1.0 Introduction ……………The Perspective

Present day Public Administration has grown up out of the great thoughts of visionaries who dreamt about transformation of India as a vibrant democracy. In the view of Dr Rajendera Prasad, the first president of India;

“Administration, let it not be forgotten, is not an end in itself. It is essentially a means to an end which is promoting the welfare of the community. This can be achieved only if those entrusted with the task of administration undertake it in a spirit of public service. They must conduct themselves in a manner which inspires people’s confidence and cooperation.”

He had clarity in his thoughts about the concept that Public Administration should be deeply concerned with the happiness and welfare of the people. Further, the administrators needed to have human approach while dealing with all public issues and implementation of their developmental programmes.

The great philosopher–statesman Dr S. Radhakrishnan, the then Vice President of India considered that “Administration is a very essential part of any civilized society” and “is something which gives stability to the life of a country”. He was of the firm view that:

“Administrators are not to regard themselves as a privileged class. They are not to grow into bureaucrats. They are the people who must understand the needs and aspirations of a common man and woman and try to protect them from themselves and from the petty officials

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who are inclined to harass them and show their authority”.

Pandit Jawahar Lal Nehru, the first prime minister of India was responsible to transform the colonial administrative machinery into a welfare-oriented system of Public Administration. It has been rightly observed that the “roots of his vision” was revealed in his autobiography “Discovery of India” long before independence of India where he observes:

“I came to her (India) from West.....I was eager and anxious to change her outlook and appearance and give her the garb of modernity”

This reflects not only a vision but also a sense of determination, a motive force to direct one and others towards actions for transforming a vision into a reality. In his famous speech of 14th August, 1947, Pandit Nehru regards “Service of India” as the mission for Indian administration. He also explained Service of India to mean “the ending of poverty and ignorance and disease and inequality of opportunity”

The need of Public Administration to adapt itself to the new conditions and new challenges has been emphasized from time to time. The process of planning also required a change of outlook and a new philosophy in Public Administration. Sri V.T Krishnamachari, Deputy Commissioner of Planning Commission has aptly remarked:

“The administration should have faith in the objectives of social and economic development and social justice. It is the duty of everyone engaged in it to bear this ideal in mind in whatever he does”.

In the present democratic society, citizen’s welfare and satisfaction attracts the administrative system to make efforts, as the people are impatient with the existing system of administration because of its failure to reciprocate

to the needs of people, thereby meeting their expectations. As such, the administration should adopt the methods and modify the existing administrative set-up that suits the public on the whole so that the delivery of public services is made easily and timely available to the citizens (service users) and make the administrative system more effective, efficient and time-bound.

L M Singhvi regards the reforms as nuts and bolts of public policy and suggests the need for administrative reforms in administration as,

“A process of enlightened, well-informed and rational reform in public administration is thus necessitated, not for the sake of cosmetic window-dressing but for securing greater functional efficiency and recognizing and rewarding real merit, honesty and probity and taking effective measures to curtail, correct, discipline and punish the inept, the dishonest and self-serving public-servants. Reforms have also to be aimed at accelerating the development for resolving the problems and redressing the grievances of the public in a just and fair manner and for creating a responsible and responsive system of public administration in the hope of maximizing public satisfaction”.

In democratic set-up, government is of the people, by the people and for the people. It is nothing in itself. At an inaugural address on 29th March, 1954 at the Indian Institute of Public Administration, Pandit JawaharLal Nehru said:

“Administration in most things is, in the final analysis, a human problem to deal with human beings, not with some statistical data. There is the danger that pure administrator at the top (not so much at the bottom, because they come in contact with human beings) may come to regard human beings as mere abstractions- the

administrator may think in abstract of the people he deals with come to conclusions which are justifiable apparently, but which miss the human element. After all, whatever department of human government you deal with, it is ultimately a problem of human beings and the moment we forget them we are driven away from reality”.

Administration should exist and function for the people’s welfare and promote people’s participation in a way leading to their satisfaction in policy formulation and decision-making process. In this changing scenario, modern democracy demands a welfare state. In a democratic country like India, with passage of time, increase in population, the limited resources and unlimited wants of the people has led to an increase in the variety of functions and complexity in the activities of administration followed by an ever-increasing gap between the state and the citizens. This further led to the failure on part of the administration in delivering prompt, qualitative and cost-effective services to the citizens.

Public services play a significant role in the daily life of the society and form an integral part to carry in their day-in and day-out activities. Nothing is free in this world. People pay directly or indirectly to the government in the form of numerable taxes for the services they get from the government. Hence, they have the right to demand minimum standards for the services.

In developed countries like USA, the role of administration under private ownership and management is limited because infrastructure is well developed and widespread; hence role is Qualitative in nature. In developing countries like India, the role is Quantitative as pre-requisites and basic amenities of good life are either absent or inadequately developed as a result of which the state creates and manages the infrastructure itself.

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Administration involves a process of diverse practices that have been assimilated over centuries. In the working of a government, inter-mingling and confusion of politics and administration has resulted in lack of ability to achieve the administrative goals i.e. economy, efficiency and professionalism. In developing democratic nations like India, public administration has become an instrument of social change and development and as a powerful agency for effecting national integration and social justice. With the ushering in of era of welfare states, the administration is construed as a “moral act” and administrator a “moral agent”.

According to APPLEBY – “Public administration is policy making.” The administrative goals (i.e economy and efficiency) were similar to political goals and hardly existed in the “Principles of Administration”. Hence, the goals of efficiency and economy were regarded as inadequate objectives of administrative endeavor and should be replaced by the goal of Social-Efficiency.

In the modern society, Public administration plays a key role in the welfare of its citizens. The impact of administration on human character is significantly more than its administrative goals of efficiency and economy. Public administration cannot be “value-free”; it is to be “value-oriented”, and hence should promote human values in the society. Due to inefficient, corrupt and slow moving nature of Public administration, the welfare concept of people goes missing characterized by features like Favoritism and Nepotism in the personnel practices in developing countries. This requires an attempt to redefine the administrative goals by taking into consideration people’s participation actively in the policy formulation process. Simultaneously, it also demands the responsible role from civil servants towards the delivery of public services to the citizens as service users judiciously.

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The period of early 1960’s and 1970’s was marked by turbulence, instability and confusion in the west part of U.S thereby adversely affecting the working of public administration. This paved way for fresh grounds of public administration and New Public Administration (NPA) gained currency. The keynote of new public administration is an intense sensitivity to and concern for the societal problems of the day. Its parameters are relevance, post-positivism, morals, ethics, values, innovation, concern for clients, social equality etc. The proponents of new public administration express their dissatisfaction with the state of the discipline of public administration and want it to be alive to problems presented by turbulent times.

New Public Administration (NPA) advocates humanism, decentralization, delegation, pluralism, personal growth, individual dignity etc. It does not encourage the ‘value-neutral’ concept of administration. It favours citizen participation as a supporting device for bureaucratic responsiveness. If the administrative goals are restricted to efficiency and economy, then Public administration may lead to increase in injustice, inequality and poverty. This shows signs of new public administration. This phase of public administration has led to the enrichment to its concept by imparting a larger perspective of public administration and bringing it in close association with the society. New role of public administrators demands the public administrators to become champions of the under-privileged sections of the society and must act as active agents of socio-economic change.

New Public Administration has advocated the role of social-equity for the administrator. According to Carter and Duffey, it is doubtful to recognize social-equity as an established objective of public administration in real terms apart from the prevailing objectives of efficiency, effectiveness and accountability.

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“Social-equity should be the guiding factor for public administration. Social-equity means that the public administrators should become champions of the underprivileged sections of the society. They must become active agents of social and economic and social change.”  

For social and economic change, it advocates a ‘client-centered approach’ to provide the people the desired services. In the words of NIGRO and NIGRO,

“This focussed administration is recommended along with de-bureaucratization, democratic decision-making and de-centralization of administrative process for more effective and human delivery of public services.”

Traditional role of Public Administration was to maintain law and order and provide justice to the people. With the change in demography, limited resources and increased expectations of the citizens from the government, the role of Public Administration expanded and faced numerous challenges to justify its role and carry on its responsibilities to move with times ahead. This resulted in the failure of conventional Public Administration in delivering goods and services to its customers/users in an efficient, effective and economical manner. A number of factors are responsible for its failure such as corruption, red tapism, lack of training, misuse of powers by administrators, unplanned expenditure, favouritism, greater political interference in administrative domain etc. Thus, this led to the need for the emergence of New Public Management (NPM) to serve as an alternative model of the centralized governance. It emphasized on less, better, efficient, effective, responsive accountable governance, downsizing of bureaucracy and reorganization of government. In the present age of globalization, the increasing competition in the field of socio-economic status has also served as an important cause for the emergence of New Public Management characterized by performance appraisal, managerial autonomy, cost-cutting, financial incentives, output

targets, innovation, responsiveness, competence, accountability, market-orientation, quality improvement, contracting-out, flexibility, competition, choice, information technology, debureaucratisation, decentralization, down-sizing and entrepreneurialism.

NPM considers the “market” as against the “state” as the key regulator of society and economy. It encourages indirect support and participation of the people in the policy formulation and decision making process. It has emerged out of the Thatcherism (Britain) and Reaganism (USA) of the 1980s. NPM represents a synthesis of the public administration and private administration. It takes ‘what’ and ‘why’ from public administration and ‘how’ from private administration. According to Pollitt, NPM aims at 3 Es- economy, efficiency and effectiveness.

i) Economy-the eradication of waste
ii) Efficiency-the streamlining of services
iii) Effectiveness-the specification of objectives to ensure that services are targeted on problems

Osborne and Gaebler, summarizes the central theme of NPM as:

“We don’t need more government; we need better government. To be more precise, we need better governance. Governance is the act of collectively solving our problems. Government is the instrument we use. The instrument is outdated, and it is time to remake it”¹².

In a democratic set-up, the role of Public Administration holds great importance in the progress, protection and prosperity of the common man. This can be achieved if the administrator is neutral in politics and serves the nation faithfully in an impartial and honest manner. Woodrow Wilson raised a few significant issues related to ‘publicness’ of administration:

“To whom is official trustworthiness to be disclosed, and by whom is it to be rewarded? Is the official to look to the public for his need of praise and push of promotion, or only to his superior in office? Are

the people to be called in to settle administrative discipline as they are called in to settle constitutional principles? These questions evidently find their root in what is undoubtedly the fundamental problem of this whole study. The problem is What part shall public opinion take in the conduct of Administration”\textsuperscript{13}

But Interference of politics and administration has affected bureaucratic powers at the cost of public interest in addition to other significant factors such as psycho-technical factors, erosion of public element from administration, centre-state relations etc. \textit{John Freeman}, the former British High Commissioner in India gave some indications in an address at IIPA in 1966:

• “\textit{The Public Administration will be efficient and Government stable, only if the bottom band of administration is first of all tailored to the social needs of the user,}
• \textit{Secondly, organizationally efficient and fast moving and seen by the public to be so;}
• \textit{Thirdly, doing justice as between individuals and the state and seen by the public to do so, and}
• \textit{Lastly, subject to some degree of external check and control.”}\textsuperscript{14}

To promote public satisfaction, \textit{Robson} emphasized the public concern for high quality public services for promoting mutual good conduct, i.e citizens and civil servants:

“\textit{The achievement of good relations between the government and the public is a matter which does not by any means depend solely on the conduct of civil servants and politicians. It depends equally on the attitude of citizens, groups, corporations, associations of all kinds}

\textsuperscript{13}Jagannadham, V (2014):“Public Administration and the Citizen: How far Public Administration can be Public?”, Issues and Themes in Indian Administration, edited by Sanjeev Reddy, P L & Tiwari, R K, IIPA, Vol 1 2014, p 197
and indeed of all unofficial bodies to public authorities. If we want
public servants to behave well towards us, we must behave well

towards them. Moreover, we must normally assume that they for their
part will behave well. Moreover, we must normally assume that they
for their part will behave well........If politicians and civil servants
are held in low esteem: if their work is derided, if abuse and invective
is poured on them continuously, if loose and unsubstantial
allegations are made about their incompetence, dishonesty, laziness
and indifference to the public interest, it is unlikely that officials will
develop or display qualities of integrity, industry and public spirit”. 15

People have lost their faith on commitments by government and find
themselves helpless to demand their own rights from the government.

C. D Deshmukh points out,

“Quality is sacrificed to quantity, vulgarity to taste, restraint to
hysteria, intellectual effort to mental flabbiness and respect for
principles to political expediency.” 16

In present democracy, the role and powers of professional politicians is
grabbing the administrative control thereby adversely affecting the balance
between democracy and bureaucracy. This demands a responsive role on part
of the administration towards the needs of the citizens. D. G Karve suggests
“good political leadership” as a ‘mantra’ to bridge the gulf between citizen’s
and administration-

“Over the long period it will be well-nigh impossible for officers at
any level to maintain standards of integrity, efficiency and courtesy
which are not shared and promoted by the responsible ministers-
where they, the responsible ministers , fail to honour democratic and

15 Jagannadham, V “Public Administration and the Citizen: How far Public Administration can be
Public?”, Issues and Themes in Indian Administration, edited by Sanjeev Reddy, P.L & Tiwar, R.K,
Vol 1, IIPA, 2014, p 204-05
16 Deshmukh, C D (2014): “Citizens of No Mean Country”, University of Madras, 1959, p 18 (as given
by Jagannadham, V, ibid, p 206)
constitutional proprieties, as they often do, none below them can normally be counted to give to the people the full due under the law”\(^\text{17}\)

To meet the upcoming challenges of LPG (Liberalization, Privatization and Globalization), Management occupies a central place in the developing countries. Declaration of Citizen’s Charter is one of its mechanisms in a direction to pursue the real goals of Public Administration.

### 1.1 REVIEW OF LITERATURE

With expansion in the horizons of public services, the degrees of expectations of people have also gained momentum. People demand value for money. But they are not aware of how to achieve the desired standards and what to do if they do not get for what they pay to the various organizations (government and non-government) directly or indirectly in the form of various taxes, fees, commissions etc. Hence, Citizen’s Charter acts as an empowerment tool for them to get the services they require and the precise quality of services they deserve from the administration. The Charter document not only reflects the expected standards of service but also guides the service users for the action to be taken if the quality of services is not up to the mark. The standards and services mentioned in the Charters should be credible and service user oriented.

### 1.1.1 GENERAL INTRODUCTION OF CITIZEN CHARTER

The Citizen's Charter was a British political initiative launched by the then Prime Minister, John Major, on 22 July 1991. It aimed to improve public services in the UK. Citizens’ Charter is a document which represents a systematic effort to focus on the commitment of the organization towards its citizens in respects of Standards of Services, Information, Choice and Consultation, Non-discrimination and Accessibility, Grievance Redress, Courtesy and Value for Money. Organization also expects some cooperation and understanding on part of the citizens for achieving organizational

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commitments. It aimed of ensuring that public services were responsive to the citizens they served.

The change in administration in 1997 led to a re-evaluation of the Citizen's Charter scheme, although its core purpose and principles remained broadly similar. In 1998 the Government introduced 'Service First: The New Charter Programme'.

In recent times, the government has re-evaluated the Charter Mark and considered it as one of the focus areas of Citizens Charter. Bernard Herdan, former Chief Executive of the UK Passport Agency, was commissioned by the Cabinet Office in 2005 to review the operation of the Charter Mark scheme and its relevance to effective public service delivery. Following consideration of the Herdan review's findings, the Government in March 2008 launched a new standard to replace the Charter Mark: the 'Customer Service Excellence' scheme.

"A customer is the most important visitor to our premises. He is not dependent on us. We are dependent on him. He is not an interruption in work, but he is the purpose of it. He is not an outsider to our business, but he is a part of it. We are not doing him favour by serving him; He is doing us a favour by giving us an opportunity to do so". 18

CC aims to exhibit the insights on ways to improve public services of Indian Railways in the present times. Sustainability and development of any country largely depends upon the degrees of active participation of citizens in decision-making process. This study focuses on the nature and effect of Citizen’s Charter of Indian Railways on the life of a common man. The broader view of Citizen’s Charter covers transparency and accountability both in activity and process, easy access to information and participatory decision-making at all levels of administration.

18 Mahatma Gandhi in a speech in South Africa in 1890
The Charter is regarded as a welcome and a major step forward in the positive direction. The Adam Smith Institute published a long study “Blueprint for a revolution” on the charter in 1992:

“The Charter revolutionizes the relationship between the citizen and the state by turning it into one of explicit and enforceable contract”

In reference to the initial stage of the Citizen’s Charter, John Major was proud that:

“The Citizens charter unit [was] visited by representatives of governments from around the world interested in how the toolkit we had put together could be applied to their own domestic problems. (Major 1999:259) And indeed citizen’s charters appear to be more popular in other countries than in the UK. The whole idea has taken off in a big way in India, in Hong Kong, in Japan in Jamaica, and in Australia.”

'Modernising our public services is crucial to everything the Government wants to achieve for the country. Strong and high quality public services are essential if we are achieve our central aim of spreading prosperity and opportunity'.

Various scholars support the search of Literature required for undertaking the research study.

Paul Appleby (1962) in his study “Citizens as Sovereigns” discusses the role of citizens in a democratic government and brings out the influence that citizens can exercise on their government, individually and collectively.

Gladden (1966) discusses the importance of public administration in the lives of citizens. He highlights that administration touches most intimately and continuously the activities of citizen. It takes care of them from cradle to

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20 Prime Minister, March 2002, Improving delivery (www.chartermark.gov.uk)
grave. Further, he views that almost all the areas concerning citizens are covered by administration, whether they are subject of interest to particular individuals or subject of interests to all.

_Eldersveld_ 23 _et al (1968)_ conducted an empirical study in Delhi and found that citizens’ relationship with administration was marked by suspicion as in the view of public, officials were corrupt and citizens were receiving unfair treatment at the hands of officials. The study also brought forward that urban people were more critical of administration than rural. There was a great sense of criticism bordering on hostility to the administration. The surprising thing of study was that rural people had positive attitude of Community Development Programme, despite the fact that impact of programme had been marginal and minimal.

_Barnabas_ 24 _(1969)_ in his study concludes that the citizens were completely alienated from administration. Even the officials tended to be as negative as villagers and exhibited lack of confidence in interdepartmental matters. He also noticed that officials seemed to be more autocratic in their attitudes. He suggested that the administration can get rid of this malaise by introducing long-term reforms as setting up of commissioner for grievances, training at all levels, simplified procedure and friendly orientation.

_Dhawan_ 25 _(1971)_ delves into causes of grievances. Most complaints pertained to inadequacy of services, delay harassment, unsympathetic attitudes of officials. In his study, he arrives at conclusion that existing institutional arrangements for looking into the citizen’s grievances are inadequate and fails to inspire the people's confidence in impartiality of administration. He emphasizes the strengthening-of present grievances redressal machinery and setting up of a separate directorate of public grievances and evolving a comprehensive policy to tackle the mounting volume of public grievances.

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**Jagannadham**\(^{26}\) (1974) points out problems in the relationship between administration and citizen in development context. Problems include interalia-external influences (Socio-politico-economic), delays, low standards of conduct, low % age of enlightened citizens, high degree of parasitic dependence of people on govt. for initiative and enterprise in development. The civil servants have to handle people's problems with great sympathy and consideration. Participation and responsibility, in view of writer, these two keystones of relationship need to be strengthened.

**Bhambri**\(^{27}\) (1975) looks at the problem of citizen-administration relationship from contextual and conceptual point of new. The significant contextual factors affecting relationship in India are role of colonial legacy, socio-economic conditions of people and political system. Following parsonian variables, the author finds the bureaucratic response to citizen's problem, a mix of affectivity & affective neutrality, particularism v/s universalism. Finally, he stresses the need for institutional innovation and people's involvement in decision-making for developing healthy relationship.

**Dubhashi** \(^{28}\) (1975) analyses the citizen-administration relationship in a broad perspective. He lists various situation of citizen's contact with administration such as contact to pay and recover dues, to get licenses etc and departments as health, agriculture, cooperation which play positive role in such contacts. He makes a point that mere passive acquiescence or toleration will not do in development departments. The administrator must evoke active popular enthusiasm & cooperation. Specifically mentioning features of cooperative sector, he expresses the belief that only realization of true nature of cooperation can take relationship forward.

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Khanna 29 (1975) in his article, points out that procedural rigidities, discretionary power, excessive secrecy etc. lacunae prevent the growth of progressive relationship between the citizen and administration. To make for betterment of relationship, he suggests reforms in areas-administrative innovation as advisory bodies, political and administrative decentralization and finally setting up of machinery for redressal of grievances, taking into account social-political conditions in which it has to operate.

Pathak 30 (1975) feels the need for strong grievances redressal machinery in the wake of growing corruption cancer in India. He develops the ombudsmen idea as a desirable set-up and considers its adaptation in India as necessary to cope up with the citizens’ complaints which seem to grow along with expansion of state activities. Not one will it be a protection against new despotism but it will also be a means of securing new social order.

Mathur 31 (1986) deals with participatory aspect of relationship. He states that participation has many virtues as it facilitates timely completion of projects, voluntary change, and educates citizen. There are, no doubt, socio-cultural and bureaucratic hurdles to participation but example of Mexico shows how it is beneficial in long-run. So he calls for adaptation of administration to participation through institutional and attitudinal measures.

Hood C.C, (1991)32 includes that The “Citizen’s Charter” 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.

Osborne and Gaebler (1992)33, NPM doctrines focus on entrepreneurial government that consider citizens as customers and the administrative role to

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33 Osborne, D and Gaebler, T (1992): “Reinventing government: How the entrepreneurial spirit is transforming the public sector”: Addison-Wesley Reading, MA, New Delhi, 1992
be streamlined by converting policy alternatives into market choices. It helps to make public sector more competitive and result oriented and emphasizes empowering communities and satisfying the customers by public services.

Chandler (1991)\(^{34}\) opined that the CC could be an effective tool to enhance the capacity of local government. CC requires a strong commitment to implement. Organization commitment is important to the customer about the quality of its services for effectiveness of CC. As citizens are the ultimate destination of service delivery- it is needed to assess the result of service delivery. A new initiative alone is therefore not a guarantee of success- its progress needs to be monitored and adjustments made were appropriate.

Osborne and Gaebler, (1992)\(^{35}\) There are too many rules limiting initiative, with the result that good people are trapped in bad systems.

An “Action Plan for Effective and Responsive government”\(^{36}\) discussion in the Conference of Chief Ministers held on 24\(^{th}\) May 1997 at the central and state levels represented the culmination of a National Debate on Effective and Responsive administration which was initiated at a Conference of Chief Secretaries on 20\(^{th}\) November 1996. There, it was agreed that immediate corrective steps must be taken to restore the faith of the people in the fairness, integrity and responsiveness of the administration. This view was strongly endorsed by the Chief and Central Ministers. As per the Action Plan prepared for ensuring Accountability and Citizen-Friendliness in governance, the following specific areas were to be addressed.

- Citizen's Charter
- Redressal of Public Grievances
- Review of Laws, Regulation
- People's participation, Decentralization and Devolution of powers.

\(^{36}\) The Conference of Chief Ministers held on 24th May 1997 – a discussion
Jain (1998) critically evaluates the post 1995 adoption of citizen's charter in India and role of C.M.s and Chief Secretaries conferences in its adoption, besides giving account of charter in U.K. He looks into the positive as well as weak points of charters. Except disseminating information, assuring quality of services, these charters have great variation in terms of coverage, procedure, redressal of grievances. The strategy can make substantial impact by ensuring consistency in formulation of charters, simple procedure and offering incentive to personnel.

Bajpai (1998) discusses the realities of people's participation in rural development programmes like C.D.P., JRY. He is of the view that the approach has been dismal failure due to emergence of middlemen culture, bureaucratic tangles, politicization and lack of local condition in programmes which may lead to emergence of dangerous trends in our political system. He gives 7-points-packages which could ensure genuine participation. The main features of package are assessment of existing attitudes & practices, identification of supporting or resisting groups, incorporation of people's view in plans of action, mobilization of resources, proper motivation & monitoring.

Department of Administrative Reforms and Public Grievances (1999) has given a case-study on the implementation of Central Board of Excise and Customs (CBEC) Charter and 'Customer Information Centre' set up by the department of Posts to assess the citizen friendly initiatives taken by them and has given suggestions/recommendations. Apart from increasing public interface, the citizens’ charters incorporate essentially citizens' entitlement to public service, wide publicity of standards of performance, access to information, simplified procedure of complaint, time-bound redress of public grievances and provision of independent scrutiny of performance with the involvement of citizens and consumer groups.


Taylor (1999)\textsuperscript{40}, 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.

The Personnel & Administrative Reforms Committee (1999)\textsuperscript{41}, The Personnel & Administrative Reforms Committee entrusted all the Government Departments/Agencies under government to prepare and publish its own Citizen's Charter after getting the approval of the concerned Minister.

Ghuman, (2002)\textsuperscript{42}, CC is a document that outlines the commitment of the service provider towards the citizen through clearly specified benchmarks of quality and standards of service.

Dahal (2002)\textsuperscript{43}, The central government is under greater pressure today than in the past to shift some of its power to local units of self-3 governance that can be a workshop for citizen participation, community building, leadership development, social mobilization, conflict resolution and economic, political and social development “The 1991 Act gave local bodies responsibilities for service delivery as well as limited control over revenue, some judicial matters, and planning. In practice, these powers remain largely unrealized. Various provisions of the Act actually reinforce the center’s role in local affairs”

Beniwal (2005)\textsuperscript{44} The Citizen’s charter 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

\textsuperscript{41}The Personnel & Administrative Reforms Committee; GO (MS) No 30/99/P & ARD dated 21st December 1999
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.

Drewry (2005)\textsuperscript{45}, Charters can be seen as just one aspect of the sprawling agenda of New Public Management (NPM) and public service “modernization”.

Montalvo (2009)\textsuperscript{46} “By “bringing the government closer to the people, public officials are expected to have a greater ability to recognize, interpret and satisfy more precisely citizens” needs and demands for public goods and services”

Sharma Pradeep, ‘Citizens charter ’yet to see light of day in city Tribune News Service Chandigarh, )2005(\textsuperscript{47}, On World Consumers Rights Day tomorrow, consumer is not the king in the Union Territory .Years after a proposal to have a “citizen’s charter ”was first mooted; the city still awaits the charter leaving the residents at the mercy of the bureaucracy.

In fact, the formulation of the charter, intended to make various departments of the administration consumer-friendly by fixing a deadline for the completion of various jobs, had been a tale of missed deadlines. For the past years, the charter had been at the “\textit{draft stage}”. It was on 26th January, 1999, that the then Adviser to the UT Administrator, Mr Jagdish Sagar, announced at the Republic Day parade that the Chandigarh Administration intended to come out with the charter. The same year, the Municipal Corporation of Chandigarh (MCC) reportedly came out with a “\textit{draft charter}”.However, various NGOs have made repeated representations including the Consumer Forum, to the civic body and administration to formulate the charter seem to have fallen on deaf ears and the “\textit{draft charter}” never took concrete form. There is no deadline for the completion of various

\textsuperscript{47}Pradeep Sharma, 14\textsuperscript{th} March 2005, Chandigarh Tribune,
tasks assigned to the administration, leaving the customers (service users) in a state of harassment.

“The clerical staff, i.e. babus, who call the shots in the administration, have been serving as blocking agents in the formulation of the charter. The bureaucracy feels that its powers would be greatly eroded if time-frame for various jobs is mentioned in the Charter.

For the convenience of the general public, every department should have a charter document. But with the wrong priorities of administration and poor implementation of charter programme at ground level has led to the failure in the efficiency and effectiveness in the service delivery. On one side, the administration had been taking steps like setting up of samparak centres (UT administration) for the transparent working of various departments, impact of having a charter and its proper implementation has been clearly ignored.

The Citizen's Charter scheme was first launched in 1991 with the aim of ensuring that public services were responsive to the citizens they served. Major's 'programme for a decade' covered the activities of a range of public-sector bodies, including the police, the health service, schools, local authorities, and public and private utility companies. It promised better quality for consumers through the publication of service standards, the right of redress, performance monitoring, penalties for public services, tighter regulation of privatized utilities, and the increased pressures resulting from competition and privatization. Published charters set out the standards of service that consumers could expect and, in some cases, compensation could be claimed if performance was deficient. The most successful Service Providers were awarded the 'Charter marks'. The Citizen’s Charter scheme was made up of several elements, including the Charter Mark, an award to recognize excellence in the public sector, as well as the creation of individual charters for public services that set out the standards those services were expected to achieve.
The Citizen’s Charter is a way of making public services accountable to the people who pay through taxation for those services availed. The then Prime Minister, *John Major*, explained the intention of the Citizen’s Charter in the following way:

“It will work for quality across the whole range of public services. It will give support to those who use services in seeking better standards. People who depend on public services—patients, passengers, parents, pupils, benefit claimants—all must know where they stand and what service they have a right to expect.”  

The Charter notion follows the guiding principle ‘the customer is king’, borrowed from the private sector. The emphasis of the Citizen’s Charter was on citizens as ‘customers’ of public services, and the levels of service provision they could expect to receive.

As the *1991 Citizens’ Charter* White Paper declared, the scheme was not a uniform "blueprint" for service provision, but a "toolkit" to allow standards to be raised in the way most appropriate to each service.  

In 1998, the Labour government of *Tony Blair* refocused the charter programme through its Service First agenda for public service delivery, “The problem: unaccountable public services”.

### 1.2 THE PRINCIPLES OF PUBLIC SERVICE (1991)

The Citizen's Charter programme was underpinned by the following principles of public service, as set out in the *White Paper*.  

*Every citizen is entitled to expect:*

**Standards**

Explicit standards published and prominently displayed at the point of delivery. These standards should invariably include courtesy and helpfulness from staff, accuracy in accordance with statutory entitlements, and a

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48 Speech by Rt Hon John Major MP to Conservative Central Council annual meeting, 23rd March 1991
49 The Citizen's Charter: Raising the Standard, Cm 1599, July 1991, p 4
50 Ibid1, p 5
commitment to prompt action, which might be expressed in terms of a target response or waiting time. If targets are to be stretched, it may not be possible to guarantee them in every case; minimum, as well as average, standards may be necessary. There should be a clear presumption that standards will be progressively improved as services become more efficient.

**Openness**

There should be no secrecy about how public services are run, how much they cost, who is in charge, and whether or not they are meeting their standards. Public servants should not be anonymous. Save only where there is a real threat to their safety, all those who deal directly with the public should wear name badges and give their name on the telephone and in letters.

**Information**

Full and accurate information should be readily available, in plain language, about what services are being provided. Targets should be published, together with full and audited information about the results achieved. Wherever possible, information should be in comparable form, so that there is a pressure to emulate the best.

**Choice**

The public sector should provide choice wherever practicable. The people affected by services should be consulted. Their views about the services they use should be sought regularly and systematically to inform decisions about what services should be provided.

**Non-discrimination**

Services should be available regardless of race or sex. Leaflets are being printed in minority languages where there is a need. In Wales public bodies are aware of the needs of Welsh speakers.

**Accessibility**

Services should be run to suit the convenience of customers, not staff. This means flexible opening hours, and telephone inquiry points that direct callers quickly to someone who can help them.
SERVICE FIRST

The change in administration in 1997 led to a re-evaluation of the Citizen's Charter scheme, although its core purpose and principles remained broadly similar. In 1998 the Government introduced 'Service First: The New Charter Programme';

“We want public services that respond to the needs and wishes of people who use them on a daily basis, which gives public servants the chance to show their dedication, enthusiasm and initiative, and which work together to improve the communities they serve.

...We think it right that all public services—nationally and locally—should set out clear standards of service, and report on their performance; should consult and involve their users in carrying out these tasks; and should provide effective remedies when things go wrong.”

Service First seems to have largely disappeared. The Cabinet Office website, which makes information on the Service First programme available for archive purposes, notes that the programme itself has now been completed. Residual elements remain, however, such as the service standards that are still cited by some government departments and bodies. A flavor of what the Citizen’s Charter meant for public services is given by the proposals set out for education and housing in the White Paper.

EDUCATION

- Parents' charter
- School reports on each child
- Publication of schools' results in each area
- Regular and independent inspection of schools
- Regular information for parents

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31 Cabinet Office, Service First: The New Charter Programme, June 1998, p 1
33 Ev 205; another example is the Charity Commission’s expression of the Service First standards at: http://www.charity-commission.gov.uk/tcc/ccstand.asp
34 The Citizen’s Charter: Raising the Standard, Cm 1599, July 1991, pp 8-9
TENANTS

- Improved local authority Tenants' Charter
- Opportunities to transfer away from local authority control
- Stronger Tenants' Guarantee for housing associations
- Extending compulsory competitive tendering into the field of housing management

The successful mantra of administration is to be a client-oriented, mission-driven, quality-enhanced and participatory management to heighten efficiency and effectiveness of public service delivery is fashion of the day. Satisfaction of the needs of the citizens is therefore core element of the public sector reform, and it led to private sector practices initiated mechanisms, which focus on the quality of the services to be delivered to the citizens.55

UK Parliament (2008) stated that the Charter Mark was an integral part of the Citizen’s Charter programme. It was launched in 1992 as an award for organizations that had achieved excellent customer service in the public sector. To win a Charter Mark the organization has to demonstrate excellence against the following nine Charter Mark criteria, which correspond to the principles of public service delivery, namely:

(1) Performance Standards; (2) Information and openness; (3) Choice and Consultation; (4) Courtesy and helpfulness; (5) Putting things right; (6) Value for money; (7) Use satisfaction; (8) Improvements in service quality; and (9) Planned improvements and innovations56 (DARPG, 2013). In the first year of its operation, there were 35 Charter Mark award holders. In 2002, this figure had increased to 949. Presently, there are around 1,600 organizations with a Charter Mark, with some 400,000 people working within those organizations. (Nearly 7% of the public sector)

The Parliamentary Standing Committee on Personnel, Public Grievances, Law and Justice, in their *Twenty-Fifth Report* ¹ has observed:

“The Committee is of the view that generally people are not aware that a system of redressal exists in many of the Government departments and its subordinate offices where they are required to visit. The Committee, therefore, recommends that wide publicity through national, regional and local media, as well as through electronic media to create awareness regarding the redressal mechanism among people is the need of the day, particularly for the weaker sections of the society, women and those challenged with handicaps and also the people living in remote areas.”

“The Committee also recommends that grievance-handling system should be accessible, simple, quick, fair, responsive and effective. It is not uncommon to hear from people complaining against harassment, waste of time, repeated visits to offices etc. The Committee, therefore, recommends that every Ministry / Department in the Union / State Government UTs should have a dynamic public grievance redressal mechanism in place with special focus on the information delivery system. The Committee further feelsthat the language and the content of various application/complaint forms should be user-friendly, and should be widely available in various outlets, like post offices, on websites for downloading etc.” The Committee is of the view that time limits should be fixed for approval or rejection of application on the basis of well publicized and uniformly applied criteria. Also, redressal should be done within a reasonable time period as prescribed for each stage of redressal without indulging in lengthy technicalities of the procedure. The

ⁱ Compilation of Guidelines for Redress of Public Grievances including Employee Grievances, Citizen's Charters and Information Facilitation Counters in Government of India, Department of Administrative Reforms and Public Grievances Ministry of Personnel, Public Grievances & Pensions, New Delhi, 2010
Committee, therefore, recommends that due attention should be given to timely redressal of grievances lodged. It is also of the considered view that officers responsible for delay should be made accountable and suitable action taken against them.58

A Conference of Chief Ministers presided over by the Prime Minister of India on “Effective and Responsive Administration”, adopted an action plan which, inter alia, laid special emphasis on formulation of Citizen’s Charters by all Central Government Ministries/ Departments/Organisations so as to provide an accountable and citizen-friendly public service.59

The Department of Administrative Reforms and Public Grievances has been coordinating the efforts of formulation and operationalisation of Citizen’s Charters in the Central Government Ministries/Departments/ Organisations as well as in State Governments and UT Administrations and issuing guidelines on the subject of formulation and implementation of Citizen’s Charters from time to time.

A “Core Group on Citizen’s Charter” set up in Government of India under the Chairmanship of Secretary, Ministry of Personnel, Public Grievances and Pensions has the responsibility to regularly monitor and review the progress and effective implementation of Citizen’s Charter initiative in the Government Ministry/ Department/ Organization. Based on this background of the Core Group, in its meeting held on 27 July 2004, decided upon the duties and responsibilities of Nodal Officer for formulation and implementation of Citizen’s Charter in Central Government Ministries/ Departments/ Organizations with a view to ensure proper formulation and effective implementation of Citizen’s Charter.

59 Conference on “Effective and Responsive Administration”, May, 1997
“Consistent with the marketing concept, the government recognized that competing with institutions in a free market system must strive for and maintain consumer satisfaction or they would cease to function in the market place.”

The Public Service Committee concluded in its 1997 report on “The Citizen's Charter” that the initiative had made "a valuable contribution to improving public services".

In particular, the Public Service Committee found that the Citizen’s Charter had led to improvements in the delivery, culture and responsiveness of many services. The Public Service Committee acknowledged that not all of the observed changes to public services were directly attributable to the Charters implementation, but that it had certainly played a key role:

“The Charter, it is plain, has to a great extent swept away the public's deference towards the providers of public services, and their readiness to accept poor services, and has taught providers to welcome the views of users as a positive assistance to good management.”

The most prominent aspect of the Citizen’s Charter initiative was the creation of the individual service charters. The basic idea of the charters was that they would form a kind of contract between service users and service providers. The charters would inform citizens of their entitlements to public services, and make clear to providers the level and standard of service they in turn were committed to meet. By clarifying these commitments, service providers were encouraged to improve both standards and responsiveness to service users.

60 The Citizen’s Charter: The United Kingdom’s Commitment to Customer satisfaction in the Public service sector, J Kent Pinney, University of Nevada, Las Vegas
62 Ibid, Para 20
1.3 REASONS FOR SELECTION OF CITIZEN CHARTER OF INDIAN RAILWAYS

The significance of railways finds its place as an important lifeline for millions and millions of people of all age groups/groups. It includes students, railway employees, government servants, poor people, middle class and rich class people, doctors, ministers, patients etc due to various reasons (meeting friends and relatives, attending various functions, visiting holy places, taking treatment from different hospitals, education, employment, business etc) as it provides a safe and comfortable journey over long distances thereby adding to following merits;

i) They help in increasing cooperation and assistance between states/countries.

ii) They help in easy movement of goods and material between states/countries.

iii) They help in trade and commerce within country.

iv) They have reduced distances thus bringing the world closer.

v) They help in both production and distribution of goods.

vi) They help in movement of large number of people and over long distances.

vii) They provide important links between producers and consumers of goods.

viii) They bring people very close to one another.

ix) In our greatly diversified economic, social and cultural society, they promote interdependence among people.

For several reasons, the National Charter of Indian Railways has been selected for the present research study. They are as follows:

a) The Railway stations of Chandigarh and Ambala were easily approachable

b) A large population of all sections of society use this mode of
transportation as it is comfortable over long distances and is one of the cheapest mode of transportation

c) It is convenient for the research study as most of the service users and providers of various age groups/class/demographic locations were easily available

d) It facilitated Time Management

e) It was comparatively within the limits of the researcher to balance the research work with other responsibilities

f) Easy availability of a target group as various services of IR are used by a large population

g) It allowed better communication as it was easy to understand the language used by the sample population as it was confined to English, Hindi and Punjabi

h) Financial Limitations as it was helpful to avoid unnecessary expenditure

i) It adds to the nations growth and development and hence improves the socio-economic status of the country

1.4 BRIEF INTRODUCTION OF INDIAN RAILWAYS

Railways were introduced in India in 1853\textsuperscript{63} from Mumbai to Thane. Rail transport\textsuperscript{64} is a commonly used mode of long-distance transportation in India, connecting different parts of the country-North with South, East and West. It operates in Twenty-six states and three Union Territories. It also extends international connectivity with Nepal, Bangladesh and Pakistan. Almost all rail operations in India are handled by a state-owned organization, Indian Railways through Ministry of Railways. The rail network traverses the length and breadth of the country, covering a total length of 68,048 kilometers (42,283 mi) (route) and 115,000 kilometers (71,000 mi)

\textsuperscript{63} Indian Railways in Postal Stamps,'IRFCA.org, Indian Railways Fan Club, 5\textsuperscript{th} May 2007

\textsuperscript{64} Salient Features of Indian Railways,'Indian Railways. Archived from the original on 30\textsuperscript{th} April 2007
(track)\textsuperscript{65} transporting over 101 billion passengers annually or more than 22 million passengers daily and 1.107 billion tons\textsuperscript{66} of freight annually. IR operates both long distance and suburban rail systems on a multi-gauge network of broad, metre and narrow gauges. In several places in India, it also owns locomotive and coach production facilities. It is the 3rd largest rail transport network in the world after United States and China. It is used by people of all age groups and from all walks of life and world’s seventh largest commercial or utility employer. India is among the few countries in the world having an efficient network of railroads and Indian railways employ the largest workforce in the world to run the lifeline of Indian transport\textsuperscript{67} in numerous ways such as:

- In terms of cost of transport, Indian railways still remains the cheapest mode of transport in India. When compared to any other countries, Indian railways offer the cheapest ticket travel for a journey.
- It remains one of the biggest owned railways under government control in the world.
- Unlike other countries such as Germany and Japan, Indian trains undertake one of the longest journeys that stretch to days together. Although the Russian line of around 5000 miles remains the longest running train distance.
- Despite its shortcomings when compared to the highly efficient Deutsche bahn (Germany’s rail network) and the Japan’s Shinkansen (Bullet train n/w), the Indian railways without doubt remains the most popular mode of transport.
- The Indian rail network stretches in the highlands of Himalayas to the Western Ghats of konkan stretch, notwithstanding the highest

\textsuperscript{65}Based on 2013-14 of statistical summary figures (official website of IR)
\textsuperscript{66}Ministry of Railways. Outcome, and Performance Budget of Railways for 2016-17, Indian Railways, 26th September 2016.
\textsuperscript{67}Facts about Indian railways, by Admin. Published, 18th August, 2010
railway line that the Chinese railway built in the Tibet.

- The Freight or Goods carried through the Indian railways forms the backbone of the Indian Industrial and manufacturing sector.

- According to a 2007 survey, staggering 6,219 million passengers travelled in the Indian railways in one year. This is more than 6 times the Indian population.

At a review meeting, the railway minister Mamata Banerjee firmly told her officials that safety of passengers could not be compromised. Banerjee reviewed the safety standards on the entire rail network with Railway Board members.

“While performing our duties in the length and breadth of the country, we should always be alert to maintain the highest level of safety and security of Indian railways. I always believe that 'safety never sleeps'. It is our bounden duty not to compromise on safety standards and to ensure security of the travelling millions of fellow countrymen” 68

There can be no doubt that the backbone of the Indian transport is the Indian Railways. It is a mammoth transportation system having multifaceted aspects. 69 Though IR adds to the growth and development in Indian economy but its effective and planned working will further enhance the production of economy and make it more purposeful for the service users.

Mrs Ambika Soni said:

“Given the importance of Indian Railways in promoting tourism, the Ministry of Tourism, expects a substantial support from the Indian Railways to increase the number of tourists in future. The process of establishing world-class stations, opening of new routes, provision of additional trains to popular destinations and the creation of budget

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68 Mamata Banerjee to Indian Railway Board members in a review dt 22nd October, 2009 on safety norms members, website of Indian Railways after a train mishap

69 Indian Railways - the Backbone of Indian Transport System, Posted in Indian Railways: 25th November, 2000
accommodations at Railway stations are steps in the right direction, which will promote tourism.\textsuperscript{70}

In developing nations like India, use of the rails not only moves freight between very remote locations but also used as an economical mode of transport for a large population. During India's independence (1947), there had been \textit{forty-two} rail systems. In 1951 the systems were nationalized as \textit{one} unit—Indian Railways—to form one of the largest worldwide networks. There has been a steady growth in both passenger and freight traffic. \textbf{Indian Railways (IR)} is the state-owned railway company of India, which owns and operates most of the rail transport of the country. IR provides a number of services such as Passenger railways, Freight services, Parcel Carrier, Catering and Tourism services, Parking lot operations etc. The railways traverse the length and breadth of the country and carry over \textbf{25 million} passengers and \textbf{2.5 million tons} of freight daily.\textsuperscript{71} It is one of the world's largest commercial or utility employers, with more than \textbf{1.6 million} employees.\textsuperscript{72}

In India, the present government has been probably making efforts to expand the railroads and aims in improving the options and prosperity for everyone who has access to Indian Railways. In all societies, the Indian railway system, has improved the lives and economy of every region it touches.

Indian railways have been incessantly working to provide upgraded services to its travelers in India. In the initial stages it was possible to make reservation inquiries only at the reservation counters.\textsuperscript{73}

\section*{1.5 BRIEF INTRODUCTION OF NORTHERN RAILWAYS (NR)}

The Northern Railways formally came into existence in the year 1952. They are considered as the Jewel Set in the Crown of Indian Railways. \textit{NR} now comprises of \textit{5} Divisions- \textit{Ambala, Delhi, Ferozpur, Lucknow and}

\begin{thebibliography}{99}
\textsuperscript{70} Railways have a critical role in promotion of tourism in India: Ambika Soni 1\textsuperscript{st} October, 2008
\textsuperscript{73}Posted by Sushant in Indian Railways: “Consistent Growth of Services”, 2\textsuperscript{nd} July, 2010
\end{thebibliography}
Moradabad. The Northern Railways is one of the 17 zones and the northernmost zone of the Indian Railways. Its headquarters is in Delhi at New Delhi Railway Station at Baroda House.

The railway zone was created on 14th April 1952 by merging Jodhpur Railway, Bikaner Railway, Eastern Punjab Railway and three divisions of the East Indian Railway north-west of Mughalsarai (Uttar Pradesh). It includes the first passenger railway line in North India, which opened from Allahabad and Kanpur on March 3, 1859\(^{74}\) in a discussion on Northern Railways 'disorganized' towards RTI disclosure\(^{75}\):

“Northern Railways 'disorganized' towards RTI disclosure: CIC:
Flaying the Northern Railways for its failure to take proper action on a Right to Information (RTI) application and subsequent reminders by one of its former employees, the Central Information Commission (CIC) has said the railways has a "disorganized" system for dealing with RTI matters.”

Northern Railways is one of nine old zones of Indian Railways and the biggest in terms of network having 6807 kilometre route. It covers the states of Jammu and Kashmir, Punjab, Haryana, Himachal Pradesh, Uttarakhand and Uttar Pradesh and the Union territories of Delhi and Chandigarh. It is also believed to pioneer various innovations and modernizations in the railway sector. The actual journey across various cities in the country began with the establishment of Northern Railways.

Northern Railway has exercised a greater role in planning and development for greater development of the region and incidentally promoted tourism largely. Indian Railways has endeavored to be tech-savvy in the past and still trying to incorporate and integrate all the technological changes in its business processes. Northern Railway has also projected the plurality in the

\(^{74}\)From Wikipedia, the free encyclopedia, asiatradehub.com India - Infrastructure Railways’
\(^{75}\)A discussion on Northern Railways 'disorganized' towards RTI disclosure: CIC within the RTI News & Discussion forums, part of the RTI News, Circulars and Decisions category, New Delhi, Jan 16
Northern part of India through its relentless pursuit in building a well-connected rail network to the different locations in this part of the country. Trains are operated on judicious and well-charted paths for enabling a rail traveler to glimpse the wonder that is India.

Northern Railway is also the first railway to introduce diesel and electric locomotive simulators in India at the Tughlakabad and Kanpur locomotive sheds. These have eventually help to upgrade the skills of the working and new drivers, and also provides them training for high speed train operation.

Northern Railways was the first zone of Indian Railways to introduce computerized online reservation in *February 1986*. It also offers other benefits to all the customers and passengers at the stations. Some of the key advantages offered are Electronic Display System, Interactive Voice Response System, Reservation Availability Position Information Display, Recorded Coach Guidance, Self-Dial Telephone Reservation Enquiry Booths (*I ASK*), Automatic Teller Machines (*ATM*) and Money Changing Facilities.

It also gives opportunity to unreserved passengers to travel through trains in case of emergencies. Passengers in case of an emergency can buy an unreserved train ticket and travel through any passenger train but only in a local compartment.

*After all, what other experiences do we have to compare with travel as opportunities to expand our horizons (geographically, culturally, emotionally, intellectually) to encounter people, cultures and places so different from ourselves?* This is what Mick smith and Rosaleen Duffy conclude in their analyses of Contemporary Geographies of Leisure, Tourism and Mobility. ⁷⁶

So far, very little published work has been done on Citizen’s Charter in *North India*. The present study is an attempt by the investigator to explore the nature and effect of citizen-administration relationship in the delivery of public services w.r.t implementation of Citizen’s Charter in *Indian Railways* with special reference to *Northern Railways*.

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⁷⁶Northern Railways /Indian Railways Portal CMS Team, 16th December, 2010
1.6 OBJECTIVES OF THE STUDY

To view the levels of satisfaction/dissatisfaction and degrees of awareness among the service users in context to citizen-administration interface with reference to citizen’s charter of Indian Railways from responsiveness, accountability, transparency and participation point of view in the present research, certain objectives were taken into consideration.

Given below has been the detailed statement of objectives:

1. To know the present state of interface between citizen and department of Railways.

2. To critically analyze the citizen’s perception towards department of Railways and vice-versa.

3. To examine the level of citizen’s satisfaction with the performance of selected services.

4. To study the level of citizen’s awareness of procedures for availing the facilities provided to them.

5. To find out the factors responsible for citizen’s grievances.

6. To explore the range of the impact of existing machinery for redressal of citizen’s grievances in department of Railways.

1.7 RESEARCH HYPOTHESES OF THE STUDY

To examine the defined objectives and to assess the status of user-participation in the system of service delivery in the department of Northern Railways in particular, the evidences from the field have been collected with the help of following hypotheses in this exploratory and descriptive study as follows:

1. There is awareness of services among Service users and Service providers.

2. There is more awareness of services among relatively higher educated people.

3. Majority of people are aware of Citizen’s Charter of Northern Railways.

4. It is hypothesized that the Service users and Service providers are
satisfied with services provided by Northern Railways w.r.t. Citizen’s Charter.

5. Service users and Service providers may be dissatisfied with the Grievance Redressal Mechanism of Northern Railways.

Taking into consideration the exploratory and descriptive nature of the research study, new hypothesis may emerge during the course of study which can be subsequently studied/ tested later on in Post-Doctoral Research.

1.8 SCOPE OF THE STUDY

The proposed research study will be conducted in Northern region. The ambit of the present research has been indicated as under. This research has been devoted to the study of the initiatives developed for reshaping the citizen-administration relationship in the delivery of public service provisions.

The scope of the proposed study will be conducted in the department of Railways (northern region) on the basis of variables such as sex, age, literacy rate, population density, income levels, education, nature of organization, degree of industrialization and urbanization, working and non-working class etc.

The common man deals directly with the administration and depends on it for most of the services. Administration touches every part of our life cradle to grave and forms an integral part of our life. The study will cover the services as enumerated in the Citizen’s Charter of Indian Railways such as catering, reservation, funding, cleanliness, booking etc, degrees of awareness and the levels of satisfaction/dissatisfaction of the services as experienced by service users.

1.9 SIGNIFICANCE OF THE STUDY

The traditional role of public sector has allegedly led to the detachment of public sector activities from citizens, needs and demands resulting in decreasing the trust of citizens in the administration, which put considerable pressure on government organizations to show more responsiveness to their citizens in terms of service delivery, quality, accessibility and accountability towards its service users.
In the last three decades, there have been worldwide changes in the theory & practice of public governance based on market–based assumptions, Principles & structures. This change demands greater emphasis on its responsiveness and accountability to its service users or customers in terms of the delivery of services with greater promptness, transparency, responsiveness and accountability.

In developing countries like India, the concept of Citizen’s Charter is likely to face many social, economic, political and administrative challenges. It is mainly because the Charter aims to empower citizens or service users in terms of their rights, access, demand and expression in a society which undergoes serious problems of greater repression, political influence, poverty, inequality, and lack of power based on class, colour, caste, race and gender. In India, administrative set-up suffers from certain structural and procedural problems in context to the Citizen’s Charter, e.g. bureaucratic rigidity, vague service standards, Nepotism, political influence, lack of awareness and inadequate information.

The proposed study was conducted in Northern region. The enormous volume and variety of the functions performed by the governmental and non-governmental sectors at different levels have brought about complexities in the relationship between the citizen and the administration. Due to the various challenges faced by a common man in carrying out day to day tasks, the society is passing through a period of transition as a result of social and administrative reforms introduced in 1991. This global change has affected the relationship between the citizen and the administration. With changes in the administrative system in which it is embedded, the relationship between the citizens and administration is also varying continuously. So, it becomes imperative to study the new dimensions of the relationship between citizens and administration in terms of their satisfaction, dissatisfaction, trust, suggestions etc.
1.10 LIMITATIONS OF THE STUDY

While carrying out the present study, conclusions so drawn may be influenced by various factors:

1.10.1 Size of the sample

The sample size will be limited. The area selected (*Northern region*) is confined to certain limitations like population density, literacy rate etc. and does not cover other parts of the country (south, east and west of India).

1.10.2 Type of sampling

Random sampling has been employed in the study of the research problem.

1.10.3 Time-limit

The research process is bound to a certain time-limit in which the data is to be collected and conclusions are to be drawn on the basis of the response of the citizens and the administrators/employees.

1.10.4 Bias and Cooperation of the respondents

The results obtained in the research process may be influenced by the bias of the respondents and their degree of cooperation in a short period of the research process.

1.10.5 Time-factor

The time factor as when the respondents are approached also plays a significant role to determine the results.

1.10.6 Area selected

Area selected also influences the conclusions so drawn from the collected data in terms of zone (*Northern*), rural/urban, young/old, knowledge, population, rich/poor, educated/uneducated etc.

1.10.7 Miscellaneous

Type of tension existing at the time of study e.g. attitude of the respondents, time of data collection, way of approach, ethical considerations,
number of refusals to cooperate in data collection process, extent of cooperation to complete the research study etc.

Any other limitation in the sample methodology involved in data collection etc.

Some initial work (M. PHIL) has already been done by the investigator in this area in a different direction in the form of dissertation of the topic “ORGANISATION AND WORKING OF ICICI PRUDENTIAL LIFE INSURANCE COMPANY LIMITED: A Study of Chandigarh region”. The experience of the previous research study can be used in the modified form in conducting the present research.

1.11 CHAPTERISATION

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