareness of CC among PMC Officials**

|  | **Number of Respondents** | **Percent of total Respondents** |
|---|---|---|
| Heard about the Citizen's Charter | 4 | 40 |
| Read about the Citizen's Charter | 2 | 20 |
| Neither heard nor read CC | 4 | 40 |
| Total | 10 | 10 |

**Source:** Data from the field study.

**Question:** Do you aware of the main features of the charter of your organization?

This question was posed to PMC officials to evaluate the extent of knowledge about CC among them.

On the issue of knowledge, seventy percent have accepted that they are unable to comprehend the essence of the charter programme. They identified many reasons for the prevailing grim and dismal scenario. First, many of them lack adequate training, simply, to read the contents of the CC because English language is commonly used in it. A frontline official acceded, *"Many of us are not trained enough to grasp the core issues and meaning of the charter programme. He also underscored that some of us are not very good in English language"*. In other words, the officials have a low comprehension and understanding of the CC.

In brief, PMC staff lack knowledge of the CC and are not well informed about it. Further, they are not well trained due to lack of proper training. Furthermore, to some, the language used in the CC is also a big barrier to understand the basics of it. Hence, in the

absence of good comprehension and understanding, the CC is destined to none but fall short.

## 6.1.2 (ii) Response/reaction of Implementers

Here, the point that I want to highlight is, the extent to which the officials accept and take responsibility in implementing the CC effectively. The findings show that currently the level of ownership is very low. Many officials have not been involved in designing the CC. Further, there is a lack of important role for them in new changes. One frontline official pointed out that, *"The CC is not our agenda rather it comes from the top"*. This issue is supported by the fact that though many officials have the copy of CC but they have not tried to read it thoroughly. The following table shows that the level of ownership is low i.e. 70 % officials are not ready to accept it and take ownership.

**Table 6.2: Ownership of CC among PMC Officials**

|  | **Number of Respondents** | **Percent of total Respondents** |
|---|---|---|
| Quite high | 2 | 20 |
| High | 2 | 10 |
| Low | 3 | 30 |
| Quite low | 4 | 40 |
| Total | 10 | 100 |

**Source:** Data from the field study.

For example, it has been observed that many officials were having a copy of the CC on their table but have not read it properly. This illustrates that the officials do not treat it important enough to keep at the top of their table for easy reference. The reason identified is that the charter programme was introduced as a strategy to curtail the phenomenon of overbureaucratization (Sharma and Sharma: 2002: 49). To many PMC officials, CC measures are in essence counter bureaucratic. In that context, the charter initiative might

be thought to represent a powerful counter bureaucratic intervention. The prevailing tendencies, therefore, freeze the successfully implementation of the citizen's charter.

## 6.1.3 (iii) Intensity of Implementer's response

It is obvious that the charter programme is creating many costs for the bureaucracy. For example, its implementation demands more funds through fresh provision or redirecting from other activities. This means that the CC is competing with many other important issues for more finances. But the officials are not ready to share their budget with this new programme as it is not offering any benefits for them. Second, the CC seeks to realign the existing norms and values system. That again stands against the officials' old practices and habits. Third, to many, the CC contains technical content which are not easily comprehensible. Therefore, these issues are affecting their support for this programme. In other words, they are strong inclined to push it back. This issue will be more evident from the following examples.

Through informal interview it has been found that the Executive Officer of PMC have not been marketing the idea of the citizen's charter because of fear of mounting public pressure to improve the quality of services. Many officials opined that the CC is not helpful in dealing with citizens. Rather it creates a lot of hassles between the officials and the citizens. This even affects smooth functioning of the daily work. Similarly, at another instance the Executive Officer of PMC revealed to me that around 10,000 copies of the CC are lying in the safe. This again shows officials unwillingness to publicize the CC. In fact, he underlined that in such situation keeping the CC under carpet emerges a most suitable strategy. Alternatively, the PMC officials are not interested to implement it, to a certain extent they want to put it under the cover by one way or the other. The PMC officials, therefore, held intense negative preferences towards the charter programme. This leads to outright and open defiance of the charter's objectives by them.

The officials' low comprehension is affecting their understanding of the charter programme philosophy and various underlying doctrines. Also low competency is constraining them to handle the CC implementation effectively. Besides these handicaps,

the officials have a very low acceptance towards the charter programme because the CC seeks to reverse many old provisions. On the other hand, CC aims injecting certain new changes to replace existing old practices. Due to which the officials are trying to revert it. Therefore, these types of dispositions are constraining the successful implementation of the CC.

The following table highlights how disposition of the implementers affect successful implementation of the citizen's charter at PMC.

**Table 6.3: Evaluation of disposition of PMC officials**

| SN | Indicators | Leads to successful implementation | Leads to unsuccessful implementation | PMC |
|----|------------|-----------------------------------|-------------------------------------|-----|
| 1 | Level of awareness | High | Low | Insufficient |
| 2 | Cognition and understanding | High | Low | Considerably low |
| 2 | Competency of implementers | High | Low | Quite low |
| 3 | Perception of implementers towards the Citizen's Charter | Positive/high acceptance | Negative Rejection and or neutral | Negative and resistant due to no rewards/benefits |
| 4 | Intensity of reaction | Positive and high | Negative and high | Intense negative |
| 5 | Ownership | High | Low | Quite low especially among street level bureaucrats |

**Source:** Data from the field study.

## 6.2 Human and Economic resources

Resources may include manpower, funds, technology etc required in the particular programme to facilitate effective implementation and vice-versa. Rothstein (1998:69) observed that to ensure effective programme implementation, available resources should be placed in the hands of skillful and motivated organizational actors. To him, "the basic idea is simple enough – that any programme, however cleverly designed it may be, will fall if its implementation is entrusted to an organization unsuited to that purpose." Similarly, PMC also requires specific resources like skilled and trained manpower, adequate funds, infrastructure etc. to implement citizen's charter successfully. This study mainly focuses on (i) manpower and (ii) economic capacity of the PMC. The following section provides a discussion on these two factors.

## 6.2.1 (i) Manpower

Before examining the status of training scenario at PMC, it is very pertinent to have a brief overview of the general trend in the country as a whole. The training efforts in public organizations specifically that directed at upgrading the skills of the men in the rank and file. What is the state of the government preparedness to meet the training needs of the Group C[8] and non-gazetted Group B employees who put together constitute as much as 65 percent of the 3.72 million government employees (Mitra and Chawala: 2001)? That is a critical question, because it is from within this massive segment of the bureaucracy that a large majority of the functionaries who maintain direct contact with public (the counter staff, the inspectors and so on) are drawn. But most Human Resource Development Ministry effort, investments and infrastructure in the government remain focused on the training needs of Group A and Group B (Gazetted) officers who together account for no more than 5 percent of the bureaucracy (ibid). The situation at state level, whether in the field establishments or headquarters, is broadly similar (Sharma and Sharma: 2002: 169). Further, they stressed, "The training infrastructure for middle and frontline staff is in pathetic state".

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[8] In India, public services are organized into four groups viz. Group A (gazetted), Group B (gazetted and non-gazetted), Group C and Group D. Group A and B (gazetted) comprise of senior officers. Group B (non-gazetted) and Group D consists middle and frontline staff. Group D constitutes manual workers such as messengers, cleaners, etc.

The findings revealed that PMC is also experiencing a similar phenomenon. Table 6.3 below portrays the dismal state of affairs of the training efforts have been taken by the PMC. Out of ten respondents, only two who have attended any training, refresher, orientation and introductory courses fall in Group A and Group B (Gazetted). Rest all them have not undergone any training programme since the introduction of the citizen's charter. In other words, the officials confirmed that PMC does not posses adequate capacity to implement the CC effectively. One official replied, *"I cannot recollect if I have attended any training programmes in the last 10 years of my service tenure"*. Similarly, another respondent highlighted, *"No training activity was organized since the introduction of CC. Even no introductory seminar was organized to brief us about the major purpose and essence of the charter programme"*.

**Table 6.4: Training programmes for PMC officials**

|  | **Yes** | **No** |
|---|---|---|
| Training programmes | 0<br>(0) | 10<br>(0) |
| Orientation courses | 2<br>(20) | 8<br>(80) |
| Refresher courses | 2<br>(20) | 8<br>(80) |
| Introductory lecturer | 2<br>(20) | 8<br>(80) |
| Total | 10<br>(100) | 10<br>(100) |

*(Figure in parentheses represents percentage)
**Source:** Data from the field study
**Question:** Are staff provided proper training to use CC in dealing with citizens?
This question was asked to officials to determine the efforts made to upgrade their knowledge base.

Many officials said they are left to themselves and fate to learn while doing rather than providing any organized training. They mainly learn while doing. While theory acknowledges on the job training as a powerful development technique, the quality of on the job training in most government establishments is uninspiring (Sharma and Sharma: 2002: 169). In other words, in PMC lack coherent training packages for employees instead they learn largely through a trial and error process.

Besides, there is lack of commitment and motivation among the PMC staff. The officials stressed that there is no incentive mechanism for them. In the absence of such a system, many officials are not performing well. One official underlined, *"everyone those who are meeting the standards and not performing, getting the same treatment"*. Non-performance hardly has any effect on their salaries, promotion and other benefits. Consequently, such kind of arrangement fails to motivate those who are working hard to meet the standards. They have no reason to put extra efforts. According to Jain (1998: 220), "It is well known that in Indian administrative milieu, 'good work is not rewarded' and 'bad work is not punished'. The 'rewards' and 'punishment' principles are simply out of existence from the dictionary of the Indian administrative jargons". In other words, this de-motivates the hard working employees and eventually affects overall performance of the organization.

To sum up, PMC is lacking trained and skilled manpower capacity for successful implementation of the CC. There is also low commitment and motivation among existing work force. Without a concomitant training efforts specifically directed at updating of the technical and human skill of the cutting-edge functionaries, the citizen's charter cannot make much headway. Alternatively, without proper training the frontline staff will lack the required knowledge, skills and expertise to deal with the CC. Thus, in the absence of trained manpower effective implementation of the citizen charter will be a challenging task.

## 6.2.2 (ii) Economic Resources

The Executive Officer confirms that the PMC do not have sufficient funds to acquire necessary inventories as well as hire staff. Further, he acknowledged that the organization is short of staff to cater services according to the CC standards. The PMC is having same staff strength as earlier even though the demands for service standards have increased. For example, there is still one Light Inspector to handle electricity complaints, though time has been reduced to dispose cases from 15 to 5 days. And ultimately we are not able to meet the deadlines. Similarly, the government is not allocating finances for training programmes. Another example, PMC has only one utility vehicle to fix and repair street lights, and it depends on Haryana Urban Development Authority for borrowing another. This creates many problems including delays in handling cases efficiently. If we can have one or more vehicles, then at least such types of problem will be dealt with easily. Therefore, inadequate funds are also a constraint to provide services efficiently and effectively.

To conclude, PMC lacks adequate resources especially limited and scarce funds and untrained and unskilled human capital. Limited budget is permitting to acquire certain accessories and utilities besides, hiring more staff. The workforce of the PMC is also not well trained and skilled enough to handle the new challenges of the CC. In other words, they are untrained and unskilled to execute the CC. Therefore, lack of these resources is impeding the effective implementation of the citizen's charter.

## 6.3 Conclusion

In PMC, the officials do not have adequate knowledge of the details of citizen's charter. Most of them are not involved in its formulation. That has generated a low level of acceptance and ownership among them. Further, they are holding intense negative attitude towards it due to countervailing advocacy contained in its many provisions. The charter programme aims at empowering the citizens by divesting power from the bureaucracy. In other words, it advocates bringing the bureaucracy directly under the

public domain. But these changes are not acceptable to the bureaucrats as it is diluting their positing vis-à-vis citizens.

Similarly, the CC does not posses adequate resources to implement the charter programme effectively. It has a very low budget and the officials are not ready to divert scarce funds to non-priority areas. PMC is also lacking well trained and skilled staff to carry new changes. No training has been organized especially for the frontline staff to revamp and update them. In other words, PMC lacks the capacity to execute citizen's charter successfully. Proper training and counseling are sine quo non to change their attitude, knowledge and skills to implement citizen's charter effectively.

To some extent, PMC is working as a typical public organization. It is not operating according to supply-driven mode in which citizens are treated merely recipient of services. In other words, by and large it is not focusing on their needs and demands. Eventually, it is not striving to implement the CC effectively.

The next chapter of analysis focuses on the political dimension that is also a prerequisite for successful implementation of the citizen's charter.

**CHAPTER - 7**

# ANALYSIS ON HOW POLITICAL FACTORS AFFECT THE EFFECTIVE IMPLEMENTATION OF THE CITIZEN'S CHARTER

## 7.0 Introduction

This chapter highlights the role the environment plays in the successful implementation of public policy. More specifically this study focuses on how local politics affect the effective implementation of the citizen's charter. In other words, this chapter explains how the two political variables (a) Political will and (b) public support affect the implementation of citizen's charter in Panchkula Municipal Council.

## 7.1 (a) Symbolism vs. Political Will

This variable is used to map the role political symbolism and political will play in the implementation of citizen's charter. The focus is to provide a succinct overview on whether this device is only a political symbol that is employed to legitimize the government's efforts to improve public services, or whether the government has required will to enforce the successful implementation to its limits. For example, though the state government is well aware about the fact that more than half of its population is unable to read and understand English language; still the CC is available only in this language. Similarly, computer literacy in the state is very low. Moreover, only a small portion of the population has access to the internet. Nevertheless, the CC is only available on the PMC website. These examples clearly point that the government has launched the citizen's charter as a decorative piece instead of having true intentions to make it substantial tool for the mass empowerment. The CC is mere a symbol rather than an actual device to curb down bureaucratic maladies, and enforce citizen-friendly flavour in administration.

It is a debatable issue whether the government acquires the required political will to implement the CC successfully. The major argument behind this is government's

inability to deal with the factors that are thwarting the effective implementation of the CC. the top executives in the country have chalked out the road map for administrative reforms which is evident from various speeches (see in chapter one) that have been delivered in the past at many conferences and seminars. Notwithstanding, their support many questions rise. Whether their support for administrative reforms such as the charter programme made any substantial difference? Or are they just playing with words? Alternatively, is it only rhetoric? Or there exists true intentions and commitment to implement the measures in the field that have been pronounced in the parliament? Have they embraced ownership and accepted those reforms as their own? Some of these issues are analyzed in this chapter to reflect the prevailing political will and commitment to further such reforms. The assumption here is that strong political will may lead to successful implementation of the CC and vice-versa. In the following discussion, the political will is analyzed under three sections viz. (i) Lack of awareness and proper knowledge, (ii) Lack of communication between politicians and bureaucrats, and (iii) Lack of communication between politicians and citizens.

## 7.1.1 Lack of awareness and proper knowledge

The Municipal Councilors are not well educated. Many of them even have not completed basic primary education at school. Table 7.1 below highlights the educational background of the local politicians. Out of a total of five respondents, only two have a bachelor degree. One is intermediate, while others have just passed high school. And the last councilors has cleared merely $8^{th}$ standard. In the government owned schools, the students start learning English alphabets from $6^{th}$ grade. This affects their ability in reading and understanding English. The data, therefore, speak out about the grim and pathetic scenario of low education of the representatives in the Panchkula city. The lack of education make them handicap to comprehend policy issues generally and the CC particularly.

**Table7.1: Education level of Politicians**

| Middle school | High school | Senior secondary | Undergraduate (bachelors) | Master | Total |
|:---:|:---:|:---:|:---:|:---:|:---:|
| 1 | 1 | 1 | 2 | 0 | 5 |

**Source:** data from field study

Some of them revealed that the contents of CC are too difficult to understand. Only two councilors were able to read out the CC contents comfortably. The rest of them were unable out read out it. One councilor accepted, *"the language used in the CC is quite difficult. I cannot read even simple English then how I can read and understand the CC that contains high standard English"*. Similarly, another councilor pointed out, *"The CC must be printed in national language (Hindi) as a large segment of the population can only read and understand national language"*.

**Table 7.2: Level of Knowledge among Politicians**

| | Number of respondents |
|:---:|:---:|
| High | 1 |
| Low | 4 |
| Total | 5 |

**Source:** data from field study

**Question:** Do you know about charter programme in your organization?
This question was asked to politicians to map the extent to which councilors are familiar with CC.

Tables 7.2 above depict the level of awareness and knowledge of the CC among local leaders. There is low awareness among councilors about the CC. Further, they are not well informed about the main goals and objectives of the CC. Even forty percent of them are not aware about it introduction, while only 25 percent councilors have a clear idea about the goals and objectives of it. Many of them were not involved and consulted at its

formulation stage. One councilor underlined, *"Many of us are not informed about important decisions made in PMC because we are affiliated to the opposition party. Usually the matters are discussed with ruling party members and the charter programme is not an exception"*. In absence of their participation in designing it they lack a sense of ownership towards it. Eventually they are not well informed about its essence and objectives. In other words, they are not fully aware and well informed about the detail of the charter programme. Moreover, the councilors are not socialized and oriented through refresher courses to embed the CC in their cognition. Therefore, the councilors lack a strong reason to further the CC. Alternatively, they have a low commitment and political will to implement it. Hence, such a passive and indifferent attitude hampers the effective implementation of the CC.

In other words, the top executives in the state lack true will to implement as they are not seeking any participation from their local counterparts. Second, they are well informed about the literacy scenario in the state, nevertheless, they did not try to publish the CC in Hindi Language to make it easily readable for everyone including councilors. Further, they are not allocating any funds from their personal budget[9] for activities related to the CC. All these illustrate that there is a lack of political will among top leaders to implement it. In other words, they are least interested to execute the CC rather launched it with mere symbolic intentions.

## 7.1.2 (ii) Lack of Communication between politicians and bureaucrats

Table 7.3 shows that there is a lack of smooth and cordial relationship between politicians and officials. The officials are reluctant to discuss matter with them. Only one out of total five councilors informed that information is freely exchanged between officials and politicians. While remaining four underlined that interaction and discussion on different issues between them and officials is low.

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[9] In India all elected representatives are allocated certain amount of money at their personal discretion to spend on any developmental activities in their respectively constituency. This is known as personal budget.

**Table 7.3: Level of interaction between politicians and bureaucrats**

|  | Number of respondents |
|---|---|
| High | 1 |
| Low | 4 |
| Total | 5 |

Source: data from field study

**Question:** Comment on the level of discussion and interaction take place between you and officials?
This question was asked to politicians to map relationship between them and officials.

For successful implementation of the CC, smooth communication plays a vital role. But in PMC, there is a lack of communication between politicians and bureaucrats. Many councilors stressed that top level bureaucrats are not cordial. A councilor said, *"They do not show respect to us"*. Moreover, at many instances, they do not inform us about important meetings. Due to lack of communication between politicians and officials, many politicians are not aware about the essence, goals and objectives of CC. To some extent, this is responsible for blurred and vague meaning, among councilors, of various facets of the CC. This affects their comprehension and eventually affects seriousness. The reason identified for the prevailing acrimony is their reluctance to take responsibility for their omissions and commissions. Rather, they blame each other for shortfalls. For example, last year during flood relief programme the local dam gave way that caused a great loss of life and property. But none of them was ready to come forward to take responsibility for this lapse.

Councilors' lack of education further provides an edge to bureaucrats to neglect them on various issues. Lack of education affects their knowledge base about various aspects of PMC. Without adequate information they fail to check bureaucrats' intentions and actions.

### 7.1.3. (iii) Lack of Communication between politicians and citizens

Open communication between politicians and citizen is also essential to implement the CC successfully. During the field study, it was found that there is a lack of communication between citizens and politicians. In fact, citizens confirmed that it not is easy to contact political leaders. Further, the councilors are not unenthusiastic to share information with citizens. They seldom talk about budget and finances. Majority of citizens replied, *"Politicians do not pay much attention about our demands. They avoid meeting us. It is only during election time that we can reach to them and talk freely. Afterwards they are least bothered about our plight"*. Without getting feedback from citizens there are fewer chances to accommodate their needs and requirements. In other words, the administration will lack responsiveness. Eventually, the CC will not be implemented with letter and spirit.

The relationship between politicians and bureaucrats are not cordial and harmonious. They continuously keep on fighting to shift their responsibility on each other. In the absence of required political will to listen and care about citizens, it is quite impossible to implement the CC. Furthermore, the politicians have a strong tendency of non sharing information with citizens. This evidently suggests that they are not truly committed to make the CC a tool of citizen empowerment rather they are using it as a tool to legitimize their deeds. The CC does not exist on their priority agenda. For example, the politicians hardly mention about the charter programme on TV shows and or radio talks. Citizens unanimously uttered *"We never heard words from our representatives about CC on TV and or radio. Similarly, we did not come across message from them in newspapers, notice boards etc"*. Last but not least, the top executives have not devised any control mechanism to ensure effective implementation of the charter programme. In other words, they are not showing any interest to evolve incentives-mechanism system - rewards for those who meet standards and penalties for those who are non-performing. Such a system cannot enforce the implementers to comply with the intentions of policy-makers. Similarly, the lack of seriousness in their attitude evidently point to the issue that they are not keen to implement the CC. In fact they lack a strong political commitment to execute

the charter programme effectively. Corollary, those kinds of political approach frustrate to make the CC a fruitful exercise.

The following table summarizes the findings of the study on how political will affect successful implementation of the citizen's charter at PMC.

**Table 7.4: An Evaluation of Political Will to Implement the CC**

| SN | Indicators | Whose political will lead to successful implementation | Leads to unsuccessful implementation | PMC |
|---|---|---|---|---|
| 1 | Level of awareness | High | Low | Inadequate |
| 2 | Technical nature | Low | High | Difficult to understand |
| 3 | Knowledge | Adequate | Inadequate | Inadequate |
| 4 | Attitude | Positive Active and Vigilant | Negative Passive and Indifferent | Positive Passive and indifferent |
| 5 | Priority in agenda | High | Low | low |
| 6 | Control mechanism | Rewards and sanctions | Lack of rewards and sanctions | No rewards and sanctions |

**Source:** Data from field study.

## 7.2 Public Support

Public support is also very crucial for new changes and reforms to be implemented successfully. In the case of the charter programme, importance of citizen support increased further because it was launched to consolidate their position vis-à-vis bureaucracy. According to Thomas and Grindle (1990: 1171), the societal reaction

depends on the efforts to change existing conditions among societal groups and interests that are most affected by the reforms. Various scholars argue that the CC is creating benefits for the mass explicitly (Sharma and Sharma: 2002; Sharma and Agnihotri: 2001; Ghuman: 2000; Jain: 1998; Ray: 1998). In other words, CC has enough public support. The CC strives to empower citizens by entitling them some rights and privileges so that they can enforce concerned organization [PMC] for efficient and effective services.

In Panchkula city, citizen is not aware at all of the charter programme. They confirmed that the officials never contacted them in drafting the CC. No feedback was solicited from us at any stage of the charter programme. One citizen answered, "*No one has visited us for any kind of information*". The data in table 7.5 below indicates that around seventy percent of population is not aware of the charter initiatives. Alternatively, merely one fourth of the citizens are aware that the government has introduced CC. A citizen said, "*He never heard the term CC how then can I be aware of the detail provisions of it*".

**Table 7.5: Level of awareness among citizens**

|  | Number of respondents | Percentages |
|---|---|---|
| Yes | 3 | 20 |
| No | 12 | 80 |
| Total | 15 | 100 |

**Source:** data from field study
**Question:** Are you familiar with CC?
This question was asked to citizens to measure extent to which there are aware about the charter measures.

On the information that the CC details are available on the PMC website, the citizens startled and asked what is this website? One participant reacted, "*Many of us even have not seen the computer then internet is only a dream at this early stage*".

Tables 7.6 below illustrate the level of difficulty being faced by citizens in comprehending CC. These show that the CC is not easy to understand and therefore they do not have much knowledge of it.

**Table 7.6: Technical Nature of citizen's charter**

|  | Number of respondents | percentages |
|---|---|---|
| Very difficult | 10 | 67 |
| Difficult | 3 | 21 |
| Easy | 2 | 13 |
| Very easy | 0 | 0 |
| Total | 15 | 100 |

**Source:** data from field study
**Question:** Can you comprehend CC comfortably?
This question was employed the level of difficulty faced by citizens in understanding CC contents.

Again when I informed that it is printed only in English language, the citizens frowned and said *"Even many of us are not very good in regional and national languages then what about a language from other land. They, further, stressed that even some officials and our representatives cannot read and understand CC properly"*.

**Table 7.7: Comparison of publicity measures of the CC**

|  | Officials | Politicians | Citizens |
|---|---|---|---|
| Quite sufficient | 2 | 0 | 0 |
| Sufficient | 5 | 3 | 0 |
| Not sufficient | 3 | 2 | 0 |
| Not sufficient at all | 0 | 0 | 15 |

| | | | |
|---|---|---|---|
| Total | 10 | 5 | 15 |

**Source:** data from field study

**Question:** Specify the steps taken to publicize CC.

This question was asked to citizens, officials and councilors to make a comparison on their views on measures taken to publicize CC.

Table 7.7 below demonstrates a comparative perspective on the issues of publicity measures. PMC officials claim that they have tried to promote CC through various measures. The citizens unanimously emphasized the fact that they are not satisfied with the efforts taken by the officials to publicize CC. The officials have put minimum efforts to popularize it. The citizens mentioned that the officials should publicize the charter initiatives through popular mass media channels such as TV, radio, news papers (both Hindi and English dailies), display on notice boards at public places, door to door campaigns, and public seminars, etc. Further, they underline that the officials must print the CC in Hindi also since a large segment of the population is only able to read and understand vernacular languages.

The findings points out that majority of citizens were not involved in the charter formulation. Further, the citizen accepted that they never came across the term CC from any official and/or their councilors. Moreover, they did not hear this from any other sources and mass media. They alleged that PMC officials are not making sufficient efforts to take CC at people's door steps. Further, they are passive and indifferent towards most of the government activities. They underlined that their presence hardly make any difference to the outcome of a decision. In a way by and large their participation is meaningless. Therefore, lack of awareness and prevailing passivity hamper the required public support. Public support affects effective implementation of CC in a number of ways. For example, citizens' lack of awareness leads to poor knowledge of its main contents. Without proper knowledge citizens cannot avail their rights and privileges. And hence, they unable influence bureaucrats to meet standards mentioned in the CC which in turn affects effective implementation of the CC.

The following table summarizes the indicators and a discussion on the role of public support in successful implementation of the CC.

**Table 7.8: Criterion to Evaluate Public support**

| SN | Indicators | Leads to Successful implementation | Leads to ineffective implementation | PMC |
|---|---|---|---|---|
| 1 | Education level | High | Low | Adequate |
| 2 | Attitude | Positive Active and Vigilant | Negative Passive and Indifferent | Positive Passive and indifferent |
| 3 | Awareness level | High | Low | Inadequate |
| 4 | Knowledge | Adequate | Inadequate | Inadequate |
| 5 | Publicity measures | Adequate | Inadequate | inadequate |
| 6 | Difficulty level | Low | High | Difficult to understand |

Source: Data from field study.

## 7.3 Conclusion

Political will and public support are necessary for the effective implementation of citizen's charter. The field study shows that the politicians are not fully aware and well informed about the CC measures. Further, they lack motivation and commitment towards it. In addition to that, lack of communication, cordial and harmonious relationship between politicians and bureaucrats have aggravated the situation. They do not have much concern to further the CC advancement. Such attitude, therefore, on their part has weakened the effectiveness of the charter implementation.

The citizens believe that the government is hardly concerned in making the system more transparent, accountable and responsive. In other words, the public has serious

misgivings on the true intentions of government to make the CC a success story. To a large extent they believe that the government lacks the required political will to implement the CC successfully. The top executives need to devise strategies to embed the CC in local leaders' cognition. Besides, the government requires evolving and enforcing a proper compliance system so that its intentions will be considered as a true attempt rather than a political gimmick to legitimize its actions.

Significant public support is also very important to execute new reform and the same is true in the case of CC. In the case of PMC, citizens are totally ignorant about the charter programme. They do not have any knowledge about it. The bureaucrats and the politicians have made little efforts to take the CC at their doorsteps. To a large extent much needed public support is missing. In the absence of the two main ingredients viz. strong political will and public support, the CC would remain a myth.

# CHAPTER - 8

# SUMMARY AND DISCUSSION

## 8.0 Introduction

As stated in chapter one, the major issue behind this study was "to uncover the main factors that affect effective implementation of citizen's charter". This concluding chapter is mainly devoted to summaries of the study. First, a recap of main issues of this study is highlighted. Second, an overview of the extent to which the independent variables affect successful implementation of the CC is presented. It also underlines which are most essential in successful implemented of CC. The fourth section discusses the future prospects of the CC in India. The chapter is concluded with some recommendation to make CC implementation a fruitful exercise.

I sought to address the following questions. What is the background of the citizen's charter? What is the extent of the implementation of the CC? What are the factors that affect its effective implementation? More specifically by looking at the PMC case study, I tried to find   a) Does leadership matter in the implementation of CC? b) Does the PMC have adequate administrative capacity to implement CC? c) To what extent, do administrators at top and bottom levels accept and approve CC? d) Is the implementation backed by adequate financial resources and knowledge? e) Does a strong political will exist for its implementation? f) Do people feel a part of the process of the CC implementation?

The main assumption of this study is that "cultural, organizational and political factors affect successful implementation of the citizen's charter". This assumptions is derived from previously conducted research and findings (see Hewlett and Ramesh: 2003; Hill: 2000; Vincent and Crothers: 2000; Rainey and Steinbauer: 1999; Lane: 1997; Thomas and Grindle: 1990; Lipsky: 1980; Van Horn and Van Meter: 1976; Meier and McFarlane: 1996; Mazmanian and Sabatier: 1989; Pressman and Wildavsky: 1973).

The study was carried out through a mixed methods approach. The data were collected through open-ended interviews and non-participatory observation. Besides, secondary resources were utilized to ensure reliability and validity. Results are presented through descriptive and narrative text, simple computations and logical reasoning.

## 8.1 The Extent of the Citizen's Charter Implementation

The findings of the study show that the implementation of CC in PMC is far from reality. This study supports what some other studies have established in some other cases in India (Ghuman: 2000; CCC: 1998a; …... 1998b; ….: 1998c). The CC is still not embedded in the cognition of the officials. The officials lack seriousness to implement CC. PMC has failed to circulate the charter among street level bureaucrats. Field studies have clearly shown that most of the officials of the public organizations are not aware about the charter programme (ibid). The study findings also confirm that the officials at PMC lack commitment and seriousness to implement CC. In addition to this, most of the street level bureaucrats in PMC do not have sufficient knowledge about the charter programme. Further, the discussion with PMC key officials revealed that they have not been marketing the idea of CC because of fear of mounting public pressure to improve the quality and delivery of services.

Access to full and accurate information about services is one of the most important and cornerstone of the charter programme. But in PMC information is not freely and easily available. Control over information and non-sharing with citizens has made the bureaucracy powerful. Any initiative aiming to free flow of information to citizens is thwarted in subtle ways by the bureaucracy and the charter programme is no exception. The Consumer Coordination Council (CCC) team faced problems to get information about the status of services while evaluating charter programme sponsored by the DAR&PG. It is only on the intervention of the DAR&PG, the concerned public organizations supplied information to the CCC (CCC: 1998a).

This study also shows that people were not involved in the charter programme. All the respondents confirmed that what to talk of participation even most of them are not aware

about the charter programme. Most of the CCs are drafted over night under the guidance of the government (Sharma and Sharma: 2002; Ghuman: 2000). Therefore, by and large, it was kept out of the public domain.

In the absence of free and accurate information, lack of wide publicity of CC, and no room for their participation of the citizens, the officials are not accountable. The officials of PMC do not get feedback from citizens about their needs, demands and preferences. They hardly offer what the citizens are looking for. The citizens explained that the concerned officer usually does not pay heed to their requirement. Further, the respondents elaborated that the officials are not responsible.

At the union level, the CC has made some substantial dents especially in the case of nationalized banks, the Reserve Bank of India (RBI), Life Insurance Corporation of India (GIC), General Insurance Corporation, etc. At state and local levels, many hurdles are affecting effective implementation of the CC. The bureaucratic commitment towards the CC has receded over time. The programme has mainly been confined to routine meetings of the bureaucracy. The CC in PMC has not made any bearable mark in the old system. Moreover, with the passage of time the effective implementation of the CC has also been eroded. At this stage CC is nothing but a mere document that is lying in lockers and getting dust.

## 8.2 Factors affecting the Successful Implementation of the Citizen's Charter

This study has focused mainly on eight independent variables which were perceived to have affected, to different extents, the successful implementation of the CC in Panchkula Municipal Council. Most of the theoretical questions pertaining to this study are based on determining and analyzing the factors that affect the effective implementation of the CC. A detail discussion of the different factors and how they affect the CC implementation have been presented in chapter five to chapter seven. Mainly the six independent variables have affected the successful implementation of the CC in varying

degree. The following section gives a brief overview of those factors that determine the successful implementation of the CC in PMC.

*Power Distance:* The study revealed that there exists a large power distance in the Indian society in general and PMC in particular. The power distance engenders authoritarian tendencies in PMC officials. This leads to concentration of authority at the top and paucity at the bottom. In the absence of mandate, the frontline staff cannot initiate and decide nothing but look upwards for seniors' approval. Moreover, such attitude leads to limited participation by both subordinates as well as citizens. In a nutshell, the higher echelons lack a stance that treats both subordinates and citizens as equal partners in the governing the affairs, thereby, making the implementation of the CC a productive experience.

*Uncertainty avoidance:* the findings suggest that PMC has a strong uncertainty avoidance propensity. This in turn breeds many maladies in the functioning of the PMC. For example, Strong uncertainty avoidance fosters a predisposition for rules and regulations. The officials avoid bending and or breaking the rules. In other words, such an approach breeds inflexibility that make the system handicap to meet exigencies efficient and effectively. Further, officials usually are averse to experiments, changes and new ideas. Alternatively, they do oppose everything but status quo. They do not promote any type of innovations. Furthermore, this type of culture makes the system closed and thereby tries to minimizing the sharing of resources such as information with citizen. Therefore, affect the effective implementation of the CC.

*Disposition of Implementers:* The PMC has a limited capacity to implement the CC successfully. This means proper orientations and training programmes are the need of the hour to realign the old bureaucratic norms and habits otherwise those are hampering the cultivation of new values and practices to make administration citizen-friendly. Without proper training the ownership factor among the bureaucracy are currently quite low. In the long run without desired ownership no reform how good it is can make much headway. Lack of comprehension is another factor that is creating hurdle for effective

implementation of the CC. therefore, without proper training and orientation the reform of CC is destined for failure.

*Inadequate Human and capital resources:* PMC is lacking adequate resources. Especially its staff have not been updated and modernized through proper training. Therefore, by and large, the officials are untrained and unskilled. In other words, they are not competent to handle the changes entail in the citizen's charter. To upgrade their knowledge bases and skills, organized training is the needed of hour. In the absence of the adequate capacity the CC cannot make any deep impact on service delivery mechanism. Similarly, PMC does not posses sufficient funds to purchase many accessories to cater services efficiently and effectively. To implement the CC with full strength and vigor it needs more budgets for hiring new employees, training programmes and infrastructure. Without these the fate of CC will meet non but failure.

*Symbolism vs. Political Will:* Notwithstanding the noble intentions of the government for improving the public services, there are serious misgivings that the government lacks the required political will to implement the CC successfully. To force the bureaucracy to take the reform agenda of the CC seriously, the strong political will is sine qua non. Alternatively, there needs political determination backed by proper compliance mechanism to control the behaviour of bureaucrats. Without the required political will, government endeavours to implement the CC are simply deemed as a political ritual that is intended only to gain legitimacy for its policies.

*Public Support:* Public support is also a necessary prerequisite to make the CC a fruitful exercise. Despite the officials claim for wide publicity, the public at large is in dark about the charter programme. The citizens are totally ignorant about the government measures to empower them through the CC. They revealed that the officials have not utilized the popular mass media channels for making the CC initiatives. In other words, there is a lack of adequate populace supports to further the CC. The popular support is quite essential for public policies generally and specifically in the case of the CC. As the charter programme mainly aim at empowering the citizens through some specified rights

and privileges. But in the absence of sufficient awareness and knowledge these rights and privileges are meaningless. In other words, in such as grim the CC will exist but merely in papers.

## 8.3 Most important factors necessary for successful implementation of the citizen's charter

On the basis of findings and analysis of this study, it can be argued that the most important factors indispensable for successful implementation of the citizen's charter is political will and public support. If strong political will is not established through proper mechanism viz. rewards and sanctions, such a compliance system will make public service more performance oriented. And ultimately this will enhance efficiency and effectiveness of the public services. Further, political determination can also dismantle the strong bureaucratic cartel and make the system more transparent, open and responsive. In addition, continuous scrutiny by politicians will compel the bureaucracy to realize the organizational goals and objectives. Political will also opens up more avenues to the PMC to have better access to the required resources to implement the CC successfully. For example, it can bring and muster more funds for infrastructure and training programmes, orientation and refresher courses for the bureaucracy. This will engender a sense of ownership among them. And eventually it will lead to successful implementation of the CC.

At the same time, public support is also very crucial for the effective implementation of the CC. Well awakened citizenry will enforce the bureaucracy to perform better to meet the CC benchmarks. Informed citizens will articulate their interests and demands in a lucid way. Further, they will also evaluate PMC services in a better way and can offer proper feedback to improve services. Above all, populace support will lead to augmented acceptance and eventually it will generate much sought after legitimacy to the system as a whole.

## 8.4 Conditions required for the successful implementation of the Citizen's Charter

Based on the findings, to implement public policy successfully requires certain conditions to be fulfilled. Further, these conditions vary from country to country. In the Indian context, many unique challenges are faced in the process of effective implementation. In other words, there are specific prerequisites that need to be fulfilled if a policy reform such as the citizen's charter is to be implemented successfully. The figure below depicts the conditions required for the successful implementation of the citizen's charter in Panchkula Municipal Council.

**Figure 8.1: Conditions required for successful implementation of the CC**
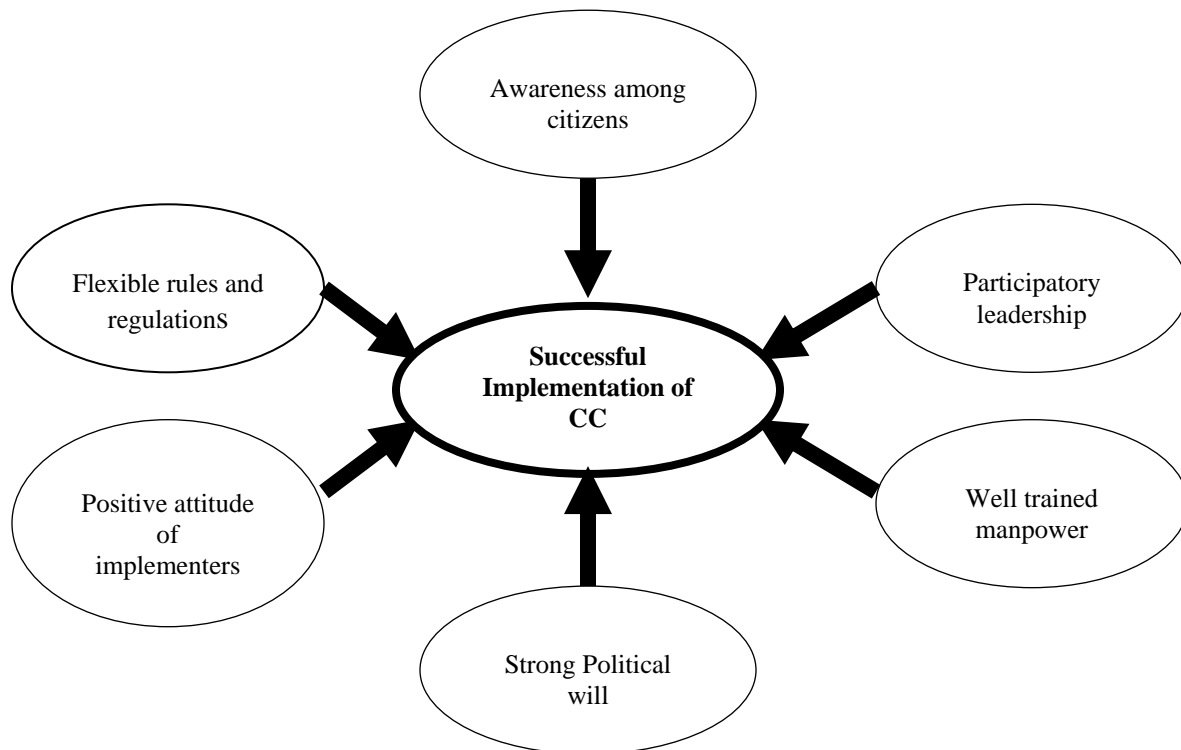


**Source:** Derived from the study findings.

## 8.4 Future of the Citizen's Charter in India

From the last couple of decades, new trends and development are added in the literature and theory of public administration, and New Public Management is one of the most comprehensive series of reforms that aims to enhance efficiency and effectiveness in

public service delivery mechanism. It is said that NPM has its root in the western world. International organizations such as the World Bank, the United Nations, and the IMF have been advocating for NPM. In fact, these organizations are the main driving force behind such reforms in taking NPM agenda to developing countries.

But usually, the champions of NPM fail to consider that it is not easy to induce product of a developed culture in a developing nation. First, structural contexts play crucial role in deciding the success of new change or reform. Secondly, Culture works as the main screening wall and rejects new changes that are not compatible with it. Last not least, environmental conditions are very important (Olsen: 1992) for furthering reforms and CC is no an exception to this. In a way environmental, culture, structural contexts deny NPM's claim of universality (Brunsson and Olsen: 1993; Hood: 1991; Pollitt: 1990). National culture may resist absorption into a global model (Dunleavy and Hood: 1994). National culture is unique and distinctive, and in various way resistant to the application of so called best practices.

Similar story has happened in the case of path-breaking device Citizen's Charter that was introduced in India with lot of fanfare. India imported CC directly from United Kingdom where it has been working effectively and regarded as a 'success story' and an example of 'best practice' (Commonwealth Secretariat: 1996). But India is not UK; India has its own culture, institutions and conventions that did not have compatibility with CC.

Besides, policy makers in India failed to contemplate prerequisite conditions that were sine qua none to make CC work effectively. If the Indian government would have taken care of necessary pre-exercise before launching CC, then would be the CC did not meet with this fate. At present the CC has very weak and bleak chances to work as tool of democratization through creating and inculcating new values such as public participation, accountable, responsible and transparent governance. Rather, a lot of home work is required to make CC a real and effective vehicle to achieve the above-mentioned benchmarks.

## 8.5 Suggestions

In light of the above discussion it is explicit that the charter programme in India is at infancy stage. Currently, this programme is in doldrums. The substantial and tangible results are not following the charter programme. To harvest good results from the charter programme, India needs to draw upon some lessons from the international experience in general and from the UK experience in particular. Through the following measures the CC may make headway: a) to listen and care for citizens is very crucial for the success of the charter programme. The citizens' voice can be sought through various mechanisms such as citizens' survey, citizen panels, customer feedback cells or cards, consultations, focus groups, walking in citizens' shoes, etc. b) For effective charter programme, it is not only important to build rapport and harmonious relationships with the citizens, but to involve street level bureaucrats in the charter programme. c) The CC document should be simple, clear, and easily accessible not only in English and Hindi but also in vernacular languages. d) The steps must be taken for regular monitoring and wide publicity to the charter programme. The government should use more and more mass media channels such as TV, newspapers, public notice broads, and door to door campaigns for the wide publicity of the charter programme. Besides, the government should opt for more and more e-measures to provide services. e) Evolve a mechanism of rewards and penalty depending upon extent, to which employees are using the CC. f) Proper training programmes, orientations and refresher courses should be chalked out to train and fully equip manpower with new values system. g) Given to bureaucracy it will not step to transfer the power to citizens. Only strong political will can divest the strong cord of bureaucracy. To dismantle the cartel of bureaucracy is to introduce agency model on the pattern of the UK. h)  There is a need of an active, vigilant and regular oversight by citizens, media, NGOs, researchers, potential users and staff is sine qua non to make charter programme successful.

## 8.6 Conclusion

In this study, I have explored the factors that affect the successful implementation to understand the implementation process of the citizen's charter in Panchkula Municipal

Council. The following table concludes the major findings and results of this study along with strategies to make implementation of the CC a fruitful exercise.

**Table 8.1: Summary of the Study**

| Variables | Ideal conditions | Present scenario | Way forward |
|---|---|---|---|
| Power Distance | Participatory leadership Interdependence | Authoritarian leadership Closed structure | Delegation of power Joint decision-making Open structure |
| Uncertainty avoidance | Least and flexible rules and regulations Innovative environment Result-orientation | Rigidity Un-innovativeness Status quo Process-orientation | Simplification of rules Trust building |
| Disposition of Implementers | High competency Positive attitude | Incompetent Negative attitude | Capacity building Socialization |
| Resources | Adequate funds Skilled and trained manpower Access to specialized facilities | Inadequate funds Shortage of staff Unskilled and untrained manpower Lack of specialized facilities | Proper budgeting New recruitments Training and refresher courses |
| Symbolism and Political will | Strong political will rather than symbolism | Lack of backing from politicians to enforce compliance | CC needs to be linked with rewards and penalties |
| Public support | Well informed citizenry | Lack of awareness among citizens | Wide publicity measures Aggressive Marketing |

**Source:** data from the field study.

## 8.7 Implications for Future Research

This study has explored the main factors that have been affecting the effective implementation of the citizen's charter. It would be beneficial if future research is done to investigate to more cases studies for larger generalization. This would lead to the development of a comprehensive model for the understanding policy implementation especially in the Indian context. Can this understanding of policy implementation be universally applied? Future research may be conducted to evaluate the performance of the charter programme in India. Further, a comparative study of the UK and India may be pursued to map why the citizen's charter programme is more effective than India? What are the lacunae? And how the existing gaps may be plugged to make the charter a worthwhile exercise?

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*http://www.unescap.org*

http://www.acdi-cida.gc.ca

# APPENDICES

**Appendix 1: Table 2.1 below shows the details about the participants of the study**

| SN. | DESIGNATION/JOB TITLE | Organization/Department |
|---|---|---|
| 1 | Principal Secretary | Head of the State Administrative Reforms Department |
| 2 | Executive Officer, PMC | Panchkula Municipal Council |
| 3 | Secretary, PMC | Panchkula Municipal Council |
| 4 | Building Inspector | Panchkula Municipal Council |
| 5 | Chief Sanitary Officer | Panchkula Municipal Council |
| 6 | Office Superintendent | Panchkula Municipal Council |
| 7 | House Tax Clerk | Panchkula Municipal Council |
| 8 | Assistant Clerk | Panchkula Municipal Council |
| 9 | Office Clerk | Panchkula Municipal Council |
| 10 | Office Clerk | Panchkula Municipal Council |
| 11 | Vice President, PMC | Panchkula Municipal Council |
| 12 | Municipal Councilor | Panchkula Municipal Council |
| 13 | Municipal Councilor | Panchkula Municipal Council |
| 14 | Municipal Councilor | Panchkula Municipal Council |
| 15 | Municipal Councilor | Panchkula Municipal Council |
| 16 | Professor | Department of Public Administration, Panjab University Chandigarh |

## Appendix 2: Citizen's Charter of Municipal Council, Panchkula

Citizen Charter Published on: 15-08-2003

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We the officers, officials and members of municipal council Panchkula having committed to the development of the town as well as pursuance of higher quality of civil life for the citizens of the towns having set the following objectives for the realization of the goals within the frameworks of the Haryana Municipal Act, 1973 and various byelaws made there under and within the available means of the municipality:-

1.  Transparency in administration and recognition of the rights of the citizens to public information.

2.  Public Accountability of the different functionaries of the Municipal Administration.

3.  Administrative efficiency through de-centralization and citizen friendly method of working.

4.  Citizen Participation, as far as possible, in the process of development.

5.  Speedy and Responsive redressal of public grievances of citizens through existing channels as well as through proposed charter.

6.  Special consideration of the weaker sections of the society such as small children, schedule castes, backward classes, slum dwellers and women.

7.  Reviews and reforms in the administrative procedures with a view to making them results oriented.

Proclaim this charter of detailed municipal services, quality of service, access to information, participation in decision making process and time bound schedule of service, sanctions and approvals.

It also indicates that the functionaries and citizens can meet to resolve the respective matters. The charter will be widely publicized so that the citizens can it in dealing with the municipal administration. We earnestly seek the cooperation and involvement of citizens in moulding the municipal organization into a purposeful and efficient instrument if democratic governance.

**Various Services provided by M.C. to its citizens:-**

SANITATION
ROAD/DRAIN/BUILDING MAINTENANCE

| Particulars | Work Completion period | Concerning Officers & Office Address | Particulars | Work Completion period | Concerning Officers & Office Address |
|---|---|---|---|---|---|
| | | | | | |

| | | | | | |
|---|---|---|---|---|---|
| Cleaning roads | Every day | Sanitary Inspector of Area/Private Contractor | Temporary filling of pot holes/road cuts | Withing 3 days | Area J.E |
| Removal of Garbage from Municipal Rubbish bins | Everyday | Sanitary Inspector of Area | Patch Repair | Within 5 days | Area J.E. |
| Removal of Garbage on receipt of complaint | Within 2 days | Sanitary Inspector of Area | Removal rubbish Malb from Public land by owner | Notice to owner within 48 hrs. | Building Inspector of Area |
| Complaints regarding In sanitary conditions | Within 2 days | Chief Sanitary Inspector/Sanitary Inspector of Area | Removal of rubbish (Malba by M.C. if owner fails to comply) | One week after notice (cost recovered from owner) | Tehbazari inspector of area Building Inspector of Area |
| Complaints regarding stray dogs/cattles | Every Day | Sanitary Inspector of Area | Removal of encroachment on road<br><br>a) Temporary<br><br>b) Permanent | a) Within 2 days<br><br>b) Within 15 days | J.E. of he Area<br><br>J.E. of the Area |
| Complaint regarding dead animals | Immediate | Sanitary Inspector of Area | Drain Repairs<br><br>a) Minor Repair<br><br>b) Major Repair | One week<br><br>One Month | M.E./J.E. of the area |
| | | | Construction of New Road/Drains | Two months | |
| KEEP PANCHKULA CLEAN & GREEN ||| REMOVE CONGRESS GRASS |||
| STREET LIGHT ||| LICENCES |||
| Particulars | Work Completion period | Concerning Officers & Office Address | Particulars | Work Completion period | Concerning Officers & Office Address |
| Request for installation (New arrangement) | Within 1 month | Light Inspector/J.E./ Privte Contractor | Supply of Application forms | All working days | Licence Clerk |
| Repair of street light | Within 2 days | Light Inspector/J.E. | Acceptance & Acknowledgment of application and receipt of licence fees. | Same day | Licence Inspector |

| | | | Reporting deficiency in application to the applicant | Within 2 days | Licence / Sanitary Inspector |
|---|---|---|---|---|---|
| | | | Grant of Licence | Within 7 days after Tax deposit of Licence fees and clearance of deficiencies | Superintendent |

| N.O.C. | | | FIRE SERVICE | | |
|---|---|---|---|---|---|
| Particulars | Work Completion period | Concerning Officers & Office Address | Particulars | Work Completion period | Concerning Officers & Office Address |
| NOC for water supply/sewerage connection | Within 2 days | Junior Engineer of the area | Fire Calls | Immediately | Fire Officer |
| NOC for electricity | Within 2 days | Junior Engineer of the area | Fire Reports as per occurrence book | Within 2 days | Fire Officer |
| NOC for registration of sale deeds | Within 15 days | Junior Engineer/ Building Inspector of the area. | | | |

| MORE PLANTATION-LESS POPULATION | FOR FIRE CALL 101/2560926 / 2579875 |
|---|---|

| MUNICIPAL TAXES | | | MISCELLANEOUS | | |
|---|---|---|---|---|---|
| Particulars | Work Completion period | Concerning Officers & Office Address | Particulars | Work Completion period | Concerning Officers & Office Address |
| Enquiry | Every working day | Tax Superintendent | Disposal of every type of complaints (Non specific) | Within 3 days | Office Superintendent |
| Correction of bills | Within two days | Tax Superintendent | All types of copies other than House Tax | Within 3 days | Office Superintendent |
| Deposit of Taxes | Every working day | Concerned Clerk | Domicile / Resident/ Caste certificate Verification | Same day | Tax Superintendent & Secretary |
| Transfer/addition of property for tax on land and buildings purpose. | Within 4 days | Tax Superintendent | Enquiries regarding supply of materials/ tender of municipal works | Same day | M.E. |

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| Particulars | Work Completion period | Concerning Officers & Office Address |
|---|---|---|
| Copies relating to tax on land and building | Within two days | Tax Superintendent |
| Decision of transfer of tenancy of Municipal Shops / Khokhas receipt of application | Within 3 days of complete application as per rules | Tax Superintendent |

| PARKS | | |
|---|---|---|
| Particulars | Work Completion period | Concerning Officers & Office Address |
| Development of New Parks | 2 Months | Municipal Engg. |
| Grass Cutting, Pruning of Hedges etc. | 1 Week | J.E. of the area |
| Watering/ Cleaning | 2 Days | J.E. / Sanitary Insp. |

SUGGESTIONS ARE ALWAYS WELCOME

Note : Maintenance of parks with public participation

| RENTED MUNICIPAL | | |
|---|---|---|
| Particulars | Work Completion period | Concerning Officers & Office Address |
| Application for reservation grounds parks for function | Application alongwith requisite fees submitted/deposited within 7 days before the function | Rent Inspector/ Clerk |
| Decision of allotment | Within 2 days after receipt of application | Rent Inspector/ Clerk |
| Confirmation of reservation | Within three days from the receipt of application | Rent Inspector / Clerk |
| In case of cancellation | Within two days from receipt of application payment of refund. | Rent Inspector/ Clerk |
| | | |
| | | |

| BUILDING PERMISSION | | |
|---|---|---|
| Particulars | Work Completion period | Concerning Officers & Office Address |
| Any enquiry regarding submissions of building plan | Every working day | Building Inspector/J.E. of the Area |
| Submission of Building plan | Every working day | Building Inspector / J.E. of Area |
| Decision on buildings plans | Within 60 days | Municipal Engg/ J.E. |
| Issuance of DPC certification | Within a week | Municipal Engineer / J.E./ B.I. |
| Extension of validity of Building plan. | Within 15 days | Municipal Engineer / J.E./ B.I. |
| Issue of Completion Certificate | Within 30 days | Municipal Engineer / J.E./ B.I. |

| | | | Composition of unauthorised construction if compoundable as per Bye-laws | Within 30 days | Building Inspector/J.E. of the Area |
|---|---|---|---|---|---|
| | | | Action on complaints regarding unauthorised construction/encroachment | Immediate | Building Inspector/J.E. of the Area |
| USE DUSTBINS | | | AVOID POLYTHENE | | |

## Municipal Councillors

President : Mrs Seema Chaudhary  Ph. : (O) 2583695 (R) 2578153

Vice President : Mrs. Kuljeet Waraich Ph. : (O)  2583695 (R) 2557964

| Ward No. | Name & Address | Phone (Resi.) | Ward No. | Name & Address | Phone (Resi) |
|---|---|---|---|---|---|
| 1. | Kuljeet Kaur Waraich H.No.9, Bhainsa Tibbaa, Panchkula | 2557964 | 17. | Amoljit Chaudhary H.No. 12, Devinagar, Panchkula | 2567699 |
| 2. | Renuka Rai Walia H.No. 205, GH-36, M.D.C., Panchkula | 2556228 | 18. | Anjala Kataria H.No. 2/42, Sec. 20, Panchkula | 2570199 |
| 3. | Chandarbhan Goyal H.No. 491, Sec. 7, Panchkula | 2597044 | 19. | Balwinder Singh H.No. 60, Sec. 12-A, Panchkula | 2583705 |
| 4. | Vinod Kumar Sood H.No. 20, Sec. 6, Panchkula | 2565620 | 20. | Randhir Singh Badhran H.No. 37A, Sec. 14, Panchkula. | 2582229 |
| 5. | Mrs. Jagdamba Gutpta H.No. 859, Sec. 8, Panchkula | 2560775 | 21. | Vikash Chaudhary H.No. 148, Sec. 11, Panchkula | 2563365 |
| 6. | Vijay Kumar Kapoor H.No. 361, Sec. 17, Panchkula | 2561368 | 22. | Sharda Gupta H.NO. 558, Sec. 12, Panchkula | 2565300 |
| 7. | Dalbir Singh H.No. 224, Rajiv Colony, Panchkula | 94170-09293 | 23. | Manvir Kaur Gill H.No. 210, Sec. 12, Panchkula | 2578875 |
| 8. | Mahender Singh H.No. 944, Sec. 17, Panchkula | 94170-17155 | 24. | Saranjit Kaur H.No. 645/3, Haripur, Panchkula | 2578650 |
| 9. | S.S. Goyal H.No. 151, Sec. 16, Panchkula | 2564742 | 25. | Tarun Bhandari H.No. 534, Sec. 4, Panchkula | 2573109 |
| 10. | Jai Megha Dhiya H.No. 450, Sec. 9, Panchkula | 2565450 | 26. | Seem Chaudhary H.No. 153, Sec. 2, Panchkula | 2578153 |
| 11. | Rajinder Kumar  Kakkar H.No. 1110, Sec. 10, Panchkula | 2569599 | 27. | Pawan Kumar Mittal H.No. 773, Sec. 2, Panchkula | 2579773 |
| 12. | Naresh Kumar Rawal H.No. 290, Sec. 15, Panchkula | 2593290 | 28. | Kasturi Devi H.No. 270, Vill. Kharak Mangoli, Old Panchkula | 2579179 |
| 13. | Randhir Singh Malik H.No. 1635, Sec. 15, Panchkula | 2595835 | 29. | Gomti Parsad H.No. 872, Azad Colony, Panchkula | 2561559 |
| 14. | Sunil Talwar | 2593648 | 30. | Anita Aggarwal | 2583454 |

|     |                                                        |         |     |                                                              |         |
|-----|--------------------------------------------------------|---------|-----|--------------------------------------------------------------|---------|
|     | H.No. 1648, Sec. 15, Panchkula                         |         |     | H.No 1028C, Sec. 21, Panchkula                               |         |
| 15. | Mahender Singh<br>H.NO. 145, Budhanpur, Panchkula      | 2591538 | 31. | Amar Singh<br>V.ll. Bana, P.O. Ramgarh,<br>Panchkula         | 2525391 |
| 16. | Om Parkash<br>H.No. 716, Sec. 19, Panchkula            | 2577273 |     |                                                              |         |

## WHOM TO CONTACT IF THINGS GO WRONG

| Sr. | Name            | Rank              | Ph. : (O) | Ph. : (R) |
|-----|-----------------|-------------------|-----------|-----------|
| 1.  | Seema Chaudhary | President         | 2583695   | 2578153   |
| 2.  | O.P. Sihag      | Executive Officer | 2583794   | 2586515   |
| 3.  | J.L. Batra      | Secretary         | 2583695   | 2587426   |

**Appendix 3: List of different organizations that have introduced citizen's charter in Haryana**

The following is the list (as on 05.04.2005) of different departments, organizations and agencies in Haryana state that have formulated their CCs (*http://goicharters.nic.in*)

1. Municipal Council, Panchkula
2. Director General State Vigilance Bureaus
3. Haryana Khadi & Village Industries Board
4. Director, Food & Supplies
5. Commandant General Home Guards & Director Civil Defence
6. Director General of Police
7. Haryana State Agriculture Rural Development Bank Ltd
8. Law and Legislative Department
9. Municipal Committee Pinjore
10. Municipality Committee Kalka
11. Deputy Commissioner, Yamuna Nagar
12. Department of Sports
13. Economic & Statistical Organization
14. District Industries Centre
15. Department of Industries
16. Employment Department
17. Industrial Training and Vocational Education Department
18. Social Justice and Empowerment Department
19. Chief Electrical Inspector
20. Local Bodies Department (Now Urban Development Department).
21. Fisheries Department
22. Haryana Urban Development Authority
23. Controller, Printing & Stationery Department
24. Mines & Geology Department
25. Non Conventional Resources of Energy Department
26. Scheduled Caste/Backward Class Department
27. Consolidation of Holdings Department
28. Animal Husbandry Department
29. Agriculture Department
30. Technical Education Department
31. Civil Aviation Department

32. Haryana Financial Corporation

33. Director of Prosecution, Haryana

34. Director, Women & Child Development

35. Director, Environment, Haryana.

36. Haryana State Pollution Control Board.

37. Secondary Education Department

38. Director, Treasuries and Accounts

39. Haryana Tourism.

40. Haryana Punjabi Sahitya Akademi.

41. Haryana Seed Development Corporation.

42. Director Horticulture

43. Administrator and official Trustee and Treasurer of Charitable endowments

44. Director Health Services (Field Hospitals).

45. District Rural Development Agencies

46. Haryana State Legal Service Authority.

47. Grievances Department

48. Department of Forests

49. Dairy Development Department

50. Institutional Finance & Credit Control Department

**Appendix 4: Questionnaire (Users of Services: Citizens)**

**Purpose of Questionnaire**

The purpose of this interview is to map the use of citizens' charter (CC) by municipal authorities (extent of its implementation) in providing services to citizens. Besides, among other things, to know about the factors inhibiting its implementation, level of their participation in formulation of it and level of awareness about provisions mentioned in it as a tool of citizen empowerment.

I wish to remind you that information gathered from this interview is strictly confidential and no answer given by an individual can be identified. Further, it is mentioned that information provided by you will exclusively be used for the research purpose.

Name ……………………………          Sex …………………………

                                  Age …………………………

Education …………………          Occupation …………………

**Please read the following questions carefully. Tick one out of the given choice which you deem most appropriate.**

1. Do you know that Panchkula Municipal Council (PMC) has introduced a document called the 'Citizens' Charter?
   a. Yes
   b. No

2. If yes, how much aware you are?

   ………………………………………………………………………………………………………………………………………………………………………………………………
   ………………………………………………………………………………………………………………………………………………………………………………………………
   ………………………………………………………………………………………………………………………………………………………………………………………

3. How did you become aware of the charter program of PMC?
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   ---------------------------------------------------------------------
   ---------------------------------------------------------------------

   4. In your opinion, is the publicity given to the CC adquate?

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5. Do you have a copy of the charter?

   a. Yes

   b. No

6. Have you read through the contents of the charter?

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   -------------------------------------------------------------------

7. Do you find language used in the CC easy and simple to read and understand?

   -------------------------------------------------------------------

   -------------------------------------------------------------------

   -------------------------------------------------------------------

8. Do you know how to lodge a complaint?

   -------------------------------------------------------------------

   -------------------------------------------------------------------

   -------------------------------------------------------------------

9. Are you aware about grievances redressal mechanism?

   -------------------------------------------------------------------

   -------------------------------------------------------------------

   -------------------------------------------------------------------

10. In your opinion, is grievances redressal mechanism effective enough to solve your problems?

    -------------------------------------------------------------------

    -------------------------------------------------------------------

    -------------------------------------------------------------------

11. On average could you please estimate the duration involved in follow up of the complaints lodged by you.

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a. Immediately         ┌────┐
                       ├────┤
b. Quite long time     ├────┤
                       ├────┤
c. Very long time      ├────┤
                       └────┘
d. No action at all
```

12. Do you think MC officials adhere to time mentioned in CC to fix your grievances?
    --------------------------------------------------------------------
    --------------------------------------------------------------------
    --------------------------------------------------------------------

13. If no, then what you think reasons to be so?

    --------------------------------------------------------------------
    --------------------------------------------------------------------
    --------------------------------------------------------------------

14. Do you feel satisfied with solution offered for your grievances?

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a. Yes, oftenly    ┌────┐
                   ├────┤
b. sometime        ├────┤
                   ├────┤
c. rarely          └────┘
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15. Does PMC obtain feedback from you on the quality and effectiveness of service delivery?
    --------------------------------------------------------------------
    --------------------------------------------------------------------
    --------------------------------------------------------------------

16. If yes, specify the channel to provide feedback to MC.
    --------------------------------------------------------------------
    --------------------------------------------------------------------
    --------------------------------------------------------------------

17. You think that your suggestions/feedback have been reflected in MC follow up action
    --------------------------------------------------------------------
    --------------------------------------------------------------------

18. What would you say about the following services rendered by municipality? Are you very satisfied, quite satisfied, less satisfied or not satisfied at all with----?

**a. Water Supply**

i. Very satisfied

ii. Quite satisfied

iii. Less satisfied

iv. Not satisfied at all

**b. Garbage Collection**

i. Very satisfied

ii. Quite satisfied

iii. Less satisfied

iv. Not satisfied at all

**c. Street Light**

i. Very satisfied

ii Quite satisfied

iii. Less satisfied

iv. Not satisfied at all

**d. Sewerage**

i. Very satisfied

ii. Quite satisfied

iii. Less satisfied

iv. Not satisfied at all

**e. Maintenance of roads**

i. Very satisfied

ii. Quite satisfied

iii. Less satisfied

iv. Not satisfied at all

**f. Parks**

i. Very satisfied

i. Quite satisfied

iii. Less satisfied

iv. Not satisfied at all

**g. Public library**

i. Very satisfied

ii. Quite satisfied

iii. Less satisfied

iv. Not satisfied at all

19. Do municipality provide finances to arrange some services such as to build street, plantation on barren land and so
      a. Yes, oftenly
      b. sometime
      c. Never

20. Do you participate in some activities of the municipality?
      a. Yes
      c. No

21. If yes to above question, please mention them.
      -----------------------------------------------------------------
      -----------------------------------------------------------------
      -----------------------------------------------------------------

22. Is there any provision some sort of committee of which any one can be member to give feed back municipality in decision making?
                                                              a. Yes
      c. No

23. If yes to question number 12, mention the name of such committee(s).
      -----------------------------------------------------------------
      -----------------------------------------------------------------
      -----------------------------------------------------------------

24. How many levels you climb to reach to the chief Executive Officer?
25. How frequently you participate in PMC activities?
26. Do you think that you have access to information needed by you?
27. Comment on the availability of officials.
28. Please specify the working procedure at PMC.
29. Could you please mention reasons for low awareness about CC.

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## Appendix 5: Questionnaire (Employees)

**Purpose of interview**

The purpose of this interview is to map the use of citizens' charter (CC) by municipal authorities (extent of its implementation) in providing services to citizens. Besides, among other things to know about the factors inhibiting its implementation, level of their participation in formulation of it and level of awareness about provisions mentioned in it as a tool of citizen empowerment

I wish to remind you that information gathered from this interview is strictly confidential and no answer given by an individual can be identified. Further, it is mentioned that information provided by you will exclusively be used for the research purpose.

**Questions to be asked:**

Name ……………………………                    Sex …………

                                        Age ………………

Education …………………                    Occupation …………………

1. Do you know that your organization has introduced a document called the 'Citizens' Charter?

Yes

No

2. If yes, how much aware you are?

Fully aware

Somewhat aware

Marginally aware

Not aware at all

3. Do you aware of the main features of the charter of your organization?

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4. Do you aware of the objectives of the charter of your organization?

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5. How important rules are for you?

    Very important

    Quite important

    Important

    Less important

6. Mention how frequently you by pass rules and regulations?

    Often

    Sometimes

    Rare

7. How frequently you bend rules and regulations in dealing with citizens?

    Often

    Sometimes

    Rare

8. How many levels you have to pass to act?

    Too many

    Many

    Less

    Only few

9. How often you take decision yourself on the spot?

    Often

    Sometimes

    Rare

11. How frequently you refer to boss for routine decision?

    Often

    Sometimes

    Rare

12. Do you think that you can take initiative?

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    --------------------------------------------------------------

14. Do you feel free to discuss things about your job with superordinates?

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15. Specify the direction of the flow of information.

    Upward      ☐
    Downward    ☐
    Lateral     ☐
    Both ways   ☐

16. How frequently superordinates seek or get ideas and opinions from you and try to make constructive use of them?

    Often       ☐
    Sometimes   ☐
    Rare        ☐

17. Do you think that CC provisions help to facilitate in dealing with citizen?

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18. if yes, specify reasons why you think so?

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19. If no to question number 17, mention provision you think that hamper smoothing working

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20. Give reasons why you think so?

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    ...................................................................................................................................
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21. Do you think that your organization has sufficient funds to implement CC successfully?

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    ----------------------------------------------------------------------

22. Are the staffs provided proper training to use CC in dealing with citizens?

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    ----------------------------------------------------------------------
    ----------------------------------------------------------------------

23. How frequently the refresher courses, orientation programs are organized?

    Often
    Sometimes
    Rare

24. Do you think staff has requisite educational background to comprehend CC?

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    ------------------------------------------------------------------
    ------------------------------------------------------------------

25. Do you have access to technology to disseminate CC provisions?
If yes, please mention some of them

    ------------------------------------------------------------------
    ------------------------------------------------------------------
    ------------------------------------------------------------------

26. How much time you devote to CC?

    Very long time
    Quite long time
    Less time

27. Do you use CC in daily routine?

    Yes, often
    Sometimes
    No, rare

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## Appendix 6: Questionnaire (Managers)

**Purpose of interview**
The purpose of this interview is to map the use of citizens' charter (CC) by municipal authorities (extent of its implementation) in providing services to citizens. Besides, among other things to know about the factors inhibiting its implementation, level of their participation in formulation of it and level of awareness about provisions mentioned in it as a tool of citizen empowerment

I wish to remind you that information gathered from this interview is strictly confidential and no answer given by an individual can be identified. Further, it is mentioned that information provided by you will exclusively be used for the research purpose.

**Questions to be asked:**

Name …………………………            Sex …………
                                       Age ………………
Education …………………            Occupation …………………

1. Do you aware of the objectives of the charter of your organization?

Yes    ☐
No    ☐

2. If yes, how much aware you are?

Fully aware    ☐
Somewhat aware    ☐
Marginally aware    ☐
Not aware at all    ☐

3. How important rules are for you?

Very important    ☐
Quite important    ☐
Important    ☐
Less important    ☐

4. Mention how frequently you by pass rules and regulations?

Often ☐

Sometimes ☐

Rare ☐

5. How frequently you bend rules and regulations in dealing with citizens?

Often ☐

Sometimes ☐

Rare ☐

6. How often you take decision yourself on the spot?

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------------------------------------------------------------------

7. Do you think that you can take initiative?

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8. Do you think your superordinates have trust on you?

Yes, very high ☐

High ☐

Low ☐

Very low ☐

9. Do you feel free to discuss things with subordinates?

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10. Specify the direction of the flow of information.

Upward ☐

Downward ☐

Lateral ☐

Both ways ☐

11. How frequently you seek or get ideas and opinions from subordinates and try to make constructive use of them?

Often ☐

Sometimes ☐

Rare ☐

12. Do you think that CC provisions help to facilitate in dealing with citizen? If yes, please mention those.

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13. If no to question number 12, mention provision you think that hamper smoothing working

……………………………………………………………………………………………………………………………………………………………………………………………………

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14. Give reasons why you think so?

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15. Do you think that your organization has sufficient funds to implement CC successfully?

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16. Are the staffs provided proper training to use CC in dealing with citizens?

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17. How frequently the refresher courses, orientation programs are organized?

Often ☐

Sometimes ☐

Rare ☐

18. Do you think staff has requisite educational background to comprehend CC?

Yes, most of them ☐

☐

Some of them

Very few ⬜

19. Do you have access to technology to disseminate CC provisions?
If yes, please mention some of them

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20. If no, state main constraints for poor use of
...........................................................
...........................................................
...........................................................
...........................................................
...............................................

21. How much time you devote to CC?
Very long time
Quite long time
Less time

22. Do you use CC in daily routine?
Yes, often
Sometimes
No, rare

23. How do you relate yourself to CC?
24. What you expect citizens' charter to be?
25. What are the changes you wish to bring in the CC?
26. Could you please suggest how municipality can make the CC a
fruitful tool to empower the citizens?
27. How frequently you consult and discuss matter with councilors?

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