

**EFFECTIVENESS OF CITIZEN CHARTER IN PUBLIC
ADMINISTRATIVE FUNCTION :**

A Case study of District Administration Office, Dhading, Nepal

A Thesis

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DECLARATION

I hereby declare that the thesis entitled **Effectiveness of Citizen Charter in PublicAdministrative Function:**A case study of District Administration Office, Dhading,submitted to the Central Department of Rural Development, Tribhuvan University, entirely my work prepared under the guidance and supervision of my supervisor. I have made due acknowledgements to all ideas and information borrowed from different sources in the course of preparing this thesis.

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LETTER OF RECOMMENDATION

This thesis entitled **Effectiveness of Citizen Charter in Public Administrative Function:** A case study of District Administration Office, Dhadinghas been prepared by **Indra Bahadur Shrestha** under my supervision and guidance.

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ABSTRACT

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. With the globalization of new techniques of administrative reforms, NPM and good governance agendas have been spread all over the world. John Major's introduction of the Citizen Charter (CC) in 1991 was intended to mark a revolution in the provision of public service delivery in the United Kingdom by promoting the objectives of responsive and accountable governance. CC is regarded as a tool of good governance. The essence of CC was to empower citizens by mentioning their rights, privileges and duties; to make the administration less bureaucratic-dominated and more citizen-led. Hence the service delivery mechanism would be improved through the use of CC. It has attracted international attention as it has resulted in significant improvements in public service delivery in UK. Nepal was also one of those international communities to seek improvement in its public service delivery through introducing CC.

After the enactment of Right to Information Act, 2005, people have the right to know what services are available from a particular office, what formalities need to be completed, and what their timeframe is. Improving citizen's access to such information and their participation in the governance processes would lead to greater accountability and transparency and there will be improvement in service delivery mechanism. This was the reason behind the establishment of CC. The basic foundation of CC spin around the citizen's right to information and public offices' basic obligation with regards to delivering transparent governance. So, the government of Nepal has mandated every office to publish its "citizens' charter" and follow it in both letter and spirit through the Governance (Management and Operation) Act, 2005. Many offices have started to do it.

The objective of this study was to map whether this so called tool of good governance is successful in its intention. This thesis defines the Charter programme and tries to evaluate its impact in terms of service delivery. The research uses both qualitative and quantitative method for finding out this objective. Both primary and secondary sources of data were used to get comprehensive picture of the reality. The researcher

contacted with different participants – DAO officials and Citizens to gather information. Besides, officials' records, documents and other secondary sources were utilized.

Government vision, strategies and targets in terms of improved service delivery through CC to enhance accountability, transparency and responsive behavior seems to be very ideal in case of country like Nepal. Transparency in different procedures to get services through government will ensure the efficient delivery of services. But, even though the charter scheme is made mandatory in every public office, there is a danger that it remain as a paper-exercise only as this study revealed that the complaint mechanism is ineffective. Hence complaint mechanism should be made more effective. However, CC in DAO seems to be very successful creating procedural clarity among the service seekers and helping in improvement in service delivery. From citizen's perspective, this has been appreciated to a great extent which relieves them from traditional mode of functioning where information was hard to come by and there was no way of knowing in advance about formalities and other requirements in connection with receiving governmental services.

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LIST OF ABBREVIATIONS

ACDO	Assistant Chief District Officer
ARC	Administrative Reform Committee
CC	Citizen Charter
CDO	Chief District Officer
CDPA	Central Department of Public Administration
DAO	District Administration Office
DDC	District Development Committee
GON	Government of Nepal
GRP	Governance Reform Program
ILO	International labor organization
MOHA	Ministry of Home Affairs
NPM	New Public Management
NVC	National Vigilance Center
OECD	Organization for Economic Co-operation and Development
OPMCM	Office of Prime-Minister and Council of Minister
SAP	Structural Adjustment Program
SPSS	Statistical Package for Social Science
UNDP	United Nation for Development Program

CHAPTER I

INTRODUCTION

1.1 Background of the Study

Different kinds of goods and services are indispensable for maintaining, promoting and improving the quality of lives of people. Those goods and services are provided by either public or private sectors. Public service is defined as all activities delivered by the government to fulfill those needs that society needs to go through life (Anwaruddin, 2005:537). Public Service Delivery is defined as a set of institutional arrangements adopted by the government to provide public goods and services to its citizens. Public services delivery has been one of the key functions of the public sector which uses civil service bureaucracies as the instrument for the delivery of services (World Development Report, 2004). Public service can be divided into three types: i) Administrative services which includes various kinds of formal documents such as citizenship certificate, land certificate, driver's license, marriage or birth certificates etc; ii) goods services that facilitate various needs like distribution of food and meeting daily needs or installation of telephone, water, or electricity networks; and iii) facilitating services that consists of various kinds of public facilities like education, health care, post transportation etc (Anwaruddin, 2005:538).

Unlike the private sector where customer is much valued, public service is generally driven by inputs and compliance with rules. Public service delivery in most of the developing countries is characterized of being ineffective, cumbersome, too much procedural, costly, red taped and opaque (not transparent). Public services should be concerned with what the customer want rather than with what providers are prepared to give. In general public servants have not acted as servants of people but rather as masters without any sense of accountability and transparency. People are unaware of how and where to obtain public services and often become the victim of middle man or corruption.

Cumbersome procedure, slow pace of decision making and service delivery cause suffering to people and waste their money and time. Nepalese bureaucracy is organized as same as Weberian model of bureaucracy-including hierarchy, rules and regulations (Scott, 2003, p.46) which are being criticized for non-

performing characteristics. It has been almost a half a century that Nepal formally entered into a welfare state by announcing delivery of public services to its people through a planned development effort. But public service delivery remained lower than what was targeted. Still, people have to suffer from many hurdles when they have to get any government services either because of lack of information or because of bureaucratic procedures and attitudes. The lack of information and complex regulations could be further barriers to citizens/ customers in dealing with government services (K.C., 2008). This creates the frustration, dissatisfaction among citizens toward government. The growing dissatisfaction with the performance of the public sector in delivering goods and services has focused attention on ways to improve the quality of service delivery by the public sector. Improving delivery of public services means redressing the imbalances of services to all levels of society; enhancing welfare, equity and efficiency, etc. It also means a complete change in the way that services are delivered. A shift away from inward-looking, bureaucratic systems, processes and attitudes, towards new ways of working which put the needs of the public first, is better, faster and more responsive to meet those needs.

Several initiatives have been implemented since 1951 to improve relationships between citizens and administration as well as the quality of service delivery mechanism. The reform in developed countries known as New Public Management has become a global wide trend with many public sector organizations. So, Nepal also has introduced some reform ideas related to the NPM model for making public sector more effective and result oriented.

CC is one of such techniques with the primary purpose of improving the quality of service being offered to the citizen and to ensure better citizen satisfaction. “Citizen Charter” was introduced in Nepal in 2005. All the ministries have developed their CC and tried to carry out their activities accordingly. This effort has been followed by all the departments and district offices of these ministries too.

The major features are

1. Arranging public a list of services and also a list of responsible focal personnel to contact to by service seekers;

2. Making public procedures, time, cost and other essential conditions to be followed by service seekers while applying for services;
3. Giving reasons to service seekers, if not delivered any expected services; and
4. Managing a few provisions about compensation against cases failed to meet promises made.

1.2 Statement of the Problem

Efficient, responsive and prompt service delivery is now prominent agenda of most countries. Several tools are being used to achieve this. CC was introduced as one of the tools for this but it is observed that many agencies do not deliver service as per standards outlined in their own CC. Though many public offices have placed the board of CC to provide prompt and smooth public services to the citizens, but not followed its spirit (Gautam, 2008). One of the drawbacks in Nepalese administration is not maintaining the time for the delivery of the services (Dhakal and Ghimire, 2009). There is a saying that the employees used to say “bholi” (tomorrow) that is for buying the time or sometime for indirectly asking bribes to do the things promptly. Therefore, spirit of CC is being difficult to apply in real sense in Nepal (ibid).

People cannot get easy access to public services if they don't know about formalities and other requirements in connection with receiving public services in advance. Informed citizen can properly seek the service fulfilling the responsibilities in their side. So, information and service delivery have strong relationship. With advent of NPM, CC has been established to provide the information regarding particular service provided by any government office. Service delivery can be seen from two perspectives; one from service provider's perspective and another from service seeker's perspective. Pervasive unawareness on the part of the service seekers and lack of citizen friendly way (responsive behavior or positive attitude) on the part of the service provider can lead to slow and ineffective service delivery. It is important to know how much CC, which has been publicized so much as a tool for effective service delivery, is successful on increasing awareness of citizen or changing attitude of service providers. Some surveys done on CC of some municipalities in Nepal show the following facts:

Fifty-three percent of the respondents replied that it took little longer than the expected time but 26% replied that it took too long time to get services from the municipality. In another question the respondents were also asked about the usefulness of the charter. It had confirmed that 30% beneficiaries opined only little useful. There were just 18% people who find it very useful and more than that 21% completely not find any usefulness. 57% of the respondents said that it promises a lot but difficult to implement. Another 50% even claimed that some middle man run the municipal services as the charter could not implemented easily and 40% were found that it is rather show off business and probably a imitation of other (Dhakal and Ghimire, 2009).

According to Pollitt (1994) CC remained an 'unwieldy package' too complex for the average citizen and 'in a number of important respects its conceptual basis is confused and many of its proclaimed standards lack either legal standing or clear penalties for failure, or both'. In Public Policy and Administration, Taylor (1999) concluded that the charter system was inadequate to safeguard consumers' and citizens' interests and that they would have to have a greater input to ensure success.

According to CC 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). Thus, the CC has simply become a document of assurances or a formula which imposes a uniform pattern on every service that is hanged or painted on wall. Moreover, with the passage of time the effective implementation of the CC has also been eroded. At this stage CC is nothing but a mere document that is lying in lockers and getting dust (Beniwal, 2005).

Thus citizens are dissatisfied with the way their needs and concerns were being dealt with: waiting many hours to be served, queuing at different counters and taking a long

time to get one request taken care of. Here, the economic cost of travelling, waiting for no reason is clearly visible. Also it includes the opportunity cost of that waiting period. The "Citizen Charter" has been criticized as a public relations gimmick which confuses the public and adds to administrative costs without any appreciable improvement in the standards of public service (Lo, 1993). If the CC is not working properly then it is just wasting the scarce economic resource of the country and being only the piece for decorating the walls of government offices. Dissatisfaction, harassment and the frustration felt by the citizen can be regarded as social cost of delayed service delivery. But if CC can be properly implied and prompt service delivery can be ensured, it can enhance transparency, accountability and responsiveness of the administration which are the pillars of good governance.

1.3 Objectives of the Study

The objectives of this research are two folds: general and specific. The general objective of the study is:

-) To assess the impact of CC in service delivery of District Administration Office
-) To achieve this objective, the present study will also find the following specific objectives:
 -) To know whether services are delivered within stipulated time mentioned in Citizen Charter in District Administration Office, Dhading.
 -) To analyze usefulness of CC in improvement of service delivery through procedural clarity and grievance redress.

1.4 Significance of the Study

Study on CC is largely unexplored especially in the case of Nepal. One study has been conducted to investigate the CC in municipalities of Nepal by Central Department of Rural Development which was mainly focused on peoples' satisfaction with local service provision after introduction of CC; service providers' perspective towards the implementation of CC in the municipalities (which is local government not the central governmental agency). Some other researches regarding implementation of CC have

been carried out by National Vigilance Center (NVC) and Transparency International (TI) Nepal.

Present research will be an attempt to investigate the impact of CC in delivering prompt service to citizen. Besides, this thesis intends to explore the success of CC in improving service delivery by DAO.

Similarly, the findings of this study would become supportive to the existing literature on CC and the service delivery in Nepal in general and put new insights in the area of usefulness of CC in public offices in Nepal.

1.5 Limitation of the Study

The major limitations of this thesis are described below:

a. Focused on only one organization: Due to time and other financial limitation, the study is focused on only one organization. It would be better if comparative study of two or more organizations, where CC has been introduced, could be conducted.

b. Coverage of only three departments: Due to different constraints, researcher can collect data from only three department of DAO: Passport, Citizenship certificate distribution and registration of new organization.

c. Access to top level bureaucracy: Researcher had great difficulty in accessing high profile bureaucrats. Though researcher had tried many times to get access and information through top level bureaucrats in DAO sometime they were busy and sometime they were out of station. Moreover, at times in the middle of an interview they got involved in other activities. **d. Non-availability of Documents:** Another challenge was the difficulty in gathering documented information from officials. In some cases, documents were not readily available and considered confidential. In fact, very few documents were available from DAO.

1.6 Organization of the Thesis

The thesis is presented in five chapters.

Chapter one- Introduction- explains the background of study, states the research problem. It specifies research questions, and objectives. Further, it also sheds light on significance of the study. It highlights the research methodology and organization of thesis.

Chapter Two- Theoretical Framework- surveys relevant literatures and contextualizes perspectives, which covers theoretical background and the conceptual framework along with variables of this study. It also presents a historical account of the CC and the UK experience. This chapter also gives an account of charter programme initiated in Nepal; legislative measures for formulating CC for various departments, organizations and agencies. It also incorporates brief overview of the CC of District Administration Office, Dhading.

Chapter Three- Research Methodology- contains the methodology adopted to pursue the study. It discusses the methods and techniques applied for the data collection and analysis. Finally, it gives an overview of limitations of the research.

Chapter Four- Data Presentation, Analysis and Interpretation - analyzes the variables and their relationship.

Chapter Five- summary and conclusion- is dedicated for winding up the study by drawing out the summary of thesis. It provides a brief discussion on to what extent the CC is has impacted in better service delivery by DAO.

CHAPTER II

LITERATURE REVIEW

2.1 Theoretical Review

CC 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, nondiscrimination 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 (ibid: 167).

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.

2.1.1 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.

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 was 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 (ibid). "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" (O'Donnell, 1999).

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).

2.1.2 New Public Management (NPM) Theory

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’s article (1991: p.4-5) “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 (ibid). 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, 1994:1). NPM is thus seen as a body of managerial thought (Ferlie et al., 1996:9) 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.

Thus the main ingredients of CC viz transparency, responsiveness and accountability are the major components of good governance also. It provides procedural clarity and grievance handling mechanism that can improve service delivery which is the main focus of NPM.

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).

2.1.3 Need and motivation Theory of Maslow

The Maslow Theory of Motivation also known as "Maslow's Hierarchy of Needs" model was developed between 1943-1954, and first widely published in *Motivation and Personality* in 1954.

The Maslow motivation theory is one of the best known and most influential theories on workplace motivation.

Psychologist Abraham Maslow first developed his famous theory of individual development and motivation in the 1940's. He suggested that human beings have a *hierarchy* of needs. That is, that all humans act in a way which will address basic needs, before moving on to satisfy other, so-called higher level needs. Maslow represented this theory as a hierarchical triangle. This shows how basic needs must be met before one can “climb” the hierarchy, to address more complex needs.

For example, first one must meet the basic, physiological need for food, water and warmth. After that the focus would be on the need to be safe, then the need to belong to social groups, and so on up the hierarchy.

The important thing to recognize is Maslow's contention that one's sense of well-being, i.e. the 'feel good factor' increases as the higher level needs are met.



Fig.2.1 Maslow's Hierarchy of Needs

Starting from the premise that each human being is motivated by needs that are inborn, presumably as a result of tens of thousands of years of evolution, the Maslow theory of motivation suggests a hierarchy of needs:

) **Physiological needs**

These are the very basic needs such as air, water, food, sleep, sex, etc. When these are not satisfied we may feel sickness, irritation, pain, discomfort, etc. These feelings motivate us to alleviate them as soon as possible to establish homeostasis. Once they are alleviated, we may think about other things.

) **Safety needs**

These have to do with establishing stability and consistency in a chaotic world. These needs are mostly psychological in nature. We need the security of a home and family. However, if a family is dysfunction, i.e., an abused child - cannot move to the next level as she is continuously fearful for her safety. Love and a sense of belonging are postponed until she feels safe.

) **Love and needs of belonging**

Humans have [in varying degrees of intensity] a strong desire to affiliate by joining groups such as societies, clubs, professional associations, churches and religious groups etc. There is a universal need to feel love and acceptance by others.

) **Self-Esteem needs**

There are essentially two types of esteem needs: self-esteem resulting from competence or mastery of a task; and the esteem and good opinion of other people.

) **The need for self-actualization**

Maslow theory of motivation proposes that people who have all their "lower order" needs met progress towards the fulfilment their potential. Typically, this can include the pursuit of knowledge, peace, esthetic experiences, self-fulfillment, oneness with God, nirvana, enlightenment etc. So ultimately this is all to do with the desire for self-transcendence.

2.1.4 Procedural Clarity

As already discussed, CC is a tool of good governance and NPM doctrine. It enhances the three essential aspects of good governance viz transparency, accountability, responsiveness. All of the information written in CC leads to transparency and accountability as it provides clear information about the requisite procedures. When people are fully aware about the needed documents, user fees, time taken, they can bring all needed documents at a time, can reach to concerned personnel directly. Hence the service delivery can be faster and people will be satisfied. Here the procedural clarity is independent variable which is measured through:

- a. Knowledge about CC and its content
- b. Access to information
- c. Usefulness of information
- d. Access to concerned officials.

2.1.5 Grievance Redress Mechanism

It is another independent variable. The CC clearly mentions the name, designation and official contact address of the complaint officer. People can easily contact with that personnel in case of non-delivery of service. If the complaint mechanism functions properly, those citizens who did not receive the service due to service provider's failure, they can get appropriate compensation or they can get that particular service without paying the necessary fee. For this, the chief complaint officer should hear the grievance and take necessary action immediately. Only then people can be satisfied which can be regarded as improved service delivery.

2.2 Conceptual Review

2.2.1 Citizen Charter: Genesis, Rational & Principles

With the advent of the New Public Management principles and mode of thinking in organizing efficient and effective service delivery, a number of methods are in use today. CC is one of such techniques, which puts citizens in the forefront to decide about the nature, form, and type of local services (Dhakal and Ghimire, 2009).
2.3.1 Genesis of CC:

The use of Charters can be traced back for centuries. Possibly the most famous, of course, are the Magna Charta of 1215 and other notable ones including the People's Charter of 1838 (James et al, 2005). The introduction of the modern CC was closely associated with the conservative government of then Prime Minister of UK "John Major", who found himself in political circumstances that meant he needed to make his mark as a then new Prime Minister (Pollitt, 1994). In a press conference on 22 July 1991 launching the Charter, John Major stated that the 'charter programme will find better ways of converting money into better services'.

The initial enthusiasm for charters in the UK in the 1990s was remarkable. By March 1994 there were officially 38 different individual government charter documents in the UK (Deakin, 1994, p. 50). By 1997 there were 40 main charters and over 10,000 local charters that were not centrally controlled (Hansard, 1997). The enthusiastic but ad hoc nature of the spread of charters in the UK is confirmed by the fact that some of the new charters were established in some parts of the UK but not in others. It has been estimated that the number of national charters in the UK grew to 200 (Milakovich, 2003). The first report of the CC (Cabinet Office, 1992) confirmed that the government was committed to a 'long-term programme of improvement and change to raise the standard of public services and make them more responsive to their users'. The programme established certain principles of public service relating to standards, complaints procedures and so on and providers of public services were asked to produce their own charters.

However, the CC seems to have been part of a much longer term trend in which public services were becoming more 'user friendly' and evolving in a way that has been described as the New Public Management (Hood, 1991). This has included a greater stress on public sector 'performance' (Talbot, 1999). It has been observed that the CC seemed to envisage the citizen primarily as a consumer (Taylor, 1999) and could be tending to substitute consumer-style rights for political and legal rights (Keat, et al.1994).

The core ideas of the United Kingdom's CC initiative added a consumerist dimension to public management (Talbot, 1994). In the UK today, CC is an integral part of public sector service delivery and part of the management process in almost all public sector agencies. It has brought the issue of (Larbi, 1999) consumers to prominence

and has since become a key feature of most NPM discussions. The “Citizen Charters initiative” is a response to the quest for solving the problems which a citizen encounters, day in and day out, while dealing with organizations providing public service (www.goicharters.nic.in/cchandbook). It creates a bond general public and public service. It also safeguards the right of citizens to enjoy quality and high-standard services. At the same time, it helps make public servants feel satisfaction for the services they provide to the public. All public services are paid for by individual citizens, either directly or through their taxes; Citizens are therefore entitled to expect high quality services, provided efficiently at a reasonable cost; and Where the state is engaged in regulating, taxing or administering justice, these functions too must be carried out fairly, effectively and courteously

2.2.2 Principles of Citizen Charter

The objective of charter exercise is to build bridges between citizens and administration and to streamline administration in tune with the needs of citizens. The major principles of CC are:

1. Standards: Setting, monitoring and publication of explicit standards for the services that individual users can reasonably expect.
2. Information and Openness: Full, accurate information, readily available in plain language.
3. Choice and Consultation: The public sector should provide choice wherever practicable. There should be regular and systematic consultation with those who use services.
4. Courtesy and Helpfulness: Services available equally to all who are entitled to them and run to suit their convenience.
5. Putting Things Right (Correction of Errors): If things go wrong, an apology, a full explanation, and a swift and effective remedy to be offered.
6. Value for Money (Financial Value): Efficient and economical delivery of public services within the resources, the nation can afford. And, independent validation of performance against standards.

The 1991 white paper of UK articulated these above mentioned six principles as norms to be followed in governing public services. Through the CC explicit standards are published which the individual users can reasonably expect. At the mean time it provides full, accurate information which is readily available in plain language. The

public sector should provide choice wherever practicable. Services should be available equally to all who are entitled to them and run to suit their convenience.

On the basis of this CC, public services are obliged to

-) To inform the public in detail on the kind of services they provide
-) To define and publicize standards of services
-) To be easily accessible and friendly to the citizen and to provide adequate information to explain the options afforded and give correct advice to the public to be courteous and forthcoming in providing services and to rectify mistakes.
-) To offer an apology, a full explanation, and a swift and effective remedy if things go wrong.

2.2.3 Institutional Structure

For implementation of CC, a new Unit of Government was established in UK, supervised by a cabinet minister. Under the direction of this Unit, and backed by the strong and decisive support of the then Prime Minister Major, all public services were encouraged to create and sign Charters.

In 1994, Tony Blair became the new prime-minister of the country. By then, there were about 200 Charters at a national level, and approximately 10,000 Charters at a local level, and many of the ideas behind the Charters had obtained a wider approval, even from the Labor Party. The result was that the Charters not only survived the transition of government, but also acquired a new impetus under Blair, along with a new name, “Service First,” which continues to be used at present (Carty, 2004). Blair also supported with renewed energy the system of awards granted to the Charters, known as “Charter Mark” (ibid). Correspondingly since June 1998, the Charter Office in UK has been renamed as People First Unit, signifying precedence of people over the other things (Benival, 2005).

To summarize, the pioneer experience of Great Britain, the Charters, became an integral part of public sector service delivery and part of the management process in almost all public sector agencies. It was institutionalized in the system of government

of the country as they were accepted by a high percentage of not only national governments, but also local. The use of the Charter Mark as a tool for self-evaluation of the changes in the Charters is also another innovative way. Studies carried out have shown that in the UK the CC programme has raised the awareness of users about their rights in relation to services provided by government agencies, and has had some positive impact on culture change among service providers. In particular, some marked improvements relating to the establishment of the Charter have been noticed in the following service areas: the health sector, the court system, services provided by housing, social security, utilities and Inland Revenue (Sadler, 1999).

2.3 Citizen Charter in Nepal

The delivery of public services to high levels of citizen satisfaction is a challenging objective for any government. And Nepal's bureaucracy is not the exception in this regard. Nepalese public sector administration is bedeviled by overstaffing, inefficiency, red tapes, rigidity in adherence to rules on the one hand, and arbitrariness, procrastination, arrogance and corruption on the other (Malhotra, 1995). The retroactive and reactive forces are still active, the public bureaucracy which still has the Panchayat legacy, is ineffective and lacking in accountability (Suvedi, 1992). So, in the recent years the government of Nepal has also witnessed an unavoidable requisite or pressure to introduce major reforms in managing public affairs so as to meet the challenges posed by the changes in global phenomenon and to present itself as accountable, responsible and democratic one. Reforms have to do with the weak capacity of government and its administrative apparatus which are reflected in weak policy making, pervasive delays, and the deterioration of public infrastructure, the poor quality of public services, high transaction costs, and widespread corruption (ILO, 1995:10).

Administrative reform is largely concerned with the following theoretical issues (Joshi, 1992):

-) Bringing about a tradition of impartiality in the civil service;
-) Instituting a sense of accountability and responsiveness;
-) Achieving optimization in the service in terms of its effectiveness and efficiency; and

) Improving the morale of the civil servants.

Many reforms were suggested by different reform commissions (Buch Commission,1952; Acharya Commission,1956; Jha Commission,1968; Thapa Commission,1975) established in various period in Nepal. Public Service Reforms in Nepal in the late 1990 after introduction of multiparty democracy were embedded in structural adjustment program (SAP) which was called as “Koirala Commission”. The reform focused to make the government affordable and lean through cost reduction and containment measures, especially by way of rationalizing the machinery of Government, divesting non-core operations, retrenching redundant staff, removing ghost’s workers from the payroll, freezing employment and adopting measures to control wage bill and other personnel-based expenditures (ARC,1992). In 2001 another reform initiative was started called as Governance Reform Program (GRP). The reform has also addressed many facets of administration such as gender sensitive, right sizing, reform in civil service act to motivate and building morale among public managers, result-based management, performance orientation, contracting out, decentralization, community participation in service delivery, preventive and curative approaches for combating corruption and other similar approaches adopted by NPM.

Along these reforms CC was also 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.

2.3.1 Main purpose of publishing Citizen Charter in Nepal

1. Display of the service details publicly that are available supposedly to deliver to service seekers;
2. Fixation of mode of complains, if not fulfilled the promises;
3. Recognition of public officials who perform extraordinarily in service delivery; and
4. Arrangement of institutional mechanisms for execution, monitoring & evaluation of the charters.

Here, one noticeable thing is that, in our neighboring country India, there is special department called as Department of Administrative Reform and public grievances (DAR&PG) institutionalized for handling all activities related to CC. Also there is a special website <http://goicharters.nic.in/> developed specially for providing the details of CC of various Ministries/ Departments/ Organizations of the Government of India but there are no any specific legal provisions regarding it. But in Nepal, there is no any specific institutional set up regarding CC but there are sets of legal provisions, acts and regulations regarding the implementation of CC.

2.3.2 Major Features Incorporated in CC in Nepal

1. A list of services, its nature and type, being offered by concerned department/organization/agency;
2. A list of procedures to be followed by service seekers while applying for services;
3. Time required providing the service;
4. A list of responsible focal personnel and his/her office address to contact by service seekers;
5. A list of cost and other essential conditions required for the service;
6. Managing a few provisions about compensation against cases failed to meet promises made

2.4 Policy Review

2.4.1 Legislative Measures Behind CC

The major legislative backgrounds for CC in Nepal are:

1. Directives for Making the Government Services Effective, 1998
2. The tenth five-yearly plan (PRSP) 2002-2007
3. Governance (Management and Operation) Act, 2005
4. Governance (Management and Operation) Regulation, 2005
5. Right to information Act, 2005 6. Right to information Regulation, 2006
6. Directives for Operating Service Movement, 2009
7. Working procedure for Public Hearing Programme, 2006 (Source: NVC) some of these major legislations are described below.

Directives for making the governmental Services Effective, 1998

The government of Nepal, for the first time, placed the idea of CC in service delivery system by enacting a typical guideline called 'Directives for Making the Governmental Services Effective, 1998'. It was a separate mechanism and modus operandi for publishing CC (GoN-OPMCM, 1998, p.2-14). The directives for making charter were issued by Ministry of Home Affairs (MOHA). The contents of the charter have been spelt out in clear and concise manner in Nepali in the form of booklets intended for wider distribution. In addition to being published in the form of booklets, the basic contents of CC have also been outlined in the form of wall paintings in each office. There is a provision of publishing the compilation of CC booklets of various public offices of a district. These integrated CC publication is still ongoing.

The Tenth Five-Yearly Plan (PRSP), 2002-2007

It is another policy whose major objective was poverty reduction and good governance by making timely improvement in the judicial administration, and by making the public administration competitive, cost-effective, transparent, service-oriented, responsible and gender sensitive. This plan is also known as poverty reduction strategy paper (PRSP). Policy and work plan to achieve this objective were

many and among them one was to prepare an individual civic charter of each administrative units working at the central and at the local level (www.npc.gov.np).

Governance (Management and Operation) Act, 2005

In the year 2005, country came up with a full-fledged legal arrangement on CC. One special law called 'Governance (Management and Operation) Act, 2005' was brought into effect. Through that act, various aspects of the charters gained a wider spectrum of legitimacy. Article 25 of the 'Governance (Management and Operation) Act, 2005' has made it mandatory to put CC publicly in front of every public office. Along with this, the statutory act covered a range of provisions related to charters. The article mentions the major features to be incorporated in the charter.

The article, in its another clause has mentioned that all these aspects related to CC are binding and if not carefully handled and the service seeker cannot receive the timely service then the chief and the concerned public employee shall be punished. It also includes the grievances mechanism system/remedial measures so that customer may take in case the service provider fails to adhere to the specified provisions. This provision is a mile-stone for institutionalizing the CC in all public offices.

Prior to this Act, 'Civil Service Act, 1993' also has managed a few provisions though they are limited in a certain aspect. Categorically, article 54 'ga' has fixed that what bottom lines civil servants should meet while coming across service seekers. They mainly concern with behavioral dimensions deemed from civil servants at a time with service seekers. According to it, the civil servants and public offices are expected to

1. Make the lists of services available and procedures to follow by service seekers; and
2. Guarantying time publicly that is required for various businesses (Dhakai and Ghimire, 2008). These features are somewhat identical to the modern charters of public services.

Governance (Management and Operation) Regulation, 2006

This regulation has also more or less discussed about CC in same manner in its regulation no. 14. It includes the list of nodal officer whom should be contacted for

redressal of grievance. The complaint against the lower level officer is submitted to higher level officers or offices. For example: if the grievance is with district level office, then the nodal officer is CDO, if grievance is against DAO then complain hearing officer is regional administration office and so on.

The Right to Information Act, 2007

Freedom of information is a fundamental right of a citizen of sovereign country. An informed citizenry is an effective counterpoint to state power. This Act has clearly mentioned the responsibility of a Public Body as such:

1. Each Public Body has to respect and protect the right to information of citizen.
2. Public Body shall have following responsibilities for the purpose of Sub-Section 1 (a) To classify and update information and make them public, publish and broadcast, (b) To make the citizens' access to information simple and easy, (c) To conduct its functions openly and transparently, (d) To provide appropriate training and orientation to its staffs, these subsections clearly hint about the necessity of keeping the CC in front of every public body.

The guidelines and Acts passed through amendment over time. The amendment basically intended to have fine tunes as per the contexts emerged in political and other arenas meanwhile. However, in 2009, the government substituted then the existing guideline with a completely new guideline. The new one is termed as 'Guideline for Operating Service Movement, 2009'. In addition, one more new guideline namely 'Guideline for Simplifying Governmental Decision Process 2008' (GoN-OPMCM, 2008, p.2-9) has been brought into effect with respect to cutting cumbersome decision processes. The later guideline is expected to make quicker decisions involving in service processes.

2.4.2 Grievance Redress Mechanism in Nepal

For grievance redressal and compensation, a committee is constituted. In the case of complaint against district level office or DAO, then for redressal of grievance, a committee is made with following members: the chairperson of DDC; CDO; Chief of the concerned office. If the complaints are against department or ministries, then a

committee is constituted by concerned department or ministry comprising of maximum of three members.

According to Article “25(5)” of Governance (Management and Operation) Act, 2005 if service seekers receive any impairment due to slow service delivery or non-service delivery by concerned office without any logical reason then either they should get the free service or they should get compensation of 5000 NRs through the order given by redressal committee.

In each district, there is one Administration Office for conduction of general administration of that district. Thus altogether there are seventy-five DAOs in Nepal. As an organization, it lies under the jurisdiction of Ministry of Home Affairs (MOHA). Except the courts and defense organizations, other district level offices come under the jurisdiction of district administration office.

There are many acts and laws that are related to functions of DAO. For example; Local Governance Act, 1971; Citizenship Act 2006; Public (Crime & Punishment) Act, 1970; Consumer Protection Act; Corruption Control Act, 2002; etc. According to article 37 and 38 of Corruption Control Act, 2002, National Vigilance Center (NVC) is given the overall responsibility to investigate the implementation status of different activities of DAO.

The government of Nepal selects a person as chief Administration Officer for that office who is also called as Chief District Officer (CDO). The major responsibility of general administration of the district lies with the CDO who works as a representative of the government according to rules, laws, regulation of government. The main functions of CDO are to maintain law and peace in district; help the development project conducted by GON, DDC, municipalities or VDC within the district, to keep record and maintain all the properties of GON; to carry out different other functions according to order given by GON.

Major functions of DAO:

Besides the general administration of district, DAO also performs various other functions. Most of the functions of DAO are directly related to public concern. Some of them are

-) Citizenship certificate distribution;
-) Passport distribution;
-) Provide the copy of passport or citizenship certificate in case of loss or damage of original one; • Registration of new organization, councils, newspapers; marriage registration;
-) Providing relief services during natural disaster;
-) To prepare district security profile; control of corruption and punishment;
-) Functions related to control of narcotic drugs; administrative function relating to prison and its protection;
-) To represent the government of Nepal within the district;
-) Investigation of other offices within same district etc.

Though most of the functions of all DAOs and CDOs are similar but the organizational structure may vary according to population size and service receivers in that district.

CC in DAO

As per the government decision to put the CC in all public offices, DAO, Dhading also published its CC in the year 2005. The exact date of publication cannot be collected due to lack of proper documentation system in that office. The CC is written in Nepali language. Though DAO performs various functions, there are five boards of CC regarding the major functions of DAO which are hanged on various places inside the premise of DAO. The boards of CC were hanged on the entrance gate of main building of DAO. Another board was hanged on the office of passport distribution. The CC of DAO is on following services:

- a. Citizenship Certificate Distribution
- b. Passport Distribution

- c. Registration of organization/NGOs/ magazines/newspaper
- d. Marriage Registration Certificate
- e. Minority Identity Certificate
- f. Peace and Security maintenance

2.4.3 Major Principles of CC in DAO

DAO also prepared its CC based on international norms and principles which include:

-) Access to information
-) Standards (Cost/ Time)
-) Redress of grievance

2.5 Empirical Review

The study conducted by the Abhisekh Sharma in India has found that “The citizen charter’s as the one of the one of the strategies of new public management, aims at providing quality services within a particular timeframe.it has been introduced in local government with the view of the enhancing the excellence of public service deliverance in a responsive, transparent and accountable manner, which in turn aims to increasing the level of satisfaction.”

According to him the citizens charter being formulated by the Municipal Corporation Chandigarh. Its implementation and effectiveness from point of view of the agency and as well as from the citizens.The result of Chandigarh is sheer failure and mere copying the document for sake of procedural formalities. The reason behind this failure is lack of political will, failure of advertising and poor participation of the people. The study concludes with suggestions to make a citizen’s charter effective and fruitful.

The study conducted by the Ashmed Shafiqul Huque and A.H.M Kamal Ahsan in Bangladesh has found that “A top down approach adopted in formulating the citizen’s charter future contributed to the ineffectiveness of the charter.” The study also revealed that citizens found it difficult to access services and were dissatisfied with their quality. Where some of the problems were attributed to the performance of public officials, implementation failure made the initiative ineffective. These

study concludes that poor implementation strategies and practice in developing countries impede empowerment of citizens and do not allow local council to perform effectively.

The study conducted by the Kidjile Ianc Saguin in Philippines found that Various governments have taken the bold step of implementing a citizen's charter initiatives introduced in the UK. Globally recognized as best practice, the citizen's charters were developed with varying reasons and come in varying degrees of success.

In 2007, in recognition of its international success, the Philippines government launched an anti-red tap programme based largely on RA 9485. The programmes flagship initiative is the creation of citizens chapters for all frontline services of the government including local government. After three years of initial implementation, results of the report card survey yielded encouraging results.

However, evaluation of the citizen's charters developed show absence of stakeholder involvement in the its formulation, varying level of compliance on the required information in the charter, inconsistencies information provided, and lack of customization and innovation on the part of local government unites with respect to content and from the charter. These findings act as bottlenecks in effectively during improved transparency and citizen engagement as well as preventing corruption.

2.6 Conclusion

This chapter has reviewed different literatures for narrating the theoretical framework and analytical framework for the study. It has highlighted the emergence of CC in the UK as a part of administrative reform by Prime Minister John major in 1991. The growth and spread of CC in other parts of the world is also discussed in this chapter. Currently, the concept of delivering public goods and services to the entire people effectively, timely and easily has been prevailing throughout the world. For this reason, many kinds of public sector reform programs have been launched throughout the world. This chapter has explained two theories "Good governance and NPM" as major reform processes and CC as an effective tool for the good governance.

Nepal has also followed the global wave of CC to make the administration more transparent, accountable and responsive to citizens. The introduction of the CC is expected to enhance good governance and reinforce people's faith in the government institutions in Nepal too. Though this initiative is taken up centrally, CC has been published by almost all public offices on the basis of various legal provisions as described earlier. Next chapter is all about different methods used to conduct this research.

CHAPTER III

RESEARCH METHODOLOGY

3.1 Research Design

This study is basically focused on improvement of service delivery through the use of CC in DAO, Dhading. The approach and strategies applied in this research depend on the research questions and research objectives. Research has been conducted to analyze the relationship between the improvement of service delivery and procedural clarity; grievance redress mechanism maintained through CC as well as demographic characters of citizens. To achieve this, “descriptive and analytical” research design has been carried out.

3.2 Research Method

There are two major methods used while conducting scientific research i.e. qualitative and quantitative method. A basic description of a mixed methodology is simply that it is a methodology with methods that have comparisons between quantitative and qualitative data.

3.3 Nature and Sources of Data

Both primary and secondary sources of data have been collected. 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:

a. Primary data

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

b. Secondary Data

Secondary data are often in the form of raw data and published materials. The secondary data for this study were 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 CC 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 Sampling and Sample Size

Purposive Sampling method is used to select the sample so that maximum varieties of people with various socio-economic backgrounds like gender, religion, education, 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. The sample-size was 45 including both service seekers and service providers. It is summarized below in the table.

Table 1: Sample Size

Respondents	Male	Female	Total
Service Seekers	20	15	35
Service Provider	9	1	10
Total	29	16	45

According to record of officials of DAO, Dhading, there were twenty -six officials working at DAO during the research time. So, structured questionnaires were served to 15 public servants (10 from front desk and 5 from high rank officials). However, only 10 questionnaires were recollected. Among them, four are gazette officers and 6 are non-gazette officers.

Another set of questionnaire was served to the service receivers. According to DAO, on an average, daily 200-300 citizens come to DAO for various purposes. Due to

different constraints, only the service seekers at three departments (passport, citizenship certificate, registration of new organization) of DAO were selected. All together 35 service seekers at those three departments were selected as per researcher's

3.5 Data Collection Tools and Technique

Basically, this study has used Institutional and Exist poll survey method as a principle technique for data collection. This tool of data collection is very effective and so is used most often. It also facilitates in collecting data from a large, diverse and widely scattered groups of people (Aminuzzaman 1991:87). Two sets of questionnaires were developed and served to two different sets of respondents (service providers and service seekers).

3.6 Data Analysis

All the data collected were transcribed into excel texts to ease the data analysis. Then data were further interpreted through SPSS method. They were edited, coded, tabulated and classified according to objective and hypothesis of study. The data have been analyzed by using simple and suitable mathematical and statistical tools like tabulation, percentage frequency and crosstabs.

A relationship between data and variables was established by interpreting statements. Results are presented through narrative text, simple computations and logical reasoning. As well as analysis is carried out in relation to the research objective and questions which leads to conclusion of the study.

3.7 Post Field Work Phase

In this phase, data entry; analysis and interpretation of information collected from questionnaire survey is done. The analysis is carried out in the perspectives focused by this research. Then finally the improvement in service delivery has been assessed according to the parameters (procedural clarity, grievance redressal).

CHAPTER IV

DATA PRESENTATION, ANALYSIS AND INTERPRETATION

4.1 Improved Service Delivery

In this thesis, improved service delivery is dependent variable that depends on independent variables; procedural clarity and grievance handling mechanism. Improved service delivery can be measured through different indicators like cost-effectiveness, timely servicedelivery, responsive behavior to citizen's; changes in organizational culture and management practices so that the organization performs more effectively; and the granting of greater authority to public sector managers, thus moving decision making closer to the point of delivery, to the communities served and to citizens. But in this thesis, it is mainly measured through timely delivery of service and therefore people's satisfaction on that organization.

4.2 Time Taken to get Service

The charter should give a clear commitment about the time-frame for delivery of specific services. This would save the organization from undue expectations; enable it to project its capacity to commit delivery of service as well as to work towards it in its own organizational plans. Awareness of timelines will also enable the citizen to opt for specific providers where options are available and better understand the capacity of organization to deliver a service in a specific time-frame.

In the CC of District Administration Office, minimum time required for each service that it delivers has been clearly mentioned. This means that people can clearly know within what period they can receive the service and they can make their schedule accordingly. In case, if the citizens get service within stipulated time mentioned in CC, they can be satisfied with the performance of DAO. This satisfaction ensures the improvement in service delivery by DAO.

Table 2: Time taken to get services from DAO

Time Taken	Numbers of Respondents	Percentage
As stipulated in CCTotal	9	26
A little longer than the stipulated time	21	60
Too long time than the stipulated time	5	14
Total	35	100

Source: Field Survey. 2016

Question: In your experience, how long time it takes to get services from DAO?

This question was asked to confirm the time taken to get services from DAO. Service Seekers at DAO were the key respondents. Above table portrays the present scenario of service delivery by DAO. This clearly points only 26% of respondents are getting services from DAO as stipulated in its CC. Sixty percent of people are getting services from DAO but taking a little longer time than stipulated in its CC. 26% think it takes too long time to get services from the municipality. Only 21% respondent showed their positive reaction towards maintaining the time as stipulated in charter.

The above data predict that though the CC is being displayed, DAO is still unable to provide service as mentioned in its CC. There may be various reasons behind this disability. When people were asked what may be the cause behind this then most of people replied that this may be because of workload over the staff; limited number of staffs or due to lack of modern technology in DAO.

Table 3: Satisfaction with time taken

Statement	Frequency	Percentage
Satisfied	26	74
Dissatisfied	9	26
Total	35	100

Source: Field survey, 2016

This question was administered to confirm the satisfaction of service seekers with time taken to get services from DAO. For ease of analysis, the values of the categories “very dissatisfied” and “dissatisfied” were combined to constitute the category “dissatisfied” and the values of the categories “very satisfied” and “satisfied” were also combined to constitute the category “satisfied”. Above table reveals the satisfaction level of citizens with time taken by DAO. Though it takes little longer time, the service seeker generally seems to be satisfied (74%) with DAO service delivery.

This satisfaction also stress that citizens are not much more concerned about their rights to get the service within the time mentioned in CC. it was found that only 14% of the total respondents were very satisfied to the municipal services and on the other spectrum 12% were found very dissatisfied. The rest of the respondents were in between sometime satisfied and sometime or for some reason dissatisfied. Eighty percent of the total respondents were found optimistic to take shape in the passage of time for implementing CC. The service receivers have a positive feeling regarding the improvement in the delivery of different categories of municipal services. This shows that people are not much concerned about best; they are satisfied with what they are getting.

4.3 Procedural Clarity

Procedural clarity is one of the main features of CC. It is important that the Charter provides information about the procedures etc. involved in obtaining the service and facilitates the citizen/ client to obtain it. Information about the forms, which may have to be submitted or the payment required to access a specific service is provided in the Charter. In other words, CC makes a consumer or, service seeker clears about different procedures needed to get through his/her work. CC in DAO also provides the information regarding the type and nature of service provided by DAO. Similarly, it mentions the name and room No. of concerned official where s/he can be found. CC also states the total time and cost required to get that particular service. It also provides the proper information about all the documents that are necessary to get service done. In this way, the clarification about the process for getting a service can improve service delivery by reducing red tape and by streamlining the work

procedures and methods. Thus, CC clarifies all the necessary process, documents including cost and time required to get that service.

The argument is now that more the procedural clarity more improved service delivery in terms of timeliness. In contrast, if people don't have procedural clarity, it will take more time; hence service delivery is impaired. This dimension of CC is analyzed under these subsections;

- a. Knowledge about CC and its content
- b. Access to information
- c. Usefulness of information
- d. Access to concerned officials: desk staff, complaint officer.

4.4 Knowledge about CC and its Content

Since the GON has made it mandatory to publish CC by each and every public office since 2005 through the "Governance (Management and Operation) Act, 2005", every publicoffice have produced its CC. But the level of awareness about CC among the people is not so impressive. More the people are aware about CC and its content more will be the procedural clarity among the service receivers. But if they are not aware about

CC itself then there may not be procedural clarity. Similarly, the public officials who are the means to implement CC in their related offices, they should also be fully aware about CC. So, the researcher tried to know the level of awareness about the CC provisions among the service providers.

Table 4: Knowledge about CC

Knowledge	Frequency	Percent
Yes	15	43
No	20	57
Total	35	100

Source: Field Survey, 2016

This question was asked to service seekers at DAO to map their awareness about CC. The figures in above table exposed the fact that only 43% of the citizens are aware about CC whereas 57% 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 country or may be due to less publicity about the charter scheme.

Table 5: Knowledge about content of CC

Level of Knowledge	Frequency	Percent
Absolutely	4	27
Partly	11	73
Total	15	100

Source: Field Survey, 2016

This question was asked to service seekers at DAO to know their awareness about content of CC. Here, those who have heard about CC, among them also only 27% (table 4.4) know absolutely about contents of CC. Remaining 73% know only partly about contents of CC. These figures point out about the awareness among general people. Most of them are totally unaware about CC. These figures illustrate that among the people who are aware about CC also do not have absolute knowledge about the contents or main thrust of CC. They have known about CC only superficially. The cross tabulation between knowledge of CC and its content and satisfaction shows the following facts;

Table 6: Cross Tabulation

Statements		Satisfied	
		Frequency	percentage
Heard about CC	Yes	14	93
	No	12	60
Knowledge about content about CC	Absolutely	4	100
	Partly	9	82
	Not at all	13	65

Source: Field Survey, 2016

Above table depicts that if people heard more about CC and its content, they are satisfied with the service provided by DAO because more they are aware about CC and its content more there is procedural clarity among them which leads to improvement in service delivery. But those who have not heard about CC and don't know anything about the content of CC, they are also not clear about different process so they are not satisfied.

4.5 Access to Information

Information is crucial for good governance as it reflects the activities and processes of the government. Every citizen of the state has right to access information. The main objective of government behind providing information to its citizens is to promote openness, transparency and accountability in administration. The information about the various kinds of services provided through the public office is basic necessity for all citizens that come across that office. The access to particular information, unless it is strictly provided by the government not to open, is the right of each citizen as described in "Right to Information Act". Many citizens seemed to have needed information regarding the procedure to get citizenship issued by DAO. It may be due to regular process of obtaining citizenship which is being carried out since generation.

Table 7: Cross Tabulation between Satisfaction level and access to information

Statements		Satisfied	
		Frequency	Percentage
Access to information	Yes	21	81
	No	5	56

Source: Field Survey, 2016

Above cross-tabulation depicts that more the people have access to information, more they are satisfied. The CC in DAO is fine enough to provide the necessary information to service seekers. Among them 81% of people are satisfied with service provision

Table 8: Cross Tabulation time taken and access to information

Statements		Time Taken					
		As stipulated time in CC		A little time longer		To long	
Access to Information		No.	%	No.	%	No	%
	Yes	8	31	15	58	3	12
	No	1	11	6	67	2	22

Source: Field Survey, 2016

The above table clarifies that those who have access to information they can get service as stipulated in CC. Here, thirty one percent of people who had access to information got service as stipulated in CC. It becomes clear that more the people have access to information, more they have procedural clarity and hence they get service according to time mentioned in CC. So they are more satisfied.

This fact is also supported by the responds of service providers. They were asked whether citizens are provided with adequate information about services. Almost all of them replied that they agree on this fact. Here, the traditional mentality of employees to show them always positive or superior becomes so much distinctly clear. Despite of this fact, it also shows that CC can provide adequate information to people if people carefully read the content of CC.

Table 9: Adequate Information to Citizens

Statements	No. of respondents	Percentage
Strongly agree	7	70
Partly agree	3	30
Total	10	100

Source: Field Survey, 2016

4.6 Usefulness of Information

The information provided should be useful to service seeker. Government information should be trustworthy, clear and accurate. The information should be accurate and up to date at all times. Here the assumption is that more the information is useful, faster the service delivery hence more the satisfaction of the service seekers. Useful information can speed up service delivery. To know this relation, again a cross tabulation was anticipated among these two factors. Also the relation between satisfaction and cause of service delivery was estimated through same method. The result is shown below in the table.

Table 10: Cross-tabulation

Statements		Satisfied	
		No.	%
Useful of information	Very useful	9	90
	Little useful	15	71
	Never got the service	-	-
Cause of service delivery	Due process	15	75
	Personal Access	10	83
	Using Bribe or middle man (Dalal)	1	33

Source: Field Survey, 2016

These questions were asked to the service seekers at DAO to map usefulness of information provided in CC. Nearly 29% of service seekers said that the information in CC was useful. Sixty percent said that the information is little useful. Rest said that the information was not useful because they never got the service. When the cross tabulation was calculated among the two factors viz; usefulness of information and satisfaction it was observed that among those 29% of citizens, who found the information was very useful, ninety percent were satisfied only 10% were not satisfied. And interesting fact, that 71% of them who said that information in CC was little useful were also satisfied with the service provision of DAO. 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 were satisfied.

Second question was also asked to citizens to know how they got services. The reasons were through due process, personal access and through bribing or using middle man (dalal). Here, 75% of people who get service through due process were satisfied. This high level of satisfaction indicates that people get service through due process that means they understood about the procedure to get service. All this credit goes to CC at DAO. Those citizens who read CC carefully, they got clear concept about the procedures, the required documents, fees. Then they get service within the timeframe stipulated in CC and consequently they are satisfied.

4.7 Access to Concerned Officials

Procedural clarity is also related to access to concerned officials. CC clearly mentions about the names and addresses of the contact persons for obtaining specific services with reference to the specific levels of organization/ agencies. 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. Here, two types of official;

1. Concerned Desk Staff,
 2. Complaint Officer is major important officials whose easy access is needed.
- So, the service seekers were asked about their satisfaction with accessibility of those officials. Most of them seemed to be satisfied

Table 11: Cross-tabulation

Statements		Satisfied	
		No.	%
Access to desk staffs	Accessible	13	87
	Not Accessible	13	56
Access to complaint officer	Accessible	4	100
	Not Accessible	22	71

Source: Field Survey, 2016

Above table clearly illustrates that eighty-seven 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. More the staffs are easily accessible, faster is the delivery of service and hence more satisfaction among the service seekers. Another cross tab was done to see how much faster the service delivery can be if there is more access to concerned officials.

Table 12: Access to designated staff and time taken to get services Cross-tabulation

Statements		Time Taken					
		As stipulated CC		A little longer		Too long	
		No.	%	No.	%	No	%
Access to designated desk office	Easily accessible	6	75	2	25	-	-
	Accessible with persuasion	1	14	6	86	-	-
	Somewhat accessible	2	12	11	65	4	24
	Don't Know	-	-	2	67	1	33

Source: Field Survey, 2016

When people have easy access to the concerned designated officers, 75% of them said that they get service within stipulated time in the CC. But when designated officers are not so easily accessible it takes longer time (86%, 65%) as compared to 25%. Hence, for timely delivery of service and satisfaction of citizen regarding the service offered by DAO, there should be condition that the concerned officials should be easily accessible at their designated place. It seeks for accountability. More they are accountable to their duty; they will be concerned to their job responsibility and will be sincerely working in their designated place mentioned in CC.

4.8 Grievance Handling Mechanism

Grievance handling mechanism is expected to ensure that appropriate actions are taken to restore the customers' confidence if the agency fail to deliver services promised in its Charter. Awareness of grievances is the first step which an organization can take towards introducing correctives in its functioning. Charter should encourage the citizens/clients to ventilate their grievances and organizations should aspire to redress these. Charter should clearly lay down the grievance redressal procedures in case citizens/ users/ clients/ stakeholders have any grievances and would like to seek redressal. Procedures for inviting and addressing grievances within the organization may also be taken up seriously as the performance and image of the organization is often adversely affected by the persistence of grievances of clients/ stakeholders/ users or citizens at large.

A sufficiently senior officer should be made responsible for inviting and processing 'grievances' for redressal. His/her name, designation, office room and telephone numbers and e-mail id should appear in the Charter. The officer in charge of the 'grievances should ensure that grievances are received, acknowledged in a day or two and examined. Then only the service seekers can assume that service delivery has improved. Here, in DAO, the chief complaint officer is Chief District Officer (CDO) and assistant Chief District Officer (ACDO).

In CC of DAO, their names are given as the main complaint hearing officers to hear the complaints. Nevertheless CDO is very busy in different other administrative functions (which were also little bit discussed in Chapter- Two) he can give very less time to listen the complains of each and every people. So there is kept a big box in the entrance of main building of the DAO, where the complaint letters are to be inserted. This box is said to open once a week to check the complaint letters.

People's awareness regarding this mechanism was measured and expressed in the table below.

Table 13: Lodge a Complaint for Non-Delivery of Service

Lodge Complaint	No. of respondents	Percentage
Yes	13	37
No	22	63

Source: Field Survey, 2016

Service seekers were asked whether they would lodge a complaint for non-delivery of service. More the people are aware about their rights, more the people are vigilant, they would certainly lodge complain because CC at DAO also mentions about lodging complaint for non-delivery of services. In fact, as table 4.12 shows only 37% of respondents replied that they would lodge a complaint for non-delivery of service. Remaining sixty-three percent said that they do not want to lodge a complaint in spite of non-delivery of service.

Same kind of question was asked to citizens in a survey conducted by NVC in collaboration with Ramro Nepal, a NGO, in 2008. The data of that survey showed that forty percent of people lodged complain whereas remaining sixty percent didn't lodge any complaint. It shows that people are still not much concerned about lodging complaint it may be because of the reason that there is no proper redressal mechanism for complaint. The table 4.13 below shows clearly that there was no satisfactory outcome of the complaint system.

Table 14: Outcome of Complaint

Statements	No. respondent	Percentage
Yes, I got service	9	32
No, I did not get service	19	68
Total	28	100

Source: Field Survey, 2016

Among 35 service seekers, only 28 citizens had registered a complaint for non delivery of services. Only 9 among those 28 citizens who managed to lodge a complaint got the service where as remaining 68% of citizens did not get service even

after lodging the complaint. This clearly hints that grievance redressal mechanism in DAO is not so effective. The users have limited scope for action if their complaints are ignored. When the complaints handling and grievance mechanism becomes ineffective, often the accountability mechanism is also at stake because grievance system represents accountability mechanism also.

A cross tabulation was considered to know the relation between satisfaction with time taken at DAO and outcome of complaint mechanism.

Table 15: Cross-Tabulation

Statements		Satisfied with time taken	
		No.	%
Outcome of complaint	Yes, I got service	8	89
	No, I did not get service	12	63

Source: Field Survey, 2016

Eighty nine percent of citizens were satisfied who got the service after lodging the complaint. This fact proves the hypothesis of the study that “proper grievance redress mechanism improves the service delivery. To check the status of grievance handling mechanism, service providers were also asked whether grievance box is checked and sorted out regularly. Most of them believed in this.

Table 16: Checking Grievance Box Regularly

Statements	Percentage
Strongly agree	20
Partly agree	70
Partly disagree	10

Source: Field Survey, 2016

In the same vein, another statement was asked to service providers that whether it was true-“Grievance system is just for formality”. The interesting fact was that though one respondent replied that the box is checked once in a blue-moon but other tried to

remain in their best position and gave the answer that they strongly disagree on above mentioned statement. At least 20% of respondents revealed the truth that they strongly agree that “grievance box is just for formality.” In reality, though there was a big box for dropping the complaint letter, there were only, 4-5 letters in the box. Some respondents said that box is opened only when it gets filled, that means, it will take too long time to redress any complaints. Because most of the citizens do not tend to drop complain letter even though they are not satisfied with service provided which was proved by the figures in table 4.12.

Table 17: Grievance-System is Just for Formality

Statements	Percent
strongly agree	20
partly agree	10
partly disagree	10
strongly disagree	60

Source: Field Survey, 2016

The study data reveals that even though people got access to complaint officer only 25% got their service done according to time mentioned in CC where as vast majority i.e., 75% have to wait longer.

Hence the complaint- mechanism referred in CC seems not to be so much successful in case of DAO. Though, there is provision of grievance redress, the mechanism is only superficial which could not ensure the accountability of concerned personnel.

4.9 Interpretation

From all above discussion, it is clear that the public service delivery system in Nepal is not much significant, effective and efficient. To improve the public service, good governance was regarded as dire need all over the world as well as in Nepal. The main aim of good governance is to make the government and public administration more effective, efficient, transparent and accountable to the public. Many other reforms in administration were propounded through the global wave of new public management. Nepal also could not stay apart from this global wave and thus

incorporated many kinds of reforms under NPM. CC is one of such reform under NPM. Nepal paved the way towards CC only since 1998 though the CC was started since 1991. Through the Governance (Management and Operation) Act, 2005, all the public offices in Nepal start preparing their CC. District Administration Office, Dhading also prepared and displayed its CC in its premises since 2005. CC aims to improve the quality of services by publishing standards which users can expect for each service they receive from the government. The charters entitle users to an explanation (and in some cases compensation) if the standards are not met.

If citizens are well informed about their rights as clients of public services and about existing complaint mechanisms to voice grievances, they can exert considerable pressure on service providers to improve their performance. So, the CC is seen as the means to enhance the good governance through ensuring transparency, accountability and responsiveness as it makes procedural clarity among the service seekers and provides the mechanism for grievance handling. The charters also play an important role for other social accountability mechanisms.

The major interpretation drawn out from this analysis of research data are as follows:

In DAO, Citizen Charter is successful in making procedural clarity about service provisions to its clients. The data analysis reveals that almost 74% people are satisfied with time taken because services are provided only with little longer than stipulated in CC. Usually; the people have been habituated with the process of public offices. So, little longer time may not matter for them. That's why they seem to be satisfied with time taken. This satisfaction proves the hypothesis that "Procedural clarity improves the service delivery". This also implies to the fact that CC is helping to promote transparency in DAO.

Accurate and transparent information, leads to effective and timely action. Such transparency is also essential to help ensure that public bodies are fully accountable and is therefore central to good governance overall. Transparency not only enhances citizen satisfaction, it also prevents or reduces the risk of irregularities, bribery and corruption. The good governance theory also predicts that when there is transparency, the government's service delivery can be improved. Hence CC in DAO is enhancing transparency through making procedural clarity among the service seekers which

leads to improvement in service delivery. Therefore, the theory of good governance in terms of transparency seems to be very appropriate here. Hence, CC in DAO, Dhading is ensuring good governance in terms of transparency.

But it was also observed that awareness of charters among the citizens is very low. Almost 57% of users surveyed were unaware that CC exists. Of those that were aware of the CC program only 27% were fully aware. It may be because of less publicity of CC or low literacy rate of the general public. So, proper dissemination of CC through different print and electronic media such as TV, newspapers, public notice broads, and door to door campaigns for the wide publicity of the charter programme by the GON is very essential.

Similarly, the grievance handling is another aspect of CC whose proper implementation leads to improvement in service delivery. Because this is a way to get feedback from the people, correct one's mistake and provide necessary compensation within a time. If people get compensation and their work done after lodging the complaint, then it proves grievance redressal mechanism is working properly. The study data shows that 89% of service seekers were satisfied who got the service after lodging the complaint. This verifies another hypothesis of the study that "proper grievance redress mechanism improves the service delivery." But in a nutshell, it was also found that officials rarely do get feedback from citizens because most dissatisfied users do not file formal complaints. Of those that were dissatisfied with a service provider, just 37% reported filing a formal complaint while a further 63% of those who were dissatisfied did not lodge a formal complaint. They actually wanted to file a complaint, but could not do so because they were unaware of grievance redress options. So, the complaints handling system needs to be adequately managed by providing them necessary assistance in making their complaints so that it becomes accessible to clients.

The responds regarding the accountability measures varies between the citizens and employees. When the people were asked about outcome of the complaints lodged, 68% of them replied that they did not get service even after lodging the complaints. But when the service providers were asked whether they agree on the statement "the grievance box is checked regularly", then about 90% replied that they agree. Similarly, when they were asked whether they agree on the statement "Grievance

system is just for formality”, then nearly 70% did not agree on that statement. Thus most officials claim to resolve grievances in a timely fashion by checking the grievance box properly while end-users differ in this regard. It seems that the employees tend to maintain their self-praise as usual but the reality through the eyes of service seekers was somewhat different from the situation explained by service providers. It was clear evident that service providers tried to remain in positive side but in the actual evaluation by service seekers, they were not much accountable.

Hence, unfortunately, CC at DAO is not successful in proper implementation of grievance handling mechanism. CC is implemented in DAO, simply as an exercise in drafting a short document rather than an opportunity to accountability. Because accountability means that someone in the organization can accept the blame or praise for a decision or action. But here in DAO, Dhading, grievance system, which is accountability mechanism also, is not functioning well.

Good Governance should not be mentioned only in policy paper; it should also be apparent to all staff and evident in their behavior and attitudes in the workplace at all levels of the organization. Similarly, CC should become part of the culture of the organization, with strong, ongoing support from all staff as to what the charter actually means on a day-to-day basis when dealing with clients. Only then CC can be effective tool for promoting the good governance.

4.10 Conclusion

This chapter has presented the data gathered from primary source. Then it has analyzed the data through the use of specific tools like frequency-percentage, crosstabs through SPSS. From the interpretation of data, the two hypothesis proposed in the first chapter have been accepted. The study has revealed that CC in DAO is still not effective in grievance redress and hence the accountability of the public officials is matter of concern. Nevertheless, the better aspect of CC is that it is very successful in maintaining transparency in DAO, Dhading as it enhances procedural clarity among the service seekers. Thus overall it can be concluded that CC can improve the service delivery. Hence, CC is an effective tool of good governance that can improve service delivery through making the procedural clarity and proper grievance redress.

CHAPTER V

SUMMARY AND CONCLUSION

This is a concluding chapter which is mainly devoted to the summaries of the study. As mentioned in chapter one, the main issues behind this study was to map the overall impact of CC in service delivery mechanism of DAO, Dhading. To interpret these things, improved service delivery was assumed as a dependent variable. Procedural clarity and grievance handling were regarded as independent variables. Improved service delivery was measured through timely delivery of service as mentioned in CC at DAO and hence the satisfaction of citizens with DAO. Similarly, procedural clarity was measured through a) knowledge of CC and its content b) access to information c) usefulness of information and d) Access to concerned officials: desk staff, complaint officer. In the same way, grievance handling mechanism was measured through lodging the complaint by people and outcome of that complaint. The main assumption of this study is that CC can improve the service delivery of the public offices by making procedural clarity and grievance redress. This assumption is derived from different literatures regarding that discuss about the CC and its principles etc. (see Sadler: 1999; Benival: 2005; Carthy: 2004; Lane: 1997; Hood, 1991; Talbot, 1999; Drewry 2003). To verify this major assumption some other specific objectives were also tried to solve out like whether services are delivered within stipulated time mentioned in CC in DAO, Dhading; to explore usefulness of CC in ensuring transparency and accountability through procedural clarity and grievance redress mechanism. Procedural clarity and grievance redress are the component of CC which can lead to transparency, accountability and responsiveness which will in turn improve the service delivery.

Given this background, the researcher tried to addresses the following questions-

What is the background of the CC? Whether services in DAO are delivered within the timeframe stipulated in CC? Are citizens satisfied with the time frame regarding service they receive? Whether CC can provide clarification of procedures to service seekers? Is there proper grievance redress mechanism in DAO?

This study therefore sought answers to the above questions by relying on two theoretical foundations on which CC was based. First is the theory of good

governance that aspires to achieve transparency, accountability and responsiveness in the public administration of the country. Second one is the theory of New Public Management which advocates bringing new culture of treating the citizen as customer and keeping them at forefront for any public procedure. Both of these theories seek the CC as an effective tool for improving the public service delivery. Basing on these theoretical concepts, this study was built on the premise that the public service delivery can be improved through the means of CC.

The study was carried out through a mixed method approach. The data were collected through questionnaire interviews. Besides, secondary resources were utilized to ensure reliability and validity. Results were presented through descriptive and analytical text, simple calculation of percentage and cross tabulation between variables by using Statistical Package for Social Sciences (SPSS) and logical reasoning.

5.1 Service Delivery

The major objective of this thesis was to assess the extent to which the introduction of the Charter has improved the delivery of services. Improvement in the delivery of services has been illustrated by data arising from the surveys conducted for this study. Improvement in service delivery by DAO was mainly measured through timely delivery of service and therefore people's satisfaction on that organization. The charter should give a clear commitment about the time-frame for delivery of specific services. In the CC of DAO, minimum time required for each service that it delivers has been clearly mentioned. In case, if the citizens get service within stipulated time mentioned in CC, they can be satisfied with the performance of DAO.

This satisfaction ensures the improvement in service delivery by DAO. The study clearly points that only 26% of respondents are getting services from DAO as stipulated in its CC. Sixty percent of people are getting services from DAO but taking a little longer time than stipulated time in its CC. Even though it takes little longer time, the service seeker generally seems to be satisfied (74%) with DAO service delivery. The overall results indicate that there is almost unanimous agreement among respondents that the Charter is both useful, has a positive impact on organizations providing a range of services and people are satisfied with service provision of DAO.

This satisfaction also stress that citizens are not much more concerned about their rights to get the service within the time mentioned in CC.

5.2 Procedural Clarity

CC makes a consumer or, service seeker clear about different procedures needed to get through his/her work. CC in DAO also provides the information regarding the type and nature of service; total time and cost required; information about all the documents that are necessary; name and room no. of concerned official. The assessment reveals that it has been viewed positively by the people who have heard more about CC and its content. Ninety-three percent of them are satisfied with the service provided by DAO because more they were aware about CC and its content. They had more clarity about required documents, fees and other process. Thus more the access to information, more they have procedural clarity and hence they get service according to time mentioned in CC.

They went directly to the concerned officials along with all requisites so they receive the service faster, hence, are satisfied and think that service has improved. But those who have not heard about CC and don't know anything about the content of CC, they are also not clear about different process so they were not satisfied. The usefulness of the information provided in CC is also become clear with the more satisfaction of people. Among the respondents who said that information in CC was very useful, 90% were satisfied with service provision of DAO because almost 75% of them got the service by due process.

The study also reveals the hard truth that 57% of the intended beneficiaries are not aware of the existence of the CC at all. And among those who have heard about CC, only 27% (table 4.6) know absolutely about contents of CC. Remaining 73% know only partly about contents of CC. These figures point out about the awareness among general people. This may be due to low literacy rate of country or may be due to less publicity about the charter scheme. So some suggestions are given in later part of this chapter for increasing the awareness about CC among the people.

5.3 Grievance Handling Mechanism

Awareness of grievances is the first step which an organization can take towards introducing correctives in its functioning. CC at DAO also mentions about lodging complaint for non-delivery of services. But study shows only 37% of respondents said they would lodge a complaint for non-delivery of service. It shows that people are still not much concerned about lodging complaint. It may be because of the reason that there is no proper redressal mechanism for complaint. The data shows that 68% of citizens did not get service even after lodging the complaint. Table 4.16 hints that even though people got access to complaint officer only 25% got their service done according to time mentioned in CC whereas vast majority i.e., 75% had to wait longer. Still people were dissatisfied with redress to customers when service standards were not met. Hence its impact in terms of proper handling of complaint is not remarkable.

5.4 Conclusion

In this study, the usefulness of CC in improving service delivery of DAO is explored. The study revealed that CC is useful in making procedural clarity among the citizens and hence helped to improve service delivery at DAO. In spite of this, the role of CC as an effective tool to ensure good governance has not received much attention in Nepal. Instead much of the literature has predominately focused only on languished part of CC only. Nonetheless, in dealing with complains and grievances of general public, CC is still not successful.

Based on the research findings, for improving the service delivery CC can play a great role. But some part of it like complaint handling system etc should be improved. The figure below depicts the conditions required for the improvement in service delivery.

In light of the above discussion it is evident that the charter programme in Nepal is somehow successful in making procedural clarity but it's another part grievance handling is still at infancy stage. Also many people are still unaware about CC. Hence, mere framing of CC will not improve the service delivery mechanism. To bring out good results from the charter programme, some improvements in charter program is seemed quite essential. Some best practices of grievance handling from

our neighboring country India can also be adopted. For e.g. India's Department of Administrative Reforms & Public Grievances has advised all ministries/departments to observe every Wednesday as a meeting-less day in the Central Secretariat Offices when all officers above a specified level are to be available at their desks from 10:00 to 13:00 hours to receive and hear public grievances.

Field level offices having contact with the public are also advised to declare one day in the week as a meeting-less day. Personal telephone numbers (mobile numbers) of Senior Officials/Nodal Officer should be displayed for the benefit of the customers in case of any of grievance. Similarly, in this era of modern communication technologies (e-governance), DAO should have its own website which can easily be accessed by the customers and there should be mechanism to register their complaints/feedback/grievances online and stored in a database, from where they are sent to the appropriate district representative for follow-up.

These are some of other attendant measures that can turn CC into true instruments of empowerment. The important thing to keep in mind is that a CC cannot be an end in itself; it is rather a means to an end - a tool to ensure that the citizen is always at the heart of any service delivery mechanism.

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APPENDIX 1

QUESTIONNAIRE FOR SERVICES SEEKERS (CITIZENS)

Purpose of Questionnaire: The purpose of this interview is to map the use of Citizens Charter(CC) by DAO in providing services to citizens and level of awareness about provisions mentioned in it as a tool of citizen empowerment.

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

Part A: General information

1. Name (optional)..... 2. Gender:
 - a. Male
 - b. Female
3. Religion:
 - a. Hindu b. Buddhist c. Others (please specify).....
4. Education:
 - a. Literate b. Primary level c. Secondary level d. Graduate degree or higher
5. Occupational Status:
 - a. Unemployed b. Self-employed c. Retired d. Student e. House wife
6. Occupation of those working [If (b)in question 5]
 - a. Farmer b. Manual worker (skilled) c. Manual worker (unskilled) d. Professional e. Academic f. Other (please specify).....

Part B: Specific Information

7. Have you heard about the introduction of Citizen Charter?
 - a. Yes b. No.....
 - ¾ If yes, how did you know about this?
 - a) Hording-board b) Family and friends c) staffs d) News and print media e) Other (please specify).....
8. Do you have proper information about the contents of the Citizen Charter of this CDO office?
 - a) Absolutely b) Partly c)Not at all

9. Please mention how useful is the information given with regard to the service that you were looking for?
 a) Very useful b) Little useful c) Never got the services
10. Do you find language used in the CC easy and simple to read and understand?
 a) Yes b) No
11. In your experience, how long time it takes to get services from the CDO?
 a) As stipulated in the Charter b) A little longer than the stipulated time c) Too long time than the stipulated time
12. If the service is delivered within the stipulated time, what mattered most?
 a) By due process b) By personnel access c) By bribing
 d) By using Dalal (middle-man) e) Others (please specify).....
13. If the service was not delivered within the stipulated time, what mattered most?
 a) Incomplete documents b) The officials said my documents were not valid c) I did not approach to the relevant agency/department/official d) Due to bribe e) Other (please specify).....
14. How satisfied are you with the time they took in giving the service requested?
 a. Very Satisfied b. Very Dissatisfied
15. Do you think that you have access to information needed by you?
 a. Yes b. No
16. What is your experience in getting access to the concerned officials responsible for service delivery?

Did you have easy access?	Easily accessible	Accessible with persuasion	Somewhat accessible	Not at all accessible	Don't know
a) To the designated deskstaff	1	2	3	4	5
b) To the designated complain-officer in case the responsible desk-staff was not accessible	1	2	3	4	5

17. How do officials treat you?
 a. Friendly b. as a patron-client
18. Do the officials make any difference between the social classes of people?
 a. Yes b. No
19. In the case you did not receive proper service delivery; did you get clear reason/answer why it was not delivered?
 a. Yes b. No
20. In the case of non-delivery of services, did you manage to lodge a complaint with the designated officer or other concerned officials?
 a. Yes b. No.....
- ¾ If yes, what was the outcome?
 a) Yes, I got the service b) I have not yet got the service c) Don't know
13. Do you think that CC provision help to facilitate in dealing with citizen?
 a. Yes b. No
- ¾ If "No", what factors hinder you to provide services according to CC?
 i. Rules iii. Superior's Behavior
 ii. Citizen's Unawareness iv. Others....
14. Do you try to improve services if you receive any complains?
 a. Yes b. No
- ¾ If yes, how fast do you compensate them?
 a) Immediately b) after asking the superiors
15. In general, do you think the complain system functions satisfactorily?
 a. Satisfactorily b. Not satisfactorily c. I don't know

APPENDIX 2

QUESTIONNAIRE FOR SERVICE PROVIDERS (EMPLOYEES)

Purpose of Questionnaire: The purpose of this interview is to map the use of Citizen Charter (CC) by DAO in providing services to citizens and level of awareness about provisions mentioned in it as a tool of citizen empowerment.

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

Part A: General Information

1. Name: 2. Gender:

- a) Male b) Female

3. Education:

- a) S.L.C b) Intermediate c) Bachelor's d) Master's or above

4. Your position in DAO..... 5. No of years in service

Part B: Specific Information

6. In your organization how long it has been of establishment of CC?
.....

7. Are you aware of the thrust of CC?

- a. Fully aware b. somewhat aware c. not aware at all

8. Have you been provided training to use CC?

- a. Yes b. No

9. How is CC useful in daily routine?

- a. Most often b. Sometimes c. Rarely

10. Do you really see any difference in terms of satisfaction of your clients before and after the introduction of the Charter?

11. Do you think that CC provision help to facilitate in dealing with citizen?

- a. Yes b. No

³/₄ If "No", what factors hinder you to provide services according to CC?

i. Rules iii. Superior's Behavior

ii. Citizen's Unawareness iv. Others....

12. Do you try to improve services if you receive any complains?

- a. Yes b. No

³/₄ If yes, how fast do you compensate them?

- a) Immediately b) after asking the superiors⁷