

## AN ANALYSIS OF CITIZEN CHARTER AND PUBLIC SERVICES

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### ABSTRACT

*The government of John Mayor launched the political initiative 'Citizen's Charter Policy' in United Kingdom for the first time, in 1991, with the aim to continuously improving the quality of public services. Indian administrative system along with other South Asian administrative systems has been viewed as a traditional system of administration wherein 'Public Service' is considered as an exclusive task of the local government, unlike the public system management wherein public service is considered as a collaborative exercise involving government, non-government organizations, private firms etc. However, the government has failed time to time in providing adequate services to the public, thereby creating a need for the citizen charter. The researchers have analyzed whether the existing citizen charter has been reduced to a mere formality? In the above back drop the research paper is trying to analyze the need for the citizen charter. The paper is based on the hypothesis i.e. Citizen Charter has been a catalyst in the formulation of an ideal citizen friendly administration in India. The data also presents the loop holes in citizen charter and public services. The researchers will also deal with Right to Public service and applicability of Citizen Charter in the Indian Public Service Sector. Finally the paper concludes with certain sets of recommendation and conclusion.*

### INTRODUCTION

Indian administrative system along with other South Asian administrative systems has been viewed as a traditional system of administration wherein 'Public Service' is considered as an exclusive task of the local government, unlike the public system management wherein public service is considered as a collaborative exercise involving government, non-government organizations, private firms etc. One of the main attribute of the traditional system of administration is delivery of goods and services in an efficient and effective manner. However, traditional system of administration is known for its ineffective, insensitive and hostile manner of public service. The government is no longer in consonance with the phrase, "For the people, by the people". The government has completely drifted itself from its citizens; it has completely isolated itself from the people. Government fails to address the concern of 'common man'. The government has to be in close proximity with the people in order to satisfy their needs by providing quality and timely services. 'By reducing the gap between the government and the people, public officials are expected to have a greater ability to identify, understand and assure the quality of service and delivery more precisely'<sup>1</sup>.

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\*\* The views and opinions expressed in this article are those of the authors and do not necessarily reflect the official policy or position of the Centre for Regulatory Studies, Governance and Public Policy, WBNUJS, Kolkata.

<sup>1</sup> Montalvo, D. 2009. "Citizen Satisfaction with Municipal Services" 2009 <<http://www.vanderbilt.edu/lapop/insights/I0818en.pdf>> accessed on 2<sup>nd</sup> June, 2017.

Decentralization can be viewed as a measure to decrease the gap as at the local level it to an extent helps in understanding the concern of local residents, eliminates confusions of jurisdiction and makes decision-making responsive to people for whom services are intended. The expectation of the citizens is not limited to effective public services; they look forward to 'Accountable Bureaucracy' over 'Anonymous Bureaucracy'. The Indian public administration has been widely condemned for its irresponsible and inefficient services. The negative image of public services in the minds of its citizens could be considered as the genesis of the Doctrine of New Public Management. 'New Public Management is the practical result of the 1980s normative idea of 'private is better than public'.<sup>2</sup> The basic aim of the doctrine is introducing competition in delivery of services, emphasis on performance evaluation of agencies, proactive government, mission driven organizations, decentralization of authority and adoption of participatory management, redefining relations of government catalyst and entrepreneurial governance and citizen and transfer of control from bureaucracy to community with focus on empowering the citizens. New Public Management laid the foundation of principles of business management for public services, which would assist in changing the environment of globalization, privatization and liberalization. The amalgamation of 'New Public Management doctrine' and 'The Action Plan for Effective and Responsive Government' i.e. the resolution a conference in New Delhi came out with, led to the initiation of the Citizen's Charter. 'The key objectives of Citizen's Charter were to improve the quality of public services and to provide better value for money.'<sup>3</sup>

### **CITIZEN'S CHARTER AND PUBLIC SERVICE**

The government of John Major launched the political initiative 'Citizen's Charter Policy' in United Kingdom for the first time, in 1991, with the aim to continuously improving the quality of public services. The U.K. based model has been adopted by various developed countries like France, Spain, Canada, Australia and Belgium. Developing nations like Malaysia and India have also integrated this policy in their public administration. Citizen's Charter was adopted in order to empower the citizens with the principles of standards, choice, value, transparency, accountability and an efficient grievance redressal system. The key elements of Citizen Charter are:

- Specifying delivery and service timeframes.
- Opportunity to choose alternative services.
- Setting of measurable standards for service delivery.
- Value for money.
- Provisions for complaints and corrective measures.

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<sup>2</sup> Ali Farazmand, 'Handbook of Globalization, Governance, and Public Administration' 'Chapter VIII New Public Management: Theory, Ideology and Practice' Pg 887, 2006.

<sup>3</sup> Rhodes, R.A.W. 'Understanding Governance, Philadelphia' Open University Press, 1997.

- Equal treatment of all citizens irrespective of caste, creed, financial position etc.

‘The public services law in India owes its origin from the Citizens Charter of UK, promulgated in 1991. Though it is not a legal document in the strict sense of law, being an agreement of contract entered into between the citizens and the public servants, providing for competent and time bound delivery of services. It sought to add consumer rights to those citizens’ rights, equipping users with the means of seeking personal redress if the services they received were inadequate.’<sup>4</sup> The main objective of the charter was to make the public services accountable and citizen friendly.

‘The Citizen’s Charter is a document, which articulates the commitment of government organizations towards citizens through clearly specified yardsticks.’<sup>5</sup> Thereby the inception of New Public Management system creates pressure upon the local government to deliver quality services in a responsible, transparent, accountable and efficient manner. Thus, making ‘Citizen’s Charter’ a significant tool for good governance and uprooting corruption.

### **SCOPE AND OBJECTIVE OF THE STUDY**

The object of the study is to analyse the impact of Citizen Charter on the Public Service. The study shall analyze the effectiveness of the ‘Citizen Charter’. The study is limited to the disadvantages of the ‘Citizen’s Charter’ and the current scenario of public services in India. Further, researcher shall also discuss about the importance of citizen charter in public administration. The researcher shall also discuss how Citizen’s Charter has been reduced to a mere formality and Right to public services.

### **CITIZEN CHARTER HAS BEEN A CATALYST IN THE FORMULATION OF AN IDEAL CITIZEN FRIENDLY ADMINISTRATION IN INDIA**

The concept of citizen’s charter was first adopted in Great Britain from where it spread to different parts of the world including India. In cases of third world countries we have always been grasping knowledge from borrowed ideas from the west but in reality it is not a new concept for the Indian System. It has been present in the system in small traces or in indirect forms like decentralization, community living, power to people etc.

Citizen’s Charter envisages different governing functions for the state, such as:

- delivery of public services in a manner similar to the private market
- An accompanying change in orientation towards customer satisfaction.

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<sup>4</sup> Sindhu Thulaseedharan, ‘RIGHT TO PUBLIC SERVICES IN INDIA- A NEW LEGAL SCENARIO’, 2013. <[http://14.139.60.114:8080/jspui/bitstream/123456789/12193/1/004\\_Right%20to%20Public%20Services.pdf](http://14.139.60.114:8080/jspui/bitstream/123456789/12193/1/004_Right%20to%20Public%20Services.pdf)> accessed on 2<sup>nd</sup> June, 2017.

<sup>5</sup> Ghuman B.S. and Mehta A.. “Policy Transfer and Citizen’s Charter: The Indian Experience”. Indian Journal of Public Administration, LIII(4), 2007, pp.774-787.

- A concept of citizenship based on rights and duties. It provides the opportunity to put in place a market system within the public services sector in the guise of empowering citizens.
- The Citizen Charter emphasis on building a better relationship between the public and government while reducing the gap between them. The main idea behind the citizen charter is to gather the responses of the citizens on the day to day functioning of government organizations. The charter generally aims at covering all public services under the ambit of the government and aims at demanding from the government and services organizations (like post-office, railways etc. for instance), accountability, transparency, quality and choice of services provided by them to the people.

Citizen charter has been a catalyst and a bright initiative in the sense that it has taken the citizen centric governance to an entirely different level which has created a sense of quality and efficient governance. A charter should provide the services with a stipulated time frame as any service does not have a long duration or is unlimited. A charter should also indicate certain specific quality measures to which the organization is bound and committed to fulfill. This provides a voice for the citizens and the right to exercise their choice to ensure the applicability of quality services where it is needed to be. A Charter must provide coherent commitment on service delivery standards such as access, affordability, accuracy, reliability, timelines, responsiveness, fairness,

‘Sensitivity and courtesy in the delivery of service can also be viewed as an essential tool for an efficient Citizen Charter. It is imperative that time frame for service delivery must be provided for each step at which explicit services are to be delivered, thus the involvement of staff also plays a major role in make Citizen’s Charter a success, so there is significant need to train and sensitize all officials so that they can get familiar with the spirit of a Citizen’s Charter.’<sup>6</sup>

The crucial and pivotal role of a citizen charter is to ensure effective communication and the active participation of citizens at all levels. Awareness should be created via proper publicity to ensure the citizens are aware of the charter. However in India the public officials are themselves ignorant about the existence of the charter. The charter has been reduced to a mere formality and has very little implication in the day to day life. The citizen charter was introduced with an agenda to decrease disparities and improve the redundant behavior of the government. The citizen charter has till date not been able to bring about drastic changes in the system rather it has lost its essence in the tyranny of the government.

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<sup>6</sup> Sharma, D. (2012). An Evaluation of a Citizen’s Charter in Local Government: A Case Study of Chandigarh, India. JOAAG, Vol. 7. No. 1

The mode of language should also be taken into consideration. In a country like India the charter should be provided in the regional languages or in primary languages i.e. English and Hindi to make sure it is understood by the masses. It was found that the Citizen's Charter was solely in English, which could not be understood by public. India is a developing nation with a literacy rate of 64.83 %. This clearly indicated that the citizen charter merely in English cannot serve the purpose. The agenda of the charter was benefit of the public. However the public must first understand the charter. Thus, it is clear that the charter has drastically failed at its first step. Further, the design of a Citizen's Charter should be such that it must be focused, simple and clear. Timely regulation, updating and evaluation of a Citizen's Charter hold the key to making it a fruitful endeavor.<sup>7</sup>

The idea of the citizen charter often referred as 'Chartism' intended to bring about cultural changes in public service mechanisms. It emphasizes the use market mechanism as an administrative technique which would be more flexible, cost conscious and decentralized style of public service management. The citizen charter focuses on consumer populist variant which individual service users exert pressure upon public service managers and professionals to raise their standards through the exercise of informed choice. The charter was specifically designed not to establish spider's web of new justiciable rights which can be concluded by the following board policies:

- General shift in welfare policy away from court centric approach to reliance on statutory rules and formalized procedures.
- Emergence of new regulatory regimes such as the ones now applied to privatized utilities.
- Expansion of internal or bureaucratic regulations which encompasses the range of the process by which standards are set, monitored and enforced by bureaucratic regulators, who are distant from units or bodies with direct operational r service delivery responsibilities. However citizen charter is not the only catalyst in the formulation of an ideal citizen friendly administration in India, the Right to Information bill passed by the parliament in May, 2005 and received assent of the President on June 15, 2005.

## **NEED FOR CITIZEN CHARTER**

Citizen's Charter plays a diversified role, it foreshadows different governing functions for the respective state; (a) Delivery of public service in a manner similar to the private markets (b) a concept of citizenship which is based on rights and duties. (c) An accompanying change in the orientation towards customer. It provides the opportunity to put in place a market system within

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<sup>7</sup> Ibid

the public services sector in the guise of empowering citizens.’<sup>8</sup> A citizenship in order to be constructive in nature must possess universality, equality, integration and freedom. Freedom has been viewed as an enduring element since classical time. ‘Aristotle expressed the view that life in the city would become intolerable without the idea of sharing the life in common. The notion of the citizen captures the necessary duality as individual and as member of the community. At different moments in history, ‘becoming a citizen’ has involved either an extension of the status to more persons, or a liberator dismantling of hitherto existing structures of oppression.’<sup>9</sup>

In simple words, Public administration is government in action with the motto of public welfare. ‘With increase in the aspirations of the citizens, the administration specially in developing societies are responsible for regulatory activities like infrastructure development and welfare activities ranging from building of roads, railways, management of resources, (land, water, forests) provision of food, housing , traffic, control prices of drugs, environment, social welfare legislations.’<sup>10</sup> Administration cannot afford to stay static in such a dynamic environment, especially in India where the citizen’s in several occasions have demanded transparency in all administrative transactions. Corruption in the administration in the recent years has completely paralyzed the national morality and has significantly impacted the efficiency of the nation. Citizens are aggressively demanding ethical behavior from the public administration. Thus Citizen Charter is a means to ascertain accountability and transparency in the public administration.

Citizen charter can be used as a tool to chisel out a healthy relationship between the public service provider and the consumer or customer. Citizen charter to ac extend can also be viewed as a system which would help the citizens and the government in understanding their rights and duties and vis-à-vis each other. The establishment of citizen would help in the following ways:

- It would considerably aid in revamping the faith and confidence of the citizens in the administration and local governance by establishing an effective channel for redressal of consumer grievances. Faith and confidence of the citizens in their public administration and local governance forms the pillars for a successful democracy.
- The Citizen’s Charter would act as a deterrent to acts of maladministration and would also establish appropriate and efficient administrative tiers.
- It would subsequently help in establishing quality services in a timely manner, while giving the consumer a freedom of choice, wherever it can be made available.

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<sup>8</sup> Tritter, Jonathan. ‘The Citizens Charter, Opportunities for Users Perspectives, the Political Quarterly’, Vol. 65, No.4, October-December 1994, p. 397.

<sup>9</sup> Roy, Anupama. Citizenship in Rajeev Bhargava and Ashok Acharya. (eds), Political Theory : An Introduction. Pearson Longman, New Delhi, 2008, p.131.

<sup>10</sup> Ibid

- Citizen Charter also acts as an important tool to ensure direct accountability of bureaucracy. Further it enhances efficiency of public administration and lays down effective mechanisms to deal with red-tapism.
- The mechanism of the Citizen Charter empowers the citizen with the right to information, right to quality service and an inbuilt grievance redressal system. It will ensure speedy and cheap remedy to the aggrieved. In today's world justice through judicial instruments is very expensive, dilatory, and inconvenient.

### **WHETHER CITIZEN CHARTER HAS BEEN REDUCED TO A MERE FORMALITY?**

'With the mounting pressure of deadlines set by the Government of India, Citizen's Charters have been prepared and it's not more than act of compiling earlier programmes relating to public services.<sup>11</sup> On the basis of observation, it was found that the citizen charter is viewed as a less important document by various municipal corporations across India, as the charter is not displayed anywhere on the service window or the service area. The employees of Municipal Corporation are not even well versed with the Charter or for that matter the existence of it. However the charter is available online on the website of all Municipal Corporation bodies.

The formulation of the citizen charter must be in consonance with the consumers, stakeholders and the staff that is eventually going to provide the service as they are the ends and means of the charter to an extent. Further, standardization of services and delivery of quality services have not been given enough weightage and promises contained in the charter are ambiguous and meaningless. The charter is poorly designed as it does not have any clause which would penalize the officials and employees if they fail to redress the complaints which makes it totally ineffective. There is no deterrent factor in the charter which would force the officials to maintain ethical behavior, defeating the basic aim of the charter. Also, the charter has in most public services been limited to paper or their website, the implementation of the charter is still a faraway dream for such public service a provider, Municipal Corporation of Chandigarh is a great example of this.

The charter was supposed to be an alternative for the Right to Information Act, 2005; however it has been observed that the charter is not helping the citizens in getting a proper and accurate reply. Obtaining information under the charter is time consuming and troublesome for the public at large. 'The information supplied is often incomplete and misleading'<sup>12</sup> 'This is against the spirit

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<sup>11</sup> Ghuman B.S. and Mehta A... 'Policy Transfer and Citizen's Charter: The Indian Experience'. Indian Journal of Public Administration, 2007, LIII (4), pp.774-787.

<sup>12</sup> Sharma, M, 'MC Gets it Wrong on Right to Info,' 2010. Hindustan Times, 20 June.

of a Citizen's Charter as Access to accurate and comprehensive information is one of the crucial components of a Citizen's Charter.<sup>13</sup>

Mere formulation of the charter would not miraculously change the negative perspective of the citizen's towards the administrative mechanism. Mere formulation is not the only requirement for turning the citizen's charter into true instruments of empowerment; there are few other measures that are required. Mass communication is a powerful mechanism and it should be used in order to increase awareness among people regarding the citizen charter. 'From the very beginning the authorities stated that the rights of the citizens and the telephone numbers of their complaint redressal centers would be made public by installing notice boards carrying information in public places. However, this now seems to be a distant dream as the authorities decided against installing such boards.'<sup>14</sup>

Public service has become a nightmare for the citizens of India, the inefficiency and poor quality of service has caused a nationwide uproar. Corruption and red-tapism has the public completely helpless and anguished.

## **RIGHT TO PUBLIC SERVICES LEGISLATION IN INDIA**

Right to Public Services legislation in India encompasses statutory laws which guarantee time bound delivery of services for various public services furnished by the Government to the citizens and also comprises of a structured mechanism to punish a public servant who is liable for providing deficiency in services as provided under the statute. The main objective of RPS legislation is meant to reduce corruption or decrease in corrupt activities among government officials to enlighten the concept of public accountability and to increase transparency. Madhya Pradesh was the first state in India to enact this legislation, while Bihar was the second state to follow. Several other states like Delhi, Punjab, Rajasthan, Himachal Pradesh, Kerala, Uttarakhand, Haryana, Uttar Pradesh, Odisha and Jharkhand have introduced similar legislation for effectuating the right to service to the citizen.

Every nation requires good governance for sustainable development, both economic and social. The three major aspects highlighted in good governance are transparency, accountability and responsiveness of the administration. Citizens' Charters initiative is a response to the mission for solving the problems which a citizen meets, day in and day out, while dealing with the organizations providing public services. The charter is the declaration of commitment to superiority in service to customers of the department. The citizen charter declares the standards for various services offered. It includes expectations of the Organization from the Citizens for fulfilling its commitment. Citizen charter is available in India post website. Right to Public Service

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<sup>13</sup> Ibid

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Legislation is a state initiative whereas the Center Governments Bill i.e. Citizen's Charter and Grievance Redressal Bill 2011 is more of a national initiative taken by the center government. The Citizen's Charter and Grievance Redressal Bill 2011, officially known as The Right of Citizens for Time Bound Delivery of Goods and Services and Redressal of their Grievances Bill, 2011 or Citizens Charter Bill was proposed by Indian central legislation. It was tabled by V. Narayanasamy, Minister of State for Personnel, Public Grievances and Pensions, in Lok Sabha in December 2011. The bill lapsed due to dissolution of the 15th Lok Sabha. However various states have enacted their own legislation for the benefit of the public at large.

The common framework of the legislations in various states includes, granting of "Right to public services", which are to be provided to the public by the designated official within the stipulated time frame. The public services which are to be granted as a right under the legislations are generally notified separately through Gazette notification within the territories. Some of the common services which are to be provided within the fixed time frame as a right under the respective Act, includes issuing caste, birth, marriage and domicile certificates, electric connections, voter's card, ration cards, copies of land records, etc.

The legislation also includes penal provisions to ensure compliance by the public service provider. On failure to provide the service by the designate officer within the given time fails to provide the service, the aggrieved person can approach the First Appellate Authority. The First Appellate Authority, after making a hearing, can accept or reject the appeal by making a written order stating the reasons for the order and intimate the same to the applicant, and can order the public servant to provide the service to the applicant. An appeal can be made from the order of the First Appellate Authority to the Second Appellate Authority, who can either accept or reject the application, by making a written order stating the reasons for the order and intimate the same to the applicant, and can order the public servant to provide the service to the applicant or can impose penalty on the designated officer for deficiency of services without any reasonable cause, which can range from Rs. 500 up to Rs. 5000 or may recommend disciplinary proceedings as per his/her discretion. The applicant may be compensated out of the penalty imposed on the officer who failed to provide the service. The Appellate Authorities has been granted certain powers of a civil court while trying a suit under Code of Civil Procedure, 1908, like production of documents and issuance of summon to the designated officers and appellants.

However the citizens of India are not well versed with their rights whether fundamental or constitutional. Thus, the citizens are not well versed with the concerned legislation. Further, many states have yet not passed the Right to Public Service Act in their respective states. Thereby, creating confusion. Even though Right to Public services is one step ahead of Right to Information Act, 2005 & Prevention of Corruption Act to make hassle free, corruption free and fast working in the govt. offices, still the states that have introduced the act have received

negligible complaints by people, which clearly shows that people are not interested in such kind of redressal mechanism.

## **SUGESSTIONS**

There has been limited awareness about the Charter and the existence of the charter to the public. The charter's very purpose is for the benefit of the public. However it is impossible to attain public welfare without the public being aware of their rights. In a country taken aghast by corruption and red-tapism, Citizen Charter would have worked wonders if the general public would be well versed with their rights and basic laws. However lack of awareness among citizen fails the citizen charter.

Good Governance is the technology and Citizen Charter is the tool which opens the door for good governance. the reasons for the limited awareness is the Absence of a planned approach to publicity, lack of training ,not involving the major stakeholder in the scenario and treating the charter as one of the many initiatives brought about by the government. The solution to this issue is a fully fledged approach to publicize the charter via press, media platforms and public involvement. Meeting the major stakeholders that is the citizens for whom the charter has been drafted for is important. Conducting seminars and events by departments for the citizens is a healthy and concrete step towards development.

Poor and inadequate consultations with stakeholders and the lack of involvement throughout the charter cycle is another hurdle. This has been an old style of bureaucratic functioning since ages. There is no proper and systematized identification of stakeholders and the lack of a citizen friendly approach where interaction does not take place and feedbacks are not provided, also poor redressal system happens to be one of the causes. In such cases a customer friendly environment has to be adopted, improving the accessibility of the staff and the officers and amending their behavior through training, incentivizing and group discussions hold to be of true importance to bring about change. There have been poor delivery services and under performance and the reason behind it are the outdated processes, poor system, centralization and improper training of the staff. the prominent solutions in this case is the upgrading of technology, restructuring and reviewing process, initiating training of staff at all possible levels and finally decentralization of the system and delegating authority. Citizen charter has completely lost its essence and has entangles itself in the Indian Government. The government must take all necessary steps in order to revive the citizen charter. India currently is the only nation that is in the demographic phase wherein we have the youngest work population. Now is the time to strike the hot iron and make major changes in order to develop and grow like other developed nations. Citizen charter would not only improve the standards of the Public Services

but would also efficiently reduce the gap between the citizens and the public which is extremely important for good governance.

Inadequate feedbacks from citizens about the quality of service hinders the impact of the Charter, this is due to lack of transparency, communication failure, the absence of a structured system to provide feedbacks and the lack of confidence and credibility by the public in the system. This hurdle can be overcome by building confidence in the public and by deciphering measures of sharing information and reports with the users of the service. Setting up of consultation committees that are open to criticisms and positive feedbacks which remove the fear from the people and also assuring them that the information derived from the feedback will be used to improve the services. This is a crucial step to match with the mission and vision of a Citizen Charter that is to provide efficient and quality services. Only when the public believes there is scope for improvement and they have hope for change will there be good governance. The Citizen charter would not only provide a medium of feedback but also a medium of free communication. Such a model of communication would truly bring out the essence of the terms 'For the people, by the people...' and 'Public Servant'. The government needs to be in close proximity with its citizen in order to insure good governance and such a communication model can definitely serve this purpose.

## **CONCLUSIONS**

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

The words laid down by Mahatma Gandhi speak the very concept and essence of the citizen charter that it offers a guarantee to the consumers in order to make the service providers more responsive to consumers by consulting them and providing a transparent and accountable government by monitoring performance. Although the citizen charter has been adopted by various states in India it seems to be a procedural formality rather than an open window of opportunity to bring in an organized and structured framework that facilitates quality of service delivery and to bring about accountability. Various researchers have found lapses in the execution of the charter which ranges from its structure and the methods to induce awareness. The citizen charter was seen as a catalyst in the formulation of an ideal citizen friendly administration in India. However its failure in meeting the expectations has reduced it to a mere responsibility. The citizen charter was introduced with the motto of citizen friendly administration wherein there would be no gap between the government and its citizen, the only aim of such governance would

be to serve its people. The benefit would not be limited to the public but also the government if the mechanism of Citizen Charter is carefully observed the Citizen charter would help the government in competing with the private markets. Thereby creating revenue or profits for the government, the government has better resources than the private sector. However the government has been using its resource recklessly. Thus, if the government uses its resources to provide better services to the public it will restore the faith of its citizen in public services.

The citizen charter is a concept based on the rights of the citizens and provides the opportunity to put in place a market system within the public services sector in the guise of empowering citizens. However a rather drastic difference can be seen in the first phase. It has widened its reach to various unchartered areas where it was initially unconsidered since its inception. It is now become a path of belief of the government as well as its means. The citizen charter aimed at a citizen friendly administration even though it has not fully accomplished its goal it has partially achieved its goals and is heading towards improvement.