

CHAPTER I

INTRODUCTION

1.1 Background of the Study

In the developing countries, the administrative system of government of Nepal is always under pressure to make more effective, efficient and trustworthy in delivering goods and services to the people. Nepalese bureaucracy is criticized for being rigid and hierarchic. Also, it is often blamed for being influenced more by political motives than established rules and norms (Baral et al., 2004). Political leaders misuse their official power and break rules frequently. They favour their family members, relatives, and party workers regardless of what rules prevail. Several studies have shown that „personal connections are the most important proactive factor for getting things done in the public services in Nepal“ (Baral et al., 2004; Jamil, 2007; Aryal, 2008; Dahal et al., 2002). Moreover, the rules are seemed to be mainly applied for the powerless and weak citizens. In this regards, one Nepalese maxim is very famous “*Thula lai chayan saana lai ain*” which means that rules are just made for lower class people and all freedom and relaxation always goes to the higher class people so called elites.

In order to have citizens“ trust in public institutions, officials behaviour and their way of dealing could play a vital role. If individuals are satisfied with their local officials“ performance, they may express greater support for the system. However, if local institutions are unable to satisfy their demands, citizens may not only express their discontent with local governments, but they may also be increasingly dissatisfied with the way democracy works in the entire nation (Montalvo, 2009).

Over the last two decades, the local government of Nepal has undergone a series of changes especially, in their role and responsibilities as democratic institutions. It has expanded the horizon of local governance system as a whole and emphasized the need of effectiveness and efficiency in service delivery mechanisms. In other words, the central government is under greater pressure today than in the past to shift some of its power to local units of selfgovernance that can be a workshop for citizen participation, community building, leadership development, social mobilization, conflict resolution and economic, political and social development (Dahal et al., 2002). With the implication of these kinds of democratic decentralization reforms, citizens are looking forward to have improvement in public administration. By „bringing the government

closer to the people, public officials are expected to have a greater ability to recognize, interpret and satisfy more precisely citizens needs and demands for public goods and services (Evans, 1997).

In this regard, to strengthen the public institutions and to overcome the barrier between the public sector services and private sector works, the concept of NPM has arisen as a special response to a socio-economic renovation which is desired to minimize the bureau-pathologies¹ and customer satisfaction. "For a long time these were seen as an Anglo-Saxon phenomenon because the early reformers were from Great Britain, New Zealand, Australia and to some extent the USA. However, during the 1980s and the 1990s a number of these reforms were carried out almost all over the World" (Sahlin-Andersen, 2005 in Karyeija, 2010).

With the global media exposure and growing awareness, there has been a heightened level of peoples' expectations for the fairness and quality in the service delivery mechanism of public sector. Citizens do not only demand the „efficiency, effective and economy“ in service delivery but they also want public bodies to be more responsive to the users and consumers of public services (Drewry, 2005). In today's information society, the competitive market pressures have put the hierarchy-laden bureaucracy under pressure rendering it increasingly difficult to function; it requires flexible and adaptable institutions which can offer high quality goods and services to people. Moreover, the dissatisfaction with the bureaucratic performance is pervasive which witnessed a fundamental change in administrative values and the pattern of governing system. In other words, traditional bureaucratic system needs to be reinvented to make it efficient, effective and fair as per the demand of citizens. In general, citizens demand institutions that are accessible, offering choices of services as per their need which lead by persuasion and being inventive rather than commands. They demand institutions that empower them rather than simply serving (Osborne and Gaebler,1992).

So far, to improve the public sector performance, most of the countries around the world have followed the NPM as a global reform movement. NPM has taken hold over the past two decades is inspired by a broad ideology of neo-liberalism, economic theories and normative values with major focus on enhancing economic efficiency (Christensen and Lægreid, 2007). Basically, NPM doctrines focus on entrepreneurial government that consider citizens as customers and the administrative role to be streamlined by converting policy alternatives into market choices. It helps to make

public sector more competitive and result oriented and emphasizes empowering communities and satisfying the customers by public services (Osborne and Gaebler 1992). Based on NPM doctrine for reaching the grassroots more directly, the Citizen Charter initiatives has been introduced; “the key objectives were to improve the quality of public services and to provide better value for money” (Rhodes 2003).

The citizen's charter informs the public about the availability of public services. It includes information on the commitment of the agency towards the public with regard to standard and time frame for providing services, scope for choice and consultation of service delivery, non-discrimination, grievance redress, and demonstrated value for money. The Charter also seeks to assure accessibility and courteous services. Generally, a citizen's charter includes the vision and mission of the agency and its operations, details on standards, quality, time frame for delivery, and redress mechanisms.

Citizen's charters are tools of empowerment and governments of developing countries are increasingly moving towards adopting them. In developing countries, the administrative system of government of Nepal is always under pressure to make more effective, efficient and trustworthy in delivering goods and services to the people. Citizen's Charter policies (hereafter CC) in Nepal is no exception in this effort to adopt such managerial initiatives. Therefore, with the objectives of empowering the citizen, CC has been implemented in all 65 DAO of Nepal. Since reviewing the available literature and considering what is going on at municipalities even after putting CC to effect, this study endeavours to find the service quality. It explores the reality on implementation of CC in Nepal. Citizen's Charter is a document which represents a systematic effort to focus on the commitment of the Organisation towards its Citizens in respects of Standard of Services, Information, Choice and Consultation, Non-discrimination and Accessibility, Grievance Redress, Courtesy and Value for Money. This also includes expectations of the Organisation from the Citizen for fulfilling the commitment of the Organisation.

The data for this study is obtained from the joint research project titled "Governance Matters: Analyzing, Diagnosing and Addressing Challenges of Governance in Nepal" between the Department of Administration and organization Theory, University of Bergen, Norway and the Department of Public Administration, Tribhuvan University, Kathmandu, Nepal. The project is financed by the Norwegian Agency for Development

(NORAD) under the NUFU program. The data were collected in the year 2008 Field Survey, 2008.

The survey was entitled to map out the citizens' perception on their satisfaction regarding the municipalities' urban responsibility to provide the quality services. In order to find the citizens' satisfaction after the implementation of CC, questionnaire survey was conducted among the beneficiaries of the District Administrative Office Ilam services.

Department of Administrative Reforms and Public Grievances in Ministry of Personnel, Public Grievances and Pensions, Government of India, in its efforts to provide more responsive and citizen-friendly governance, coordinates the efforts to formulate and operationalise Citizen's Charters in Central Government, State Governments Administrations. It provides guidelines for formulation and implementation of the Charters as well as their evaluation.

1.1.2 International Perspectives of Citizen Charter

The conservative government of John Major had articulated and implemented the citizen charter policy in United Kingdom for the first time, in 1991, with the aim to continuously improve the quality of public services. Later it was re – launched as "Services First" by the new Labour government of Tony Blair in 1998. "The re- launch of charter program represents an attempt to reassert „bottom up“, customer-oriented, approach towards charters which are owned within public administration and geared toward the objective of enhancing citizen participation" (Falconer and Ross 1999)

With the application of CC it is intended to empower the citizen with the principles of choice, standards, value, accountability and transparencies on the rules, procedures and grievance redress system of an institution. To improve quality and provide better services to citizens ; UK Major government originally set out six major principles which are (1) The setting, monitoring and publication of explicit standards, (2)Information for the user, and openness in the availability of that information, (3) Choice wherever practicable, plus regular and systematic consultation with users, (4) Courtesy and helpfulness, (5) Well-publicised and easy-to-use complaints procedures and (6) Value for money (Beale and Pollitt 1994). The six principles were later elaborated into nine principles by Labour government (1998), which are

(1)Set standards of service, (2) Be open and provide full information, (3) Consult and involve, (4) Encourage access and the promotion of choice, (5) Treat all fairly, (6) Put

things right when they go wrong, (7) Use resources effectively, (8) Innovate and improve and (9) Work with other providers).

The UK experience on CC acts as a mile stone for the performance improvement of public organizations. “The citizen’s charter used a series of mechanisms to bring these principles to life. The charter asked each public organization to consult its customers to find out what is most important to them, then to publish its own charter. Those charters spell out customer service standards, give customers information they need to get the most out of services, tell them how to file complaints, and explain how the organization will “put things right” when it fails to meet its standards” (Osborne and Plastrik 1997, p.193-194). In addition, there is a system of paying compensation to customers when they fail to provide the services as per their standards. After the successful implementation of CC in UK, a considerable interest arose around the world. Along with U.S. several other countries like Australia (Service Charter, 1997), Belgium (Public Service Users’ Charter 1992), Canada (Service Standards Initiative, 1995), France (Service Charter, 1992), India (Citizen’s Charter, 1997), Jamaica (Citizens Charter 1994), Malaysia (Client Charter, 1993), Portugal (The Quality Charter in Public Services, 1993), and Spain (The Quality Observatory, 1992) also implemented the charter programs in their administrative systems <http://goicharters.nic.in/ccinitiative.htm>.

Looking at the long list of countries that have introduced charters, it shows that actual contents of charters differ from one country to another depending upon their motives for introducing the charter. In some countries it has been desired to improve the public performance; but in some cases the driving motive could be the pressure from aid donors (Drewry 2005). Hence, it can be said that the socio- economic characteristics of citizens in general, developmental stage of the country and their predominant administrative culture should be considered while determining the actual contents of Citizen Charter which would give the good results in future as intended.

1.2 Statement of the Problem

In Nepal, every government office has Citizen Charter that describes the services, provides and executes the activities it has planned. In many areas, however, the Citizen Charter's are not widely publicized and, therefore, not well understood. Since citizens are often unaware of the services a government office is responsible for, they are unable to effectively advocate for themselves and their communities. Consequently,

communities do not receive services that they are entitled to and citizens lose confidence in the mechanisms of governance"(USAID 2008).

According to Citizen Charter of DAO, for the citizenship certificate, if all necessary documents are available, an applicant can get his/her citizenship certificate on the same day of application. In spite of these entire clear concepts mentioned in the CC, still, many citizens who approach DAO for getting citizenship certificate face delay, inefficiency, harassment and corruption. It is remarkable that, in spite of government efforts and application of CC in all government offices there exist some embarrassment related to acquire and distribution of citizenship in Nepal. The procedures are cumbersome; the rectification depends on the wish and availability of the section officer. The people have to travel far away and spend full day or two to complete the formalities regarding the citizenship procedures (www.blog.com.np).

Before introducing the Citizen Charter, it was very difficult to get the required information on time regarding the working procedures of the municipalities like user fees of services and time taken to deliver the services as well as the concerned authorized person, section or unit to get work done. The inevitable result therefore was that citizens had to spend more time in queues to get information from the concerned authority. Now, with the introduction of CC, people have easy access to get the required information. It makes easier for the client to understand the services provided by the local bodies. The main purpose of this research, in this backdrop, is to map citizen's level of satisfaction with services after the introduction of Citizen Charter.

1. What are the important factor for being satisfied with the services?
2. Which case citizens' trust and satisfaction?
3. What extent does the satisfaction vary with the socioeconomic background of the respondents? These are the main research questions that this study intends to address.

1.3 Objectives of the Study

The General objective of this study is to find Out the citizen satisfaction in order to relation the public service delivery with DAO services after the implementation Citizen Charter. The specific objectives are as follows:

1. To study the opinion of administrative services after the implementation of citizen charter.
2. To analyze the relevant circulars and instructions on norms an issues of on transparent to the public.

1.4 Significance of the Study

Citizen charter has been considered as the policy tool of government working at the grass-root level in which service users have direct interaction with service providers. From the public administration point of view, implementation of CC is very important since it has been considered as proactive managerial tool to empower citizens. In this regards, this study is quite informative to know the reality on services delivery mechanism of public institutions and it shows how the public administration is functioning at the local level.

This study were supportive for raising awareness on citizen charter and helpful for knowing the citizen's perception towards the service provisions of municipalities and the level of their satisfaction. The result of the study may work as reference for those who are interested in the same field and may be helpful for planers and decision makers to plan awareness program on citizen charter at various level of the community.

1.5 Limitation Of The Study

The study is prepared for an academic paper; hence time factor and busy schedule for collecting data is one of the biggest limitations of the research. Researcher has to be carried out all required data within a given period; Furthermore, single case taken in the research might be a limitation for multiple generalizations. Some more limitations of this study are stated below.

1. The concluding of this research cannot be generalized in the context of all government offices across the district.
2. The study is based on the exploratory descriptive research design only; due to nature of research's objectives.
3. The result of the study is carried out only focusing on the response of the respondents.
4. This study is an academic requirement only and prepared for the partial fulfillment of the Masters of Artsin Rural Development.
5. The Research conducted in District Administration Office Ilam only and the results based on response of the selected respondents only.

1.6 Organization of the Study

The thesis is organized in the following manner.

Chapter one, provides the background of the study with a brief description of Nepal.The problems of the research, research questions, the research objectives,

limitations of the research are focused. At the end of this chapter, the structure of the thesis is presented.

Chapter two presents the literature review along with some theoretical aspects related to public service delivery, good governance, and public administration. Different research paper works related to the matters like administrative system, service delivery process are reviewed. At the conclusion part of the chapter, it has included the research gap.

Chapter three comprises the methodology of the research. It describes about the research design, sources of data, tools and techniques of collecting data, sampling and its size, and data processing and analyzing methods.

Chapter four is dedicated with the data presentation and analysis of the collected data. It deals with tabling, graphing and describing collected data. Similarly, the last chapter concludes the whole research along with some recommendations.

CHAPTER II

LITERATURE REVIEW

Citizen Charter is a written, voluntary declaration by service providers that highlights the standards of service delivery that they must subscribe to, availability of choice for consumers, avenues for grievance redressal and other related information” (Shanker, 2004). In simple words, a CC is an expression of understanding between the citizen and the service provider about the nature of services, information, choice and consultation, non- discrimination and accessibility, grievance redress, courtesy and value for money that the latter is obliged to provide.

The CC has been developed as a tool to improve the quality of services, address the needs of citizens’ rights and set clear standards of performance because traditional Weberian bureaucratic administration is regarded as rigid, rule-bounded, slow moving, costly, inefficient and unresponsive to their users. Public services were provider-dominated, especially in the case of professionalized provision (e.g., education and health care) where powerful, autonomous professions defended vested interests and could not be held to account (Pollitt, 1994). There are too many rules limiting initiative, with the result that good people are trapped in bad systems (Osborne and Gaebler, 1992). The greatest irritant most people experience in their dealing with government is the arrogance of bureaucracy. Even skilled people get lost in the bureaucratic wilderness. People today expect to be valued as customers even by the government.

The traditional bureaucratic culture is characterized by a gap between people and administration, emphasis on rules rather than services to the people (Rauf, 2007). He provides the example of passport delivery system in Bangladesh where unwarranted delay and harassment in passport delivery is so common that people opt for easier options and give bribes at different stages of processing a passport. A shortage of staff is the chief limitation that exists in passport offices. Even after paying the requisite fees for passports, people in Bangladesh are not getting the proper services from the present passport delivery system.

Bureaucracy has harmful restraints that need to be removed in order to improve performance and encourage innovation (Chubb and Moe, 1990). Talbot (2003) argues that one of the key problems for public services is that they became enmeshed in “red tape”: bureaucratic rules that stifle management and staff initiative and place obstacle

in the way of efficiency and flexible service delivery, responsiveness to customer need. He quotes Malaysian Prime Minister Abdullah Ahmad Badawi “I have always been a strong believer in the need to promote good governance. That is why I have vigorously pursued efforts to improve the public service delivery system to make it more efficient, transparent and accountable.

In a rapidly changing context where efficiency, effectiveness and competence of state institutions are being questioned, it is imperative for the state agencies to strive for improvement in performance. For this reason, different kinds of reforms were necessary. Hence CC was discovered so that the service delivery mechanism can be improved, can be made transparent, accountable, simple and responsive to the needs of the people. The two major theories on which CC is based are discussed below.

2.1 Theory of Good Governance

From the late 1980s, the debate on good governance and its requirements has provided an impetus for new approaches to public sector management reforms. Improvement in opaque government system i.e. making it transparent; control of corruption with emphasis on accountability; responsiveness to customer needs have been seen as the major aspects of good governance.

UNDP defines Governance as the exercise of political, economic and administrative authority to manage a nation's affairs.

Among these eight major characteristics of good governance, three aspects are mainly highlighted in this thesis. Those three essential aspects of good governance are transparency, accountability and responsiveness of the administration. Good public management and administration with emphasis on accountability and responsiveness to customer needs has been seen as an aspect of good governance by donor agencies also. United Nations Secretary-General Kofi Annan states: “Good governance is ensuring aspect for human rights and the rule of law; strengthening democracy; promoting transparency and capacity in public administration”.

The World Bank defines good governance as use of power in the management of country's economic and social resources for development. To the World Bank, good governance consists of a public service that is efficient, a judicial system that is reliable, and an administration that is accountable to the public (World Bank, 1989).

CC is a new device under the umbrella of good governance to foster effectiveness in public service delivery (Benival, 2005). It is a tool for ensuring good governance because the basic objective of the CC is to empower the citizen in relation to public

service delivery by providing the necessary information about government services, the cost of service, time required to get that service. It will enhance transparency. The concept of transparency in administration requires that government decision making process on routine as well as on matters of public importance is made transparent to citizens who may either be affected adversely or benefitted from such decision. Simply, transparency is free flow of information which is made accessible to those concerned. Transparency implies no secrecy about how public services are run, how much they cost, who in-charge is and whether or not they are meeting the standards, how decisions are made, how service is rendered or how and when goods and services are delivered. Transparency leads to procedural clarity. Procedural clarity is one of independent variables in the present study. Procedural clarity can be measured from knowledge about CC and its content, access to information, usefulness of information and access to designated staffs. These measures will be used as indicators of Procedural Clarity. The research aims to measure whether service delivery is enhanced through procedural clarity by CC.

According to Normann (2002) “It is skill, motivation & tools employed by form’s representative & the expectations & behavior of clients which will together create the ‘service delivery’ process”. Clients expect citizen friendly service delivery i.e., responsiveness of service providers. Ostrom (1975) defines responsiveness as “the capacity to satisfy the preferences of citizen’s” especially those “who are dependent upon the institution.” In simple language, bureaucratic responsiveness means responding to public community needs and demands. Being responsive to citizen’s need and concerns is the key to effective and efficient service delivery. Traditionally officials were less responsive to citizens and there were more discretion. But now CC, under the good governance doctrine, tends to enhance bureaucratic responsiveness toward citizens.

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 (Benival, 2005). According to 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 behavior. Accountability has emerged as an international issue, and talk of accountability has

become common place in service delivery debate (Cavill and Sohail, 2004). Accountability also comes from users overseeing resource allocation, monitoring service provider discretion and preventing unnecessary delays, mismanagement and corruption. Attention is now paid to the relationship between field level service providers and users. Frontline service providers are typically accountable through hierarchical relationships upwards to governments and downwards to service users . “A is accountable to B when A is obliged to inform B about A’s (past or future) actions and decisions, to justify them and to suffer punishment in the case of eventual misconduct, improve the ability of service users to monitor and discipline service providers.

The principal agent theory analyzes the problem of accountability within institutions. This theory describes a relationship in which a principal (service users) attempts to secure services from an agent (service provider). The theory states that “public (principal) give power to politicians and bureaucrats (as agents) to govern but they are unable to hold the latter accountable because of insufficient information. Public officials pursue their own narrow self interests rather than public interest”. According to Lane (2005), in the idea of CC for public services, strong role is given to possibility of hearing the consumer (principle) through grievance redress system & providing them information for service delivery by the public agencies (agents). CC aspires to establish the bottom up version of accountability where administrators are placed directly under the citizens instead of political masters (Benival, 2005). Grievance Redressal is another independent variable of this research. The indicators to measure proper grievance redressal are availability of official on mentioned desk and time, provision of phone no. of nodal officer for complaining in case of non delivery of services, outcome of complaint. Proper grievance redress results to more accountability towards the citizen which will lead to improvement in service delivery.

It is obvious from the above notion of “good governance” that there is some emphasis on improving public-sector management systems. Thus, in the good governance prescriptions, one finds public management reforms as a key component pointing towards market and private sector approaches to public sector management, under the guise of New Public Management (NPM).

2.2 New Public Management

Our fundamental problem today is not too much government or too little government. Our fundamental problem is that we have the wrong kind of government (Osborne and Gaebler, 1992). We do not need more government or less government, we need better government (ibid). To be more precise, we need better governance. For this reason many administrative reforms started which were known as new public management. NPM is a new concept of reforms in public administration to improve the public service delivery. It basically emphasizes on efficiency, centrality of the citizen or customer, as well as accountability for results.

The term NPM was coined by Christopher Hood in this article "A Public Management For all Seasons". NPM had been 'talk of the town' for last few decades. NPM is the hybrid concept of administrative policy reform including economic theory and managerialism. NPM shifts the emphasis from traditional public administration to public management (Lane, 1994). Entrepreneurial governments have begun to shift to systems that separate policy decisions (steering) from service delivery (rowing) as per NPM (Osborne and Gaebler, 1992). Steering organization need to find best methods to achieve their goals. Rowing organization tend to defend their methods at all costs . NPM has become convenient shorthand for a set of broadly similar administrative doctrines which dominated the public administration reform agenda of most OECD countries from the late 1970s (Hood, 1991; Pollitt, 1993). It captures most of the structural, organizational and managerial changes taking place in the public services of these countries.

NPM has variously been defined as a vision, an ideology or (more prosaically) a bundle of particular management approaches and techniques, many of which is borrowed from the private sector (Pollitt, 1994). NPM is thus seen as a body of managerial thought (Ferlie, 1996) or as an ideological thought system based on ideas generated in the private sector and imported into the public sector (Hood, 1991, 1995). NPM also derives from the economics approach which has its theoretical foundation in public choice, transaction cost and principal-agent theories. These public sector reform themes are thus based on ideas of market, competition, contracting, transparency and promoting efficiency in public service delivery.

NPM, which has underpinned many reforms in public administration in developed countries, this paradigmatic shift in the Western countries from the late 1980s, was superimposed on other developing countries, particularly in countries that embarked on

IMF/World Bank-supported structural adjustment programs. Thus NPM reforms have been globalized. NPM theory is an influential model for public sector for effective service delivery; encouraging government to be more efficient and responsive (Hood, 2002). CC is emerged as such reform instrument through NPM doctrine.

Good governance and NPM are presented as twin outcomes (Minogue et al., 1997). Good governance, it is argued, cannot be achieved without efficient and effective public administration and management systems and, equally, public administration and management systems may be ineffective and inefficient in an environment of poor governance characterized by lack of basic freedoms, lack of respect for rule of law, and autocratic, idiosyncratic and unpredictable leadership (Hopkinson, 1992:20-21; Gillies, 1996). In the good governance prescriptions one finds public management reform as a key component (Lamb, 1994).

2.2.1 Public Service

Public services are those services which are founded with public money. These are delivered by the state or on the behalf of state by voluntary, community or private organizations. Public goods and services differ from country to country. There are some services such as health, education, sanitary, drinking water, security, that may be being considered as public services Public service is a service which is provided by the government to people living within its jurisdiction. This is associated with social consensus that certain services should be available to all, regardless of income or ability. A public service may have the characteristics of a public good.

2.2.2 Public Administration

Public administration is the process of implementing the government policies; and also can be defined as an academic discipline that studies this implementation and prepares civil employees for working in the public service. It concerns with the organization of government policies and programs as well as the behavior of civil servants. Civil servants are public administrators working in public departments and agencies, at all levels of government. According to Woodrow Wilson, public administration is a detailed and systematic application of law on the other hand L.D. white defines that public administration consists of all those operations having for their purpose of fulfillment or enforcement of public policy. Public administration is like any other administration which is carried out in public interest and is as organizing, maintaining human and fiscal resources to attain goals (Management S tu, 2018).

More scholars claim that 'public administration has no generally accepted definition'; because the scope of subject is more debatable. Scholar Donald Kettl views that the Public Administration as a subfield within Political Science. According to Lalor, Public administration is the public provision of public goods in which demand function is satisfied more or less effectively by politics and the supply function is satisfied more or less efficiently by public management. The North American Industry Classification System definition of the Public Administration includes legislative activities taxation, national defense, public order and safety immigration services, foreign affairs and international assistance, and the administration of government programs are activities that are purely governmental in nature. From the academic perspective public administration as 'A program that prepares individuals to serve as managers in the executive arms of government and that focuses on the systematic study of executive organization, management, roles and principles of public administration' (Lodge, 2017).

2.2.3 New Public Administration

Responsive, client centric and structurally changed public administration is called new public administration. This is an anti-positivist, anti-hierarchical and anti-technical reaction against traditional public administration. This focuses on the role of government and how they can provide services to citizens in which is a part of public interest.

The new public management didn't help the public servants an alternative model to solve emerging conflicts and tensions. Concept of citizenship, democracy or public interest has evolved over time and they are continuing to evolve. Consequently, the role of civil servants is being transformed in ways that push public services beyond the constraints of the classic model. At its core, public service requires a vision that extends beyond narrow self-interest.

New public administration theory deals with issues; like democratic citizenship, public interest, public policy and service to citizens. The administration should bring about certain internal as well as external changes and effectiveness of the administrators should be judged not only from the point of view of government, but also from that of the citizens. The new public administration approach calls for small, flexible and less hierarchical structures in administration. Multi-disciplinary, awareness, changes in structure, responsive, client centric is the common features of new public management. Finally new public administration focuses on that with the changes in the world, the job of public administration has to be changed.

2.2.4 Governance and Service Delivery

From the administrative point of view, governance can be defined as the integrated form of incentives, accountability management and rules that affect the key actors like policy makers, service providers, provider organizations and their managers and staffs. Where, the term 'policy makers' refers to the high-level elected representatives and civil servants who are responsible for carrying out legal legislations and regulations, and 'providers' are the program managers, local officials and others involved in the administrative service delivery.

The channels for strengthening accountability are the institutions and the relationship between the actors: policy makers service providers and citizens. Service stakeholders can affect service by influencing the decisions of policy maker through voice and influencing the behavior of service providers through client power, to exert this influence, to information about service and opportunities to use the information and transform it into action (Ringold et al., 2012).

Public service can be said as a set of one time consumable and perishable benefits. It is service delivered by service provider, made effective by technical system and implemented based on the needs of service consumer of particular area or community (Pokhrel, n.d). Citizens in the society pay for the service rendered by the government, therefore they have right to expect qualitative services. For this, service provider needs appropriate level of resources, skill, and experience to provide specific benefits for service consumer. Pokhrel in a journal has further mentioned that service consumer benefit, service specific functional parameters, service delivery point, service consumer count, service delivery readiness time, service consumer support time, service fulfillment target, and service delivery duration etc are the major principles of service delivery.

2.2.5 Administrative Culture

Administrative culture as understood is the values, norms, and attitudes held by bureaucrats as manifested in interpersonal relationship within the organization and how they relate to that environment (Ghimire, 2016). Ramshwor Dangal (Dangal, 2009) argues that Bureaucrats behavior and attitudes shape the organizational norms and values. In order to make administration effective, efficient and citizen-friendly, it is important to eliminate the existing ill practices. The study of the working culture of civil servants can be an appropriate tool to come across bureaucratic problems. Civil servants are alleged that they do not follow prescribed rules while making

administrative decisions. Most often administrative decisions are influenced by informal sources than formal rules such as political connection, bribery, personal connection and favoritism. Finally, the administrative culture is sometimes supported and sometimes challenged by two subcultures: first, the culture of each department or agency of government, with its own mandate, interests, client groups, and major professional components; second, professional subcultures, like those of accountants, lawyers, economists, engineers, diplomats (Dwivedi, 1999).

2.3 Empirical Review

Rameshwor Dangal prepared a thesis on 'Administrative Culture Nepal' with one of the objectives as drawing out administrative culture which is existed in Nepal, by observing different government organizations like ministries and front line agencies. Ministries like Ministry of General Administration, Ministry of Tourism, Culture and Civil Aviation, Ministry of Women, Children and Social Welfare, Ministry of Local Development and Department of Women Development and some front line agencies like i) Land Revenue Office, ii) District Administration Office, iii) Town Development Board in Bhaktapur district were observed to achieve the findings.

According to the data analysis of the Dangal's Thesis; '*chakari*', '*chaplusi*', '*afnomanchhe*' and bribery are deep rooted into Nepalese social norms and values; which has contributed for enhancing as similar working culture in civil service as existed in society. Most participants had said that politically towering people do not want to follow the procedural rules and they need special treatment. Similarly many participants had claimed that almost all bureaucrats do not want to appreciate the new changes in service delivering system. They just have the 'upward looking' attitude, that is 'wish of the one above' in their hierarchy (Dangal, 2005).

A paper prepared by Gandhiprasad Subedi, aiming to evaluate the status of good governance in the land registration system had concluded that the process of land administration system in Nepal is far better than that of many countries in the South Asia. According to him speeding in land registration process, easily access in information related to land administration system are some of the strengths of land administration system of Nepal. However, complexity in service delivery system, manual based system in operating tasks, lack of integrated land policy, ineffective reward and punishment system for the public servant, lack of clear land development

and land use policy, centralized system in land administrative organizational structure are some of the drawbacks of land administration system in Nepal (Subedi, 2009).

Geetanjali Upadhyayain a case study analyzed the effectiveness of information communication and technology (ICT) in service delivery with the special focus on Inland Revenue Department (IRD) of the Nepal. The study was conducted by carrying the interview out to two ICT personnel of IRD and 77 respondents were questionnaire surveyed. The study analyzed the overall attitude of service providers towards the customers, the perception of respondents was found different from two different strata. As for service providers, the attitude of service providers was found as responsive, friendlier, accessible, non-discriminatory and prompt and efficient in there with customers. On the other hand for service seekers, as the moderately agreed with different aspects of attitude, it can be said that the attitude was not negative, though not strongly positive also. Even though 70 percent of customers viewed that e-service are not at all sufficient, it was found that 56 percent of the respondents had never expressed the demand. This shows that customers want to have more e-services but they are not expressing their demand. The study has analyzed the effectiveness of e-service in terms of improved service delivery (Upadhyaya, 2011).

A case study prepared by Amnuary Srirakaew and Atory Bin Hussian in Songkhla province of Thailand explored on topic that local government is applying good governance to bureaucracy and was accepted by the people in community. Local government's ultimate outcome in Songkhla province that the process of the study was carried form 975 studied cases by using self administered questionnaire. The study found that the ultimate outcome of bureaucracy was more leveled (mean=3.0841, SD=.6478) and people's acceptance of their performance was more leveled as well (mean=3.0841, SD= .64783). The study concluded that most of the people in community accepted all the ultimate outcomes.

Similarly, the study found that most of the bureaucrats had more level of ethic especially productivity (mean=3.5832, SD= .84013), efficiency (mean= 3.5570, SD= .81529), honesty (3.5359, SD= .81420) respectively. The study concluded that most of the bureaucrats procedures relating to good governance were more balanced. Only the efficiency and effectiveness among both bureaucracy and people were moderate (mean= 3.2742, SD= .80240, mean- 3.0841, SD= .64783) and it is described that the ultimate outcome of bureaucracy is good, and it is directly related to people's satisfaction (Srirakaew and Hussian, 2012).

A paper work on Administrative Culture and Incidence of Corruption in Bangladesh found that in almost all political regimes in Bangladesh, corruption regimes over organizational culture. Corruption in the political arena has emboldened public servants to be unabashedly corrupt. The collectivist orientation and high uncertainty avoidance nature of the Bangladesh public administration system are found to be two major contributors to pervasive corruption. Furthermore, the article presented that the public administration has been chosen as the second most corrupt institution. In a group of 10 persons, 8 persons had to bribe the police, 7 had to bribe the judiciary, and 5 had to bribe the land administration (Haque and Mohammad, 2013).

The final report of Public Service Delivery Survey 2014 published by National Bureau of Statistics in collaboration with the Department of Public Administration, in Canada, resulted that the public is generally more satisfied than dissatisfied with the public service. 72 percent of the public is satisfied with the aspect of accessibility, as being agreed within reach of physical access or by other means such as information and telecommunication system.

Furthermore, the result presented that on average, between 64 to 65 percent of respondents agreed that the outlook on staff competency, attitude, adequacy, and fairness was satisfactory and up to expectations. However, timeliness was highlighted as the most lacking aspect in service delivery. Moreover, service providers like Fire and Rescue Services Agency and Civil Status, Civil Aviation Services, Public Utility and Seychelles Broadcasting are the services most highly commended by the public with average scores above 80 percent for individually aspects of servicewhich include: accessibility, timeliness, staff competency, fairness, attitude, and adequacy(DoPA, 2015).

A research work by Raion issues about accountability characters that identifies the civil service delivery task and organization's (DDC, WUC and SP) relationship behaviors that are involved in service provision; He had chosen 7 DDCs for his research paper out of the 75 DDCs across the country to study about their service delivery system in drinking water project through user's committees. Paper work was aimed to examine the service provision relationships between the three organizations (DDC, WUC and SP) Involved in rural drinking water service provision.

The research work found that respondents had claimed about obstacles in DDCs, and which were unnecessarily created by bureaucratic body, and bureaucrats used to speak lengthy process for payments. Furthermore they had said that the agreements between

DDCs and water user's committees did not take place on time, and inadequate employees for handling the contracts and agreements. Similarly unhealthy attitude of the officials, unwilling to adjust in the procedural changes, ill-defined works and cost estimation were the other obstacles respondents had mentioned. In addition, paper work demonstrated the major three factors in particular, affecting the relationship of sectoral organizations such as i. their origin, purpose and core values, ii.their source of legitimacy and iii. their organizational, administrative and management structures (Rai, 2015).

Husain had done a research work applying both qualitative and descriptive phenomenology method on Bureaucracy Culture of public service e in One Stop Service Administration Unit at Konawa Regency. Description was based on Artifact dimension: jargon, speech, office interior design, human directory and dress; espoused value: standard operational procedure; basic assumptions and values: honesty, independence, intelligence, pursuance, manner, responsibility and discipline. The respondents of this research were the Head of Konawe's One Stop Service Administration Unit, Head of Traffic Unit, Head of JasaRaharja as key informant and six staffs of Konawe's One Stop Service Administration Unit, four staffs of Traffic Unit and ten of taxpayer as informant.

The research concluded that bureaucracy culture on vehicle number register service on Konawa Regency's One Door Service Administration Unit consist of artifact dimension, norm or determined rules, and bureaucrats' attitude or behavior. Unfortunately, all of these were not applied in in well manner and some sub-culture dimensions still need to be maintained. Artifact dimensions such jargon, speech, and dress was well implemented. Nevertheless, the office lay out still need to be rearranged since it does not reflect a strong culture. In addition, standard operational procedure dimension as service manual technique also was notwell implemented (Husain, 2015).

NigussicMelese, in his report concluded that 36.8 percent of respondents agreed and strongly agreed on the question whether there is irregular payments insisted by officials to accomplish tools respectively; Whereas, 19.3 percent of the respondents were not sure to their answer. On the other hand 7.9 percent and 12.3 percent of the respondents strongly disagreed and disagreed to the statement respectively. Similarly the study observed on the question regarding to the service seekers satisfaction, 47.4 percent of the respondent's and 43.9 percent were on the side of strongly disagree and disagree to the statement respectively. While 1.8 percent and 3.5 percent respondents were strongly

agree and agree to the statement respectively. Moreover for the question regarding efficiency and effectiveness, about 43.9 percent of the respondents disagreed to the statement and 28.9 percent of the respondents strongly disagreed, On the other hand 9.6 percent and 7.9 percent of respondents were on the side of agree and strongly agree to the statement respectively. While 9.6 percent were remained neutral. The study also showed that, 57 percent and 35.1 percent respondents strongly agreed and agreed on the question regarding bureaucratic delay and long processes respectively. In addition, about 6.1 percent and 5.3 percent of respondents agreed and strongly agreed the statement respectively on the question with regarding the clarity and openness of the procedures in providing service delivery. While 9.6 of respondents were unable to decide whether there is clarity and openness of procedures in providing service. Similarly 38.6 percent of the respondents disagreed and 43 percent of the respondents strongly disagreed in terms of the question regarding to transparency. While 6.1 percent and 16.7 percent of respondents agreed and strongly agreed respectively (Melese, 2016).

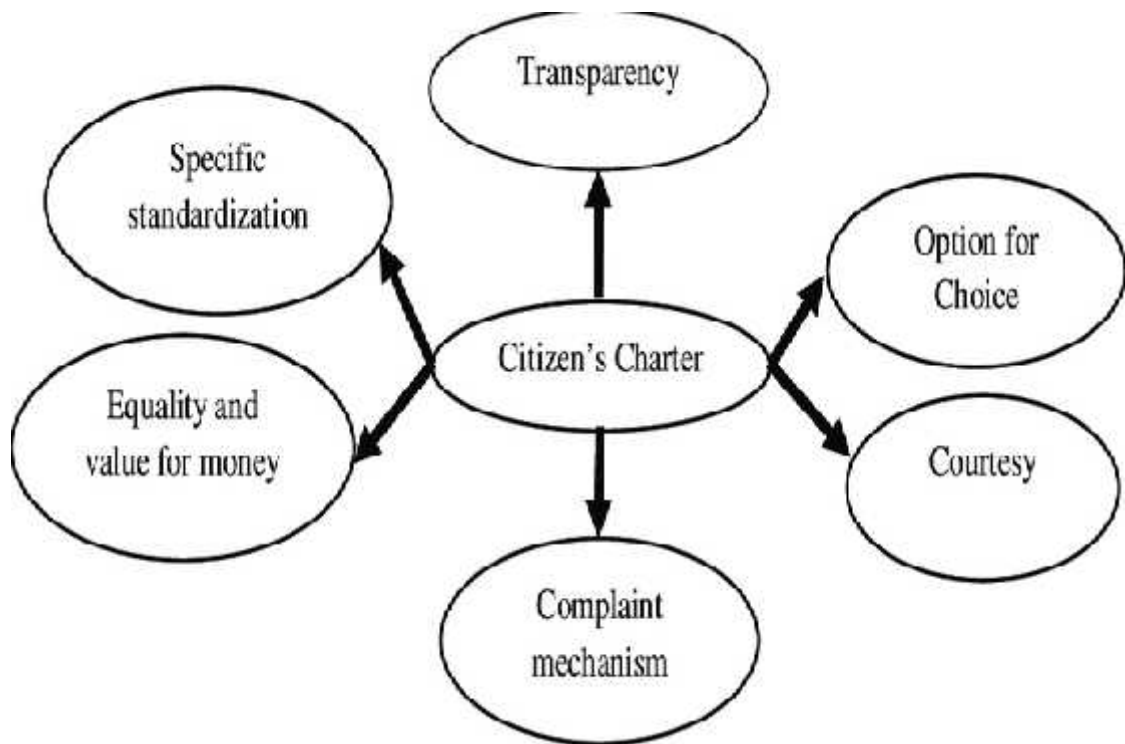
Transparency International (TI)-Nepal had conducted a survey over 13 different government agencies across the country about perception and experience of the public service delivery, and examined whether there are any improvements on delivering services compared to the principles findings of the similar study of previous year. Surveyed offices were District Administration Office, Government Hospitals or Health Centers, District Police Office, Transport Management, Local Bodies, Nepal Electricity Authority, Office of Drinking Water, District Agricultural Office, Revenue and Tax Office, District Education Office, Land Revenue, Land Survey and District Forest Office. The information was collected from 2,205 respondents representing from different selected districts for the research. The paper work had found that almost half of the respondents said they were compelled to pay bribes to finish the task in Land Revenue Office in those districts. Similarly, 1,023 respondents claimed that they had to pay bribe for officials at the time of receiving health service facilities at local levels. Furthermore, report states stakeholders used to pay bribe for completing their task in fast-track model; some respondents had claimed that they had to pay additional money even to get admit in hospitals (Sharma, 2016).

A working paper by Ghebru and Okumo on Land Administration Service Delivery and Its Challenges in Nigeria with the objective of assessing the nature of land administration service delivery in Nigeria, collected data to support for findings

involved participants such as 76 service providers, 253 beneficiaries, and 172 professionals. The findings of the working paper showed that nearly 80 percent of beneficiaries and 41 percent of professionals responded that service delivering process (land registration process) had taken long duration of time.

The findings of the paper showed that land administration processes in Nigeria use to take a long time: almost 80 percent of beneficiaries and 41 percent of professionals responded that land registration took more than two years to complete after first applying. Similarly, the key finding of the study was that there is a significant difference in access to land registration information between beneficiaries and professionals with beneficiaries having a generally lack of awareness about the processes and procedures of land administration. Furthermore, respondents reported that corruption and unofficial fee payment seem to be widespread in land registration process. Only 30 percent respondents were satisfied with the service receiving during the land registration process. Moreover, the findings of the study demonstrated that the legal and institutional frameworks for land administration and service delivery in Nigeria are not effective in delivering necessary functions to land owners and other end users. Respondents reported that a substantial knowledge gap and lack of awareness about policy framework and procedures associated with land administration (Ghebru and Okumo, 2016).

Bhattarai, (2017) considering on a study which was carried out by Transparency International (TI)-Nepal had brought some findings summarizing that public service stakeholders has faced various hindrances like harassment by brokers, delay and negligence while they used to visit to public offices; the offices especially in Electricity Authority, Municipality, Hospital and Land Revenue. And also they had to pay extra charges than the government rate as operating cost. Similarly, the result showed many respondents were not satisfied with the local bodies in their delivering system of services. According to the respondents, in developmental planning and programs of local bodies there was lack of public participation, accountability and transparency. Furthermore, in education sector; there is irresponsiveness of teachers, irregularities in exam system and distributing text books. In addition, the research showed that many respondents has claimed political leaders and bureaucrats both are equally responsible for promoting the corruption in public offices.



2.4 Studies on Citizen's Charter

There has been a global surge of interest in citizen's charters since the 1990s and several studies are available in the context of western liberal democratic countries. Since citizen's charter pledges to deliver services through a transparent process in a timely manner and hold public servants accountable to their customers, it is logical to argue that successful implementation will improve the quality and level of customer's satisfaction. Clear, well-defined, and agreed-upon published standards for service delivery, choice and consultation with the users helps clients to obtain quality services. (McEldowney 1996, p. 77) states that charter is intended to encourage quality in services. According to Pollitt, citizen's charter is the most comprehensive programme ever to raise quality, increase choice, secure better value and extend accountability. McGuire describes citizen's charter as simply a quality assurance strategy that offers a type of consumer guarantee, and points out that Service Charters Programmes have incorporated a range of quality assurance techniques including setting service standards, consultative mechanisms, providing information to citizens and clients, complaints and redress mechanisms and quality awards . The basic idea is that charters set quality standards against which performance can be measured, and standards will rise as a result of the pressure that users can put on the service providers(Torres, 2006). There are only a few studies that report on the implementation of citizen's charter in South Asia. These studies have sought to ascertain the level of customer's satisfaction towards service quality after the introduction of the charter, explore challenges and success after its introduction, and assess the impact of citizen's charter on the quality public services. Jamil and Dhakal (2010) examined the implementation of citizen's

charter in municipalities in Nepal with reference to citizen's satisfaction and service quality. They found that citizens do not have much knowledge of the charter, and this indicates that efforts to inform the public about the charter were not effective. The study found that although officials are accessible easily or with some difficulty, citizens need to be persuaded to participate for implementing the charter effectively. They go on to report that the introduction of citizen's charter has enhanced the trust of the public in municipal government, and also confirmed the belief that these institutions are more appropriate for delivering public services than private and voluntary organizations. Therefore, the introduction of citizen's charter in Nepal has offered scope for improvement in municipal services which, in turn, has enhanced satisfaction among the public towards the quality of services provided by municipalities.

2.5 Citizen Charter In Nepal

Citizen Charter was introduced in Nepal as the enthusiasm for charters was spreading rapidly all over the world. Nepal has also adopted a model of CC similar in format and context to the British model, and informed the public about it nationally through its Ministry of Home Affairs. The use of CC by the government of Nepal is a recent and new approach in Nepal. The main aim of introduction of CC is to make the people aware about their rights to get services; make their voice heard by public service providers; improvement of service delivery and increase responsiveness, accountability and transparency to the people. Though the CC was established in UK in 1991 but the history of CC in Nepal has not been a long. In fact, the country paved the way on to CC only since 1998 (Dhakal and Ghimire, 2008). Initially the charters remained limited with a few guidelines of the government (Directives for Making the Government Services Effective, 2000). Then many statutory instruments were developed for localization and institutionalization of the charters to the country's context. Because of these legal provisions, CC became the reform initiative of the country for improvement in public service delivery.

CHAPTER III

RESEARCH METHODOLOGY

3.1 Rationale of the Study

A Citizen's Charter is the expression of an understanding between citizens and the provider of a public service with respect to the quantity and quality of services the former receive in exchange for their taxes. It is essentially about the rights of the public and the obligations of the public servants. As public services are funded by citizens, either directly or indirectly through taxes, they have the right to expect a particular quality of service that is responsive to their needs and is provided efficiently at a reasonable cost. The Citizen's Charter is a written, voluntary declaration by service providers about service standards, choice, accessibility, non-discrimination, transparency and accountability. It should be in accordance with the expectations of citizens. Therefore, it is a useful way of defining for the customers the nature of service provision and explicit standards of service delivery. A further rationale for the Charters is to help change the mindset of the public official from someone with power over the public to someone with the right sense of duty in spending the public money collected through taxes and in providing citizens with necessary services.

3.2 Research Design

The selection of an appropriate research design is very important for the success of every study. As data were collected from the large population size this study followed the research design. This study used exploratory and descriptive research design.

3.3 The Universe and Sample Size

District Administrative Office , Ilam located in Ilam municipality at ward no.7 was taken as a study area of the research . Total number of people across the district, Who had visited DAO, Ilam the service seekers on the month of Falgun, in 2075 B.S. was considered as a universe of the population. On that month 957 people had visited in DAO Ilam as beneficiaries. Among them beneficiaries 192 were selected by using judgment sampling method as respondents that almost 20 percent out of total beneficiaries and was taken as the sample size to study for surveying and collecting primary data.

3.4 Nature and Sources of Data

Both primary and secondary sources of data have been collected in order to achieve the real facts from this research. The data for the study are obtained from various sources including documents, articles, thesis materials, interviews and observation etc. The particular sources which are used for this study are:

Primary data

Primary data are original data gathered by researcher for the research at hand. The primary data needed for this study were collected through questionnaire survey with different respondents at DAO, Ilam on the basis of purposive sampling. There were two sets of questionnaires for employees and service seekers. (The questionnaires are included in appendixA)

Secondary Data

Secondary data are often in the form of raw data and published materials. The secondary data for this study has been collected from various books, dissertations, publications, journals and reports on websites and government documents etc. The researcher mainly relied on review of previous studies on citizen charter in general and specific studies on good governance, NPM and administrative reform especially in Nepal's context. Secondary resources are mainly used to understand the need of administrative reform for maintaining good governance by analyzing definitions offered by various scholars. Moreover, the secondary resources helped in preparing theoretical framework for this study.

3.4.1 Data Collection Tools and Techniques

In the completion of a study but it is necessary to find out and declared the nature and sources of data. In this study both qualitative data and quantitative data has been taken from the field work or from other documents, references. But on describing and interpreting the data the qualitative method has been preferred. It is difficult to prefer the quantitative method. This study has been conducted mainly on the basis of primary data and supported by secondary data also. Primary data has been collected from field work with the help of household survey, semi-structural interview with key informants questionnaire method but Secondary data has been collected whenever it was required and necessary. These data has been collected from NTDB, previous relevant studies, published and unpublished documents, literatures, journals, books and various NGOs/INGOs records.

3.4.2 Questionnaire Survey

Structured questionnaire prepared to gather/ collect the realistic accurate data from survey. The researcher was requested to fill up the questionnaire to the respondents. If they cannot fulfill the answer, the researcher asked them and fills himself.

3.5 Data Presentation and Analysis

The data has been collected through various techniques from the field. They were analyzed by using descriptive statistical tools as well as quantitative presentation. Information related to population structure, ethnic distribution, the proportion of credit distribution, education status and income level has been presented in tables. Both qualitative and quantitative data has been collected during field work. Both types of data has been organized and analyzed in different parts and chapters as required by objectives. Simple mathematical and statistical tools percentages, bar graph and pie chart have been used to analyzed, the data for fulfilling objectives and for better evaluation and interpretation. After analyzing the information, the necessary conclusion and recommendations has been made.

CHPATER IV

DATA PRESENTATION AND INTERPRETATION / ANALYSIS

4.1 Introduction of Ilam District

Ilam district is one of 14 districts of Province No. 1 of eastern Nepal. The district covers mountain terrain and rises from 140m above sea level at Setibeni to 3,636m at Sandakpur covering an area of 1,714 sq km (DFO Ilam, 2010). The district is bordered by Panchthar in the North West, Morang in the South West, Jhapa in the South East and India's Darjeeling District in the East. There are 3 Electoral Constituencies in Ilam, comprising of 4 Municipalities, 6 Rural Municipalities and District Administration Office lies in Ilam Bazar. Ilam bazaar at the centremost is the district headquarters. Geographic coordinates of Ilam, Latitude: 26°54 33 N Longitude: 87°55 41 E . Ilam is one among the four districts of Mechi zone of Eastern Development Region. The district is located in the eastern skirts of the country. The district, with the town of as its district headquarters, covers an area of 1,703 km and has a population (2001) of 282,806. It is about 600 km from Kathmandu. (<https://en.wikipedia.org/wiki/ilam-introduction>)

4.1.1 Introduction of District Administrative Office, Ilam

District Administrative Office Ilam is located by ilam minucipilty ward no.7, Ilam.If you look at the administrative structure of the District Administration Office, Ilam, which is connected with the history of Nepal, then the District Administration Office records the information obtained in Ilam. In 1873, Navda Raj Shrestha, the head of the ward, appears to have started from the beginning. After the provision of the 41th Chief District Officer till now, it seems that seven have led the district. **(The current district administration office is named in the organization structure of Ilam and the list of former administrators are included in Appendix B)**

4.2 Age of the Respondents

Age can be taken as a variable to analyze one's access to get the services through the DAO in the study area.

Table no. 4.1 Age of the Respondents

S.N	Age Group	No. of Respondents	Percent
1	14-25	32	16.67
2	26-40	96	50
3	41-60	45	23.44
4	Above 60	19	9.90
5	Total	192	100

Source: Field Survey, 2019

The table no. 4.1 reveals about different age group who uses services from DAO. Among the attendants of the district administration office, Ilam during the course of the study, According to the classification of 192, the percentage of 16.67percent up to -14 25, 50 percent up to 40-26 and 23.44 percent up to 41-60 and 9.90 percent up to above 60 years. Service had found. Looking at it, it was found that the highest number of service members in the age group of 26-40 years and those above the age of 60 years has been employed.

4.3 Educational Status of the Respondents

Education is a process of acquiring general knowledge and developing the power of reasoning and judgment. It can play most important role in rural development process of a nation. Similarly, education is not only a crucial factor for employment opportunities but also the most important aspect of human identity in the society.

Table no. 4.2 Educational Status of the Respondents

S.N.	Level of Education	No of Respondents	Percent
1	Illiterate	19	9.90
2	Literate	32	16.67
3	Under SLC/SEE	45	23.44
4	Above SLC/SEE	96	50
5	Total	192	100

Source: Field Survey, 2019

Table 4.2 provides the educational status of the respondent. Among them 9.90 percent were Illiterate Likewise 16.67 were literate, 23.44 were under SLC and 50 percent respondents were above SLC/SEE.

4.4 Ethnicity of the Respondents.

Ethnicity is the fact or state of belonging to a social group that has a common national or cultural tradition.

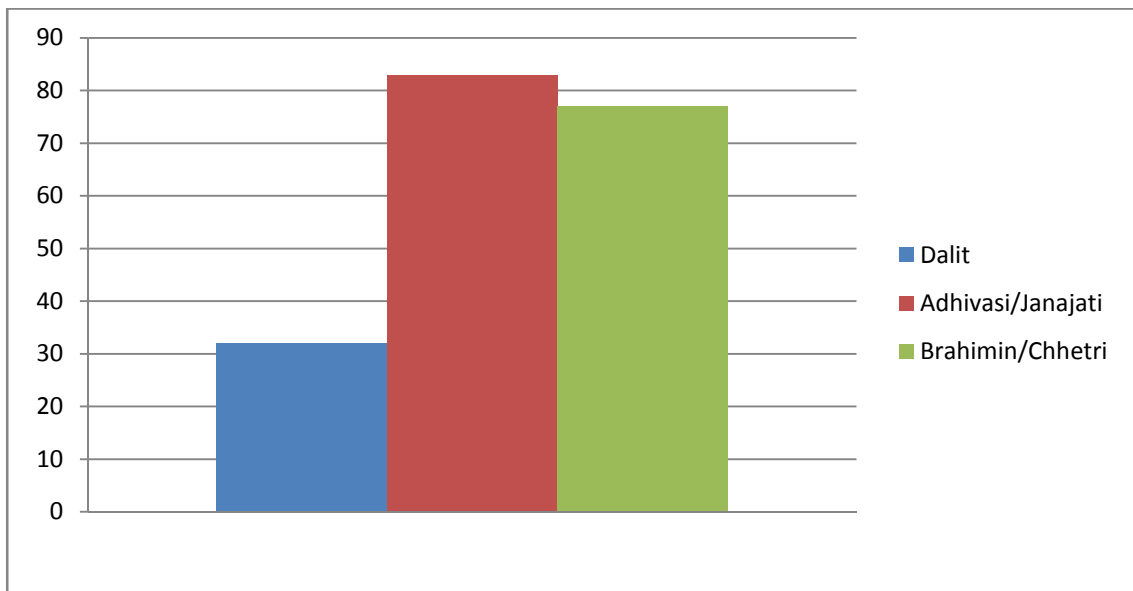
Table no. 4.3 Ethnicity

S.N		No. of Respondents	Percentage
1	Dalit	32	16.67
2	Adhivasi/Janajati	83	43.23
3	Brahimin/Chhetri	77	40.10
4	Total	192	100

Source: Field Survey, 2019

The table no. 4.3 illustrates that the ethnicity having dalit community were 16.67 percent, adhivashi/janajati were 43.23 percent and rest of them were brahimin/chhetri i.e. 40.10 percent it is also show that flowing fig no.4.1.

Fig no. 4.1 Ethnicity



4.5 Occupation of the Service Seekers

Occupation can be incorporated in the research. The major reason behind this kind of sampling was to cover all potential people related to the research work and those who could be easily available.

Table no. 4.4 Occupation of the Service Seekers

S.N.	Occupation	No. of Respondents	Percent
1	Housewife	32	16.67
2	Agriculture	96	50
3	Government /Non Government Services	64	33.33
4	Total	192	100

Source: Field Survey, 2019

The table no. 4.4 shows that the occupation of the service seekers where housewife were 16.67 percent, having occupation agriculture were 50 percent, and rest of them were service holders i.e. 33.33 percent. This data clearly shows the 50 present of Service Seekers Occupation have Agriculture.

4.6 Source of Knowledge about Charter

There are various sources for getting information about the services provided by DAO. However some of the sources are not accessible to the citizens. The sources for information have been given along with the presponses of the respondents.

Table no. 4.5 Source of Knowledge about Charter

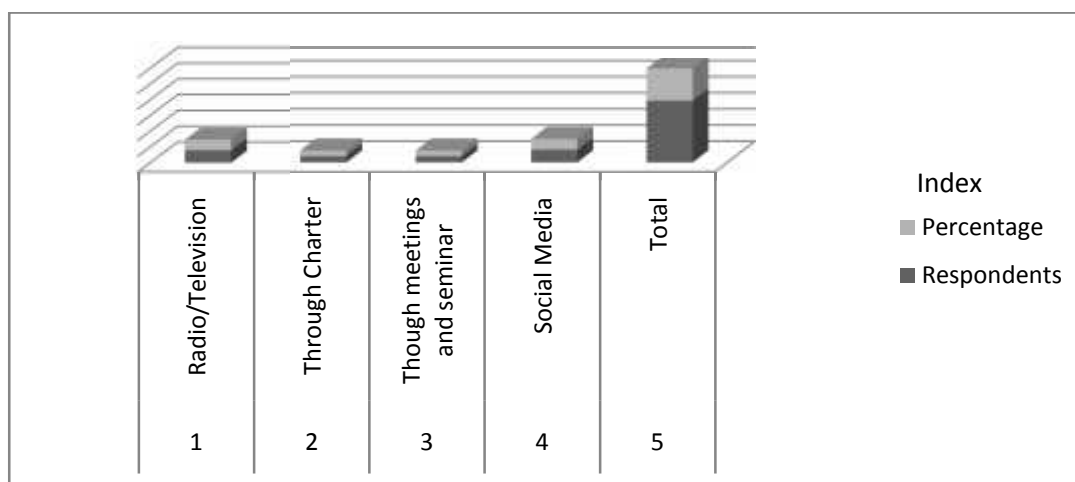
S.N.	Source	No.of Respondents	Percent
1	Radio/Television	64	33.33
2	Through Charter	32	16.67
3	Though meetings and seminar	32	16.67
4	Social Media	64	33.33
5	Total	192	100

Source: Field Survey, 2019

The table no. 4.5 demonstrates that the sources of knowledge with respect to Asked how 192 of the attendants of the district administration office, Ilam, who were visiting the Ilam during the course of the inquiry, did not know about the citizen's papers, 64

said that the radio and television 32 people received information through the meeting and seminars 32 people received information through citizen charter and 64 through 14social media. In view of this, it was found that the use of radio / television and social media has led to more subscribers getting informati14on about the service.

Fig no.. 4.2 Source of Knowledge about Charter



4.7 Knowledge about Content of Citizen Charter

Citizen's Charter is a document which represents a systematic effort to focus on the commitment of the Organisation towards its Citizens in respects of Standard of Services, Information, Choice and Consultation, Non-discrimination and Accessibility.

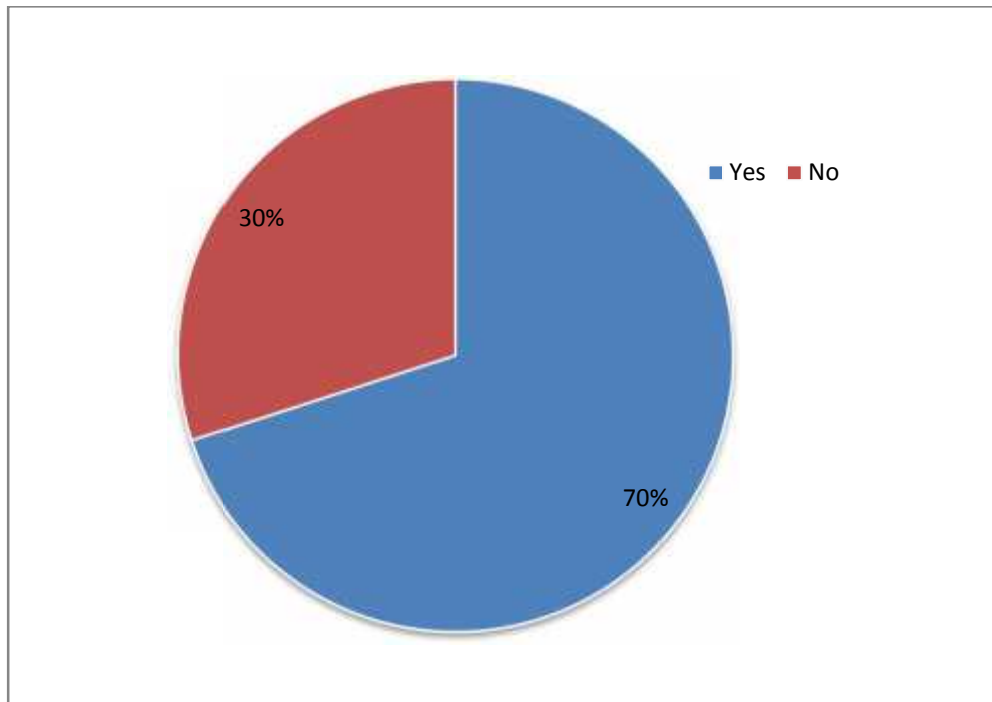
Table no. 4.6 Knowledge about Content of CC

S. N.	Statement	No. of Respondents	Percentage
1	Yes	84	70
2	No	36	30
3	Total	192	100

Source: Field Survey, 2019

The table no. 4.6 exposes the fact that only 70 percent of the citizens are aware about CC whereas 30 percent of people do not have heard about it. These figures revealed the fact that citizens are not much aware about the Charter scheme. This may be due to low literacy rate of district or may be due to less publicity about the charter scheme.

Fig no. 4.3 Knowledge about content of CC



4.8 Awareness of Citizen’s Charter

An important area, highlighted by this research, is the need to increase the level of awareness of citizens with respect to the Citizen's Charter. The Citizen's Charter should be displayed properly, in a visible place, with all the necessary information about the service delivery standards. Since awareness is low among women and those with limited literacy, a particular focus is needed for raising awareness among these groups.

Table no. 4.7 Awareness of Citizen’s Charter

S.N.	Awareness of CC	Gender		Respondents	Percentage
		Male	Female		
1		Male	Female		
2	Yes	96	38	134	70
3	No	21	37	58	30
	Total	117	75	192	100

Source: Field Survey, 2019

The table no. 4.7 highlight that the awareness of citizen or changing attitude of service providers hence 70 percent of respondents was awareness about the CC provisions among the service providers. Looking at the table above, only 96 of the 192 servicemen who came to the district administration office to receive service in Ilam seem to know fully about the civil charter.

4.9 Satisfaction with Time Taken

The implementation of citizen charter has become supply-driven instead of demand-driven. governance in administration. The primary purpose of a citizen's charter is to improve the quality of service being offered to the citizen and to ensure better citizen satisfaction.

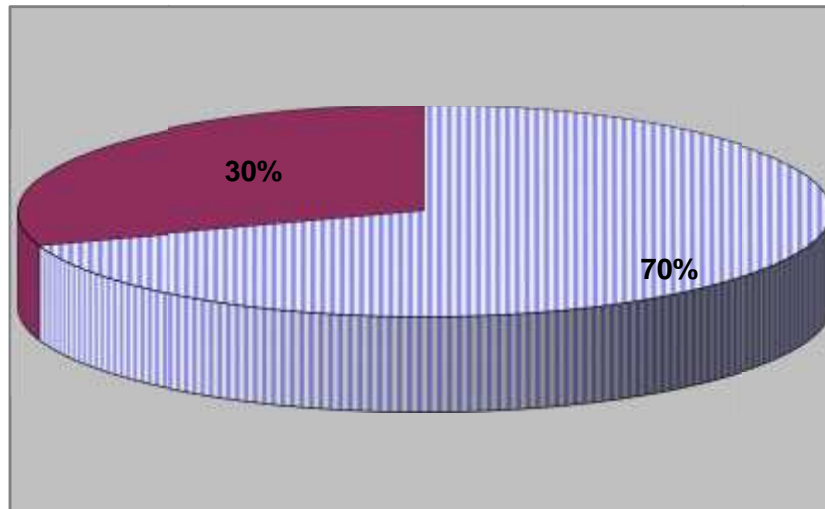
Table no. 4.8 satisfaction with time taken

S.N.	Response	Respondents	Percentage
1	Satisfied	134	70
2	Dissatisfied	58	30
3	Total	192	100

Source: Field Survey, 2019

The table no.4.8 declares that the satisfaction with services of the DAO is 70 percent and dissatisfied were 30 percent. This indicate that majority of the respondents are satisfied. This data clearly state that the folwing fig no. 4.4.

Fig no. 4.4 satisfaction with time taken



4.10 Services Improved with Satisfaction

Improved public service delivery and accountability have increasingly turned out to be important issues in public sector management.

Table no. 4.9 Services Improved with Satisfied.

S.N.	DAO services		Improved	
			Respondents	Percentage
1	Citizenship Certificate Section	Yes	64	66.67
		No	32	33.33
2	Passport Section	Yes	45	70.31
		No	19	29.69
3	Local Administration and Organization Resgration	Yes	13	68.42
		NO	6	31.58
4	Legal Section	Yes	10	76.79
		No	3	23.21
	Total		192	100

Source: Field Survey, 2019

The table no. 4.9 table clarifies that the services were improved to interpret these things, all section 60 percent above improved service delivery was measured through timely delivery of service as mentioned in CC at DAO and hence the satisfaction of citizens with DAO. Looking at the table above, most of the citizens appearing in the District Administration Office, Ilam, are coming to the branch. On a percentage basis, it was found that only 60 out of a total of dissatisfied service members were satisfied with the services of the Legal Branch.

4.11 Service Provid Satisfied with pounchual and timily after CC

The information about the various kinds of services provided through the public office is basic necessity for all citizens that come across that office.

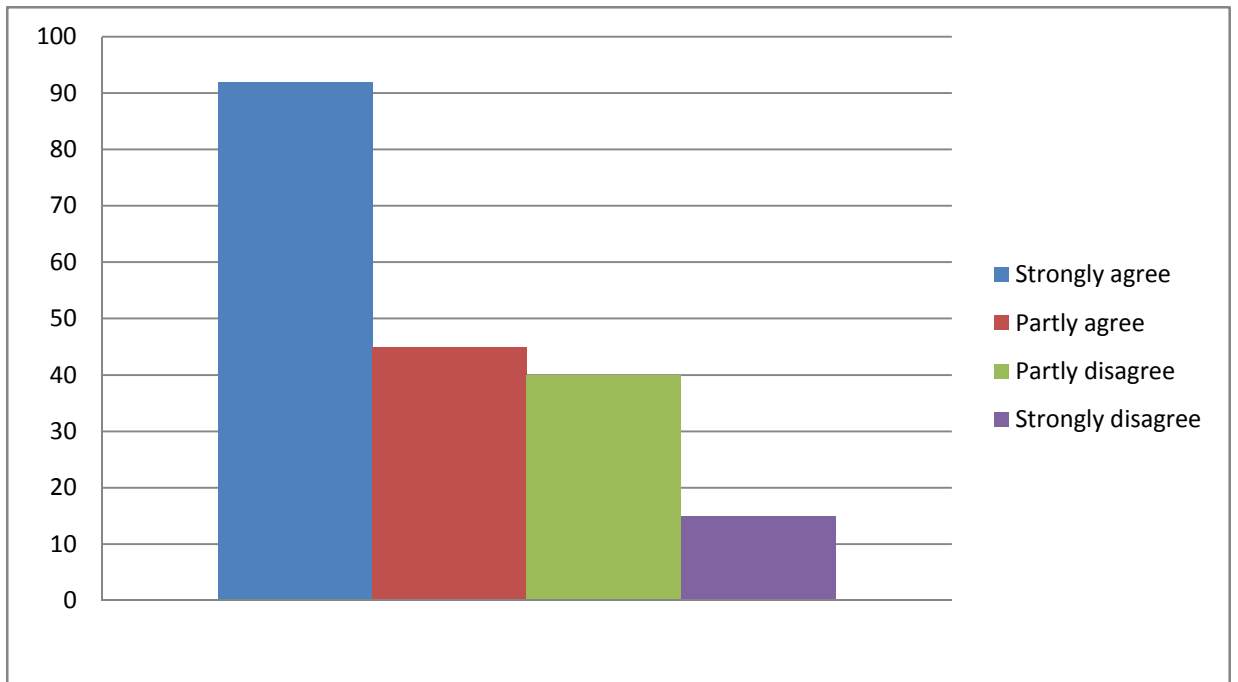
Table no. 4.10 Services Provide Pounchual and Timily.

S.N.	Response	Respondents	Percent
1	Strongly agree	92	47.91
2	Partly agree	45	23.43
3	Partly disagree	40	20.83
4	Strongly disagree	15	7.81
	Total	192	100

Source: Field Survey, 2019

Of the 192 service recipients who received the service of Ilam district, 92 were found to be satisfied at the time of service and 15 was found to be completely unsatisfied with the service. In view of this, only 71 percent of the servicemen were satisfied and only about 29 percent was dissatisfied with the service of DAO Ilam. Overall, the situation of service delivery in the district was found to be satisfactory. its also cleary show that flowing fig no. 4.5.

Fig no. 4.5 Services Provide Pounchual and Timily



4.12 Needed Information Regarding the Procedure to get Citizenship Issued by DAO.

Procedure and its information to citizen as a basic requirements. The procedure is mentioned in the CC and respondents were asked about it which has been tabulated below.

Table no. 4.11 Needed Information Regarding the Procedure to get Citizenship Issued by DAO.

S.N	Institutional Performance	No.of Respondents	Percent
1	Less satisfied	32	16.67
2	Somehow satisfied	58	30
3	More satisfied	102	53.33
	Total	192	100

Source: Field Survey, 2019

The table no. 4.10 clarified that the people less satisfied were about 16.67 percent, somehow satisfied were 30 percent and more satisfied with procedure and its functions were 53.33 percent.

4.13 Usefulness of Information Displayed on Citizen's Charters

The information given in CC are significant for the citizens through the usefulness of it is based on how they perceive it. Most of the information are worthy of consideration and the responses have been displayed below.

Table no. 4.12 Usefulness of information displayed on Citizen's Charters

S.N.	Gender	No.of Respondents	Percent
1	Male	122	63.33
2	Female	70	36.67
3	Total	192	100

Source: Field Survey, 2019

The table no.4.11 shows that the cross tabulation was calculated among them interesting fact, that 63.33 percent of male of them who said that information in CC was little useful were also satisfied with the service provision of DAO. Likewise 36.67 percent of female were touch with the usefulness of the service that provided. It reflects the fact that CC and the information within the CC is quite useful to the service seekers and that's why almost ninety percent of people satisfied.

4.14 Access to Concerned Officials

The CC in DAO provides the name and the address, room no. in that office of the concerned official. This information makes the citizen aware about getting access to concerned person. If people would have easy access to those officials they can get quick service and so they can be more satisfied.

Table no. 4.13 Access to Concerned Officials

S.N	Response		Satisfied	
			No.Respondents	Percent
1	Access to desk-staff	Accessible	134	70
		Not Accessible	58	30
2	Access to complaint officer	Accessible	70	36.66
		Not Accessible	122	63.34
Total			192	100

Source: Field Survey, 2019

The table no. 4.13 clearly illustrates that 70 percent of those service seekers who got access to desk staff, are satisfied with service delivery of DAO. Similarly almost all are satisfied who got access to complaint officer. With regard to the arrangement of some helpdesk and complaint hearing officer of the servicemen coming to the district administration office, 134 people found it easier to talk to the desk staff while 70 were found to talk to the complainant officer. From the above table it is understood that during service delivery, 36 percent of the subscribers kept their complaints with the officer to listen to the complaint while the rest received information about the alarm about their office through Desk staff.

CHAPTER V

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

5.1 Summary

Citizen's Charter is a document which represents a systematic effort to focus on the commitment of the Organisation towards its Citizens in respects of Standard of Services, Information, Choice and Consultation, Non-discrimination and Accessibility, Grievance Redress, Courtesy and Value for Money. The main objective of the exercise to issue the Citizen's Charter of an organisation is to improve the quality of public services. This is done by letting people know the mandate of the concerned Ministry/ Department/ Organisation, how one can get in touch with its officials, what to expect by way of services and how to seek a remedy if something goes wrong. The Citizen's Charter does not by itself create new legal rights, but it surely helps in enforcing the existing rights.

A Citizens' Charter represents the commitment of the Organisation towards standard, quality and time frame of service delivery, grievance redress mechanism, transparency and accountability. Department of Administrative Reforms and Public Grievances, in the Ministry of Personnel, Public Grievances and Pensions, Government of India, in its efforts to provide more responsive and citizen-friendly governance coordinates the efforts to formulate and operationalise Citizens' Charters. Various Central Government Ministries/ Departments/ Organisations have brought out their Citizens' Charters. With a view to ensure effective implementation of Citizens' Charter, Nodal Officers have been appointed in the concerned Central Government Ministries/ Departments/ Organisations. The innovative idea underlying the citizen charter is to make concrete commitments to the customers of public services. Transparent communication of service standards generates 'external' pressure to deliver as promised. This external incentive is reinforced when the organization systematically registers when standards are not met. Organizations generally opt for a strategy of involving citizens (and entrepreneurs) in implementing "customer-driven service". Adopting service standards provides a sound basis for listening actively to citizens and learning about their needs. This is not to say that the customer is always the decisive factor. There are limits to the customer-driven approach. Government can never be the personal problem solver for individual citizens but the key purpose of a citizen charter is to implement adopted

policy reliably and effectively.

Quality improvement of public services is at the heart of the agenda for change. It is important to recognise that no one of these instruments provides all of the answers. It is for the organisation to decide which instrument fits best to its own development needs. The added value of a citizen charter is that in a very direct manner, the organisation makes contacts with the outside world. By making promises concerning the quality of the services, a charter contributes toward the relationship with citizens and firms in the outside world.

5.2 Major Findings of the Study

-) Social media and radio television were ahead as the source of the information.
-) Ethnicity is the fact or state of belonging to a social group that has a common national or cultural tradition were mixed.
-) Respondents was awareness about the CC provisions among the service providers.
-) This indicate that majority of the respondents were satisfied regarding the services of DAO.
-) The service seekers were housewife, services and agriculture among them involvement of occupation having agricuture were more.
-) The Knowledge of CC is may be due to low literacy rate of country or may be due to less publicity about the charter scheme.
-) The services were improved to interpret these things, improved service delivery was measured through timely delivery of service as mentioned in CC at DAO and hence the satisfaction of citizens with DAO.
-) CC and the information within the CC is quite useful to the service seekers and that's why almost ninety percent of people were satisfied.
-) The service seekers who got access to desk staff, are satisfied with service delivery of DAO. Similarly almost all are satisfied who got access to complaint officer.

5.3 Conclusion

The effectiveness of Citizen's Charter program in the public organizations of Nepal Civil Service has been studied reviewing the literature. In order to identify the crucial factors and actors of making the Citizen's Charter initiative effective in Nepal, various variables were analyzed. The study broadly reveals that the introduction of

Citizen's Charter initiative is a positive step. Another point to consider is the decision making process of the ownership of those decisions. To ensure the ownership of the decisions that the front-line employees carry out while discharging their duties, it would be more beneficial if there is a mechanism to involve and sometimes encourage them to be involved in the decision making process. It is also critical to vest some decision making powers on the mid- and lower-level service providers so that they can solve minor issues at own discretion at their meeting point with the users. Furthermore, changing the mind-set of the bureaucrats is also very important.

On a few positive sides, it has been found that the introduction of Citizen's Charter has made the process a little easier for the clients many of whom now know how to process their own applications. The free flow of information has also increased the awareness level of the service recipients and it is evident that the information provided in Citizen's Charter—on cost of service, delivery time of service, and necessary information on how to apply for a specific service makes the public administrative system more transparent to the citizens.

However, recent media reports indicate Citizen's Charters in most of the public sector organizations are still ineffective in many of the public offices.

Finally, it has been concluded that implementation of CC in DAO has strengthened the relationship between citizens and the service providers. CC has been able to raise the awareness and sense of responsiveness to both service users and service providers than before. The implementation of CC really brought changes not only on working of officials but also in perception of their thinking about service users and their satisfaction with services as well. In previous days, service providers used to try to maintain the gap with citizens while delivering services, but nowadays, this gap is gradually decreasing which has become possible with realization of customer oriented approach of new public management.

5.3 Recommendation

The study investigated the extent to which those seeking service while receiving services at the District Administration Office, Ilam, have Implementation for citizenship charter. Also, the study has made some conclusions regarding some ideas for solving those problems. Here, the researcher has presented some recommendations based on the findings of his research. They are described below.

-) This study investigated the information about financial, social, educational and service flow by service users coming to service in District Administration Office Ilam and transparency in service flow. Also, the study has made some conclusions regarding some ideas for solving those problems. Here, the researcher has presented some recommendations based on the findings of his research. They are described below.
-) It is important that DAOs conduct educational and service training programs for the officers working in Ilam, so that they can help to upgrade the performance of the work performed in their office.
-) Employees should be provided appropriate incentives and recognitions for their excellence in performance. It may help in reducing bribery culture.
-) Employees should be protected against personal favoritism or coercion for partisan political purposes.
-) DAO, Ilam need to update the information system regarding procedural system in office, so that service seeker could have more ideas about how to complete their own task in office.
-) It is necessary that the record keeping system should digitalize and computerize as soon as possible.
-) Civic awareness programs should be conducting across the district with regarding the government offices' task operating system.

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