

Citizen Charter as an Element of Good Governance: Emergence of the Concept and Design

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Part-I:

Good Governance and Concept of Citizen Charter

Good Governance

This term has emerged frequently in international development reports, program documents and strategic papers for funding/ aid disbursal.

Reforms

LPG

MDG

SDG

.....Contd.

Barber B Conable,
then President of the
World Bank in his
Foreword (Dated 16
Oct 1989) to the
Report titled –
Sub-Saharan Africa:
From Crisis to
Sustainable Growth
described “Good
Governance” as:

World Bank Report
(1992) titled -
Governance and
Development

- A public service that is efficient, a judicial system that is reliable, and an administration that is accountable to its public.

- Good Governance (for the World Bank) is synonymous with sound development management.
- Good Governance is central to creating and sustaining an environment which fosters strong and equitable development, and it is an essential complement to sound economic policies.
- **Citizens need to demand Good Governance.**

.....Contd.

Kofi Annan,
then UN
Secretary-
General (1998),
said:

- “Good Governance is perhaps the single most important factor in eradicating poverty and promoting development”.

The United
Nations High
Commissioner
for Human
Rights
(UNHCHR) in
one of its
publications in
2007 defined:

- “Good Governance as the exercise of authority through political and institutional processes that are transparent and accountable, and encourage public participation.”

Critics of Good Governance

Rachel M Gisselquist (2012), said:

- “Good Governance has become a catchy shorthand way to describe a variety of political and economic institutions and outcomes. While it thus is likely to remain in common public usage, as is, it is not a useful concept for development analysts and policymakers.”

The United Nations Economic and Social Commission for Asia and the Pacific (UNESCAP) quoted:

- “... Good Governance is an **ideal** which is **difficult to achieve** in its totality.”
- It further says, “... **Actions must be taken to work towards this ideal with the aim of making it a reality.**”

UN has identified 8 Characteristics/ Principles of Good Governance

Participatory

Gender-neutral, larger representation either direct or through institutions, informed and organized

Consensus Oriented

Consensus building process or mediation to contemplate interest of larger community

Accountable

Whether it is government or private sector or civil society organization that may affect interest of the public should be accountable

Transparent

Following rules and regulations, ensuring free and direct access to information affecting the public

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Responsive

Serving within stipulated time, avoiding unnecessary delays and hindrances

Effective & Efficient

Ensuring best use of resources for meeting needs of people, sustainable use of natural resources

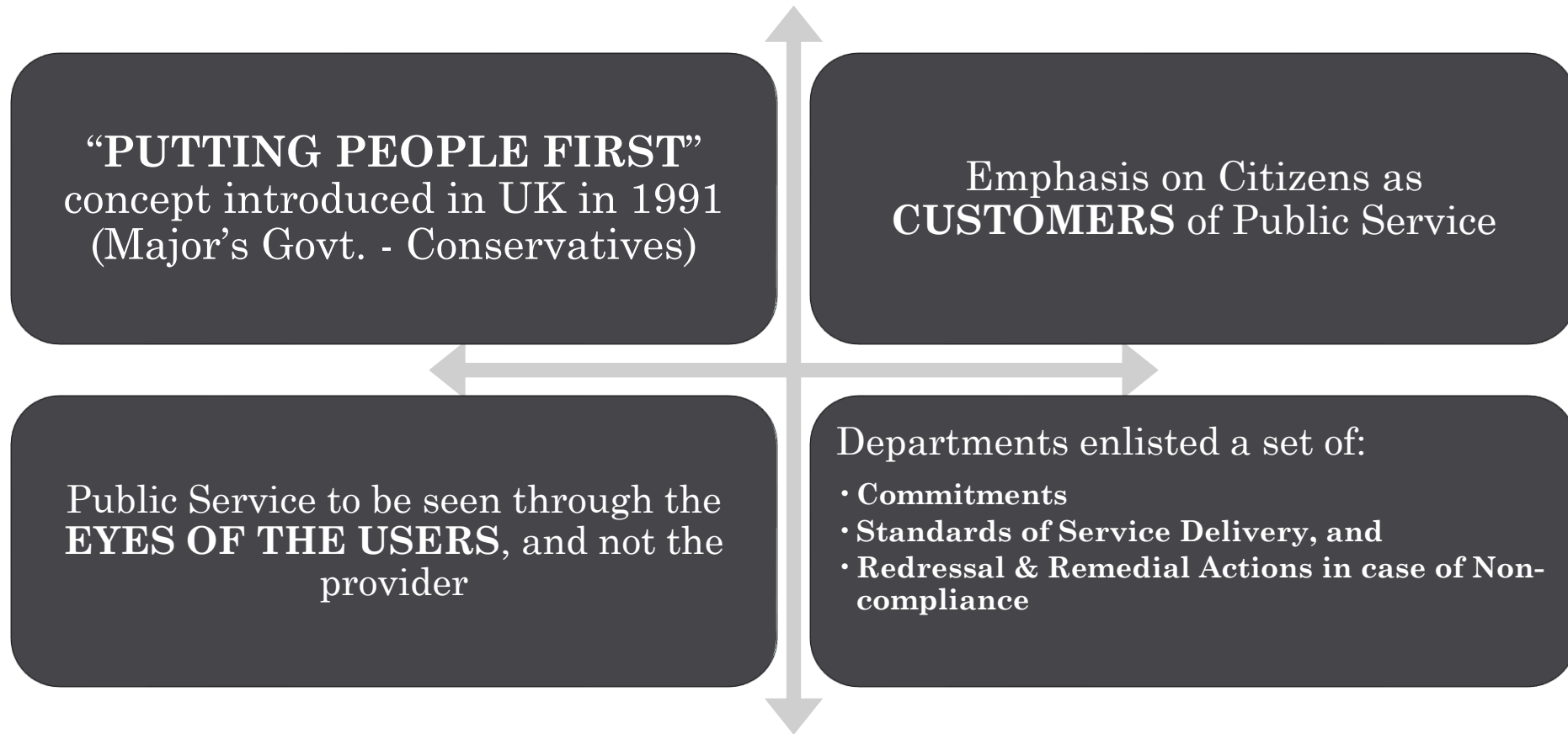
Equitable & Inclusive

Integrating and giving opportunity to all sections of the society

Follows the Rule of Law

Impartiality in enforcement of law, independence of judiciary, treating all equal

Emergence of the Concept of Citizens' Charter



6-Principles (Originally Framed)

Quality:

Improving the
quality of services

Choice:

Wherever and
whatever possible

Standards:

Specify and what if
these are not met

Value:

For the taxpayers'
money

Accountability:

Individuals and
Organisations

Transparency:

Rules/ Procedures/
Schemes/ Grievances

Development of the Concept

1992

- Belgium (Public Service Users' Charter)
- France (Service Charter)
- Spain (The Quality Observatory)

1993

- Malaysia (Client Charter)
- Portugal (The Quality Charter in Public Services)

1994

- Jamaica (Citizens' Charter)

1995

- Canada (Service Standards Initiative)

1996

- OECD

1997

- Australia (Service Charter)
- India (Citizens' Charter)

Parallely Quality Concepts, such as SQC, TQM etc. were also developing

Malaysia (1993) – Client’s Charter

Government
issued
Guidelines to
prepare and
implement
Client’s
Charter

“A written
commitment
by an **Agency**
to deliver
outputs or
services
according to
specified
standards of
quality”

Best Client’s
Charter
Award was
instituted

Distinct
Agency-wide
and Unit
Charters

The concept of
‘service
recovery’ when
things go
wrong –

To restore the
trust and
confidence of
the public
proactively

Australia (1997) – Service Charter

| | |
|---|--|
| | <p>Commitment to improve the quality of service provided by Agencies duly moving away from bureaucratic processes to customer-focused outcomes</p> |
| <p>As TOOL for:</p> | <ul style="list-style-type: none"> • Fostering change • Focus on services delivered • Measure and assess performance • Initiate performance improvement |
| <p>Centrelink - A ONE-STOP SHOP that provides access to Australian government services</p> | <ul style="list-style-type: none"> • It has adopted personalized approach to service delivery • Treats customers with respect and consistency • Takes the complexity out of dealing with government |
| | |

Canada (1995) – Service Standards Initiative

Started by Treasury Board of Canada Secretariat –
Getting idea from Citizens' Charters of the United Kingdom

Started against the backdrop of citizen expectations:

**Friendly, respectful and courteous
service**

Faster response times

**Extended hours at government
offices**

“one-stop-shopping”

Reduce the deficit and
provide value for money
through more efficient
use of resources

United Kingdom (1991-1998) – Modernising Government Initiative

Citizens' Charters got facelifted
through Quality concept:

Service
Quality
face for
delivery
of
public
services

Following Quality Tools got adopted:

Business
Excellence
Model

Investors
in People

Charter
Mark

ISO 9000

Best Value

Quality Tools used in the United Kingdom

Business Excellence Model

- Self-assessment
- Continuous improvement
- Learning and Innovation
- Teamwork
- A culture totally focused on the customer

Investors in People

- Developing strategies to improve the performance of the organization
- Taking action to improve the performance of the organization
- Evaluating the impact on and improving the performance of the organization

Charter Mark

- Quality improvement tool
- Helps in ongoing effort to improve services, products and procedures
- Allows emphasizing on high standards of service delivery taking into account user satisfaction
- Focuses on improving team motivation and morale for enhancing employee productivity and organizational profitability

.....Contd.

ISO 9000

- Defines the requirements for a Quality Management System (QMS)
- Manage processes and systems taking care of customer and other stakeholder requirements
- Core principle - Continuous improvement
- Ensure that products and services are safe, reliable and of good quality
- Consistent and controlled processes of production
- Cost reduction by minimizing wastes and errors, and increasing productivity

Best Value

- Best Value is another term for Compulsory Competitive Tendering (CCT)
- But, it is beyond CCT
- Continuous improvement to ensure economy, efficiency and effectivity
- A watch on organization performance, organization process, and the relationship between them

9 Principles of Citizen Charter



In 1998 UK reached
to the concept of
'SERVICE FIRST'

(TB: Labor)

Hence, emerged 9
Principles as:

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

What is a Citizens' Charter?

It is a Public Statement that defines:

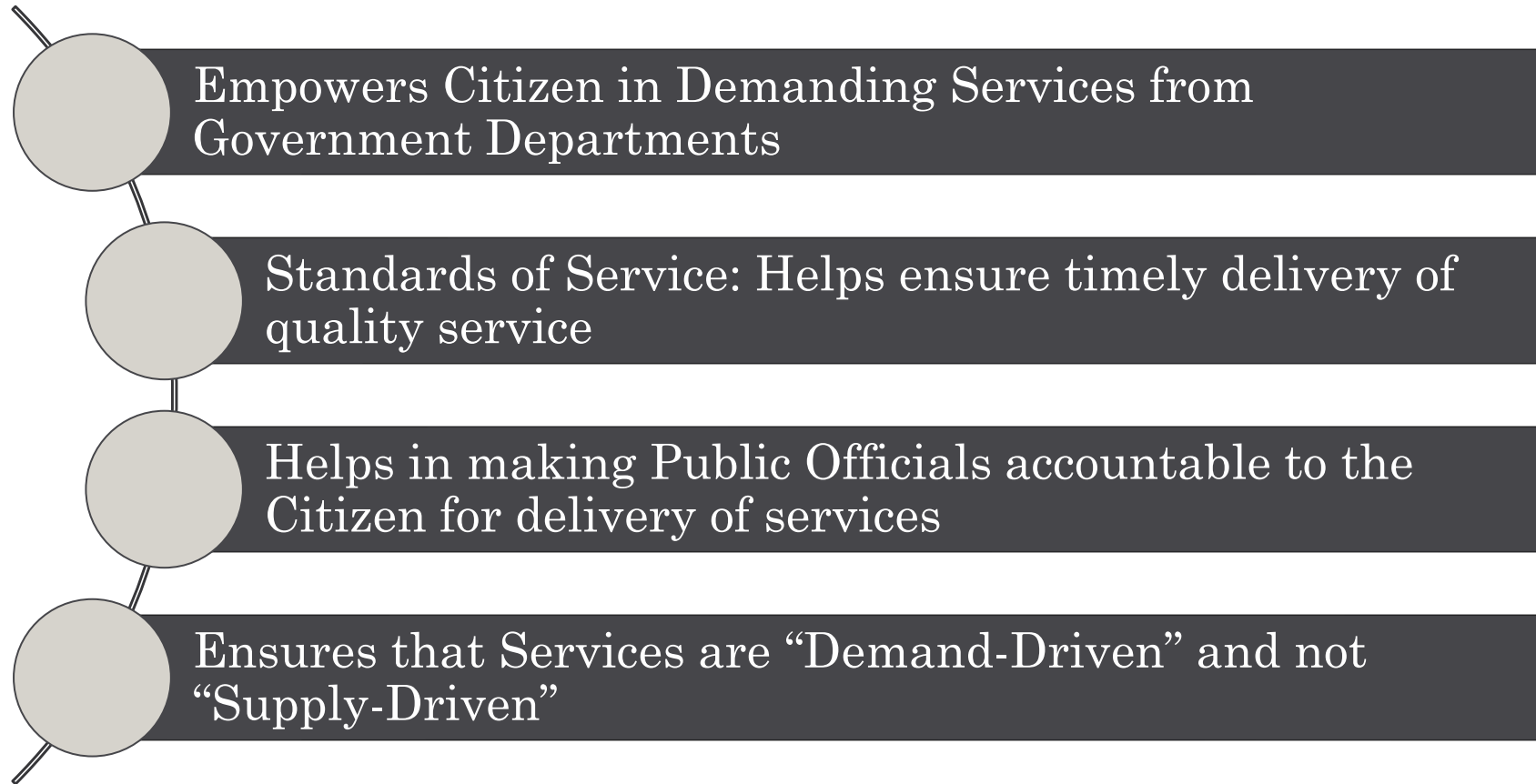
- Entitlement of Citizen to a specific Service
- The Standards of Service
- Conditions to be met by Users, and
- Remedies available in case of Non-Compliance of Standards

It empowers citizens in demanding committed Standards of Service

Basic Thrust is:

- Making public services Citizen Centric

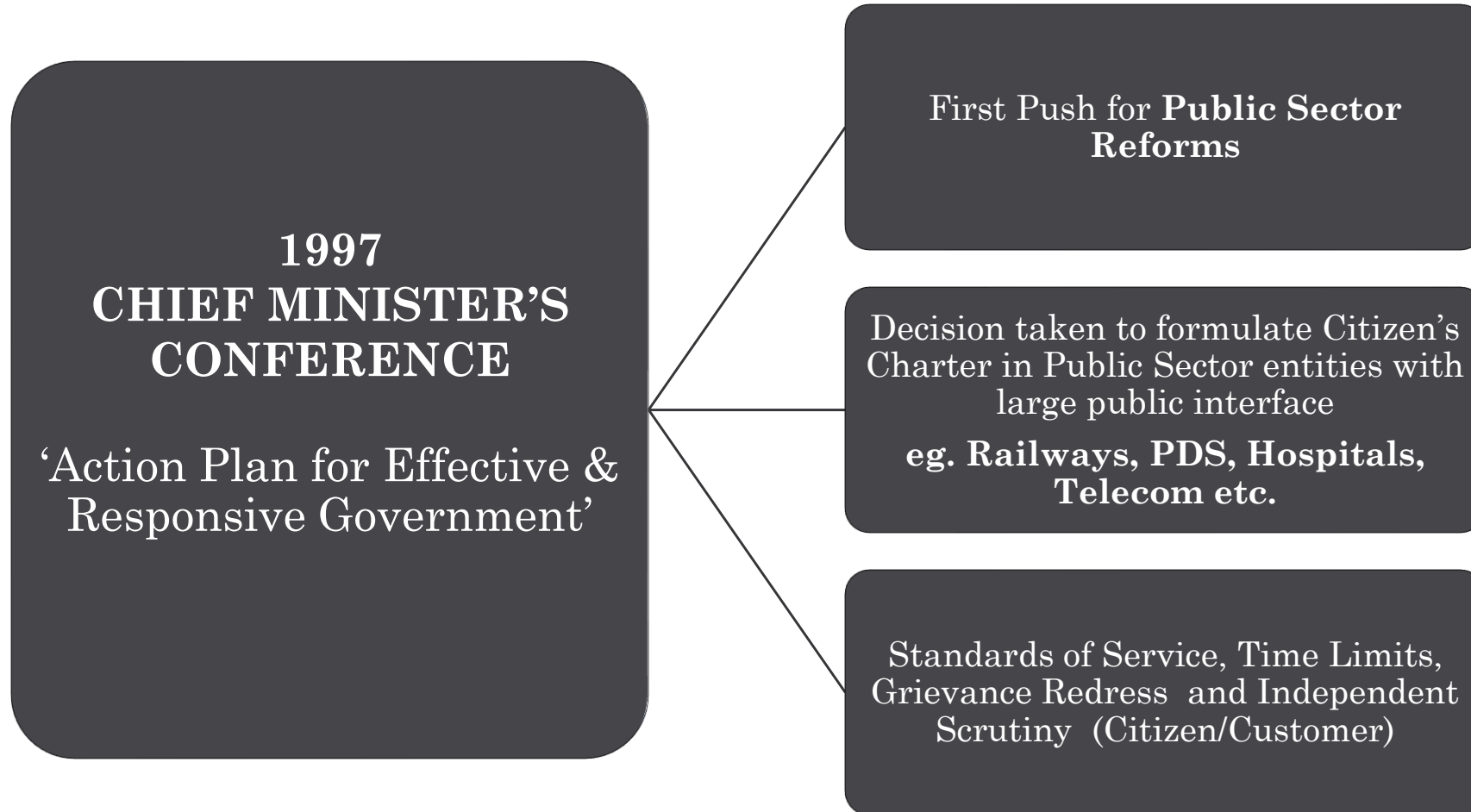
Importance of having Citizens' Charter



Part-II:

Citizen Charter in India

Indian Scenario



Promoting the Concept

- Coordinating, Formulating and Operationalizing Citizens' Charters
- Guidelines - A list of do's and don'ts
- A Handbook on Citizen's Charter
- <https://goicharters.nic.in>

DARPG

- 111 Citizens' Charters - Central Government Ministries/ Departments/ Organizations
- 668 Charters - State Governments & UTs (Various Agencies)

April,
2006

What has happened to Citizens' Charter? - I



India's Citizens' Charter – A Decade of Experience

Report (2007) of the Public Affairs Center titled



Identifies general deficiencies as:

Poor Design and Content

- Inadequate capability to draft
- Critical information are missing
- Failed to empower end-users to demand accountability

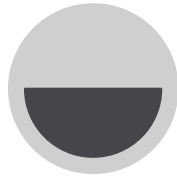
Lack of Public Awareness

- No effective efforts of communicating and educating

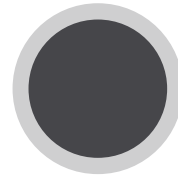
Inadequate Groundwork

- Realistic assessment of citizen's requirement is missing
- Reforming processes to deliver the promises made

What has happened to Citizens' Charter? - II



Study Report (2008) of the Indian Institute of Public Administration (IIPA)



Its Observations/ findings are as follows:

Not adopted by all Ministries/ Departments

Lack of Precision on Standards and Adherence to Charter

One time Activity – Frozen, No Review

Lack of Participative Mechanism

9-Principles of Citizens' Charter (II ARC, 12th Report - 2009)

One size does not fit all

Citizens' Charter should be prepared for each unit under organizations' umbrella

Wide consultation which include Civil Society in the process

Firm commitments to be made

Internal processes and structure should be reformed to meet the commitments given in the Charter

Redressal Mechanism in case of default

Periodic Evaluation of Citizens' Charters

Benchmark using End-user Feedback

Hold officers accountable for results

7-Step Model for Citizen Centricity (II ARC, 12th Report - 2009)

Define all services and identify clients

Set standards and norms for each service

Develop capability to meet the set standards

Perform to achieve the standards

Monitor performance against the set standards

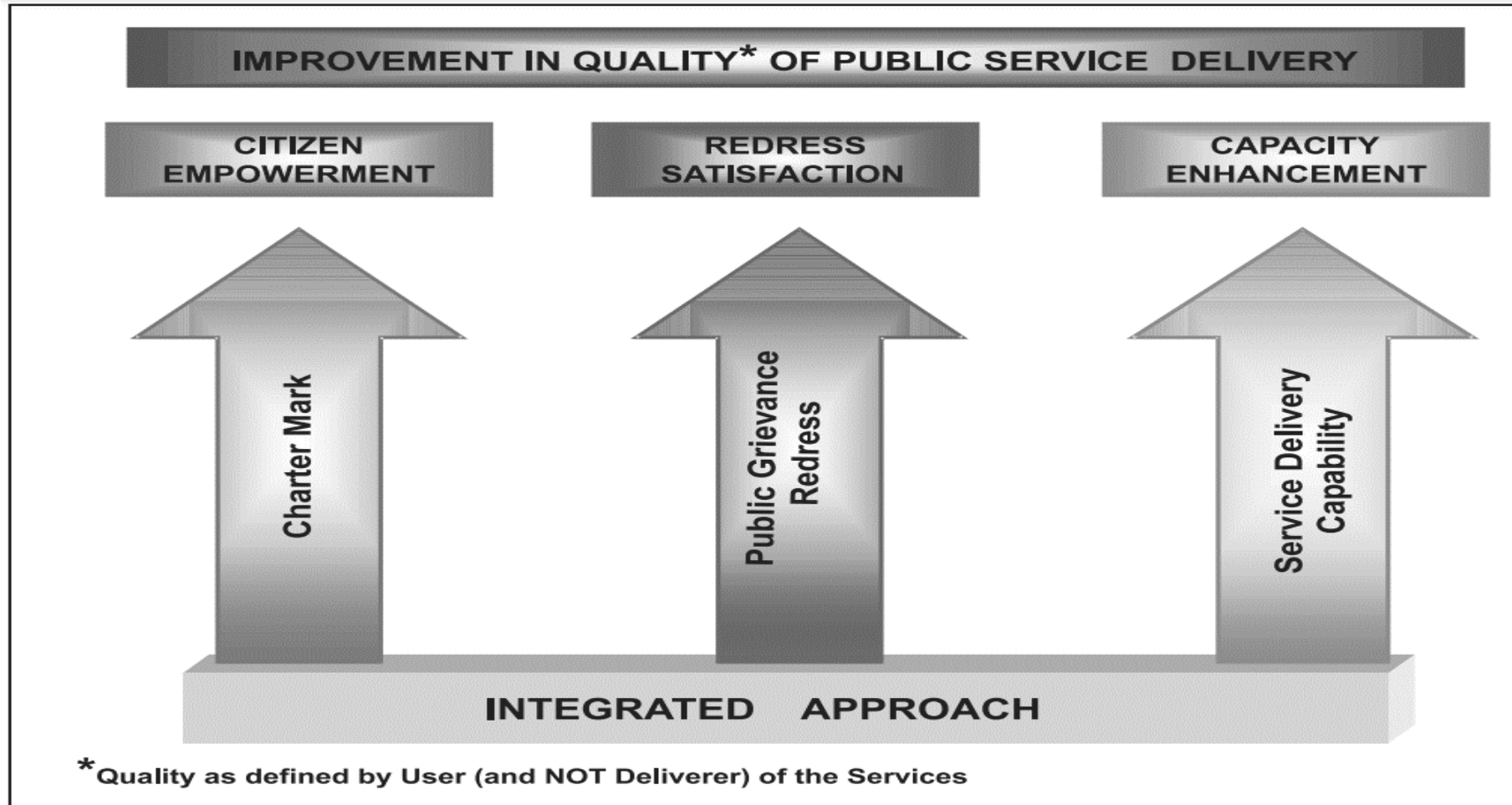
Evaluate the impact (Independent Mechanism)

Continuous improvement based on M&E results

**The Union and State Govt. should make this Model mandatory for all organizations having public interface
(Recommendation - 4.9.9)**

The *Sevottam* Model, 2005

Service Delivery



About the Model

Sevottam -
'Excellence in
Service'
Framework

Persistent
efforts till
excellence is
achieved in
delivering
citizen-
centric
services

An extension
of Citizens'
Charter

Bureau of
Indian
Standards
(BIS) has
designed a
Quality
Management
System
(QMS)

Sevottam
QMS has 9
criteria and
33 elements
and an
Indian
Standard
15700:2005
is developed

Various
Central and
State
government
organizations
are attaining
Certification
under IS
15700:2005

Part-III:

Citizen Charter in Uttarakhand

Preparations of Citizens' Charter in Uttarakhand

Some efforts were there in early years of Uttarakhand
(Given the [GO Issued in UP-26 Sep 2000](#))

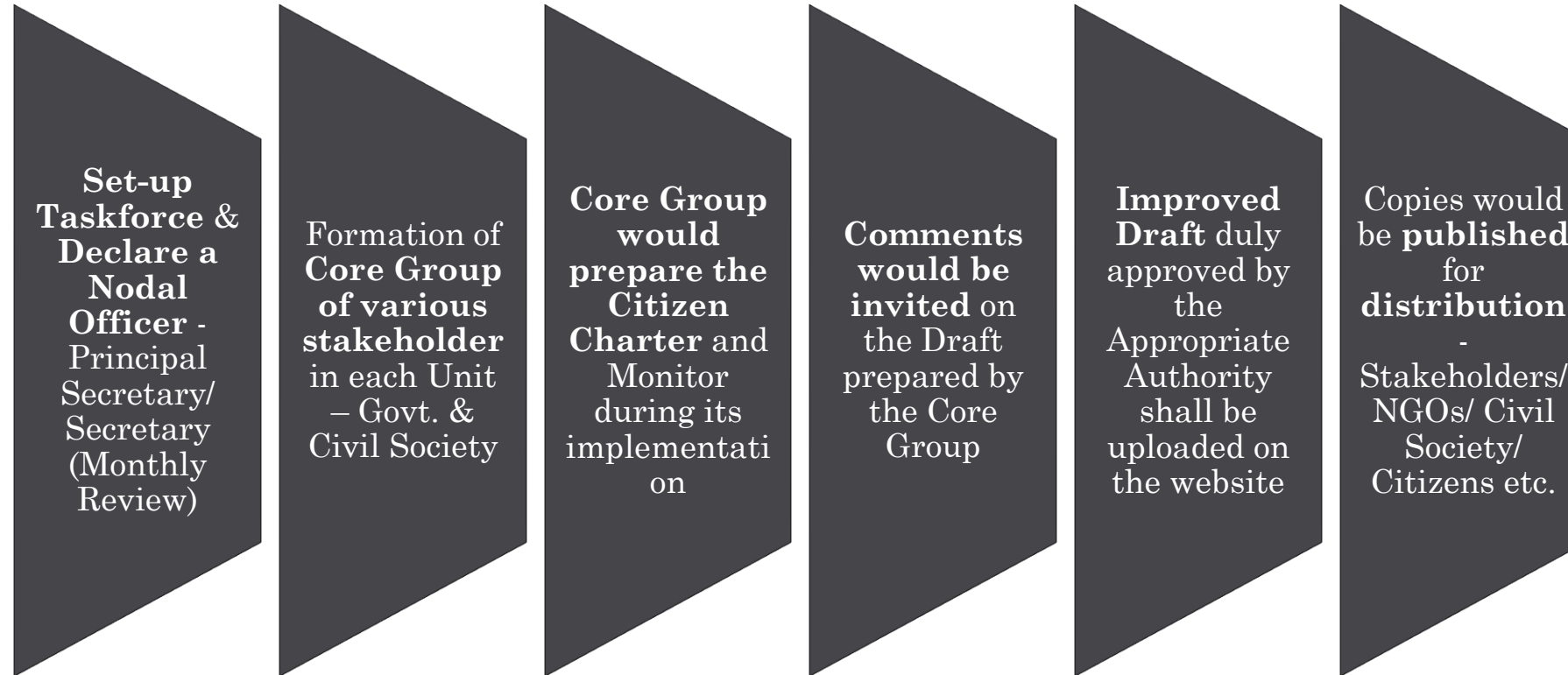
Uttarakhand was missing in the website of DARPG

There was need of detailed and an elaborated GO

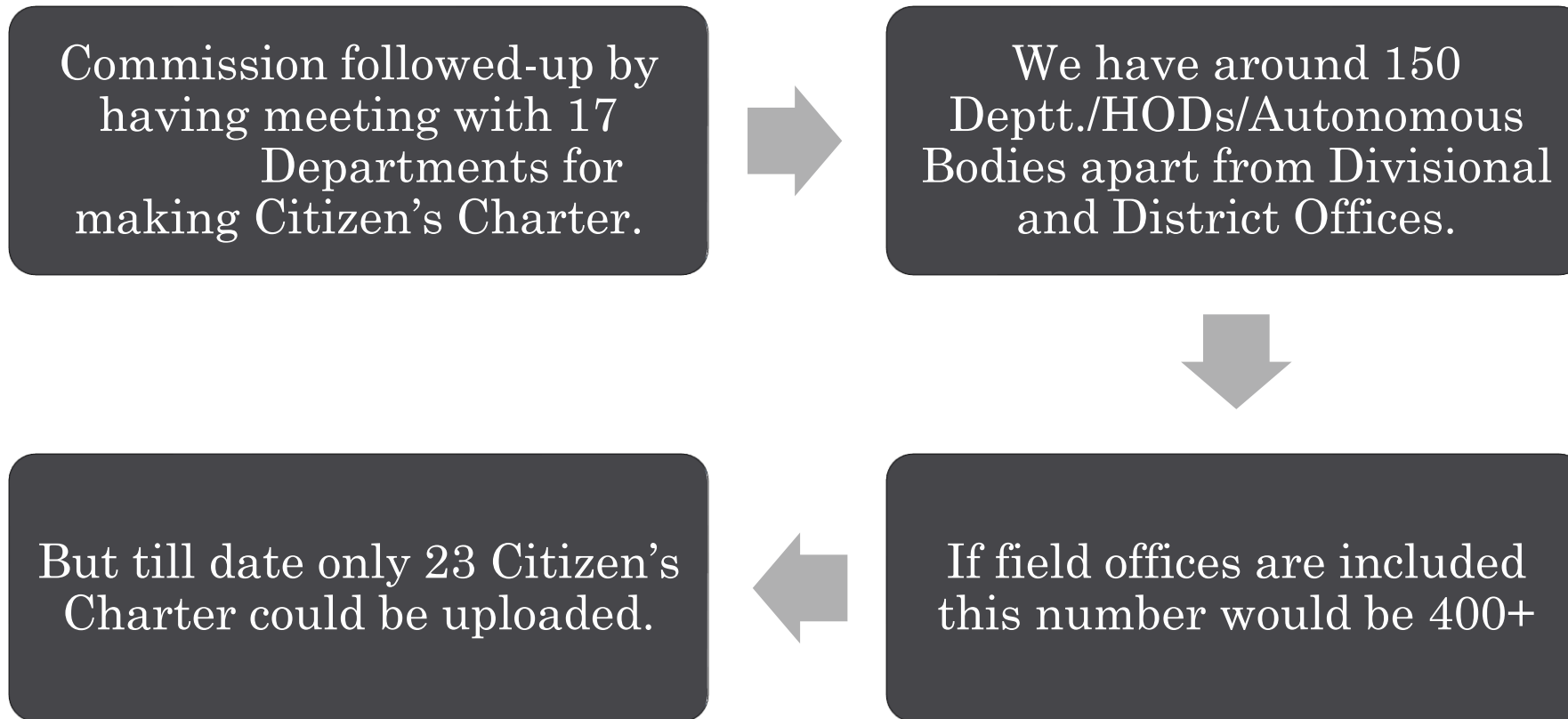
The Commission held meeting with the Chief Secretary

The Commission prepared the Draft. It has been issued without any change on **23rd August 2016**.

Roadmap cited in the GO



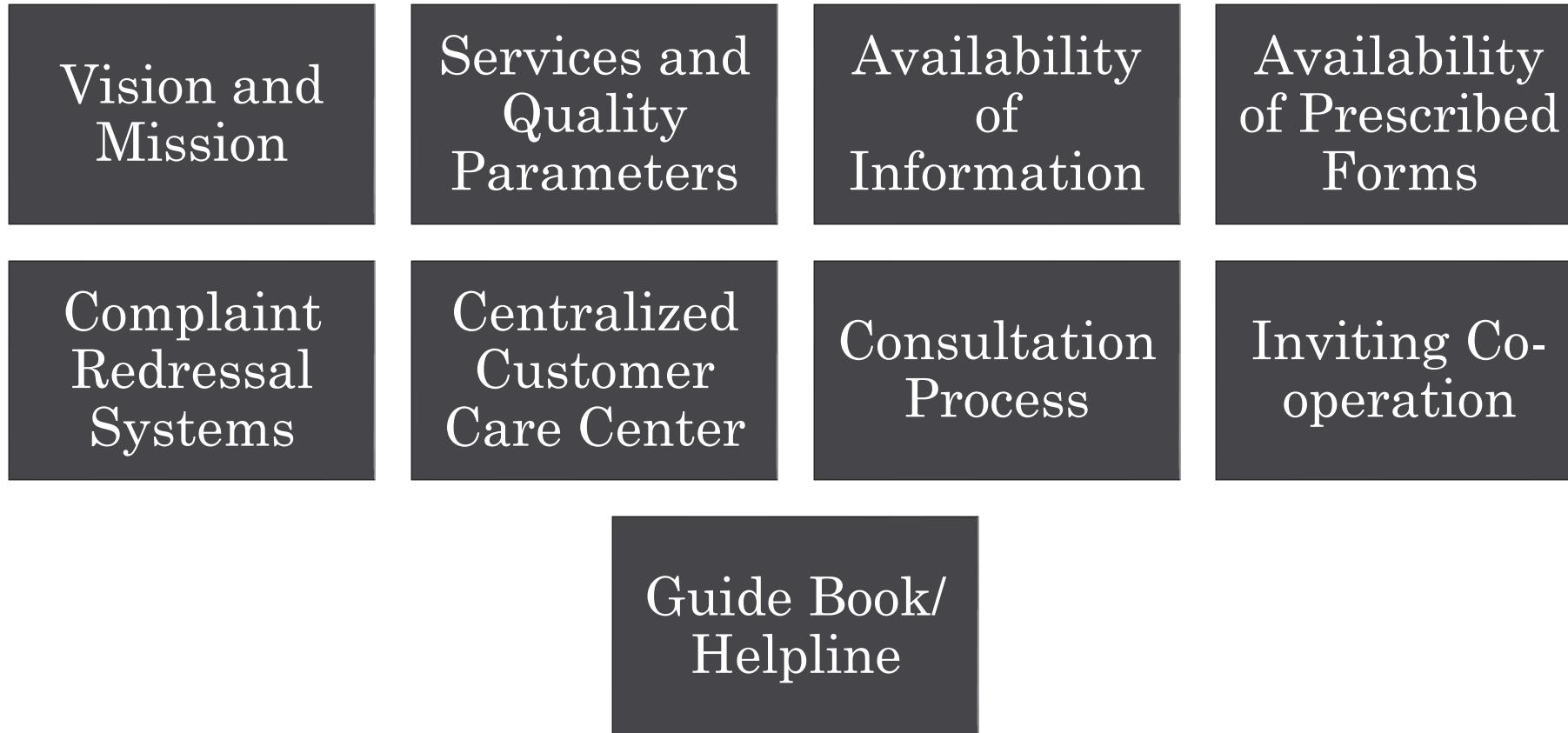
Citizens' Charter Status in Uttarakhand



Part-IV:

A Model of Citizen Charter

What Constitutes a Model Citizens' Charter



Model Citizens' Charter: DARPG

Our Vision

- Pursuit of Excellence in governance for the benefit of all citizens.

Our Mission

- To foster excellence in governance and pursuit of administrative reforms through :
 - Improvements in Government structures and processes
 - Promoting Citizen-friendly and Citizen-centric Governance.
 - Innovations in e-Governance
 - Documentation and dissemination of best practices

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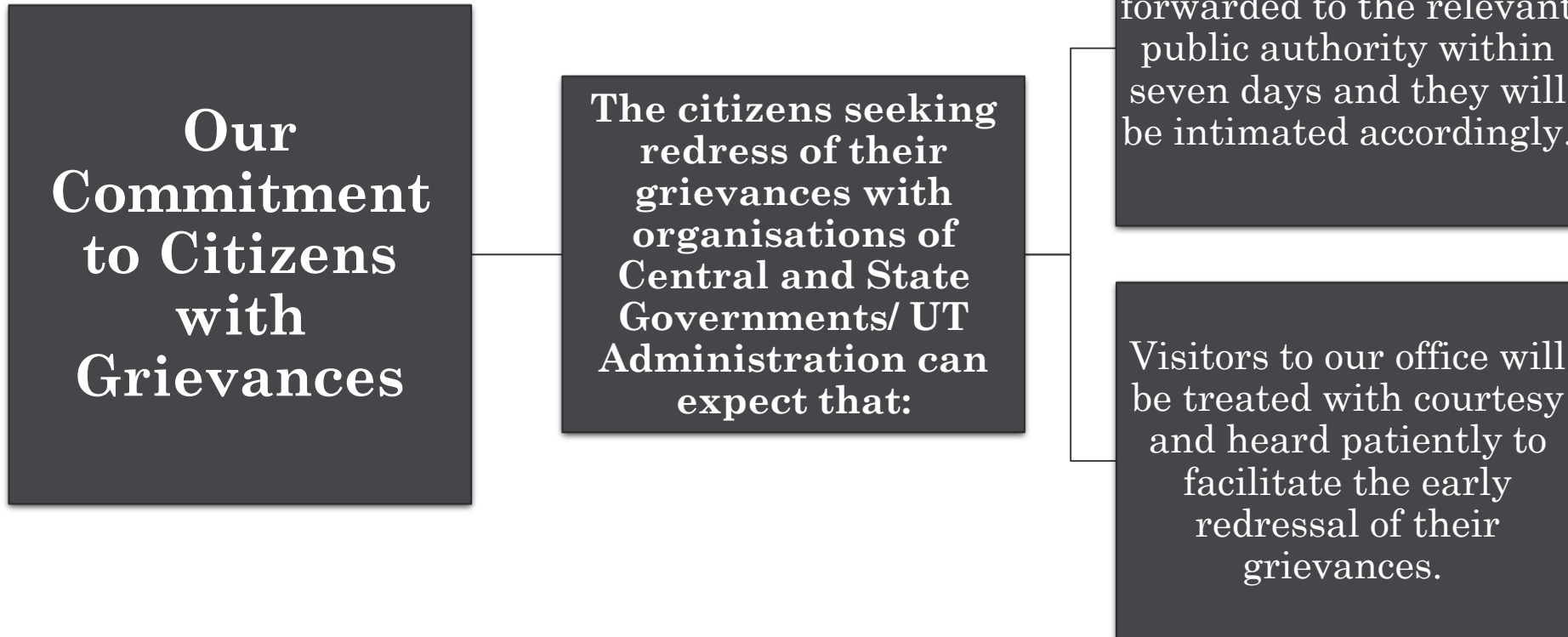
| Our Clients | | |
|---|---|---|
| Central Government Ministries/ Departments and Organisations | State Governments/ UT Administrations and Organizations | Citizens with grievances against public authorities |

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Our Services

- Policy support to Ministries/ Departments of Government of India and State Governments/ Union Territories about Government structures & processes
- Initiating and Driving the Reform process relating to:
 - ✓ Initiatives for citizen friendly governance
 - ✓ Simplification of rules, procedures and improvements in organisational structures.
 - ✓ Redress of public grievances and analysis of grievances for improving Government functions
 - ✓ Citizen's Charter
 - ✓ e-Governance
 - ✓ Information and Facilitation Counters
- Documenting and Dissemination of best practices in Public Administration
- Modernisation of offices in Government of India
- Recognizing excellence in Public Administration through award schemes
- Research in Public Administration

.....Contd.



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We request the citizens with grievances to:

- Approach first the Ministry/ Department concerned directly for redress.
- Provide a clear statement of grievance, indicating the background and officials/ channels previously approached for redress.

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Thank You!