

CITIZEN'S CHARTER

INTRODUCTORY NOTE

This questionnaire is being circulated as part of the Consultancy assignment undertaken by the Indian Institute of Public Administration for the Department of Administrative Reforms and Public Grievances. The objective is to assess the effectiveness of the Citizen's Charters and identify the constraints and possible interventions/ support required for its success in improving service delivery and organisational competencies. Kindly address the questions below and provide valuable inputs for the study. Thank You. Please Proceed.

IDENTIFY YOURSELF

Ministry/Department.....

Name

Position.....

QUESTIONNAIRE

A. Concept of Citizen's Charter

1. In your opinion, what is the function of a citizen's charter? Choose the most preferred option in the context of your understanding of the charter:
 1. It lists the aims and objectives of the organization, thereby clarifying the mandate of the organisation to the people.
 2. It helps improve interface with citizens/ clients/ stakeholders by creating avenues for the latter's participation.
 3. It provides networking with other organisations and thereby facilitates exchange of ideas and lateral coordination with other/related government/non-government organisations.
 4. It sets in motion an evolutionary cycle of organizational growth and development specifying commitments, monitoring progress in these regards and instituting regular performance development exercises.
 5. It does not have such inflated commitments. It is simply a set of guidelines that are more in the nature of ideals for internal functioning of the enterprise than an active roadmap for inducing change in organizational functioning.
 6. It helps generate demand for services from the side of people and supply from the organization's side.
 7. Any other (Please specify)

2. Do you think your charter needs improvement in construct and/ or implementation to measure up to the 'functions' listed above?
 1. Yes, in construct
 2. No, not in construct

- 3. Yes, in implementation
- 4. No, not in implementation
- 5. No, not in either
- 6. Yes, in both

3. If yes, identify the constraints that have hampered formulation and implementation of the charter programme to the desired level and the areas which need to be worked upon for better delivery.

- 1.....
- 2.....
- 3.....
- 4.....
- 5.....

4. As per the option picked, have any specific steps been taken (institutional as well as behavioural) to attune the working of the organisation as per the charter's mandate?

- 1. Yes, institutional modifications have been attempted
- 2. No, but these are needed
- 3. Existing institutional arrangements are sufficient to fulfill the mandate
- 4. Only behavioural changes are needed
- 5. behavioural changes would follow the former automatically

5. If yes, kindly specify the institutional modifications/innovations attempted so far for Charter implementation..

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6. Kindly provide a summary/ report of the behavioural changes attempted (for example training, incentives, changes in performance appraisal *et al*) so far for Charter implementation..

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7. How was your charter formulated?

- 1. Following a brainstorming session with stakeholders and employees of the staff
- 2. Following assimilation of the broad objectives of the divisions within the organization
- 3. At a specific level listing generic commitments of the organisation
- 4. Compiled from existing documents about the activities of the organisation

If any other mode followed (kindly specify).....

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B. Charter Mandate

8 Is the charter referred to in directives issued within the organisation on a daily basis?

- 1. Yes
- 2. No

Please illustrate.....

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9. Are there references to the charter in the communications you receive from your clients?

- 1. Yes
- 2. No

Please illustrate.....

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10. Are you questioned regarding time commitments for various activities and service quality standards mentioned in the charter (if mentioned)

- 1. Yes
- 2. No

Are these reviewed regularly?.....

11. Have commitments been specified separately for the different levels at which service delivery is to take place in the organization in different stages?

- 1. Yes
- 2. No, only generic guidelines have been laid down

12. Has there been an attempt in the organization to delegate/decentralize functions in accordance?

- 1. Yes

2. No organisational restructuring has been necessary

13. If yes, kindly enlist some of the notable developments in this regard:

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14. Have any new divisions/ sections been opened for implementation of specific charter provisions down the line in the organization?

- 1. Yes
- 2. No

Please Provide details.....

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15. Has the result been Positive?

- 1. Yes
- 2. No

16. Kindly elucidate in what ways the organization plans to sustain the momentum about the Charter Programme

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17. Do you feel constrained by any of the following

- 1. Rules and Regulations
- 2. Financial Constraints
- 3. Infrastructural constraints
- 4. Lack of Manpower
- 5. Lack of efficiency among lower level staff
- 6. Lack of motivation
- 7. Skepticism about the exercise
- 8. Lack of articulation in this respect

Any other.....

18 Please explain how?.....

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19. Have you taken any steps to address the constraints?

1. Yes
2. No

20. Do you have any suggestions in this regard? Please specify.....
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C. Charter as an Instrument of Organisational Development (OD)

21. Does charter form part of the training module of your personnel?

1. Yes
2. No

22. Has there been any renewed effort towards training in consonance with your charter 's mandate?

1. Yes
2. No

23. In which year was the charter for your organisation formulated?

Specify Year.....

24. Is there an arrangement in place for periodic review of the charter?

1. Yes
2. No

25. It has been observed as part of this survey that people and employees at the cutting edge level of organisations have not even heard of the citizens charter when it has been in implementation since '97. What do you think accounts for this bizarre fact?

1. Lack of formal communication from superior levels to the cutting edge level
2. General Organisational culture, which discourages informal communication between superiors and subordinates
3. Lack of incentive systems for cutting edge level employees to implement the charter provisions.
4. Lack of clarity regarding 'how' the charter objectives must be met in practice.
5. Failure was built into the policy design of the citizen charter programme itself since it did not specify what was to be done
6. All of the above (if all kindly rank above option sin descending order of importance from 1 to most effective to 5 to least)

If like to comment.....

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26. Are your staff involved in review?

- 1. Yes
- 2. No

27. Kindly give the year in which your charter was formulated.....

28. Has the charter been reviewed by the organisation since its inception?

- 1. Yes
- 2. No

29. What is the periodicity of review? List number of years/months/weeks

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30. When was your charter last reviewed?

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31. Kindly mention the years since inception, when reviews have taken place.....

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32. What is the subject matter of review?

- 1. Targets achieved and shortfalls
- 2. Inquiring into potential for further improved performance
- 3. Reviewing benchmarks of performance for performance development
- 4. Compliance of charter provisions with changes in statutory provisions if any, only

33. What purpose in your opinion does review serve?

- 1. Evaluates the performance of the organisation and individual employees as per service standards specified
- 2. Establishes new benchmarks of performance for the organisation and individual employees
- 3. Highlights performance standards and training requirements for the staff at each level as per the *renewed* charter commitments

34. Is review an 'open' and consultative exercise in the sense of involving related/concerned government and civil society organisations and/or eminent clients?

- 1. Open and consultative
- 2. Closed

35. Has the consultative process enriched:

- 1. The policy process
- 2. The monitoring mechanism

3. The accountability mechanism
4. The implementation mechanism

Note: (if all kindly rank in descending order of importance, with rank 1 to most preferred and so on)

36. Has the organization made any conscious effort to shift to a consultative mode of functioning at any time, since the inception of the charter?

1. Yes
2. No
3. Any other

If No, kindly give reasons.....

37. If yes, since when has the change been instituted?

Mention Year.....

38. How was the change effected?

1. By reaching out to the clients proactively and inviting them to articulate their expectations in review exercises
2. Hiring a research organization

39. If rules and regulations or some procedure inhibit it, would you be forthcoming in highlighting the same suggesting changes?

1. Yes
2. No

40. If yes, kindly highlight some of those concerning your organisation

- 1.....
- 2.....
- 3.....
- 4.....
- 5.....

(use attached sheet if necessary)

41. If no, what stops you?

1. Apprehension of non-cooperation by staff
2. Disapproval by seniors
3. Lack of organisational capacity to handle heightened demand as a result
4. Service conditions do not allow me the initiative

42. Do you feel the bureaucracy is actually “change resistant” (Caiden)?

- 1. Yes
- 2. No

43. If a closed exercise, at what level in the organizational hierarchy is the review undertaken?

- 1. Top management
- 2. Middle management
- 3. Lower management

44. Is it a team exercise or confined to a particular division /section?

- 1. A team exercise
- 2. Confined to.....(specify)

45. Are inputs drawn from different levels in the organisation and also outside, regarding charter review?

- 1. Yes
- 2. No, an internal exercise

46. Do you consider the existing arrangement satisfactory?

- 1. Yes
- 2. No

47. If no, how would you like to see it improved?

- 1. More political commitment for the charter programme
- 2. More top management commitment for the charter programme
- 3. More institutional capacity to implement the charter mandate
- 4. More capacity building
- 5. More Orientation Programmes
- 6. Any
Other.....
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48. Are inputs invited for charter review related to? (more than one option could be ticked)

- 1. Achievements and shortfalls as per commitments specified in the charter?
- 2. Procedures that block implementation of charter mandate
- 3. Review of commitments in the light of past achievements
- 4. Fresher commitments in the light of new possibilities
- Any
other.....
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49. Do you conduct feedback surveys?

- 1. Yes
- 2. No

50. Are these shared with civil society organizations?

- 1. Yes
- 2. No

Specify the organizations you interact with:

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51. Are Civil Society organisations invited to provide feedback?

- 1. Yes
- 2. No

D. Impact on Organisational Culture

52. Has there been a conscious effort to identify stakeholders as part of the charter formulation and implementation exercise?

- 1. Yes
- 2. No

53. Has the exercise been innovative in the sense of identification and inclusion of newer stakeholders?

- 1. Yes
- 2. No, status quo prevails in this regard

54. Are the stakeholders on their part interacting more proactively with time?

- 1. Yes, they are more forthcoming
- 2. No change evident

55. Are interactions with stakeholders carried out regularly?

- 1. Yes
- 2. No

56. How Regularly.....

57. Has there been an attempt to institutionalize the interaction mechanism?

- 1. Yes
- 2. No

58. If Yes, Why was it considered important?

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59. If No, Give

Reasons.....

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60. Is institutional innovation necessary to implement the charter mandate or is the traditional bureaucratic mechanism sufficient to this effect?

- 1. Existing arrangements are satisfactory
- 2. Structural innovations are required

Please specify.....

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61. Is there necessary flexibility in work rules to allow for the same?

- 1. Yes
- 2. No

Kindly Comment.....

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62. Do you find civil society organisations involved with your organisation have the competence to contribute meaningfully to governance related matters?

- 1. Yes
- 2. No, they are not informed enough

Are they willing to contribute?

- 1. Yes
- 2. No, they are not willing

If like to comment.....

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63. Is the organization more open now than it was in the pre charter period?

- 1. Yes
- 2. No

64. Is the 'openness' for good?

- 1. Yes, most definitely
- 2. No, it is actually retrograde

65. If yes, articulate 'good' in terms of the choices offered below by choosing the option that is most representative of your understanding of 'good'.

- 1. Needs articulation has improved for purpose of development planning as a result of openness
- 2. Implementation of programmes has improved as a result of interaction with civil society
- 3. The organization has become more responsive as a result of interaction, hence better in respect of outcomes.
- 4. No perceptible impact on needs articulation or responsiveness or end-orientation

66. If no, articulate 'retrograde' choosing the most representative statement from the following (combined options could be picked):

- 1. There is more confidence than ability in the civil society
- 2. Civil society participation is not a panacea; in-house improvements in the bureaucracy are needed
- 3. They put unrealistic demands and are over critical
- 4. They are not accountable

If like to comment.....
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67. If 'good' would you advocate increased participation of civil society in governance for the future?

- 1. Yes
- 2. No
- 3. Only in a limited way.....(please specify)

68. Is there more willingness now, as compared to earlier, within (your) organisation(s) about including people (professional associations/common citizens) in the consultative process on a regular basis?

- 1. Yes
- 2. No, status quo prevails

E. Charter as an instrument of Organisational Change

69. Did the formulation of the charter involve employees at various levels in the organization?

- 1. Yes
- 2. No

70. Did they actively contribute to the formulation of the charter?

- 1. Yes
- 2. No

71. Are they aware of the charter?

- 1. Yes
- 2. No

How do you ascertain this

72. If yes, select the area(s) where their contribution has been most decisive.

- 1. Setting benchmarks of performance
- 2. Articulating service standards
- 3. Articulating commitments of the organisation

73. Has the Charter redefined roles for employees of the organization in the sense of making their roles more citizen- centric, interactive, and thereby, innovative and more fruitful as per the mission and vision of the organisation as spelt out in the charter?

- 1. Yes
- 2. No
- 3. To some extent.....(please specify)

74. Has role perception of the employees changed in any way in accordance with redefinition referred above, since the introduction of the charter?

- 1. Yes, hitherto hidden aspects of work are emerging
- 2. No change has been affected

Kindly comment.....
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75. Has the charter programme contributed to better role clarity for the employees at various levels in the organisation?

1. Yes, better understanding was inculcated in the process of formulation of the charter with regard to service standards and employees' role in the organization.
2. No, status quo prevails in this regard

Would you like to offer suggestions/ comment

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76. Did it have the effect of revision and renewed understanding of their roles?

1. Yes
2. No

77. Could renewed understanding be termed a 'redefinition' of roles?

1. Yes
2. No, it is simply a reminder of roles, not a redefinition or revision in any way

78. Are achievements as per the charter included in the process of performance appraisal at different levels in the organisation?

1. Yes
2. No

79. If not all levels, kindly specify the levels at which they are included:

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80. Are achievements as per the charter monitored on a regular basis?

1. Yes
2. No

81. At which level in the organization is performance under charter monitored?

Specify level.....

82. Are achievements as per the charter instrumental in ensuring accountability of officials in the organization?

1. Yes
2. No

83. At which level in the organization is accountability ensured?

Specify level and make suggestions for improvement

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84. Is there a system of incentives in place for achievements under the charter programme?

- 1. Yes
- 2. No

Any suggestions.....

85. Have performance indicators been developed for various levels.

- 1. Yes
- 2. No

Any suggestions.....

86. Are they active in ensuring implementation of the charter mandate on their part?

- 1. Yes
- 2. No

Any suggestions.....

87. Does your organisation have career development plans for individual employees?

- 1. Yes
- 2. No

88. Are achievements under the charter built into the same?

- 1. Yes
- 2. No

Any comments/ suggestions
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89. Do you think there is need for performance audit by an external agency for achievements/shortfalls under the charter programme?

- 1. Yes
- 2. No

90. Do you think performance audit should be in the nature of a supplementary effort to internal audit (audit of audit) or should it be intensively done by the external agency?

- 1. Should be supplementary
- 2. Intensive

91-. Which agency do you think is best suited to carry out the performance audit?

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92. Has your organization attempted performance audit?

- 1. Yes
- 2. No

Give details.....

F. Charter as an Instrument of improved Citizen-administration Interface

93. Which of the following devices are being used to invoke active citizen input into governance. Tick across the ones being used by your organization currently to invite citizen participation.

- 1. Suggestion drop boxes device
- 2. Satisfaction surveys at the agency/supra-agency level
- 3. Periodic provider-user meetings designed to augment interaction
- 4. Participation in the awareness campaigns (e.g) workshops/camps at the agency/supra agency level.
- 5. Participation in the multi-agency camps directed at (a) information dissemination and (b) on- the- spot grievance disposal
- 6. Involvement in the agency’s customer service committee
- 7. Representation on or other kind of involvement in the agency’s machinery for an ongoing internal evaluation of the programme
- 8. Involvement in the periodic charter review exercise
- 9. Representation on the machinery for grievance monitoring/ redress t the agency/supra agency level
- 10. Representation on the agency’s monitoring task force/team/group
- 11. Involvement in the set up created for the independent scrutiny (i.e., external evaluation) of the agency’s performance

94. Kindly specify how these are processed for policy input and procedural improvement

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95. Are you satisfied with the overall content of Charters.

- 1. Yes
- 2. No

96. Which areas need to be worked out for improving outcomes.

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97. Are you happy with the participation of employees at the cutting edge level

- 1. Yes
- 2. No

98. Would you suggest some possible steps towards improvement of employee participation in Charter implementation. Please provide details.

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99. Are you satisfied with the level of citizen awareness of the Charter.

- 1. Yes
- 2. No

100. Would you suggest ways of improvement?

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