



**Enhancing Public Service Delivery:
A Study of Citizen's Charter Practice in Galle District
Sri Lanka**

By

**Chathura Jayanga Kankanam Gamage
MPPG 7th Batch**

September 2018



Public Policy & Governance Program
North South University



**Enhancing Public Service Delivery:
A Study of Citizen's Charter Practice in Galle District
Sri Lanka**

By

**Chathura Jayanga Kankanam Gamage
MPPG 7th Batch**

Supervisors

Prof. Sk. Tawfique M. Haque (Bangladesh)

Prof. Upul Abeyrathne (Sri Lanka)

Dr. Ramesh Ramasamy (Sri Lanka)

Thesis submitted to the
Public Policy and Governance (PPG)
Program in partial fulfillment for the
award of

**Master in Public Policy and Governance
(MPPG)**

September 2018



Public Policy & Governance Program
North South University

Dedication

TO MY MOST WONDERFUL LOVING PARENTS

Declaration

I declare that the dissertation titled **“Enhancing Public Service Delivery: A study of Citizen’s Charter Practice in Galle District, Sri Lanka”** submitted to South Asian Institute of Policy and Governance Program(SIPG) at North South University, Dhaka, Bangladesh for the Degree in Master in Public Policy and Governance, is an original work of mine. No part of it, in any form, has been submitted to any other university or institute for any degree or diploma.

Full Name: Chathura Jayanga Kankanam Gamage

ID No. 1725002085

Acknowledgement

Master in Public policy and governance program has been the best academic experience of my life so far and first and foremost I must convey my profound gratitude to the selection committee at University of Peradeniya, Sri Lanka and the selection committees from North South University, Dhaka, Bangladesh and University of Bergen, Norway for selecting myself for this esteemed scholarship program. A number of people were closely involved with me to complete this study and among them I need to deliver my special gratitude to my supervisor Professor Sk. Tawfique M. Haque, North South University, Dhaka, Bangladesh for guiding and motivating me since the very inception of this study. Further my sincere thanks also goes out to my Sri Lankan supervisors Professor Upul Abeyrathna & Dr. Ramesh Ramasamy from University of Peradeniya for guiding me throughout the final semester and for advising me on various areas of developments in this study of Citizen's Charter.

The concept of Citizen's Charter triggered my mind during a conversation I had with Professor Ishtiaq Jamil during this Master program at University of Bergen, Norway and I must convey my sincere appreciation for lighting my mind and directing me to research more into this concept of governance. Further I must extend my respects to Professor Salahuddin Aminuzzaman, Dr. Mahfuzul Haque, Dr. Rizwan Khair and Dr. Shakil Ahmed for advising me thoroughly on improvement areas of this study through the progress presentations and research proposal development stages.

Further I must deliver my greatest appreciation to the Divisional Secretaries, Assistant Divisional Secretaries and all the department heads at Galles Four Gravets Divisional Secretariat office and Hikkaduwa Divisional Secretariat office for supporting me immensely and allocating time for my data collection stages from their very busy working schedules. I also must mention and also give my gratitude towards Professor M. Thilakasiri, senior management consultant and former Director General at Sri Lanka Institute of Development Administration for giving me his valuable inputs on the initiation and execution of Citizen's Charter concept in Sri Lanka.

Abstract

Sri Lanka has gone through many phases of public administration delivery mechanisms and since the colonial time period with the influence of the Portuguese, Dutch and the British; the Sri Lankan governance structures have experienced many different aspects of change. With the emergence of New Public Management and Governance; many new approaches of public service delivery came into the global arena and Citizen's Charter has been an important initiation which came to light from the United Kingdom in the early stages of 1990's. Citizen's charter has been an untouched research area in Sri Lanka even though it was initiated in 2008 through the Ministry of Public Administration and Home Affairs. This concept enhances the public service delivery mechanism through many pathways such as promotion of service delivery timelines to the general public, service recovery system, complaint management and monitoring and evaluations. Hence with a proper implementation mechanism Citizen's Charter can be regarded as a very effective method of delivering citizen's satisfaction levels to a much different successful perspective.

As this was established in Sri Lanka as a joint project between the United Nations Development Program and the Sri Lankan government all government departments were made compulsory to adhere to the circular issued by the ministry for initiation of it and monitoring the progress, further Sri Lanka Institute of Development Administration (SLIDA) was appointed as the official training partner of this program.

This study focus on how successful Citizen's Charter has been implemented in the selected institutions based on the guidelines given by the Public Administration circular. Areas such as administrative culture, resource availability, tensions these institutions had to face and the commitment of the leadership in executing these steps were taken into consideration as well. Due to the focus areas of this study many different viewpoints can also be generated for future research interested parties to conduct more studies in focusing other areas from the same Southern province of Sri Lanka and even a comparative study can also be conducted based on the other initial roll-out provinces of Eastern and Uva provinces.

Contents

CHAPTER ONE

INTRODUCTION OF THE STUDY

1.0	Introduction	1
1.1	Problem Statement/Rational of the study	3
1.2	Significance of the study	5
1.3	State of decentralization in Sri Lanka	7
1.4	Citizens' Charter perspective in Sri Lanka	9
1.4.1	Components and principles of Citizens' Charter	10
1.4.2	Implementation stages of Citizens' Charter	12
1.5	Research Objective	13
1.6	Research Questions	13
1.7	Theoretical aspects & Literature.....	13
1.8	Research Methodology	14
1.9	Chapter Layout.....	15
1.10	Conclusion.....	16

CHAPTER 02

STRUCTURAL DEVELOPMENTS

2.0	Introduction	17
2.1	New Public Management	17
2.2	Concept of Citizens' Charter.....	23
2.3	NPM application to Sri Lanka	27
2.4	Theoretical framework.....	29
2.4.1	Citizen's satisfaction	29
2.4.2	Institutional culture	30
2.4.3	Hofstede's theory on cultural dimensions	33
2.4.4	Policy implementation theory by Thomas B. Smith	34
2.5	Analytical Framework.....	38
2.5.2	Interpretation on independent variables	39
2.6	Operational Definitions of the Study	41
2.7	Conclusion.....	42

CHAPTER THREE

RESEARCH METHODOLOGY AND DESIGN

3.1 Introduction	43
3.2 The Recipe.....	43
3.2.1 Geographic Profile.....	45
3.3 Exploration Strategy	46
3.3.1 Quantitative Design	46
3.3.2 Qualitative Design.....	48
3.3.3 Mixed Method Approach	50
3.4 Information Gathering	52
3.4.1 Primary Data	53
3.4.2 Secondary Data.....	53
3.4.3 Principles of Data Collection.....	54
3.5 Measuring Validity and Reliability.....	55
3.5.1 Validity of the study.....	55
3.5.2 Reliability	57
3.6 Boundaries of the study	58
3.7 Conclusion	58

CHAPTER FOUR

ADMINISTRATIVE STRUCUTRE OF SRI LANKA

4.0 Introduction	59
4.1 Towards the present public administration system	60
4.4 Divisional Secretariat (DS).....	65
4.5 Public service delivery – Sri Lankan Context.....	66
4.5.1 Public Service Commission (PSC)	68
4.5.2 Ministry of Public Administration and Home Affairs (MPAHA)	69
4.6 Citizen’s Charter Development.....	70
4.7 Right to Information Act (RIA)	71
4.8 Conclusion.....	72

CHAPTER FIVE

DATA ANALYSIS

5.0	Introduction	73
5.1	Implementation of Citizen’s Charter	76
5.1.1	Promotion of Citizen’s Charter	76
5.1.2	Service recovery / Citizen’s Satisfaction	79
5.1.3	Monitoring and Evaluation	84
5.2	Influencing factors for implementation of citizen’s Charter	86
5.2.1	Institutional Culture	87
5.2.1.1	Power Distance	87
5.2.1.2	Uncertainty Avoidance	91
5.2.2	Resource Availability	93
5.2.2.1	Human Resources	94
5.2.2.2	Financial Resources	96
5.2.3	Leadership	97
5.3	Workforce resistance	99
5.3.1	Absenteeism and union movements	99
5.4	Conclusion	101

CHAPTER SIX

SUMMARY AND CONCLUSION

6.0	Introduction	102
6.1	Overview of the Research Questions	103
6.2	Summary of study findings	104
6.2.1	Dependent Variable	104
6.2.2	Independent Variables	106
6.3	Limitations of the study & further research suggestions	108
6.4	Study Contribution	109

ANNEXURE

REFERENCES

List of Tables

Table 01 – Service seeker sample breakdown	p. 14
Table 02 – Service provider & other stakeholder breakdown	p. 14
Table 03 – NPM & Traditional PA functional breakdown	p. 20
Table 04 – Operational definitions	p. 41
Table 05 – Awareness of Citizen’s Charter	p. 74
Table 06 – Dependent variable measurement criteria	p. 76
Table 07 – Independent variable measurement criteria	p. 87
Table 08 – Sufficient workforce availability	p. 94
Table 09 – Workforce breakdown of Galle Four Gravets DS office	p. 112
Table 10 – Workforce breakdown of Hikkaduwa DS office	p. 113

List of Figures, Charts & Maps

List of figures

Figure 01 – Citizen’s Charter implementation process	p. 12
Figure 02 – Policy implementation model	p. 35
Figure 03 – Analytical framework	p. 38
Figure 04 – Convergent parallel mixed method	p. 51
Figure 05 – Sri Lanka administration structure 01	p. 62
Figure 06 – Sri Lanka administration structure 02	p. 63

List of Charts

Chart 01 – Method of data collection	p. 52
Chart 02 – Awareness of Citizen’s Charter	p. 74
Chart 03 – Information availability of CC displays	p. 77
Chart 04 – Usefulness of information on CC displays	p. 78
Chart 05 – Reasons for non-delivery of services	p. 79
Chart 06 – Availability of reasons for non-delivery of services	p. 80
Chart 07 – Awareness of complaint system	p. 81
Chart 08 – Accessing designated staff	p. 88
Chart 09 – Accessing higher authorities’	p. 89
Chart 10 – Sufficient workforce availability	p. 94
Chart 11 – Union movements’	p. 100

List of Maps

Map 01 – Administrative map of Galle district, Sri Lanka	p. 111
Map 02 – Galle Four Gravets DS office location	p. 112
Map 03 – Hikkaduwa DS office location	p. 113

List of Abbreviation

CC – Citizen’s Charter

NPM – New Public Management

UNDP – United Nations Development Program

LoGoPro – Local Governance Program

IDA – International development agencies

MPAHA – Ministry of Public Administration & Home Affairs

FDI – Foreign Direct Investments

GA – Government Agent

DS – Divisional Secretariat

MOFP – Ministry of Finance and Planning

PSC – Public Service Commission

RIA – Right to Information Act

CHAPTER ONE

INTRODUCTION OF THE STUDY

1.0 Introduction

New public management (NPM) reforms have been influencing developing nations for many decades towards more decentralized and citizen oriented structures and these reforms and changes have affected many changes in the public sector resulting in development of more people oriented and time bound services from government officials. A major turnaround for such change was the implementation of Citizen's Charter (CC) which was officially launched in Sri Lanka in 2008 through the ministry of public administration and home affairs. The main purpose of this implementation was to develop a more transparent, service receiver oriented administrative culture with a clear focus of enhancing current efficiency levels. In other terms a Citizen's Charter is a written commitment made by a public institution about its services to the citizens of that particular country.

It is important to study how far CC has been implemented successfully and very less or almost no research has been done in Sri Lanka in order to identify the success or failure of implementing CC in government departments. CC creates a strong bridge between bureaucrats and the general public which is essential to move forward NPM objectives of efficiency and customer centric service models. The important segments in CC such as complaint management and even service appraisal are essentially important elements for a successful service delivery and most importantly following a proper mechanism of service delivery; this will eliminate the informal cultural aspects where a number of middle men are involved in these areas resulting in bribes and extra fees to receive services from government offices.

In order to analyze how effectively CC has been implemented; two sub district secretariat offices have been selected based in Galle¹ (Please refer Annexure 01), which is the highest populated district in Southern province of Sri Lanka and these selected two sub offices have been chosen based on the population statistics of each geographical area. These are located in various parts of Galle, namely; Galle four gravets² and Hikkaduwa³. (Please refer Annexure 02). Galle four gravets has a very urban segment of population involved and Hikkaduwa on the other hand has an urban as well as a rural segment of population covered. In order to further understand the implementation of Citizens' Charter in these offices, the most common services which are requested from the general public have been selected, which are, issuing of birth, death and marriage certificates, issuing of business registration certificates⁴ and payments of Samurdhi grants⁵.

To gather relevant information; questionnaires and interviews will be used and inputs will be collected from officials as well as service seekers. Therefore this study will have a focus on both ends, starting from the service providers' point of view and the opinion of the service receiver. A mixed method of research will be used in this study which will include both quantitative as well as qualitative data collection methods. In order to gather data from the service providers' interviews will be used and to gather data from service seekers questionnaires will be delivered. Through these data collection methods from both ends the motive is to identify whether each entity selected has strictly and efficiently followed the guidelines transferred through the Ministry of Public Administration and Home Affairs, where the circular number 05/2008 has offered a comprehensive step by step instruction manual on how the implementation and monitoring must be executed.

¹ **Galle** is located approximately 120KM away from Colombo and it is the administrative capital of the Southern Province of Sri Lanka.

² **Galle four gravets office** is situated in the heart of Galle and it is 750 meters from the city centre

³ **Hikkaduwa office** is located 20 KM from the Galle city centre

⁴ **Business registration certificates** are the issued by Divisional Secretariat offices as a legal document for the existence of a particular business. Depends of the type of business external verifications are also needed such as public health officer approval, police clearances, clearances for liquor permits etc.

⁵ **Samurdhi Program** is welfare program initiated in 1985 through the Poor Relief Act No.32 of 1985 with the objective of supporting low income earning families to obtain a minimum standard of living. The payments can be obtained through Sub DS Offices Island wide.

It is also important to emphasize that this implementation of Citizens' Charter has been initiated by the United Nations Development Program (UNDP) Sri Lanka in collaboration with the Ministry of Public Administration and Home Affairs under the project titled Local Governance Project (LoGoPro) which consists of an entire pillar for the Citizens' Charter implementation and monitoring.

1.1 Problem Statement/Rational of the study

Citizens' charter was first implemented in the UK in 1991 and this was initiated in Sri Lanka in 2008 through the public administration circular 2008/05 which was sent out to all chief secretaries of provincial councils, heads of departments and heads of public corporations and statutory boards. This implementation was initiated by the Ministry of Public Administration and Home Affairs and United Nations Development Program of Sri Lanka under the Local Governance Project (LoGoPro). A serious concentration was given to this project as this was an important stage towards decentralization and New Public Management (NPM) in essence. However Citizens' charter is not a thoroughly and a widely researched area in Sri Lanka as well, hence this motivated me further towards conducting a research in this NPM fragment. Accordingly this resulted in my interest to research into the implementation of Citizens' Charter and to identify whether it has resulted in delivering improved services to the general public.

Southern province of Sri Lanka has the largest number of local authorities in Sri Lanka, out of which Galle district is the largest. The Divisional Secretariat head office in Galle has the responsibility of the performance of 19 sub divisional offices throughout the Galle district and it covers a wide array of important services such as disaster management and issuing of licenses on various sensitive areas such as issuing licenses under the explosives act, issuing licenses for transportation of explosives, approval for cartridges, registration of private security agencies etc. However apart from couple of major tasks other regular tasks have been diluted into sub divisional secretariat offices and out of the 19 sub offices I have selected two District Secretariat offices located in two locations based on the populations of the area. The offices selected are all from the Galle district, namely, Galle four gravets

and Hikkaduwa.

A major role of day-to-day work is being done by these offices and the interaction with the general public is immense hence my interest is to identify how successful has the implementation of Citizens' Charter being executed at these offices and how successful or unsuccessful they have become in implementing into the core service segments selected. Clear time frames have been given online in their respective websites about the major tasks of these offices but it is important to identify how far these meet in the real world terms. Apart from the large number of various services conducted attention is focused on **issuing of birth, death and marriage certificates, issuing of business registration certificates and payments of Samurdhi grants.**

Another issue noted is the monitoring of the Citizens' Charter functions which according to the circular issued by the Public Administration Ministry the supervision or the monitoring part must be carried out by the relevant government entity hence the entire authority lies in the head of the relevant entity. Problematic state at this stage is that there is a lack of responsibility from the ministry for the monitoring aspect, further to the circular for implementation of Citizens' Charter in 2008 there has been no formal communication between the Ministry and other government entities about monitoring of its performance until January 2018 through the Ministerial Circular No: 05/ 2008 (1) which was issued from the secretary of the Ministry requesting all heads of all government entities to pay their personal attention to the 2008 circular and its implementation. Thus after a decade after implementation of Citizens' Charter there has been a formal communication regarding its executions and performance.

1.2 Significance of the study

“Citizen’s charter is considered as an efficient, appropriate and relevant mode of delivering quality service on the basis of citizen’s interests, needs and aspiration as well as encouraging their active participation in the formulation and implementation of policies that are essential to their daily lives.” McGuire (2002, p.494)

The trigger factor which lead me to study Citizens’ Charter is the significant association it created in order to bring closer the local government level and the citizens of Sri Lanka. Undoubtedly there is presence of corruption and lack of transparency in all levels of government entities and it is mainly due to the reason of lack of clarity and guidance in the services which citizens are entitled to obtain from officials of various entities. This atmosphere automatically generates a middle stage of people which can cut across red tape and formalities to obtain results required by the citizens for advantages such as bribes and in some cases the official in charge can be the person who would create this uncertainty in order to obtain various financial gains.

Therefore the Citizens’ Charter concept can manipulate such uncertainties through creating accountability and openness covering various segments in government entities by showcasing the proper guidelines for citizens about the services, responsible departments and the timelines involved for each of the services. Further to this the initiation of a complaint system is another significant step ahead in creating a more accountable government service atmosphere for service seekers. The UNDP further emphasizes on developing help desks at each service delivery points in order to better assist the citizens so that they can experience a hassle free service seeking environment. In other words it can be mentioned that through the Citizens’ Charter implementation a proper customer centric atmosphere can be developed strategically.

The question lies in the fact that whether the importance of this initiation has been properly understood by the relevant authorities since after the official circular was launched in 2008 it has taken one decade for the Ministry of Public Administration and Home Affairs to officially send another circular [Public Administration Circular

No: 05/2008 (1)] in 2018 January to officially remind all government entity heads about the importance of Citizens' Charter and that it should be successfully implemented and monitored. This study on implementation of Citizens' Charter in Galle district will unquestionably support to analyze the current status of the implementation and whether all necessary components have been initiated and further to understand whether the selected sub district secretariat offices have understood the importance of this process.

Ramesh, Ijhas and Dickwella (2013.p.61) mentions that there are still numerous major areas of development needed for local government bodies and further in their study they mention that, "a number of political, economic and social factors have been negatively affected transparency, accountability and corruption which has created distrust among the service seekers and voters. Likewise no considerable change has occurred to enhance the transparency and accountability through the new strategies like Citizens' Charter, e-governance and these are not practiced to ensure good governing in local government bodies." Therefore it can also be argued that due to various influences the execution of Citizens' Charter has not been initiated, implemented and monitored successfully. Therefore this study will support more to look into these arguments and to identify if there are shortcomings as mentioned above.

Further there is minimum amount of research done on Citizens' Charter in Sri Lanka and a properly concentrated research paper cannot be found on this concept hence this study will lead into further researches in this area in Sri Lanka and can also develop far better approaches of customer oriented service culture.

1.3 State of decentralization in Sri Lanka

In order to focus on a clearer pathway for the concept of Citizens' Charter in this study it would be important to identify the state of decentralization and how New Public Management initiatives influenced the governance sector of Sri Lanka throughout the history.

Before achieving freedom in 1948 Sri Lanka was a colony of Portuguese, Dutch and the English for almost five centuries. These historical movements affected the political and administrative developments as well as its reforms immensely, however from 1948–1977 the countries centralized administrative model has survived without severe challenges” Samarathunga, Alam & Teicher (2008, p35). Hence implementation and adaptation of new public management reforms were taken in a very lethargic manner but with the end of the civil war in 2009 with the defeat of Tamil tiger movement, country was in need of foreign investments to proceed forward and to recover from the monumental damage done to the country. Therefore to be in line with International Development Agencies (IDA) Sri Lankan government started an abrupt manner of implementing new public management reforms which turned out to be not successful. Policies and procedures were mainly developed to pleasure the eyes and ears of the international communities such as the World Bank, Asia development bank and other donor countries such as Japan, China & India.

In discussion with regards to the main elements or trends in new public administration below mentioned elements by Pollitt (1995, p.134) can be noted.

1. “Cost cutting. Capping budgets and greater transparency in resource allocation
2. Disaggregating traditional bureaucratic organizations into separate agencies
3. Decentralized management with public agencies
4. Separating the function of providing public services from their purchase, Establishing market and quasi-market mechanisms
5. Emphasizing performance management targets, indicators and output objectives

6. Introducing term contracts, performance related pay & local determination pay and conditions
7. Increase emphasis on service quality, standard setting & customer responsiveness”

According to Rondinelli (p.133), “With the shifting emphasis in development strategies toward promoting more socially equitable economic growth and meeting the basic needs of the poorest groups in developing societies, wide spread participation in decision-making is considered essential to the development process, and decentralization has been advocated as a way of eliciting that participation.” Since Sri Lanka is a developing nation and as a country with a high emphasis internationally mainly due to its strategic geographic location as well as the civil war expanded for more than two decades it is vital to have measures which will take the development process to the regional levels on the country. In supporting my statement Rondinelli (p.133) further emphasizes that, “Two major arguments are made for encouraging government decentralization in third world countries. One is that decentralization is necessary to accelerate the pace and spread the benefits of growth, integrate diverse regions in heterogeneous countries and the use of scarce resources more efficiently to promote development in the poverty stricken or economically lagging areas”

In the Sri Lankan context decentralization refers to assignment of authority from the central government to the regional level authorities in order to administer various regional functions and to involve locals in respective geographical areas for administrative and development activities. The mechanism of this authority or power distributions occurs through legislative implementations where authority such as formulating plans, resource planning and managing projects have been assigned to the regional level units of the government. The Divisional Secretariat entities came into existence as a result of this move for decentralization of government sector in order to take the government services closer to the general public across various Sri Lankan regions. Further to the implementation of these various government entities much more emphasis was given towards delivering more

efficient and customer focused services to citizens hence through these New Public Management movements a more service oriented and a customer centric culture was fuelled to develop in Sri Lanka. As a movement of a New Public Management initiate the concept of Citizens' Charter submerged which was given much attention in the Sri Lankan ministerial level as well as the international level such as the United Nations Development Program in their focus of developing a more efficient local government system.

1.4 Citizens' Charter perspective in Sri Lanka

Undoubtedly citizens' charter can be noted as a movement towards an emphasis on service quality, standard setting and to increase customer responsiveness on the services offered and to be transparent on the timeline for each service from various government offices. The citizens' charter was a new public management initiative which was introduced to Sri Lanka through the ministry of public administration and home affairs through the circular number 05/2008 and this project was backed by the United Nations Development Project (UNDP) under their local governance project (LOGOPRO) which was initiated in Sri Lanka in 2008 with the expected outcome of improving performance of regional as well as local government entities in order to deliver more transparent services in a more accountable process.

The Ministry of Public Administration and Home Affairs (MPAHA) (2008, p.01), elaborates on the concept of Citizens' charter as, "a written document made by a public institution such as a ministry/a government department, a statutory body in the deliverance of its services to the citizens of the country recognizing that the citizens/ clients have a right to receive such service from a public institution and it ensures that the services rendered will comply with the declared quality and standards." Further to the definition of citizens' charter the MPAHA (2008, p.01), elaborates that, "citizen's charter typically displays in public, the services provided by a public institution along with the time taken to deliver each service and this ensures access to all ancillary information required to obtain a service from an institution like copy of birth certificate, passport, national identity card etc."

1.4.1 Components and principles of Citizens' Charter

In order to analyze the implementation of Citizens' Charter in the selected sub district secretariat offices in Galle district it is important to identify whether the components and the principles have been covered at the implementation stage and the circular issues by the ministry have given strict guidelines that all elements must be made available at the implementation stage of this program. The MPAHA (2008, p.02) identifies the main components that must be included in the Citizens' Charter as,

- "Vision and Mission statements
- Details of services delivered by the organization
- Details of clients/ recipients of services
- Details of services provided to each client group
- Service standards/ quality
- Requirements to be fulfilled by the client/ service recipient
- Legislative and other provisions relating to obligations of the service providers and rights of the service recipients
- Details of grievance lodging and redress mechanism and how to access it
- Expectations of clients/ recipients of services"

Further to the components of the citizens' charter the most important segment is the provision in the circular given to the principles of CC which needs to be adopted through the implementation of this new public management initiative. These principles focuses on the staff of each and every sub district secretariat office and what needs to be met and identified from their viewpoint. The principles to be adopted through this project has been listed down as below in the MPAHA (2008, p.01).

- "Setting standards of services to meet or exceed the needs/expectations of the recipients
- Being open and provision of complete information to citizens with accuracy of facts
- Consulting and involving citizens

- Encouraging access to and use of services and the promotion of choice among different modes of service deliveries including online service delivery
- Treating all fairly, courteously and friendly
- Putting things right when they go wrong
- Using resources effectively
- Making room for innovations
- Working in harmony with the providers of connected services
- Reliability
- Responsiveness
- Credibility
- Empathy
- Courtesy, care and availability
- Simplicity in the use of language”

These principles provide an effective learning base for the staff members and what changes they must make within themselves in order to adopt and to successfully execute core requirements of the Citizens’ Charter program. A major focus of new public management reforms is to develop a customer centric atmosphere in government services whereby citizens will be treated as customers and to develop a mental picture in bureaucrats that the citizen is not just a service seeker but also a client. Hence the main focus of the pure existence of a government entity is to serve the needs of the clients and also to develop a learning culture within the public institutions to develop better mechanisms to enhance their serving capabilities and to gain new knowledge on various requirements of citizens. In order to develop this learning culture in public institutions a customer feedback system is also included in the Citizens’ Charter initiative and as mentioned in the components of Citizens’ Charter program the grievance handling segment is given a considerable weightage as well.

It is important to identify the cultural changes that this NPM initiative expects from all government entities which is to move towards a more low power distance culture. The traditional relationship between the bureaucrats and citizens are eliminated through this initiative and a firm bridge of access to information for citizens, opportunity for citizens' to voice out their issues and how the officials handled each individual case and the focus that citizens will be treated as customers makes the Citizens' Charter program a much more effective and a futuristic movement towards the adoption of New Public Management initiatives.

1.4.2 Implementation stages of Citizens' Charter

The formulation and implementation of Citizens' Charter has been mentioned in the MPAHA (2008, p.02) as a five steps process and in the issued circular each step has been clearly broken down into small fragments which needs to be considered at this initial stage of development.

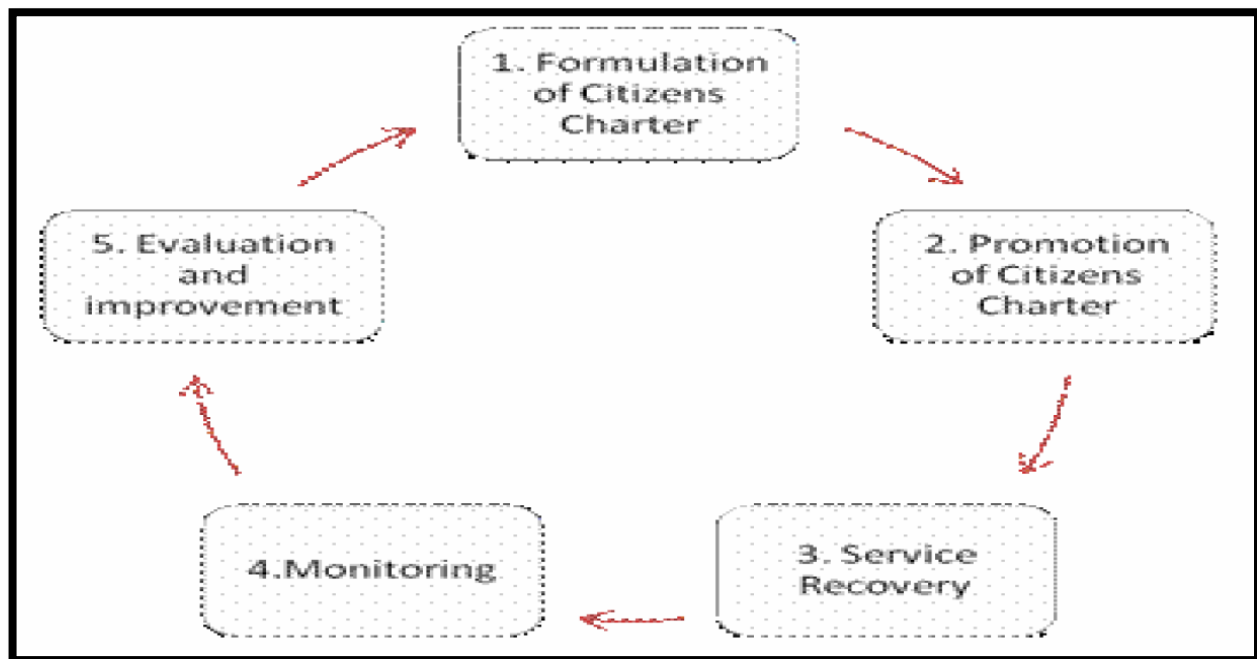


Figure 01 – Citizen's Charter implementation process

1.5 Research Objective

The main research objective of this study was to analyze the implementation of Citizens' Charter in the selected divisional secretariat offices in Galle, Sri Lanka.

1.6 Research Questions

This study will focus on answering the main research question of,

What are the main factors that have affected in the implementation of Citizens' Charter at selected Divisional Secretariat offices in Galle Sri Lanka?

In order to further break down the above mentioned main research question below specific questions have been developed focusing on the service provider and the service seeker.

- **Have the selected Divisional Secretariat offices in Galle followed the exact implementation guidelines given by the public administration circular?**
- **How successful has the selected Divisional Secretariat offices become in delivering the selected service segments?**

1.7 Theoretical aspects & Literature

For this study two major theoretical backgrounds will be used which are Hofstede's cultural value dimensions and policy implementation theory (1973) by Thomas B. Smith. Power distance and uncertainty avoidance will be considered as the two main cultural dimensions and elements such as resource availability, leadership, monitoring and evaluations will be withdrawn from the implementation theory. Literature will be covered in for the segments of new public management since Citizen's Charter is a byproduct of this concept, Concept of Citizen's Charter, New Public Management to Sri Lanka, Citizen's satisfaction, Institutional culture, cultural elements of power distance and uncertainty avoidance.

1.8 Research Methodology

This study will be based on both quantitative and qualitative research methods hence a mixed method approach will be utilized concentrating on both service providers as well as service seekers. Service providers will be focused in gathering information through interviews hence a qualitative mechanism will be applied to them. Questionnaires will be provided for the service seekers due to the time constraints and this will be based on a quantitative approach. The breakdown of interviewee numbers as well as service seekers are mentioned below. The total sample size per office will be 34 and total sample size for the complete study will be 69.

- **Service seeker sample breakdown**

Table 01 – Service seeker sample breakdown

Office	Services*	Respondent No	Total
Galle for Gravets	All 3 services	10	30 respondents
Hikkaduwa	All 3 services	10	30 respondents
Total			60 respondents

***Services** – Issuing of birth, death and marriage certificates, issuing of business registration certificates and payments of Samurdhi grants.

- **Service provider and other stakeholder sample breakdown**

Table 02 – Service provider and other stakeholder sample breakdown

Office	Designation	No
Galle four Gravets	Divisional Secretary and 03 officials from the 03 service segments	04
Hikkaduwa	Divisional Secretary and 03 officials from the 03 service segments	04
Sri Lanka Institute of Development Administration (SLIDA)	Director General	01
Total		09

1.9 Chapter Layout

1st Chapter

This will be the introductory segment of this study and will include the introduction, problem statement, a brief concentration on decentralization of Sri Lanka, research methodology, the concept of Citizens' Charter and its components, implementation process and principles to be adopted, research objectives and research questions.

2nd Chapter

The literature review, theoretical framework and the analytical framework will be focused in this chapter. Majority of the focus will be given to elaborate on the related theories which will support new public management.

3rd Chapter

Research methodology will be elaborated in this chapter and a mixed method approach will be thoroughly used for this study and further, independent and dependent variables will also be discussed in this chapter. Data analysis on the dependent and the independent variable will also be the focus of this chapter hence the empirical data analysis will be the highest focus at this point.

4th Chapter

The governance structure will be discussed in length at this stage with a coverage of the administrative structure of Sri Lanka with a note on the legal aspects which lead to various reforms in the government sector.

5th Chapter

Data analysis based on both independent and dependent variables will be discussed at this chapter.

6th Chapter

Findings of this study, summary and conclusion will be noted in this study and the key areas of further research will also be a segment of this chapter as well.

1.10 Conclusion

This chapter focused on the introductory aspects of this study of Citizen's Charter implementation and it covered areas of the initial execution stage of Citizen's Charter, significance of the implementation, research focus, research questions as well as introductory elements of the implementation elements which were covered by the Public Administration Circular. Further to these elements other attentions have been given towards the theoretical aspects utilized in this study and the research methodology. Since this study is based upon a mixed method approach, two tables have been used to clearly break down the samples structure. Based on these introductory elements the second chapter has been developed which will elaborate in length on the supportive literatures and analytical framework.

CHAPTER 02

STRUCTURAL DEVELOPMENTS

2.0 Introduction

Chapter one paid concentration towards laying the foundation for this study with firm concentration into areas such as the introductory segment, significance, background of the study, research questions and a brief trace on literature review. In this chapter the focus will be on uniting the relevant literature aspects and to develop the theoretical and analytical frameworks. Heavy attention has been given on the new public management developments, citizens' charter concept, cultural dimensions involved in the implementation process, resources and how strong the coordination or involvement has been from the government and other stakeholders for the implementation of Citizens' Charter in selected sub district secretariat offices in Galle district in Sri Lanka.

2.1 New Public Management

Through many dimensional changes in the public sector and with the growing concerns for a more efficient and productive public service deliveries the focus on traditional public administration took many turns and started to evolve towards the movement of new public management. The main concern or disadvantage of traditional public administration was that it was very weak in identifying the changes required to adopt to the rapid changing global context and further due to reasons such as wasteful resource allocations, high power structures, over concentration on procedures and red tape, traditional public administration further proved many incompatibilities. Cheema (2004, p.02) mentions that, "Historically, public administration was perceived to be a set of state structures, institutions, and processes. It was characterized, among others, by hierarchy, continuity, impartiality, standardization, legal-rational authority, and professionalism. Among others, it was expected to provide human security and protection of property, establish and enforce societal standards, and sustain the rule of law." As the comment suggests there is absolutely no focus on increasing efficiency of the economy or towards

developing efficient performance based mechanisms.

Due to this high focus on security and procedures traditional public administration proved itself to be a very weak mechanism for managing an economy and with the dynamic changes in the globe due to globalization the concept of new public management came into the arena of administration.

Further to the structural challenges mentioned above by Cheema regarding public administration and its characteristics, author Jan-Eric mentions that new public management has a two folded aspect which one aspect focuses on public sector not being the most efficient one to manage an economy and other aspect is that moving towards contracts will be a solution for major issues created through public administration. Jan-Eric Lane (2000, p.305) mentions that, "What new public management claims is twofold. First, bureaucracy is not the most efficient way to steer the public sector. One has to find instruments other than massive public law and the conventional budgetary process. The following question immediately arises: What is to be used instead of administrative law and budgetary appropriations, Second, NPM states that contractualism is the answer to this question."

New public management on the other hand was developed on the basis on taking into consideration the importance of efficiency and management principles based on functionalities of the private sector. Cheema (2004, p.02) highlights that, "it focused on outcome-oriented partnerships between the public and the private sector to provide services to citizens. Its main principles were: (1) flexibility for the managers to cope with on-going changes in the national and global environment; (2) empowerment of citizens to promote more efficient, entrepreneurial, and results-oriented management including "steering rather than rowing;" (3) new responsibility mechanisms that go beyond compliance mechanisms to search for innovations and results over process; (4) introducing business principles into public affairs including out-sourcing and contracting out; (5) promoting professional ethics in the public sphere; and (6) performance management and budgeting." Hence it is quite evident that new public management has a completely different focus when compared to motives of public administration and that new public management has an eagle eye

view of managing an economy towards a more efficient performance based culture.

Apart from these main principles of NPM, Jun (2009, p.162) mentioned couple of major ideas of NPM such as, “ Structural devolution and decentralization, vertical coordination and autonomy within single agency, managerialism and management techniques, contractualism privatization and entrepreneurship, market drive techniques, competition and citizens as customers, against Weberian theory, deregulation and market transactions, performance management and output.” These elements further support the main principles of NPM mentioned by Cheema and taking a step further Jun mentions about treating citizens’ as customers.

These outcome oriented partnerships will be the driving force of the economy as a whole and a major focus of new public management is to create a strong bond between the citizens who are the main stakeholders of a country and the public bureaucracy functionalities. However apart from treating citizens as regular service seekers a fundamental attention has been given towards empowering citizens to make them more responsible for a more result oriented partnership. This innovative focus of efficiency, performance based culture and successful outcome orientation is strictly important for the betterment of an economy and an administration model as a whole, hence new public management has far better reach than traditional public administration.

Apart from the above definitions and elaborations of new public management a further clearer breakdown of functions between new public management and traditional public administration has been highlighted by Kalimullah et al (2012, p.05) as below.

Table 03 – NPM and Traditional Public Administration functional breakdown

Sl. No.	Elements	New Public Management	Traditional Public Administration
1	Government organization	Break-up of traditional structures into quasi-autonomous units	Services provided on a uniform basis operating as a single aggregated unit
2	Control of public organizations	Hands-on professional management with clear statement of goals and performance measurement	Control from the head quarters through the hierarchy of unbroken supervision and checks and balances
3	Control of output measures	Stress results and output control rather than procedures	Control on inputs and procedures
4	Management practices	Using private sector management style	Standard established procedures throughout the service
5	Discipline in resources use	Check resources demand and 'do more with less'	Due process and political entitlements

A clear cut straightforward difference can be noted from the above comparison between new public management and traditional public administration where the a total revamp in governing can be noted in the NPM segment where a higher focus has been given towards efficiency determination, professionally managing an economy, decentralization, using or private sector managing skills and the stress on proper outcomes rather than a focus only on the processes and procedures. Political involvements were seen as a major drawback in public administration perspectives however this has also been eliminated in the new public management as well. The importance of NPM is further stated by Calogero (2010, p. 32) where it is elaborated that "NPM should not be understood as a continual, uniform push towards a common public sector model; if anything it might be seen as a global change permitting differentiated local solutions, i.e. a widespread shift, as regards convergence, towards a limited variety of new and more uniform ways of government by the public administration."

The main focus of this study; which is to concentrate on the implementation of citizens charter in selected divisional secretariat offices in Galle district emerged as a new public management initiative and in particular it represents the above mentioned element of transparency since citizens charter delivered public service seekers a more comprehensive and an organized view of the expectations of each and every service they are willing to receive. Apart from this transparency element mentioned it is important look into further breakdowns of new public management which leads to the focus into areas such as citizens' charter. Christensen & Lægreid (2007, p. 08) mentions about two new elements of new public management which are "hard NPM and soft NPM" and in their study they elaborate, " 'Hard NPM' focuses on the factors like accounting, auditing, and performance management while 'Soft NPM' emphasizes on human factors, user-orientation, quality improvement and individual development." Through this expansion of NPM is it quite evident that Citizens' Charter can be categorized under soft NPM since it has a focus on the user orientation of services and development areas of bureaucracy.

Private sector has been greeted for being innovative, efficient and for their outcome oriented nature of procedures hence a main focus of new public management was to absorb these innovative nature of the private sector to improve the service deliveries of the public sector organizations. After the aggressive movement away from traditional public administrative practices it was noted that being innovative is important for the survival of a healthy public sector even though there was a monopolistic attitude of many bureaucrats due to the nature of services public sector delivered. And with the NPM reforms adaptation by developing countries it was taken into consideration that despite these monopolistic natures the public sector also must move forwards for an era of innovativeness taking into consideration the success of private sector.

Doherty et al (2014, p. 57) mentions that, "public organizations touch the interests of many people and are often entrusted with socially essential tasks; innovation, in the public sector is therefore crucial. Innovation enables new needs to be met and old needs to be met more effectively. Increasingly the public sector has recognized that it needs to respond more effectively to public needs and expectations by

building public services around citizens' requirements, as opposed to making them fit their own organization and culture. There is also evidence among policy makers that in order to address problems in which in the past have proved intractable, innovative approaches to policy, practice, provision and delivery of public services are required."

Therefore it is quite apparent that new public management has lead public bureaucracies into innovative thinking touch points which were not taken into consideration for many decades. Innovativeness is an utmost aspect which needs to be considered without question for the sustainability of successful public service delivery and the concentration of treating service seekers not just as citizens of a country but as customers/clients is a remarkable breakthrough. Public services were requested to be more transparent and user friendly at the same time and officials were requested and trained to be more open minded about the changes of these innovative approaches. Therefore with these innovative changes through public administration the concept of citizens' charter emerged which delivered a remarkable progressive shift in all public services delivery towards a more subtle, see through and credible approach for citizens.

2.2 Concept of Citizens' Charter

Drewry (2003, p. 02) highlights that, "Citizen's charters, pioneered in the UK as an extension of the New Public Management reforms initiated by the Thatcher Government, have been adopted in many countries around the world. They are seen as powerful tools for improving standards of public service, as instruments for achieving greater accountability and transparency in service delivery and (in some countries) as a means of reinforcing democratic principles by 'empowering' the citizen. Charters can take many different forms, but most of them display at least some of the characteristics of 'soft' contracts, breaches of which may give rise to financial or other penalties, but seldom have legal consequences"

Anne Barron and Colin Scott were few of the very first UK scholars to extensively discuss about the implementation of citizens' charter which started from UK. England government published the Citizens' Charter white paper⁶ in July 1991 and their research paper, "the Citizens' Charter program" which was published on the modern law review in July 1992 had fresh and first hand inputs of the Thatcher administration and emergence of Citizens' Charter. Barron & Scott (1992, p. 527) mentions that, "The Citizen's Charter program may be seen as the culmination of a policy reform in public administration, particularly in those areas of government administration concerned with the direct provision of services to the public. In substance, program represents the continuation of a trend towards tighter management the public sector on a private sector model. Its significance lies in its redefinition of the citizen as an economic actor a consumer and in the extent to which it imports private sector concerns with quality as the touchstone of successful service delivery."

⁶ White papers are policy documents produced by the Government that set out their proposals for future legislation. White Papers are often published as Command Papers and may include a draft version of a Bill that is being planned.

This initiation on Citizens' Charter in the United Kingdom since 1991 has taken many global turns by spreading aggressively throughout many countries as a successful new public management reform initiative and since mainly it created a hazel free pathway in terms of obtaining services for the general public and also due to the fact that it made working life of public servants who delivers these services much easier it was evident through the expansion of Citizens' Charter that it has become a successful global new public management initiative.

The focus of Citizens' Charter has been further elaborated by Jamil (2011, p. 176), "it is argued that the key elements in the charter comprises standards of services, value for money, information and openness, choice and consultation, courtesy and helpfulness and putting things the right way and maintaining the time for service delivery. The charter on its own provides no legal right. It however lays emphasis on consultation with all stakeholders so that commitments are fulfilled to the maximum possible way. The citizen charter recognizes citizen as the main purpose of the organization and all the rules, procedures, regulations etc. are geared to facilitate the delivery of services to the people." Therefore it is quite evidencing that Citizen's Charter is a fully fledged customer/citizen oriented service delivery mechanism which removes red tape, middle men involvement and corruption, unnecessary time waste to obtain services and most importantly a successful new public management initiative which can develop a win situation for service providers as well as service seekers.

The 1991 white paper on Citizen's Charter identifies seven main themes of this initiative which must be adhered to and which must be strictly implemented, further these can be mentioned as major principles of Citizen's Charter as well. Drewry (2003, p.04) highlights them as,

- **Higher standards** – Publication in clear language of standard of service, tougher, independent inspectorates, and a "charter mark" scheme to command bodies that abide by the terms of the charter.
- **Openness** – Elimination of secrecy about organizational arrangements, costs of service, etc. Staff to be identified by name badges

- **Choice** – The public sector must provide choice wherever applicable
- **Non-discrimination** – Services to be available regardless of race or sex; leaflets to be printed in minority language where there is a need
- **Accessibility** – Services should be run to suit the convenience of the customers, not the staff
- **Proper redress when things go wrong** – At the very best the citizen is entitled to a good explanation, or an apology, better machinery for redress of grievances, adequate remedies including compensation when possible”

These principles were amended in accordance with how it will best suit each country context and keeping the main themes of Citizen’s Charter which was elaborated in the white paper presented to the UK parliament in 1991. Eight key principles of the Citizen’s Charter initiative are mentioned by the Ministry of establishment Bangladesh, (2010, p, 22).

- “ Set standards of services to meet the needs and expectations of the citizens
- Focus on the needs of the citizens and the capacity of the provider
- Engage local citizens and service providers in the formulation process
- Encourage citizen-civil servant collaboration
- Promote transparency through information and monitoring
- Establish ‘open’ mechanisms for citizen’s complaints and redress
- Reflect value of money through efficiency and cost effectiveness;
- Require patience, dedication and commitment”

In the Sri Lankan context the Citizen’s Charter was introduced to all government officials through the Ministry of Public Administration and Home Affairs (MPAHA) in 2008 through the circular number 05/2008 and the principles to be followed were more elaborated. MPAHA (2008, p. 01) mentioned below as principles to be adopted through Citizen’s Charter,

- “Setting standards of services to meet or exceed the needs/ expectations of the recipients
- Being open and provision of complete information to citizens with accuracy of facts
- Consulting and involving citizens
- Encouraging access to and use of services, and the promotion of choice among different modes service deliveries including online service delivery
- Treating all fairly, courteously and friendly
- Putting things right when they go wrong
- Using resources effectively
- Making room for innovations
- Working with harmony with the providers of connected services
- Reliability and responsiveness
- Credibility
- Empathy, courtesy, care, simplicity in the use of language”

A further interesting approach has been taken into practice by the Portuguese government with the development of “Citizen Shops” as a new public management initiative and this is a mode of efficient public service delivery without completely adhering to the concept of Citizen’s Charter. This process involves with creating access points for citizens throughout the major cities in order obtain most important services with the more focus on speed and timely delivery of services. Araujo (2001, p. 923) mentions the couple of major services of these citizen’s shops as, “it covers areas such as registry and notary’s office (responsible for issuing identity cards and other services such as birth and death certificates). All information about payment of taxes, application for benefits from social security, renewal of driving licenses, application of passports, a job center, a utility service center, a banking service and so on” The main purpose of creating these citizen’s shops were to dilute the immense rush which is been created towards moving to obtain these services in the respective head offices.

Araujo (2001, p. 916) further elaborates that, "Citizen shops follow a client based approach, borrowing some ideas from NPM and the development of customer or user based attitude in the public sector in order to achieve a more responsive bureaucracy, something that has become an emerging issue in the new public management." Therefore it is evident that as the principles of Citizen's Charter takes new turns from country to country in terms of principles of operations, there can be variations of how certain countries adopt this new public management initiative in order to apply to improve their public services. In Portuguese public administration context they have decided not to directly intervene in changing the atmosphere of service delivery through their main offices hence a new set of sub offices names as "Citizen's Shops" were developed.

As it is strictly important to identify the different principles and modes of Citizen's Charter; it is also quite necessary to understand how these initiative effect the various cultural aspects of an organization or the institutional/administrative culture. The institutional culture is a major driving force the success or failure of any policy implementation therefore a strong culture driven with motivation and innovativeness is quite important to amalgamate a new change aspect to the current cultural framework. In other terms a constructive and a participatory mode of change management process is strongly required in order to implement a policy reform successfully.

2.3 NPM application to Sri Lanka

The global trends of adopting new public management reforms heavily and dynamically influenced governing structures in the Asian countries hence due to the clear cut motives of efficiency and outcome oriented nature of NPM the adaptation of these concepts extended rapidly throughout the region. New Zealand was quite successful in implanting NPM reforms and based on their success most developing countries tried to adopt these reforms as a management fashion trend rather than putting focus on the feasibility of the foundations of public bureaucracy and the compatibility of social and financial sectors of the country. The main eye catcher of New Zealand reforms are the emphasis on increasing operational efficiencies and

this had been done through numerous changes in structural and operational change in government departments and other agencies. Schick (1998, p.123) mentions that “This model has attracted interest in developing countries because it promises significant gains in operational efficiencies. But developing countries, which are dominated by informal markets are risky candidates for applying New Zealand model.”

Hence certain basic measures to strengthen rules and dynamic markets trends must be initialized first and in par with other Asian countries Sri Lanka has been prominently moving towards many NPM reforms. Samarathunga & Hughes (2001, p. 238) further mentions about the fashion on implementing NPM reforms in developing countries as a measure taken, “in order to improve efficiency and facilitate private sector involvement in the economy and to attract FDI (Foreign Direct Investments), rather than merely embracing the concept of ‘small government’.” Therefore when applying this statement to Sri Lanka many issues can also be noted in terms of the genuine concern of aggressively adopting NPM reforms however certain elements of the New Zealand reforms were adopted to Sri Lanka. Samarathunga et al, (2008, p.36) mentions that, “The Economic Advisor to the President of Sri Lanka, has argued that the reform package of New Zealand was ‘applicable to much of South Asia, and certainly to Sri Lanka and to my generation of economic reformers’. Accordingly, selected elements of NPM have been introduced in the country to a noticeable degree, including cost-cutting, transparency, government business enterprises, decentralization, employment contracts, privatization and an emphasis on performance targets, indicators and output objectives.”

2.4 Theoretical framework

For this study on implementation of citizens' charter two main theories have been identified and applied in order to examine and interpret the fundamentals. Before moving on to the major two theories which will be the central focus of this research, two other elements of Institutional culture and Citizen's satisfaction will be elaborated.

2.4.1 Citizen's satisfaction

A major focus of the shift from traditional public administration to new public management was the major concentration it had on citizen's satisfaction which was often referred to as customer satisfaction since especially through the initiation of Citizen Charter reform it was strictly important to treat citizens as customers. A famous statements Henry Ford made in the earlier days when he started making cars was that "you can have any car you want as long as it is Black" and from that day to the present status private sector grew massively taking to consideration that customer satisfaction is the key to sustainability. However the public sector due to the monopolistic nature of the services delivered took a very lethargic turn towards the important of citizens' satisfaction however through the new public management reforms it took a major turn into a very positive manner. There is a large array of literature written regarding citizen satisfaction and the important of citizen's trust hence this segment will focus on mentioning some of the literature focused on citizen's satisfaction.

Abeyrathna et al (2017, p. xv) stressed about the importance of citizens trust and citizens satisfaction, "The high level of citizens' trust and satisfaction over the performance of democratic institutions provide the backbone for a viable democracy. The low level of citizens' trust and satisfaction in the public institutions pose a serious threat to the future of democracy." Therefore it is important to note that undoubtedly governments should keep a strong focus on the satisfaction of citizens in order for a sustainable political as well as economic prosperity and the seriousness of this satisfaction and trust will move towards a democratic stage as well. Mona Salim, Xiaobao Peng, Shoqi Almakary and Saleem Karmoshi from the

university of science and technology, Hefei, China have conducted an interesting research about government performance and citizens' trust towards the public service delivery by the government of Yemen. Van (2004) quoted in Salim et al (2017, p. 350) mentions that, "satisfaction with the quality of public services is also known as citizen satisfaction with public service delivery. It can be defined as citizens' perception of the quality of the goods and services that are provided by the government. This includes such things as primary education and public health."

Further to the above elaboration, two Iranian scholars namely Alireza and Fereydoon have done considerable research in 2013 to develop a model to analyze citizen satisfaction with public sector services delivered by Tehran municipality and below narration can be quoted from their research paper regarding citizen satisfaction. Fountain. J. E. (2001) quoted in Alireza & Fereydoon (2013, p.795), "Customers of public organizations are usually people and citizens. Many researchers consider citizens' role for these organizations as customers' role in other organizations. These studies mention that citizens' usually expect receiving services in turn of the money that they pay as a tax and any other kind to public organizations. Although there is still much dispute among experts as "government can be looked at as a business unit or not", almost all agree that investments made by public organizations should (in short- and long-range) be along with the citizens' satisfaction and benefits."

2.4.2 Institutional culture

The concept of culture has been a famous topic of many discussions throughout the world for many decades mainly due to the fact that it has been quite a challenging one to observe and to interpret of what a culture actually contains and what it means therefore a number of definitions for culture has been developed in the past. As every individual's thinking patterns are different to another person's thinking pattern there are many cultural conflicts when many individuals start living together in a certain neighborhood, district or a country as a whole. The cultural aspects develop eventually based on these mismatches of people and it ends at a certain point where certain norms and beliefs are developed based on a common platform of thinking. Even though there have been many researchers who examined into

various cultural aspects in terms of organizational and country specific spectrums for many decades, Hofstede has been a prominent figure in researching about this segment.

Hofstede et al (2010, p.06) identifies culture as, “The collective programming of the mind that distinguishes the member of one group or people category of people from others, culture is always a collective phenomenon because it is at least partly shared with the people who live or lived within the same social environment, which is where it is learned.” And he further moves on to mention that culture is a brand new program of mind based on one individual to another and it differs from one person to another as well and in order to measure these differences main four segments were developed by Hofstede, namely, Power distance, uncertainty avoidance, masculinity vs. femininity and long term vs. short term goal orientation. Tayeb (1988) quoted in Jamil et al (2013, p.900) suggests that culture is “a set of historically evolved learned values, attitudes and meanings shared by members of a given community.”

Further to the above definitions of culture it is important to point out another interpretation developed by Kluckhohn (1951, p.48) cited in Jamil et al (2013, p.900), “culture consists in patterned ways of thinking, feeling and reacting, required and transmitted mainly by symbols, constituting the distinctive achievement of human groups, including their embodiments in artifacts; the essential core of culture consists of traditions, ideas and especially their attached values.” Therefore it is quite apparent that culture is of utmost importance to understand and to measure and the next significant element is to identify the scope of administrative / institutional culture. “Administrative culture draws its inspirations from organizational cultural theories. While organizational cultural theories mostly emphasize interpersonal relationships within organizations, administrative culture emphasizes relationships not only within a bureaucracy but outside it as well.” Jamil & Dangal (2009, p.195)

Jamil et al (2013, p. 901) further mentions that administrative culture, “is associated with the dominant values and norms in public organizations. These influence interpersonal relations both within and beyond the organization, thus impacting performance and outcomes for the wider society. Administrative culture defines what acceptable and legitimate behavior is and therefore provides a framework for behaving, acting and forming preferences.” In addition to the above definition Jain (1990) quoted in Haque & Mohammad (2013, p.997) delivers another lengthy but a well scoped elaboration as, “administrative culture refers to dominant norms and values that shape and influence bureaucrats’ interpersonal relationships, attitudes and performance. Administrative culture is the product of not only about people’s perception about and orientation with their administrative systems but also the entire gamut of traditional, societal, historical and cultural values that influence as well as govern the bureaucracy’s own behavior and professional norms.”

This administrative cultural norms and values are extremely important for successful policy implementation and especially for the new public management reform such as Citizen’s Charter an administrative culture which is ready to adopt innovation and futuristic focus will be an added advantage over the direct circulars received from the respective ministry(s). A new public management reform will shift a culture from one layer to another as a whole therefore it would be a clear cut shift from a bureaucratic culture to a citizen oriented culture.

2.4.3 Hofstede's theory on cultural dimensions

In order to effectively analyze what are how culture affects administrative culture as well as to identify how it influences policy implementations it is important to identify cultural dimensions mentioned by Hofstede. Main cultural dimensions elaborated by Hofstede can be mentioned as below however this study specific dimensions will be elaborated in detail afterwards.

- Power distance – Elaborates how equal or unequal power has diluted throughout society
- Uncertainty avoidance – Extent to which an individual or group considers uncertain future situations in current decision making patterns
- Individualism vs. Collectivism – Measurement of consideration of individual values and/or group values
- Masculinity vs. Femininity – Extent of societal roles are divided between males and females

2.4.3.1 Power Distance

Hofstede (2010, p.61) defines power distance as “the extent to which the less powerful members of institutions and organizations within a country expect and accept that power is distributed unequally.” This is a very important element in analyzing the administrative culture of a country as power distance directly impacts on decision making, innovativeness as well as decentralization of authority. In application of the element power distance to this study and how it affects the implementation of Citizen's Charter in selected sub district secretariat office in Sri Lanka, it would immensely influence the application perspective of the main segments of this new public management initiative at the selected offices. Mainly due to the fact that Citizen's Charter is a paradigm shift of organizational culture towards a more decentralized one; the power distance between superior staff and the subordinates will be significantly important to evaluate and to interpret how effectively this shift took place. Sri Lanka is considered as a high power distance country hence this aspect directly influence the decision making authority and innovativeness of subordinates. Hofstede (2010, p.61) further elaborates that,

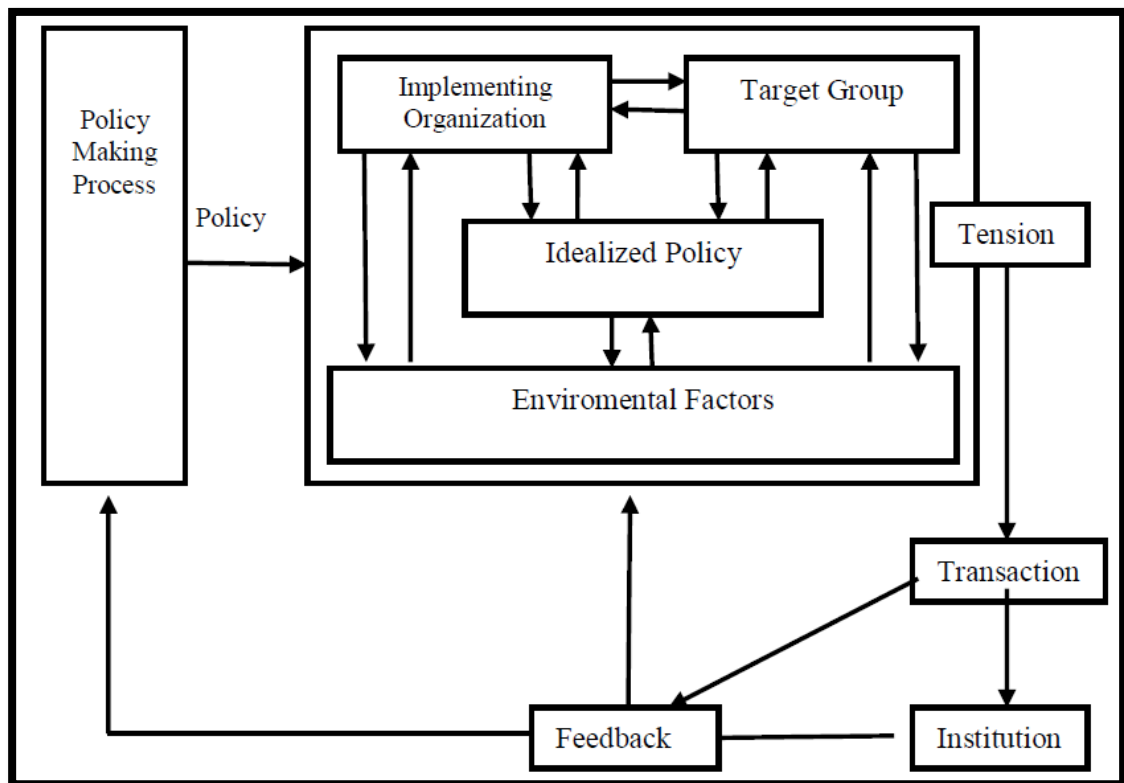
“power distance is thus described based on the value system of the less powerful members. The way power is distributed is usually explained from the behavior of the more powerful members, the leaders rather than those led. The popular management literature on leadership often forgets that leadership can exist only as a complement to subordinateship.”

2.4.3.2 Uncertainty Avoidance

Uncertainty avoidance can be defined as “the extent to which the members of a culture feel threatened by ambiguous or unknown situations. This feeling is, among other manifestations, expressed through nervous stress and in a need for predictability: a need for written and unwritten rules.” Hofstede (2010, p.191). When applying this to an administrative cultural point of view it can be noted that cultures with higher uncertainty avoidance tends not to accept adapting to innovative measures of new reforms. Sri Lanka has been ranked to have a higher level of uncertainty avoidance hence a new public management reform initiative such as the Citizen’s Charter could have taken many stages of clearances to implement and through this study it will be examined further in order to identify the extent to which the behavioral changes of superiors and subordinates impacted the implementation stage of this reform.

2.4.4 Policy implementation theory by Thomas B. Smith

Smith published his policy implementation theory in 1973 which was based on four main components that he mentioned as the most important to be considered for a successful policy implementation process. The idealized policy, environmental factors, implementing organization and the target group were given central attention in this theoretical development which we further mentioned that surrounding these four main elements of focus other fragments such as the policy, development of tensions, transactions, institutions and feedback mechanisms also exists.



Source: Smith (1973, p. 203)

Figure 02 – Policy implementation model by Smith

Smith (1973, p. 203) further elaborates that, “as policy is implemented, interaction between the components of the policy implementation system result in discrepancies and tensions. The tensions result in transaction patterns - non permanent patterns related to the aims and goals of the policy. The transactions patterns may or may not result in institutionalization. Feedback in the form of relieved tensions or increased tensions is introduced back into the tension generation matrix from transaction patterns and institutions.”

- **Idealized policy** – Smith (1973, p.203) mentions idealized policy as, “idealized patterns of interaction that the policymakers are attempting to induce and there are four relevant categories of variables in the idealized policy.”
 - The formal policy – This is the formal decision or the policy document
 - Policy type
 - Complex or simple in nature
 - Organizational or non-organizational policies
 - Distributive, re-distributive, regulatory, self-regulatory or emotive-symbolic
 - The program – This has three segments
 - Intensity of support from the implementation agency (Ministry)
 - The source of the policy – Does it cover a need in the society?
 - Scope – Is it broad in nature or limited to a certain geographical area
 - Images of the policy – The type of image the policy will provoke in the society

- **The target group** – This is the main group which need to adapt to the new patterns of the policy. Since this study is focused on the implementation of Citizen’s Charter the target group will be the service providers of each sub district secretariat office and the other target group will be the service seekers or the citizens. This has three sub segments.
 - The degree of organization of the target group
 - Leadership of the group
 - Prior policy experiences of the target group

- **Implementing organization** – This refers to the controlling party of the policy or in other words the key organization or government party who is responsible for the successful implementation of the policy.
 - Capacity of the personnel involved in the implementation
 - Leadership of the target group
 - Implementing program and the capacity – General capacity of the organization to adapt to the new implementation processes

- **Environmental factors** – These represent various cultural, social and political factors involved with the implementation of the policy.

- **Tension** – These are the consequences which raise in the implementation process of the policy. Smith (1973, P.205) mentions that, “Tensions may occur both within and between the four component categories of idealized policy, implementing organization, target group, and environmental factors. An example of a within- component tension would be the discrepancy in the implementing organization when an administrative unit is instructed to implement a policy for which the unit has inadequate personnel in numbers or skills for policy execution. A between-component tension may occur between the target group and the ideal policy component when the policymakers expect a policy to be welcomed by the target group and the actual reception is a hostile one.”

- **Transaction patterns** – These are unseen informal patterns of arousal which occurs during the policy implementing stage.

- **Institutions** – This refers to the capability and the capacity of the relevant institution to survive through the transition period. Smith (1973, p, 208) highlights that, “In considering the degree of institutionalization, the time factor must be taken into account. Complex, non-incremental policies may take more time for patterns to institutionalize than would simple incremental policies. Although it may be impossible to predict how long it takes for certain processes to become institutionalized, enough time should

be allowed for definite patterns to emerge before conclusions are made regarding the institutional outcomes of policy implementation. It should be considered that the policy implementation process as indicated by this model contends that the policy process is a continuous one that may or may not have a final definite end.”

- **Feedback** – The final step of the policy implementation process is to revert proper feedbacks into the main system to make necessary changes if necessary.

2.5 Analytical Framework

Based on the various segments analyzed with regards to the implementation of Citizen’s Charter and taking into consideration the theoretical framework for this study below analytical framework has been developed.

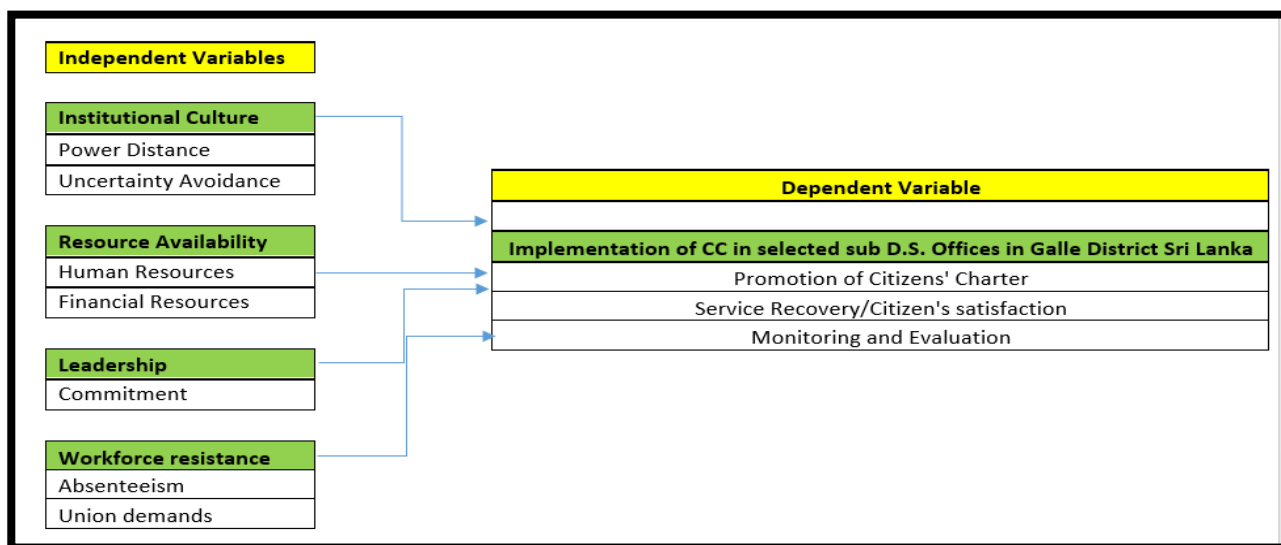


Figure 03 – Analytical Framework

2.5.1 Interpretation on dependent variable

The major focus of this study is to identify the implementation of citizen’s charter in selected sub district secretariat offices in Galle district Sri Lanka. Since implementation is a wider array of scope in terms on analyzing, I have used the implementation mechanism advised by the public administration circular no 05/2008 which initiated the concept of Citizen’s Charter. Based on the circular promotion of

Citizen's Charter, service recovery and monitoring and evaluation has been selected as main indicators to analyze this dependent variable. Promotion of Citizen's Charter involves with how this initiative was put forward for the attention of the public in an easier and an understandable manner. Service recovery segment deals with how reactive⁷ or proactive⁸ measures were taken into consideration in an event of a failure of service delivery to citizens. Monitoring and evaluation segment covers areas of citizen complaint management mechanism and how continuous monitoring and evaluation is being done on the Citizen Charter reform proceedings.

2.5.2 Interpretation on independent variables

Independent variables have been segmented into three main areas of evaluation which are institutional culture, availability of resources and the leadership. In determining the institutional culture; uncertainty avoidance has been selected which was referred from Hofstede's cultural value dimensions. Citizen's Charter being an important new public administration reform in Sri Lanka it is important to analyze how these cultural elements supported the implementation of this concept. In order for a new policy to implement successfully it is quite important to have a culture which is open for innovative ideas and which is interested to change accordingly with the new implementations. Hence in this study uncertainty avoidance has been selected as it directly influence employee behavior in terms of decision making as well as participating in a change management process.

The next two independent variables, **resource availability and leadership** have been drawn from the policy implementation theory of Thomas B. Smith. Resource availability covers the most important resources needed in any policy implementation process which are **human and financial resources** and these will be considered as the indicators of resource availability. Smith mentions that the segment of "implementing organization" contains the importance of resource availability through the capacity of the personnel involved and the implementing

⁷ Reactive service recovery – The ministry/department or the statutory body will take immediate remedial action when a complaint is lodged

⁸ Proactive service recovery – Ministry/department or statutory body will inform its inability to comply to the set standards in the Charter

program and capacity which refers to the general capacity of the organization to adapt to the implementation process. Hence financial as well as human resources are covered in this through this segment.

Leadership is an area of utmost importance for any policy implementation and this segment is enclosed under that main process element of “the target group” which according to Smith is the main focus group of the whole policy implementation process. In order to better focus on the element of leadership the study has given attention to the **Commitment** nature of the leadership role in each of the four sub divisional secretariat office selected. Citizen’s Charter program was highly monitored by the Ministry of Public Administration and Home Affairs as well as the United Nations Development Program, hence having a successful leadership commitment and regular progress meetings are quite important for the success of the total implementation process.

Since this is a novel initiative of new public management it is important to identify the change management aspects related to the implementation of Citizen’s Charter, and as natural byproduct of the new change management process **workforce resistance** will be generated. Therefore measuring the workforce resistance is an element of utmost importance for the accomplishment of this study and to make this motive assured two elements of workforce resistant have been identified. Higher **absenteeism** by the workforce can be considered as an indicator of resistance during this implementation process and further to this **union demands** can also be considered as well. The union represents the workforce hence it is undoubtedly important to analyze the impact these two elements have touched upon the implementation procedures of Citizen’s Charter.

2.6 Operational Definitions of the Study

Table 04 – Operational definitions

Variable/Indicator	Operational Definition
Implementation of Citizen’s Charter in selected sub District Secretariat office in Galle District – Sri Lanka	Have all the required implementation steps (Formulation of CC, Promotion of CC, Service recovery, Monitoring and evaluation and improvement) in Public Administration Circular No 05/2008 on Citizen’s Charter followed.
Institutional Culture	The working culture of Sub Divisional Secretariat Office in Galle four gravets & Hikkaduwa
Implementing Organization	Ministry of public administration and home affairs
Power Distance	The degree of authority distribution in the selected Sub District Secretariat offices.
Uncertainty Avoidance	Risk taking probability and/or behavior when facing unclear futuristic situations
Resource Availability	The tangible and intangible assets of the Sub Divisional Secretariat Offices in Galle four gravets & Hikkaduwa
Human Resources	The capabilities of the employees of the Sub Divisional Secretariat Offices in Galle four gravets & Hikkaduwa
Financial Resources	The allocated financial capacity for the Citizen’s Charter implementation project from Ministry of Public Administration as well as the United Nations Development Program
Leadership	The ability to influence employees to implement the Citizen’s Charter program successfully
Commitment	Leadership quality of maintaining the focus in achieving the set targets in due time frame. This segment concentrates on leadership of each divisional secretary, the implementation team of Sri Lanka Institute of Development Administration (SLIDA) as well as the UNDP.
Promotion of Citizen’s Charter	The extent to which general public is acknowledged about the Citizen’s Charter program in the Sub Divisional Secretariat Offices in Galle four gravets & Hikkaduwa,

Workforce Resistance	This refers to the unwillingness of lethargic attitude of employees in the selected Sub DS offices towards the implementation of the CC program.
Absenteeism	This refers to collective absenteeism practices from the workforces of selected sub DS offices against the Citizen's Charter implementation.
Service Recovery/Citizen's Satisfaction	The degree of success of the complaint management system implemented and whether it has been monitored as per the Public Administration Circular No 05/2008
Monitoring and Evaluation	Whether the processes of the Citizen's Charter program is being continuously monitored by the steering committees for constant improvement in Sub Divisional Secretariat Offices in Galle four gravets & Hikkaduwa.

2.7 Conclusion

Heavy emphasis was given in this chapter to project supportive literature regarding New Public Management, Citizen's Charter implementation, theoretical framework necessary for the support of this study which included Hofstede's cultural dimensions, citizen's satisfaction and institutional culture. The Major theory for the deliverance of this study is based on the policy implementation theory by Thomas B. Smith and the model he developed has been elaborated as well. In relation to the policy implementation theory, institutional variables and focus on the leadership factor the analytical framework has been developed. Next chapter will be concentrated on the research methodology segment of this study.

CHAPTER THREE

RESEARCH METHODOLOGY AND DESIGN

3.1 Introduction

It is crucial to discuss on how the study has been developed throughout the research methodology segment and how the methodological framework has been developed based on this. The utmost focus of this chapter will be identify on how the mixed method has been utilized and how they have been used to answer the research questions developed at the inception of this study. Further measures will be taken to justify on the consequences of using the mixed method, methods used for data collection, evaluation of the validity of these methods used and mechanisms used to analyze the data collected.

3.2 The Recipe

Ranjith (2011, p. 26) defines research as, “one of the ways to find answers to questions and when you say you are undertaking a research study to find out answers to a question you are simply implying that the process being applied is being undertaken within a framework of set of philosophies, use procedures, methods and techniques that have been tested for their validity and reliability and is designed to be unbiased and objective.” Therefore the term “research” consists of a much deeper thought than finding out information to fulfill a question hence several other definitions of research can also be noted as well. Grinnell (1993, quoted in Ranjith, 2011, p.28) states that, “research is a structured inquiry that utilizes acceptable scientific methodology to solve problems and creates new knowledge that is generally acceptable.” Burns (1997, quoted in Ranjith, 2011, p.28) defines research as, “a systematic investigation to find answers to a problem” and Bulmer (1977, quoted in Ranjith, 2011, p.28) mentions that, “nevertheless sociological research, as research, is primarily committed to establishing systematic, reliable and valid knowledge about the social world.”

Therefore various definitions for the term “research” have been developed by many scholars which adds up to the final optimum focus of conducting a systematic and a logical approach to accomplish the objective of examining rational viewpoints for a particular social concern or a question.

The applications of research can be taken into note from different viewpoints such as the service provider, the administrator, the consumer and the professional. The current study on CC implementation can be categorized under a professional viewpoint. Ranjith (2011, p.27) further elaborated differences in research approaches and he highlights that, “the professional view point of research focus on answering questions such as,

- Which is the most the most effective intervention for a particular problem?
- What is the relationship between X and Y?
- How valid is a present theory in the present context?
- What is the best way of measuring attitudes?
- What is the process through which people decide to adopt a program?”

The purpose of this study focused upon Citizen’s Charter has been developed based on looking into the elements that affects the implementation of CC in the selected DS offices hence the development of the analytical framework, development of literature reviews, applying of theories and collection of primary and secondary data in total spectrum adds up to the professional viewpoint mentioned by Ranjith.

Further inputs on research approaches where mentioned in Creswell (2014, p.31), where author stated that “research approaches are plans and procedures for research that span the steps from broad assumptions to detail methods of data collection, analysis and interpretation. Informing this decision should be the philosophical assumptions the researcher brings to the study: procedures on inquiry (research design) and specific research methods of data collection, analysis and interpretation. The selection of a research approach is based upon the nature of the research problem is issue being addressed, the researchers personal experiences and the audience of the study.” The main three research approaches focused in research

are quantitative method, qualitative method and the mixed method.

Based on the research objectives, research focus, the structure of the audience, the focused data collection institutes and research questions developed for this study of Citizen's Charter; a mixed method approach was finalized to proceed for successful and effective execution of this study. Creswell (2014, p.32) mentions that, "mixed methods research resides in the middle of the continuum because it incorporates both qualitative and quantitative elements."

3.2.1 Geographic Profile

Galle Four Gravets is situated at the heart of the Galle District and it is purely an urbanized area established within the close ranges of the business centers and Galle harbor. City population (2014) mentions that, "Galle Four Gravets DS office area has a population of 101,749 with a geographic area consisting of 24 square kilometers and the population breakdown has been broken down as 48% males and 52% females." Hikkaduwa Divisional Secretariat on the other hand has a geographic mix of both urban and rural sectors hence the population profile is quite variant when compared with Galle Four Gravets. City population (2014) states that, "Hikkaduwa has a population of 101,909 with a landmass of 65 square kilometers and this is consisted of 48.2% males and 51.8% of females." With this landmass scope of Hikkaduwa the population segments based on their place of living changes vastly hence a variety of urban to rural population segments can be noted.

Above two DS offices holds the largest population segments in the Southern province of Sri Lanka and specifically in the Galle district. Therefore considering the number of population and the profile of the respondents above mentioned two DS offices were selected for this study. While conducting the study many differences were noted in terms of the understanding of services by the respondents and their interest in Citizen's Charter where respondents in Galle Four Gravets were keenly interested in using the complaint management system whilst respondents in Hikkaduwa DS office were not that interested yet they preferred to have direct communication with the relevant officials to get their matters sorted out.

3.3 Exploration Strategy

Creswell (2014, p.41) states that, “research designs are types of inquiry within qualitative, quantitative and mixed method approaches that provide specific direction for procedures in a research design.” Hence through the exploration strategy the main objective is to elaborate on the research methods used to conduct this study and the rationale of data collection. In addition to above explanation Ranjith (2011, p.103) mentions that, “the study designs mainly entail the selection of people from whom the information, through an open frame of inquiry is explored and gathered.” Significantly there are three main approaches for a successful research design, quantitative, qualitative and mixed method approaches and this study focuses on the mixed method approach consisting of both quantitative and qualitative segments.

3.3.1 Quantitative Design

One segment of this research has been based on the quantitative data gathered through questionnaires focused on the service seekers from each of the service delivery department in each of the Divisional Secretariat offices. Data have been gathered through 60 questionnaires with the breakdown of 10 questionnaires from each department and random sampling was used to select respondents from each department. These data have been processed using SPSS for effective analysis and to logically develop a sequence which moves in par with the analytical framework of this study. Creswell in his book “Research Design” identifies two designs for quantitative research, Creswell (2014, p.41) mentions that, “Survey research” provides a quantitative or numeric description of trends, attitudes or opinions of a population by studying a samples of that population. It includes cross-sectional or longitudinal studies using questionnaires or structured interviews for data collection with the intent of generalizing from sample to a population.” And further Creswell (2014, p.41-42) states that, “Experimental research seeks to determine if a specific treatment influences an outcome. The researcher assesses this by providing a specific treatment to one group and withholding it from another and then determining how both groups scored an outcome.”

Therefore based on the characteristics mentioned by Creswell it can be identified that this study is based on a survey research where a sample has been used to generalize from a sample outcome towards the total target population. This specific study focuses on identifying the implementation of Citizen’s Charter practice of Sri Lanka by taking a specific district, hence the results will be generalized on to the final country aspects.

Segment	Number	Total
<u>Galle Four Gravets DS Office</u>		
Birth, Death & Marriage certificate Division	10	
Business Registrations	10	
Samurdhi Grants	10	30
<u>Hikkaduwa DS Office</u>		
Birth, Death & Marriage certificate Division	10	
Business Registrations	10	
Samurdhi Grants	10	30
Total		60

Prior to the execution of the actual data collection procedures; a pilot study was conducted in Galle Four Gravets DS office to test the accuracy of the questionnaires and the format of the questions were quite understandable to the respondents hence no amendments were needed to be done as it covered the total number of points relevant to the analytical framework. Due to the fact that Birth, Death and marriage certificate division at Galle Four Gravets DS office is the second largest in Sri Lanka and the largest in the Southern region the pilot run was conducted based on that department.

The questionnaires were developed in par with the analytical framework while considering the guidelines given by the Public Administration Circular on the implementation of Citizen’s Charter and majority of the required data were collected through this method. A limitation of questions had to be taken into consideration since a proper selection had to be taken into account on the exposure of information and observations for service seekers as they are an external party for the Divisional Secretariat offices. First focus of the questionnaire was to understand the awareness of Citizen’s Charter and a profile was made in relation to the gender of the respondents as well and the continuation of the remaining segments of the

questionnaire were developed based on covering the independent and dependent variable segments.

The promotion of CC has two questions focused, consistencies of the time frames segment was followed by and a higher focus was given towards the service recovery segment which is an effective mode of identifying the power distance between the public service delivery officials and the service seekers. In terms of analyzing the resource availability, a question has been raised on the availability of human resources as it is a clear indication which service seekers can note in terms of the effectiveness in each department and DS office.

3.3.2 Qualitative Design

Next pillar of research design is the qualitative segment and in this study this has been used extensively to collect data from the service providers as well as the implementing partner of the Citizen's Charter program; Sri Lanka Institute of Development Administration. Ranjith (2011, p.103) states that, "the main focus in qualitative research is to understand, explain and explore, discover and clarify situations, feelings, perceptions, attitudes, values, beliefs and experiences of a group of people. The study designs mainly entail the selection of people from whom the information through an open frame of inquiry is explored and gathered." Likewise in this study of Citizen's Charter in depth interviews were used in order to gather extensive information from various parties who are involved with the implementation of this initiative. The most important aspect of qualitative research is the impact it has on the communication gap or the cordial arrangements of gathering data in a study. As Ranjith (2011, p. 104) mentions that, "the power gap between the researcher and the study population in qualitative research is far smaller than in quantitative research because of the informality of the structure and situation in which the data is collected."

All interviews were structured interviews where the formats were set on the areas to be discussed and below table mentions of the focused respondents for the interviews.

DS Office	Designation	No
Galle four Gravets	Divisional Secretary and 03 officials from the 03 service segments	04
Hikkaduwa	Divisional Secretary and 03 officials from the 03 service segments	04
Sri Lanka Institute of Development Administration (SLIDA)	Former Director General	01
Total		09

All department heads from each of the service segment focused were taken into consideration as they have first-hand exposure in terms of dealing with customers and as the head of the Divisional Secretariats both DS officers were also taken into consideration as well.

Main objective of the interview with the former director general at SLIDA was to identify what motivated the Sri Lankan government to move towards the Citizen's Charter concept initiation therefore as the highest ranked person at SLIDA the former director general has the necessary inputs to deliver in order to clear that area. The development of the CC format, evaluating training needs, and focus in the monitoring and evaluation part of it were discussed in length at the interview session. Lack of motivation has been noted by the training team at the initial stages of training modules however certain measures have been taken to motivate the staff for successful execution of this project.

Discussion points raised towards the Divisional Secretaries were based on obtaining their perspectives of CC in terms of staff commitment and service delivery time frames. Further in order to analyze the most functioning departments the inputs were also retrieved from the Divisional Secretaries so that the most viable areas for data collection will be focused in this study. As the complaint management system was a major focus on interest in the circular issued by the Ministry of Public Administration and Home Affairs it was given a greater focus in the interviews with the heads of the DS offices covering areas such as the actual functioning of the system, citizen's interest to use it and the staff's attitude towards it. To move further

into the power distance aspect the extent of communication general public can have with the head of the institutions were also taken into consideration as well. The element of uncertainty avoidance which is faced by the staff towards the Citizen Charter mechanism and the monitoring and evaluations modes were also focused throughout the discussion areas.

The department heads on the other hand were inquired about their viewpoints on citizen's awareness of CC mechanism and how far they inquire about the timelines mentioned if they face with a mismatch between the set timelines and the actual delivery of the services. In addition the extent to which they are available to the general public was also noted in the interview guides as well. The availability of financial as well as human resources was a point mentioned in the in-depth interviews and in relation to the leadership support from the head of the departments specific questions were raised as well. Their wiliness of the complaint management system and the openness they have towards citizens been given the ability to lodge complaints against them was also an important point that was taken into discussion. The complaint management as mentioned previously consists of an important aspect of analyzing the power distance aspect of a certain institutions, hence this was taken into consideration in length. Monitoring and evaluation has always been a case of sustainability of to make sure that this initiative is taken towards more higher grounds, therefore that was also taken into note during the interview sessions.

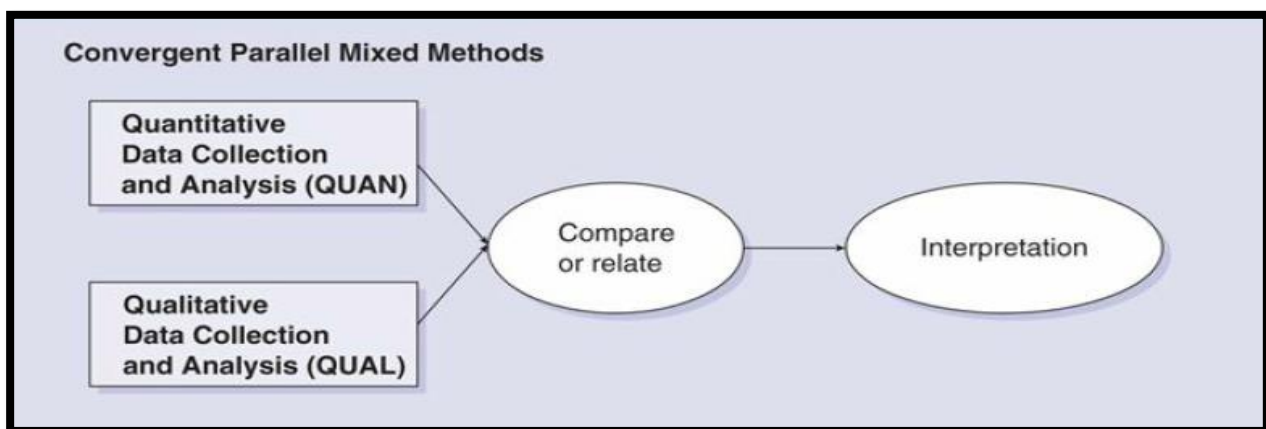
3.3.3 Mixed Method Approach

A combination of quantitative and qualitative methods have been used in this study to conduct the research hence a mixed method approach has been developed. Creswell (2014, p. 43) mentions that, "mixed methods involves combining or integration of quantitative and qualitative research and data in a research study. Qualitative data tends to be open ended without predetermined responses while quantitative data usually include close ended responses such as found on questionnaires or psychological instruments." Rather than focusing only on one scope of research design a mixed method approach delivers a more balanced mode

of solutions as it is backed through two ways of data analytics. Creswell further mentions three main models of mixed method research in social sciences which are convergent parallel mixed method, explanatory sequential mixed method and exploratory sequential mixed method, and based on the objectives of this study on Citizen’s Charter the convergent parallel mixed has been utilized. Creswell (2014, p.44) stated that, “this is a form of mixed method design in which the researcher converges or merges quantitative and qualitative data in order to provide a comprehensive analysis of the research problem. In this design the investigator typically collects both forms of data at roughly the same time and then integrates the information in the interpretation of the overall status.”

Questionnaires focused on a quantitative approach while interviews carried out a qualitative approach hence the main objective is to combines both these aspect in order to identify whether implementation of Citizen’s Charter has been carried out based on the exact guidelines given by the circular and how successful or unsuccessful the implementation has become in enhancing public service delivery at the selected Divisional Secretariat offices. Further to the above clarification Creswell (2014, p. 269) states that, “the key assumption of this approach is that both quantitative and qualitative data provide different types of information – often detailed views of participants qualitatively and scores the instruments quantitatively – and together the they yield results that should be the same.”

A graphical representation of this approach can be mentioned as below.



Creswell (2014, p. 269)

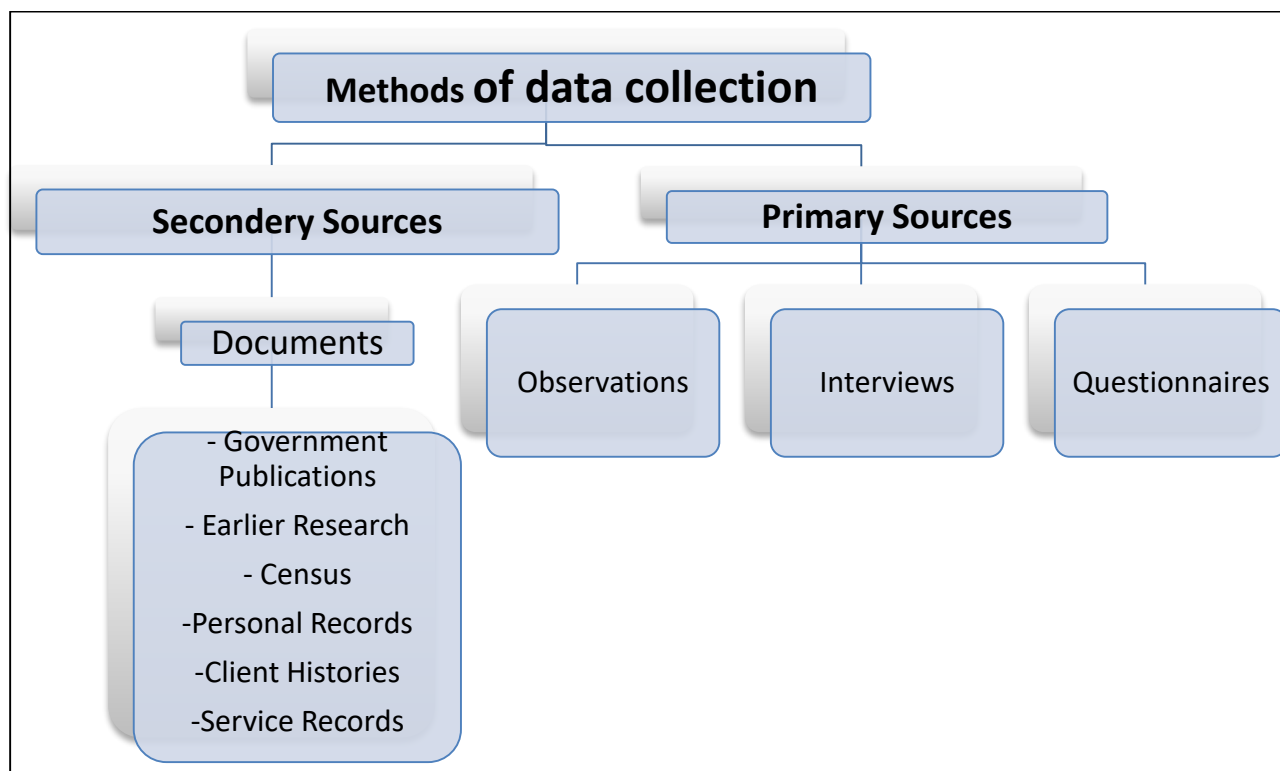
Figure 04 – Convergent parallel mixed method

This has been considered as the most common mode of mixed method approach which is based on usage of both quantitative and qualitative data to support the final research question of the study.

3.4 Information Gathering

The main two approaches to collecting information is through primary data sources and secondary data sources. Ranjith (2011, p.59) mentions below diagram on the breakdown of data collection methods and it is quite evident that the most on hand and updated method of data collection is through primary data sources since it gives the researcher the most current and updates exposure to the target audience and the target problem identification. This study on implementation of Citizen’s Charter has followed both sources in data collection to have a more practical aspect towards answering the research questions. Primary data collected through interviews and questionnaires where the interviews were taken as a qualitative measurement and questionnaires as a quantitative measurement. These will be elaborated in the latter segments of this chapter.

Chart 01 – Methods of data collection



Source – Ranjith, 2011, p. 59

3.4.1 Primary Data

Primary data were collected through interviews and questionnaires which was divided in qualitative and quantitative segments. In order to analyze the implementation of Citizen's Charter considering both the service seekers and service providers this segmentation was created and primary data was gathered based on the below breakdown from both Divisional Secretariat offices. Open ended questions were used in the structured interviews which focused on 09 respondents and questionnaires were distributed among 60 respondents covering all 03 service segments in each Divisional Secretariat office. Detailed analysis of the primary data were given at the earlier stages with the explanations for quantitative and qualitative data collection methods hence the same will not be repeated at this stage of the study.

3.4.2 Secondary Data

A wide range of secondary data were collected throughout this study however the main concentration was given towards the primary data gathered from in-depth interviews and questionnaires. As it was quite important to understand the units of focus (Divisional Secretariat Offices) it was important to gather data through the relevant websites and other published documents. However since there has not been any earlier research conducted on Citizen's Charter in Sri Lanka finding secondary information was quite a challenge hence the researcher had to rely mostly on the gathered primary data from the two offices. There were considerable difference between the Citizen's Charters mentions in the relevant websites and the actual displayed ones at the Divisional Secretariats hence consistencies of information had to be taken into account before finalizing on the service segments as well as the questionnaires and interview guides to relevant department staff members.

The most important secondary resource examined was the Public Administration Circular No.05/2008 which was the initiating document on Citizen's Charter at its inception in 2008. This worked as an all in one document which provides all department heads throughout the country on the guidelines given on what Citizen's Charter consists of, coordination authorities of the scheme, guidelines for preparing the charter, handling of supervision and monitoring, conduct of training mechanisms to prepare the CC, principles that need to be adopted to each and every department through the charter, different components of it, steps that needs to be followed for successful implementation, detail analysis of each step and the model format to be followed by each government department / office.

However it is also important to identify that the next formulation of a circular relating to the execution and monitoring of Citizen's Charter has been issued on 24th of January 2018 via the Public Administration Circular No: 05/ 2008 (i). This was based on delivering a reminder to all government department heads in Sri Lanka informing them to implement the instructions of the previous circular offered and to render their person attention for the successful execution of the Citizen's Charter.

3.4.3 Principles of Data Collection

Marshall & Rossman (1986, quoted in Yin, 2003, p. 86) mentions six sources of evidence that are commonly used in all research studies, "documentation, archival records, interviews, direct observations, participant observations and physical artifacts." Yin (2003, p.85) states that, "no single source has a complete advantage over the others, in fact the various sources are highly complementary and a good case study will therefore want to use as many sources as possible." Based on the main sources of evidence mentioned; documentation, archival records, interviews and direct observations have been used in this study. Further to the above Yin mentions three principles of data collection where he emphasizes that in order to have a successful output from the collection of above six evidences these principles must be adopted in the study.

- Using multiple sources of evidence

Yin (2003, p.97) states that, “a major strength of case study data collection is the opportunity to use many different sources as evidences.” And in addition to the above Yin (2003, p.98) mentions that, “the use of multiple sources of evidence in case studies allows an investigator to address a broader range of historical, attitudinal and behavioral issues.” As mentioned earlier in this chapter an elaboration has been given towards the rationale on collection of primary data through sources such as interviews and questionnaires and this has been the heaviest concentration of this study. In addition to the above the most heavily concentrated secondary source of evidence has been the Citizen’s Charter circular which has been issued from the Ministry of Public Administration and Home Affairs.

- Creating a case study data base

This refers to maintaining a proper set of records on the evidence collected which can be helpful for future research on the same field or an extended field of study. With regards to this study necessary data have been collected through questionnaires have been processed through SPSS and qualitative data have been maintained via the proper recording of interviews.

- Maintaining a chain of evidence

A link and a sequence of information collected and relation will be made on answering the research questions of this study at the conclusion segment.

3.5 Measuring Validity and Reliability

3.5.1 Validity of the study

Drost (p.114) states that, “validity is concerned with the meaningfulness of research components. When researchers measure behaviors they are concerned with whether they are measuring what they intended to measure.” Further to this Smith (1991, quoted in Ranjith, 2011, p.166) mentions that, “validity is defined as the degree to which the researcher has measured what he has set out to measure.”

- **Construct Validity**

According to Ranjith, (2011, p. 168), “construct validity is a more sophisticated technique for establishing the validity of an instrument. It is based upon statistical procedures and it is determined by ascertaining the contribution of each construct to the total variance observed in the phenomenon.” Therefore this has a more quantitative aspect involved in a research and how the outcome is measured is taken into serious consideration when evaluating construct validity of a study. The quantitative data were collected through questionnaires which focused on service seekers and the questions were structured in par with the analytical framework of this study covering majority of the segments to measure the implementation of Citizen’s Charter.

- **Internal Validity**

Internal validity refers to measuring the credibility of a study with a focus on qualitative research results. Trochim & Donnelly (2007, quoted in Ranjith, 2011, p. 172), “credibility involves establishing that the results of qualitative research are credible or believable from the perspective of the participant in the research. As qualitative research studies explore perceptions, experiences, feelings and beliefs of the people, it is believed that the respondents are the best judge to determine whether or not the research findings have been able to reflect their opinions and feelings accurately.” Further Bryman (2012, p.49) also stated that, “internal validity is parallel to the idea of credibility which concern the question of how believable are the findings,” Hence this has a focus on whether the findings of the research aligns with the variables developed to conduct the study.

- **External Validity**

In similar terms external validity can be related to transferability which according to Ranjith (2011, p.172) stands for, “the degree to which results of qualitative research can be generalized or transferred to other contexts or settings.” And further to this Bryman (2012, p. 47) states that, “external validity is concerned with the question of whether the results of a study can be generalized beyond the specific research context.” Therefore the study’s findings must be in line with similar studies in order

for that particular study to be generalized, however this being the first study of Citizen's Charter in Sri Lanka it is quite challenging for this study to be generalized. In order for a study to be generalized multi sources of data must be utilized to create external validity hence questionnaires and in depth interviews were conducted as data collection tools.

3.5.2 Reliability

Reliability is also referred to as dependability which according to Trochim & Donnelly (2007, quoted in Ranjith, 2011, p.172), "is concerned with whether we would obtain the same results if we could obtain the same thing twice and as qualitative research advocates flexibility and freedom it may be difficult to establish unless you keep an extensive and details record of the process for other to replicate to ascertain the level of dependability." In other terms if the same results turn out in the same research again with the same sample population there will be high degree of reliability of this study.

The first step to identify reliability in this study was based on the pilot survey conducted at Galle Four Gravets focusing on 02 interviews with the Divisional Secretary and a department head, further 05 questionnaires were distributed among service seekers as well. The findings of the pilot survey as well as the main research findings moves in par at both scenarios which projects a high level of reliability of this study.

3.6 Boundaries of the study

- **Lack of secondary support evidence**

This was the most crucial challenge faced specially at the initial stages and it was quite difficult to gather a proper framework of operation for the current status of Citizen's Charter execution due to this reason. Hence the primary data collected were of utmost important and it will add up as strong supportive documents for future research as well.

- **Lack of awareness of Citizen's Charter**

Awareness issues were another challenge faced throughout this study therefore extensive explanations had to be given for service seekers to make them understand what this initiative is about hence a lot of time had to be utilized when dealing with the service seekers.

- **Time Constraints**

With the time frames of this study the research had to be framed only to Galle Four Gravets and Hikkaduwa Divisional Secretariat offices hence a focus cannot be utilized into more remote areas of the Galle district for better analysis purposes. Another challenge was to seeking spare times from respondents due their busy schedules, however the Divisional Secretaries were quite supportive to give inputs even though they were working on busy schedules.

3.7 Conclusion

This chapter focused on the research methodologies and the research designs used in this study of Citizen's Charter. An elaboration was given towards the basis of selecting the research method to conduct the survey and further emphasis was given towards the measurement of the validity and reliability of this study as well. Instruments used in data collection was mentioned in detail and the breakdown of each population segments has been mentioned. Next chapter focuses towards a concentration towards the state structure of Sri Lanka and the emergence of Citizen's Charter concept.

CHAPTER FOUR

ADMINISTRATIVE STRUCTURE OF SRI LANKA

4.0 Introduction

The discussion of Citizen's Charter in the first two chapters highlighted that it is a result of new public management reforms which occurred throughout the developed nations starting from United Kingdom in 1991 and moved down to the developing nations later on. A successful implementation cannot be done without a proper administration mechanism in a country as policy implementations cover many arrays of cross structural coordination. Therefore this chapter will focus on the administrative structure of Sri Lanka since it is important to analyze how the state has been organized to serve its purpose of successful policy implementation and citizen wellbeing. Sri Lanka was under the Portuguese, Dutch and the British for several centuries hence this made many different reforms in the public administration structure throughout the colonized period. The last to rule the country which were the British made considerable changes in all major sectors in Sri Lanka starting from legal, transportation, education, agricultural, the state administration and up to this date there are considerable affect in the state governing due to the many changes made by the British. The changes which occurred in the state administration has been explained in couple of studies however the paper written by A.M. Navarathna Bandara in public administration in South Asia gives a comprehensive outlook into how the colonial period shaped the administrative structure of Sri Lanka.

Bandara (2013, p.474) mentions that, "The personnel conditions of the public service in Sri Lanka moved out of the patronage system which originated in the feudal society in England and was modified in line with the Weberian bureaucratic model". The institutions focused in this study are two divisional secretariat offices which falls under the overlooking of the government agent who is in charge of the particular district. Bandara (2013, p.474) further mentions that. "The local administration was handled by the government agent (GA) appointed to each administrative province, in 1833 the entire country was divided into five provinces, each was placed under a

government agent and the province was subdivided into districts, each under an assistant government agent (GA).” Therefore it can be clearly understood that colonial British period has made numerous changes to the administrative structure in Sri Lanka and they can be widely noted in the present governance structure as well.

4.1 Towards the present public administration system

The president of the state was handed over superior powers through the second constitution which was established in 1978 and according to Bandara (2013, p.477), “the second republican constitution has transformed the countries’ system of government from a cabinet parliamentary system to a hybrid presidential and cabinet system with the executive president at the helm. The president is the head of state, head of executive branch, head of the government and commander of the armed forces.” Bandara (2013, p.477) further elaborates that, “the president is immune from any lawsuit for any act he/she commits in his/her official private capacity and this makes the president the supreme authority in leading the administrative and military apparatus of the government.” Since this research focus on a provincial level in Sri Lanka it is important to note this level of governance as well and Bandara (2013, p.478) mentions that. “13th constitutional amendments in 1987 facilitated the establishment of provincial councils as the second tier of the government and at the provincial level the central government is represented by a governor and a chief secretary appointed by the president. Constitutionally the governor is the head of the executive in the provincial council and when the people elect a provincial council the chief minister becomes the functioning executive of the province.”

Through many dimensional changes of the constitution and through the major decentralization step taken through the 1988 constitutional amendment of establishing provincial councils; the current administrative structure has gone through many waves. Bandara (2013, p.480) mentions that, “the establishment of provincial councils in 1988 divided the public service into the national public service and the provincial public service. The national public service could be divided into two categories namely all island services and the department services. The members

of all island services hold the executive level cadre positions that undertake administrative, accounting, engineering and scientific functions at both the national and provincial governments. At the provincial council level, the all island service personnel are expected to play the role of integrator of the entire public service structure of the country reflecting the unitary character of the country's policy."

Above statements clearly proves the importance of a successful ground level staff performance in serving the citizens of a particular country, hence new public management concepts such as citizens charter adds more value for a sustainable public service delivery mechanism. Satisfaction of citizens were not a major concern of bureaucrats in the colonial period and mostly the bureaucratic power was used to highlight themselves and to make sure the citizens were kept at a far distance, however as the development of many governance disciplines; satisfaction, credibility, responsibility and handing over authority to the general public to assess officials were taken into account throughout the developed nations. These movements lead to the emergence of Citizens Charter in 1991 in the United Kingdom which soon became an attractive New Public Management initiative.

In order to successfully implement these reforms decentralization must occur successfully and necessary authority must be diluted to the required officials, however even as of now decentralization which was legalized through the 1988 constitutional reforms has many loop holes withholding the total capacity to be delivered to citizens by the public sector officials. This was seen as a fundamental weakness in the Sri Lankan administrative structure as continuous conflicts occurred throughout the local government levels and the central government in decision and policy making. Bandara (2010, quoted in Bandara, 2013, p. 481) mentions that, "the establishment of PC's in 1988 changed the provincial level administrative landscape of the country. The provincial administration headed by the chief secretary now runs a parallel administrative system with the local administrative system with the local administrative institutions belonging to the central government such as district and divisional secretaries. However the Provincial councils (PC) are disabled institutions as they lack sufficient authority for drafting statutes and competence in handling

fiscal resources and administrative functions. All the executive grade public officials in the PC's belong to the all island services controlled by the central government.”

To further illustrate the administrative structure of Sri Lanka below can be presented which contains an overall figure of the admin structure of Sri Lanka.

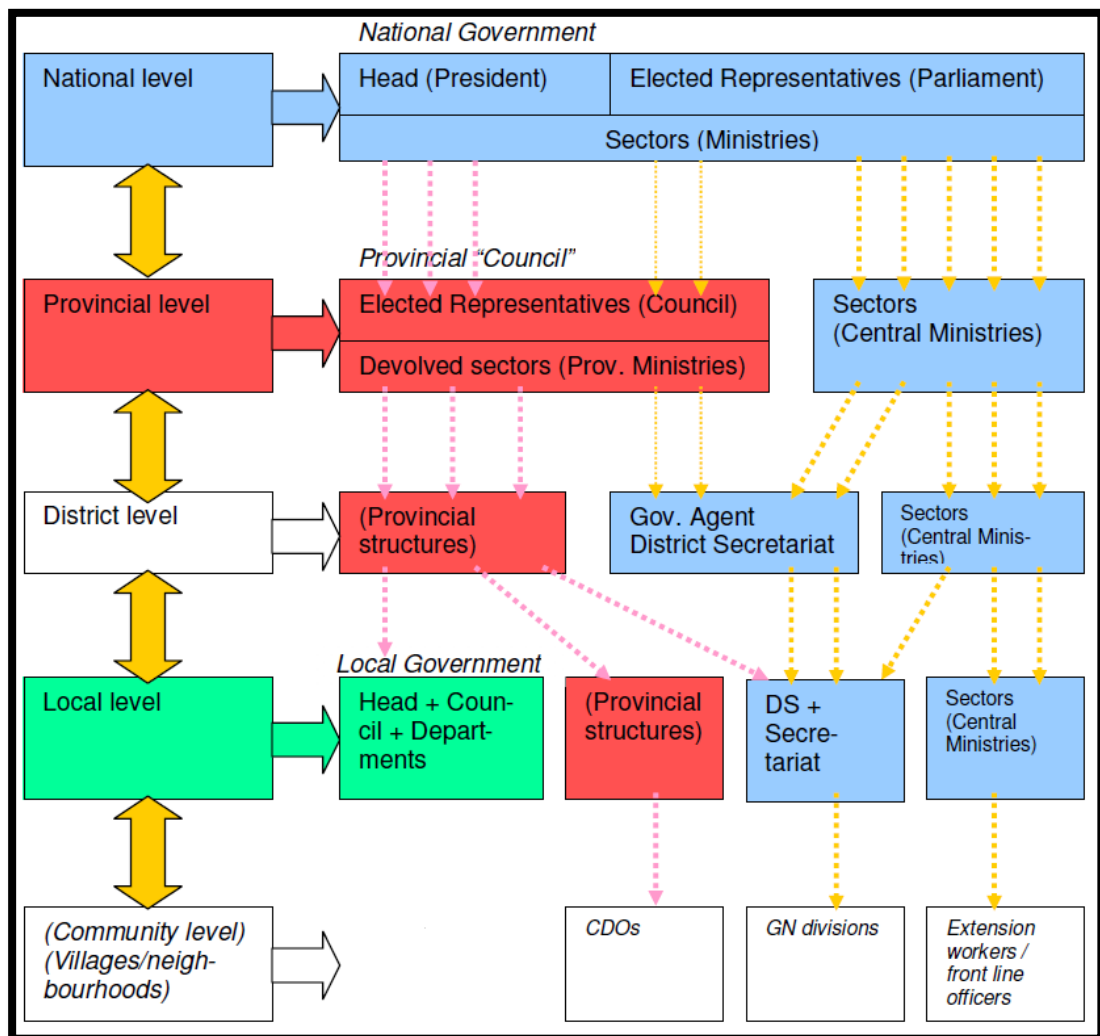


Figure 05 – Sri Lanka Administrative Structure

Source – Kruse (2007, p.02)

Above image illustrates the basic state structure of Sri Lanka highlighting the main elements of the administration. The focus for this study falls under divisional secretariat offices which falls under the supervision of the provincial level, however it is clearly mentioned above that the divisional secretary is a representative of the central government of Sri Lanka hence he/she is directly responsible for the timely

achievement of revenue targets and executing of policies imposed by the central government. His/her first reporting authority is the government agent who reports to the central/sector ministers of the respective province and as mentioned in the previous segment of this chapter the main contact point of the citizens will be these divisional secretariat offices covering delivery of an array of important day today services.

In order to better explain the government administration structure below can also be noted.

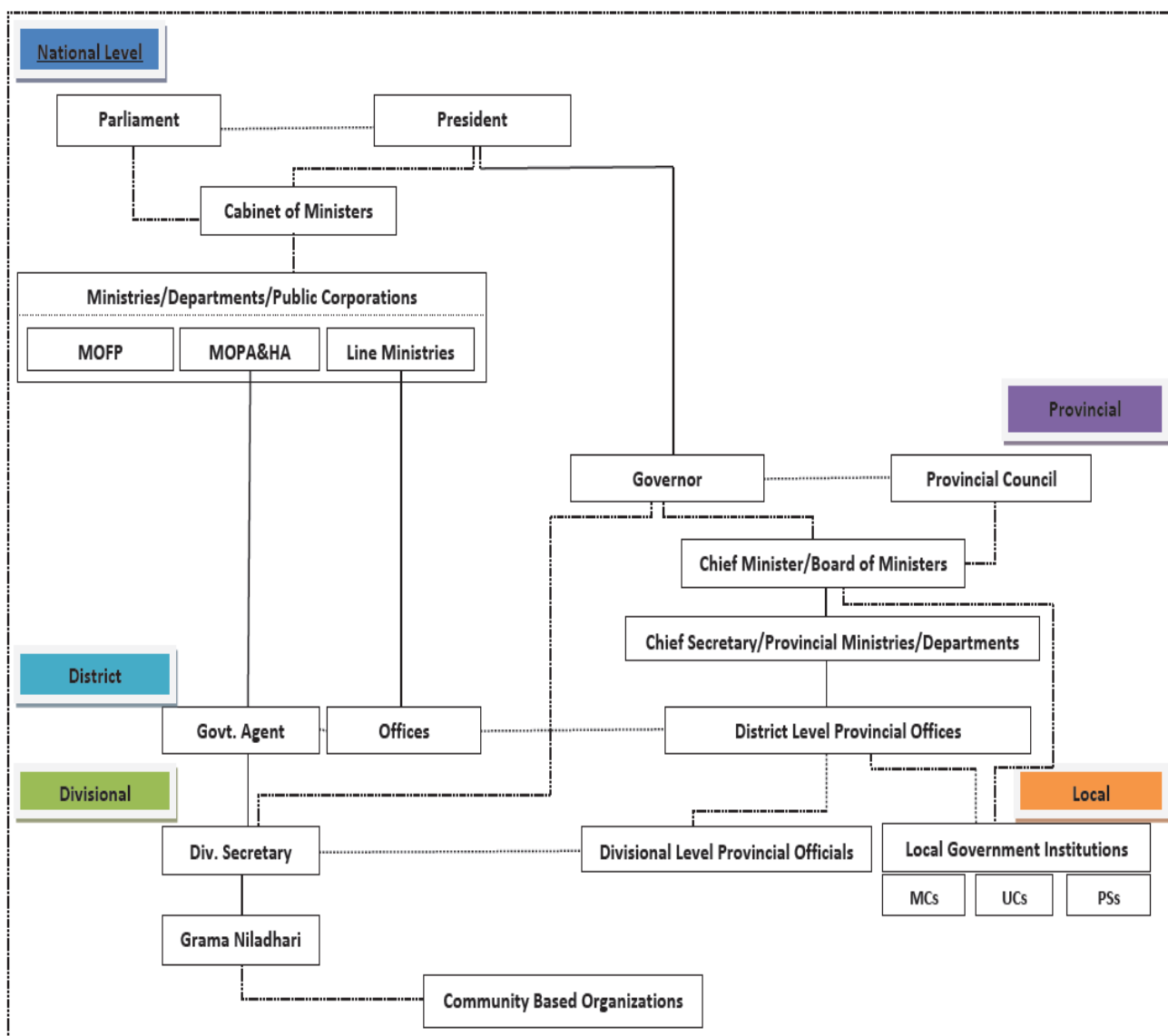


Figure 06 – SL Administration structure 02

Source – (Provincial Councils in Sri Lanka, p. 46)

- MOFP – Ministry of Finance and Planning
- MOPAHA – Ministry of Public Administration and Home Affairs

As this study focuses on the local level of governance in Sri Lanka it is important to identify the characteristics of local government institutes such as the divisional secretariat offices, municipal councils (MC), urban councils (UC), pradeshiya sabha's (PC) and the lowest level of administration; the Grama Niladhari offices. However as the research focuses on the divisional secretariat offices a further elaboration of these institutions will be done.⁹

4.3 District Secretariats

Before moving on to the Divisional Secretariats it is important to identify the functions of the second tier of administration included in a province in the Sri Lankan administration structure, the District Secretariat. According to Ministry of Home Affairs (2018), "there are 25 districts organized into 09 provinces and each district is administered by the District Secretary who is appointed by the central government. The main tasks of the District Secretariat involve coordinating communications and activities of the central government and Divisional Secretariats. The District Secretariat is also responsible for implementing and monitoring development projects at the District level and assisting lower level subdivisions in their activities, as well as revenue collection and coordination of elections in the district."

These districts are divided into a number of Divisional Secretariats which are further broken down into the lowest level of governance, the Grama Niladhari segments. This study focuses on two Divisional Secretariats in the Galle District hence both DS offices concentrated in this study which are Galle four Gravets and Hikkaduwa falls under the supervision of the Galle District Secretariat. Ministry of Home Affairs (2018) further mentions that, "District Secretariat Galle is the centre for the

⁹ MCs are established for major cities, UCs for large but less urbanised towns and PSs for the rural areas. Although it is usually considered that MCs and UCs are urban and PSs are rural local authorities, there is no formal definition of the terms rural and urban in the SL context. (Commission of Inquiry on Local Government Reforms, 1999, p.39)

coordination of administrative activities of 19 Divisional Secretariats within the district. The District Secretariat shoulders the coordination of the program which is implemented to identification of economic, social and cultural necessities of people and providing solutions.”

4.4 Divisional Secretariat (DS)

A major turnaround of the decentralization efforts was the establishment of Divisional Secretariat office throughout Sri Lanka and these were created with the process of diluting some of the powers held onto the government agent who is the head of that particular district and these powers were legally transferred based on the Transfer of powers (Divisional Secretary) Act no. 58 of 1992. Alwis (2009, p.50) elaborates that, “This position gives autonomy to Divisional Secretary under the delegated power of the National Public Services Commission (NPSC), the Ministry of Public Administration and Home Affairs deals with the appointment, promotion, transfer, disciplinary control, and dismissal of the DS. Accordingly, the primary loyalties of the DS lie with the centre. The Divisional Secretary, being an officer of the central government, becomes core administrator in the periphery by fulfilling dual roles – central and provincial. He/she reports to the Chief Secretary at the Province on devolved responsibilities but maintains the role of Assistant Government Agent, representing the GA for non-devolved subjects. This office facilitates almost all the public services to local people; for example, issuance of birth, marriage and death certificates, licenses, and provision of social services.”

Hence on the contrary this institution can be described as a general or a basic public service delivery entity in a given geographical area which is established to accomplish the purpose of fulfilling majority of the general needs of citizens. There are certain cases where some exclusive services are only kept at the main divisional secretariat office and at the geographical area of Galle, the main divisional secretariat office holds below major services to be served from the main office staff only.

- Recommendation for residence visas
- Issuing of permits granted under the explosives act
- Issuing explosive supplier permits under the explosives act
- Explosive transport licenses
- Registration of private security firms

4.5 Public service delivery – Sri Lankan Context

Jamil et al (2018, p.04) states that, “The British East India company first coined the term “civil service” to distinguish military and non-military personnel. It was during the British colonial period (1757-1947) that the modern concept of civil service, as well as the closely related concepts of recruitment, promotion, authority, prestige and permanence gained the meaning they have today.” Further to the above, Finer (1977, p.709, quoted in Jamil et al 2018, p.04) “defines civil service as a professional body of officials, permanent, paid and skilled.”

The public service in Sri Lanka has gone through many turns since the independence through many cultural, political and social changes throughout the decades and the public service commission and the ministry of public administration and home affairs are the main two influencing bodies that concentrate on the effectiveness and legality of the public service delivery in Sri Lanka. However the general perception on public service deliveries have not been at a successful phase mainly due to political influences, corruption, lethargic attitudes of most public officials and less customer centric attitudes. A major segment where citizens compare the service delivery effectiveness is when it comes to obtaining banking services hence it is quite common that people praise the fast, accurate, timely and pleasant services deliveries in private banks when compared to public banks. Likewise the access to public officials has also been at a very puzzling situation throughout the government sector where it usually becomes necessary to have personal contacts or a person with a high rank in the government sector to obtain a service on time or through the usual process.

Roll (2004, p. 268) states that, "Access to public services is socially structured. People who have 'something to offer' to public servants are much more likely to get what they want without problems and delay. The question remains what this 'something' could be. Surprisingly, for those people who had access, bribery as such was not an issue. They did not have to pay for getting a service that they were legally eligible to. By delivering services quickly to these people, public servants were trying to establish a claim based on reciprocity. In return for delivering public services to them they could expect to get their support if they needed it. Public servants saw persons with the required social capital as 'relational resources' which they could activate at a certain point in life."

Further to the above Liyanage et al (2018, p.296) states that, "the Sri Lanka public sector meanwhile is alleged to be too inflexible and rule bound to respond to changing needs. Manuals and routines take precedence over creativity. Seniority is purported to be more esteemed than merit. Hierarchy acts as the backbone of the system. In general the Sri Lankan public sector is heavily criticized for being ineffective and not meeting the demands and aspirations of the people. It is claimed that it pays more attention to input and the following of rigid rules, regulations and procedures than to output or outcomes." These lethargic and traditional beliefs of injected in the public service officials have affected in a strong negative mind set of the general public regarding public service delivery in Sri Lanka. In addition to the above there are instances where the officials a serious sense of movement for the citizens who complaint about the service they receive. This was caused mainly due the high power distance mindset and the out dated thinking patterns which has moved deep down at majority of public officials.

"Most important is their potential – and the selective demonstration of it – to 'create trouble' for those who complain and try to challenge their autonomy." Roll (2004, p.272). Therefore it is quite evident that public service delivery in Sri Lanka has not been at a fair and square state and there is a tendency for public officials to keep an autonomy when it comes to service delivery, nevertheless it is due to these concerns a proper mechanism for public service delivery was planned to be constructed and

the focus area of this study; the development of Citizen's Charter came into the arena in order to make the public services more citizen friendly, more accountable, transparent and time bound.

4.5.1 Public Service Commission (PSC)

The public service commission (PSC) is the main strong hold controlling major aspects of public service delivery and it has been in existence since the British colonial period. Public service commission (PSC) (2018) mentions that, "during the era that Sri Lanka was a colony under the British rule, the public service commission was established under the Ceylon (constitution) order in council dated 15th May 1946 in order to carry out the tasks of appointing officers for the public service. Accordingly, the executive powers in respect of the appointments, promotions, transfers, disciplinary control and dismissals were vested in the public service commission and it further mentions that, "in 1978 the PSC delegated its powers of appointment, promotions, transfers, disciplinary control and dismissals of public officials on the direction of the cabinet ministers", however in 1992 these major actions points have been retransferred back to the PSC and it was further given the authority to alter, vary and adjust any decisions given by the commission or any attached committee. PSC (2018) further points out main powers and functions of the commission as below.

- "PSC has the power to formulate rules, regulations and procedures relating to the public service
- Proceed actions of the PSC
- Appointments, promotions, transfers, disciplinary control and dismissals of public officials
- Formulation and publication of PSC procedural rules, issuance of circulars and general instructions relating to public service
- Works as the appellate authority of those are aggrieved by decisions taken by its delegated authorities in relation to service related matters."

4.5.2 Ministry of Public Administration and Home Affairs (MPAHA)

Next to the public service commission the ministry of public administration and home affairs deals considerably towards the successful delivery of services to the general public. MPAHA (2018) mentions that, “MPAHA is dedicated to create a public service which gives the priority to the expectation of people playing the role of pioneer in public administration. The ministry performs a huge role which covers a wide scope aiming at formulation of public policies, human resource management and institutional development. The ministry looks forwards with the objective of managing human resource more productively within the public service whilst carrying out the administrative affairs of all island services and combined services to achieve national development. One of the main responsibilities of the ministry is to formulate administrative provisions and regulations focusing specially to the fairness, uniformity and efficiency in order to build up a public service which satisfies the expectation of the general public. Accordingly the ministry performs the tasks such as preparation of public administration circulars and making necessary revisions, whilst submitting observations wherever necessary. Another special task performed by the ministry is the formulation of policies at national level on public administration affairs, making interpretation and provision of guidelines in this regard.”

Therefore it is quite evident that the MPAHA has a significant role to perform in the whole government structure of Sri Lanka and that it has a crucial in terms of policy formulation and execution at the national level. Further to the above description of MPAHA a clear set of ministerial objectives are listed down in MPAHA (2018) as,

- “Provision of facilities to projects
- Changing attitudes of expectations of the general public in order to make positive responses to the requirements of general public
- Formulation and implementation of management structure in order to enhance productivity and quality of public service

- Framework preparation of institutional development of public sector with the capacity for the achievement of targets and development targets and policies
- Enhancement of skills of the public service staff.”

4.6 Citizen’s Charter Development

Moving forward with the objectives and focus of the ministry; the concept of Citizen’s Charter was developed in order to construct a more accountable and a transparent public service delivery system for better citizen’s satisfaction. As mentioned in the first chapter of this study Citizen’s Charter initially came to the arena of public administration through public administration circular 2008/05 followed by the reissuance of Ministerial Circular No: 05/2008 (1) in January 2018 requesting all government entity heads to pay attention to the 2008 circular and to implement it successfully.

MPAHA Circular No 05/2008 (2008, p.01) states that, “the secretary to the cabinet¹⁰ by this letter has informed that the cabinet of ministers has decided that all government organizations should introduce citizen’s charters in their respective organizations. The ministry of public administration and home affairs is establishing an institutional mechanism to give effect to this decision. The ministry will coordinate the implementing of Citizen’s Charter by all government organization, however each ministry should coordinate the implementation or Citizen’s Charters in their departments and other organizations including corporations, statutory authorities, bards etc coming under the purview of the ministry.”

Further to the above introduction MPAHA Circular No 05/2008 (2008, p.03) defines that, Citizen’s Charter is a written commitment made by the public institutions such as a ministry, a government department, a statutory body in the deliverance of its services to the citizens of the country recognizing that the citizens/ clients have a right to receive such services from a public institutions. It assures that the services rendered will comply with the declared quality and standards. A Citizen’s Charter

¹⁰ Body of high ranking state officials typically consisting of the top leaders of the executive level

typically displays in public, the services provided by a public institution along with the time taken to delivery each service. This ensures access to all ancillary information required to obtain service from an institution like copy of birth certificate, passport, national identity card etc.” As it is evident that this is a step towards a more decentralized public service delivery mechanism the citizens are given higher authority to gain further information, question public officials and complaint to same or higher rank officials when required. And it is at this stage of operational changes the right to information act came into existence.

4.7 Right to Information Act (RIA)

One of the most significant milestones accomplished after electing the present government is the development and execution of Right to Information Act through Act number 12 of 2016. RTI (2018) mentions that, “access to information denotes that the ability of people to receive information with no hindrance. It means the free availability of information and also diverse range of means of receiving information are operated within the society. Particularly, what is most significant is that the ensuring a state of affairs that enshrines no censorship or restriction on media and having freedom or access to information without any undue influence, further it is mentioned that state institutions should be embedded with a responsibility to establish an enabling ambience for people to have access to information which are significant for them. It will also be the obligation of the state to guarantee that the information are available for people in a simple and an understandable manner.”

Above suggests a citizen empowering nature of public administration and a more citizen friendly public service delivery mechanism in the Sri Lankan context and within the short period of implementation Sri Lanka has reached to the top 10 in the global rankings of global right to information ratings. According to RTI rating (2018) “Sri Lanka has scored 131 reaching to the top 10 in the global rankings”, where these rankings are made through global surveys conducted concentrating various elements such as right to access, scope, requesting procedures, exceptions, appeals, sanctions and promotional measures undertaken in the particular country.

4.8 Conclusion

This chapter focused on delivering insights into the Sri Lankan administration system and how the current public service mechanism has developed throughout the years. It is quite evident that the impression about the public service deliveries are not at a satisfactory level and numerous attempts have been done through the public service commission and ministry of public administration and home affairs. As a result the concept of Citizen's Charter was brought forwards as measure of decentralization, develop higher accountability of public officials and to give more authority for the citizens of Sri Lanka. The most important change down recently is the execution of Right to Information act which supports heavily into giving more authority for citizens to know more information on their areas of focus.

CHAPTER FIVE

DATA ANALYSIS

5.0 Introduction

Based on the research methodology focused in Chapter 03 the data collection segment for this study has been structured to maintain the essence of the methodological aspects and other techniques utilized. Further this chapter consists of an extensive analysis of the primary data collected through questionnaires and in-depth interviews. The delivery will be based on the structure of the analytical framework hence there will be main two parts for independent variables and dependent variables. Therefore the main objective of this chapter is to identify the link between the two sets of variables and to identify how these linkages will add up towards answering the research questions. In order to accomplish the tasks of data analysis; empirical data were collected from 60 respondents from two divisional secretariat offices and 09 in-depth interviews covering divisional secretaries, head of the departments and former director general at Sri Lanka Institute of Development Administration (SLIDA) were also conducted to support the quantitative data with qualitative data. Since the convergent parallel mixed method will be followed for data analysis and interpretation; the sequence of this chapter will be based on the usage of qualitative data in order to support quantitative data collected.

Couple of other studies from Bangladesh and Nepal have also been linked with this segment in order to illustrate how similarly or contradictorily the Citizen's Charter concept has been operationalized. The survey results from these studies will be applied to the outcomes of certain elements of the analytical framework of this study. Jamil (2011, p. 177-178) stated that, "in Bangladesh, Citizen's Charter got major thrust for implementation during the term of the care taker government (CTG) in 2007. Accordingly to the CTG instructed all ministries, autonomous bodies, service agencies, local level field units and municipalities to frame and put on display their charter at their respective offices. Later on it was included in Secretariat Instruction, 2008 which focused on six principles to be incorporated in the Citizen's Charter.

These are, setting measurable standard for service delivery, flashing service deliver’s identity cost of service delivery and time frame, giving opportunity to choose alternative services, ensuring courtesy including offering apology for mistake and failure, scope to complaint and provision for corrective measure and value for money.” The study on the status of CC in urban governments by Ishtiaq Jamil consists of two surveys conducted in Bangladesh and Nepal with regards to the municipal services citizens receive and certain questions raised moves in par with this current study of implementation of CC in DS offices in Galle district, Sri Lanka.

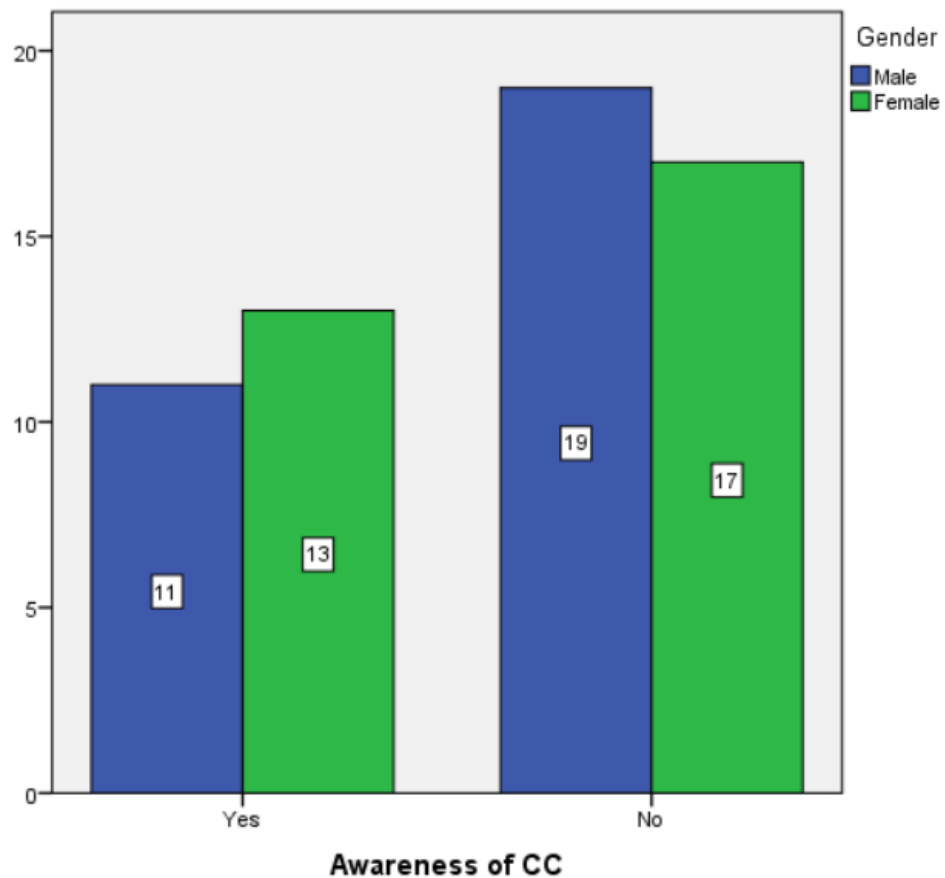
Before moving on to the variable analysis segment it is important to identify the status on the awareness of Citizen’s Charter as a whole. This analysis of Galle district has been conducted based on a cross tabulation between the awareness of CC and the gender and it is quite evident that out of the total number of 60 respondents only 24 respondents (40%) are aware of the Citizens Charter while 36 respondents (60%) are unaware of CC.

Table 05 – Awareness of Citizen’s Charter

Awareness of CC * Gender Cross tabulation

		Gender		Total
		Male	Female	
Awareness of CC	Yes	11	13	24
	No	19	17	36
Total		30	30	60

Chart 02 – Awareness of Citizen’s Charter



Based on the survey conducted in Bangladesh this was at a lower state where 40% of respondents have heard about CC and 60% were unaware of it. Hence this has been a similar incident when compared with this study as the respondent’s awareness of CC was low in the Sri Lankan context. A similar study on Citizen’s Charter awareness and operation was conducted simultaneously with the Bangladesh survey and the findings have been discussed in length by Ishtiaq Jamil in the chapter; status of Citizen’s Charter in urban government: Bangladesh and Nepal compared which was published in the book - understanding governance and public policy in Bangladesh. In terms of awareness of CC there is a higher rate of 54% of awareness when compared with Bangladesh and majority of the awareness (39%) have been through the notice boards while 36% has been through the print and media modes.

5.1 Implementation of Citizen’s Charter

The dependent variable of this study is the implementation of Citizen’s Charter in the selected Divisional Secretariat offices in Galle District, Sri Lanka and in order to measure this main variable three supportive variables were utilized for better operationalization.

Table 06 – Dependent variable measurement criteria

Dependent Variable	Supportive sub variables	Method of measurement
Implementation of CC in Selected D.S Offices in Galle District	Promotion of CC	Quantitative
	Service Recovery/Citizen's Satisfaction	Quantitative
	Monitoring and Evaluation	Qualitative

5.1.1 Promotion of Citizen’s Charter

Promotion of CC has been measured purely based on quantitative data which was collected through questionnaires from service seekers. The requirements to fulfill this segment has been clearly mentioned in the MPAHA Circular No 05/2008 (2008, p.04) where it states that, “the ministry, department, statutory body as to ensure that information on the citizen’s charter is disseminated to the public. Disseminate the charter if possible through the production of brochure and handbills. Information contained in the brochure must be concise, clear, simple and easy to understand. Print clearly and display in the front office and formally issue/release the Charter and place it on website. Send copies to people’s representatives and all stake holders.” In order to measure this segment below questions were raised.

- Do you think there is sufficient information in the Citizen’s Charter?

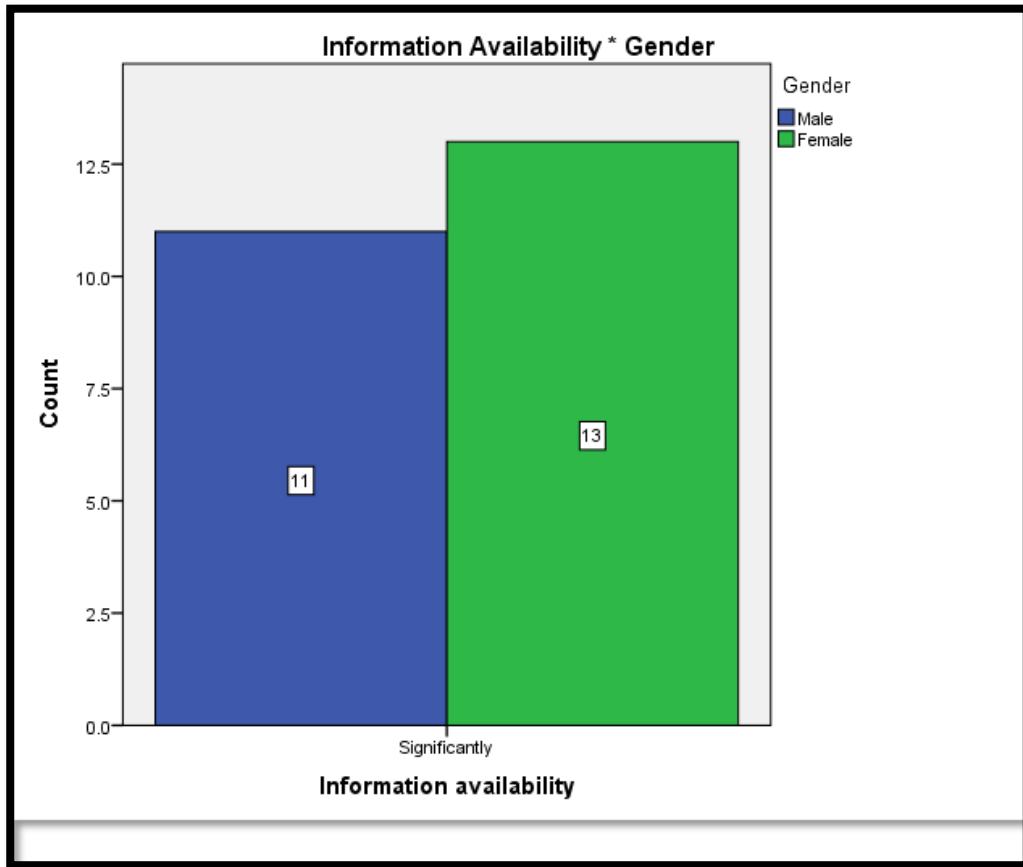


Chart 03 – Information availability of Citizen’s Charter displays

Out of the 24 respondents who were aware of CC majority of the female respondents (13 respondents) confirmed that there is sufficient and significant information in CC while 11 male respondents confirmed that information is significantly available. Information availability focuses on the services and the timelines relevant to those services.

- How useful are the information displayed with regards to the services you are looking for?

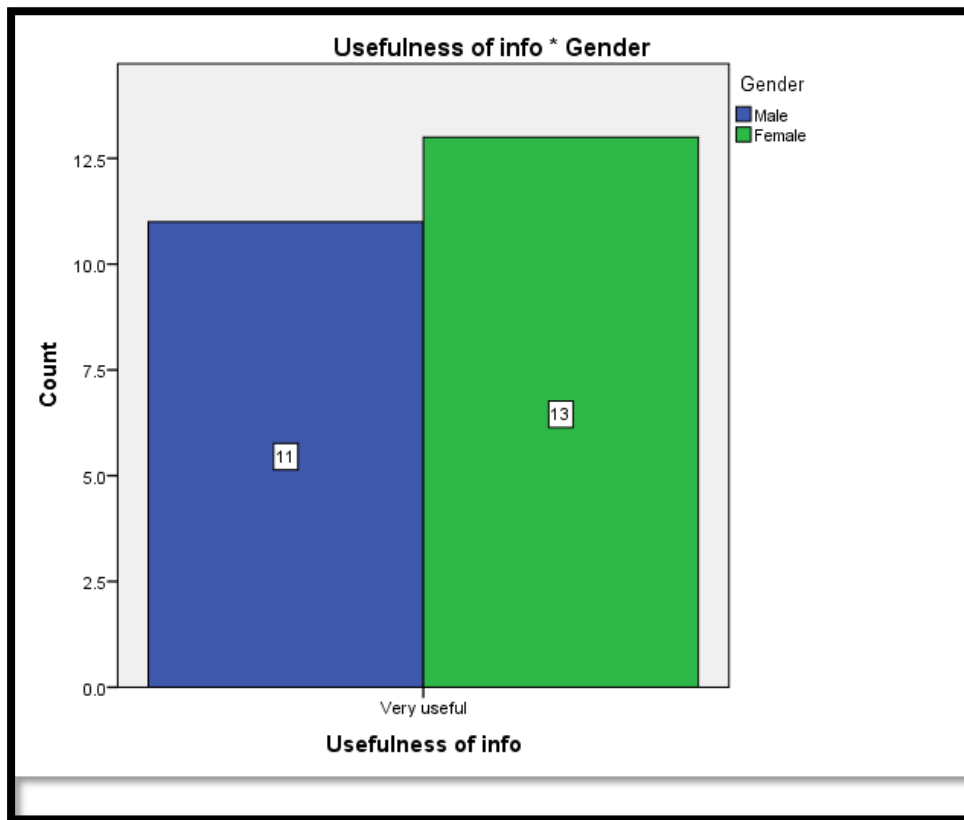


Chart 04 – Usefulness of information displayed on Citizen’s Charters

A majority of female respondents (13 nos) mentioned that information displayed are quite useful for their activities and 11 males concluded that information mentioned are very useful. It is important that necessary information is delivered to support the services they look for and according to above chart all respondents who are aware of CC had the perspective that information mentioned and very useful.

5.1.2 Service recovery / Citizen's Satisfaction

The ultimate goal of the Citizen's Charter initiation is citizen's satisfaction hence the whole process of the Public Administration circular should be executed wholeheartedly for the betterment of the citizens. The service recovery stage has a direct impact on the customer satisfaction levels as it gives a main focus on a more decentralized service mechanism to service seekers where the officers must give proper reasons of any service issues customers' face and remedies to overcome those issues. MPAHA Circular No 05/2008 (2008, p.04) states that, "there may be instances where a ministry/department/statutory body is not able to fulfill the pledges made in their respective charters. Should this happen it will adversely affect the image and credibility of the department/agent concerned. As such the ministry/department/statutory body will take immediate appropriate action to restore the faith of the citizens. This process is called service recovery."

- **If service was not delivered on time as mentioned in the CC what was the reason?**

There were couple of instances where the services were not delivered on time when comparing with the CC breakdown and out of the total number of 24 respondents who were aware of CC only 07 faced issues with service delivery delays and below pie chart projects the summery of it.

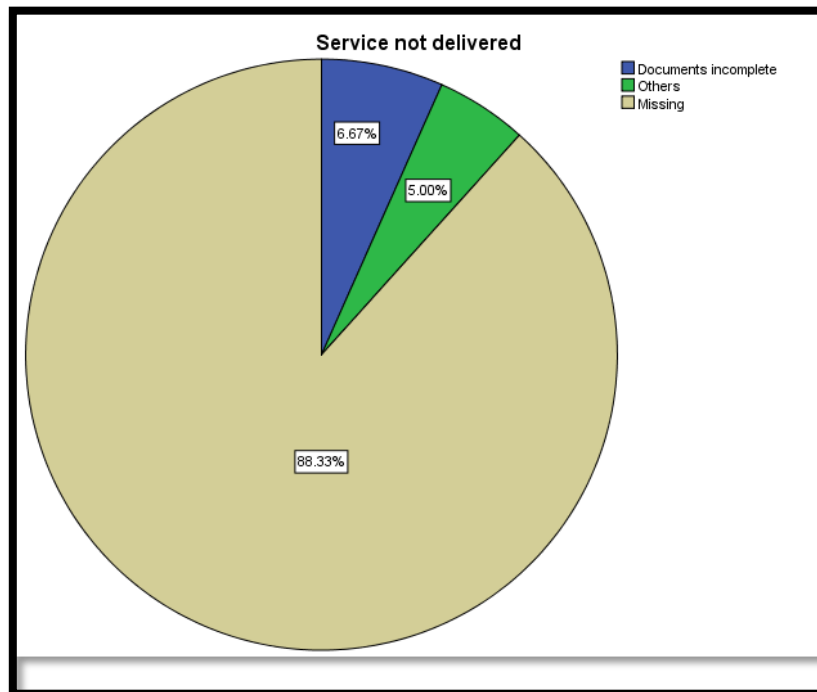


Chart 05 – Reasons for not delivering services on agreed time

Missing = Respondents who were not aware of CC

The most common reason for not delays in services were the lack of documentation (4 respondents) especially when it comes to Birth, Death and Marriage certificate departments and Business Registrations. 3 respondents has couple of other issues such as incapability of understanding the form requirements and other complexities where they had to consult the officials before they could fill out the request forms.

- **Did you get clear reasons as to why the service(s) were not delivered on time?**

According to the circular the most important aspect of the service recovery segment is to give reasons to customers when services are not delivered on time, therefore the basic information required to grab here is whether officials at divisional secretariat offices have given clear reasons to service seekers. Out of the total of 60 respondents 15 respondents had issues with service delivery. 14 respondents received clear reasons as to why the services not delivered properly and only one respondent mentioned that required reasons were not given as per the expectations. Below chart projects the summery of it.

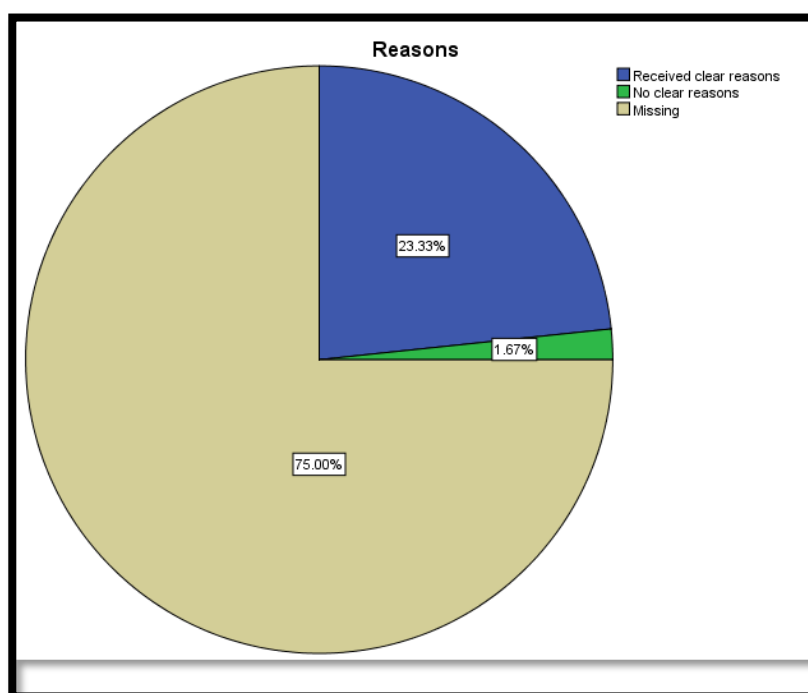


Chart 06 – Reasons availability for not delivering services
Missing = Respondents who were not aware of CC

- **Are you aware of the complaint lodging system?**

The complaint lodging system gives freedom for citizens to lodge a complaint with the same official or higher level officials if there was any issue(s) on the services they delivered. Therefore the awareness of this system is quite important to measure.

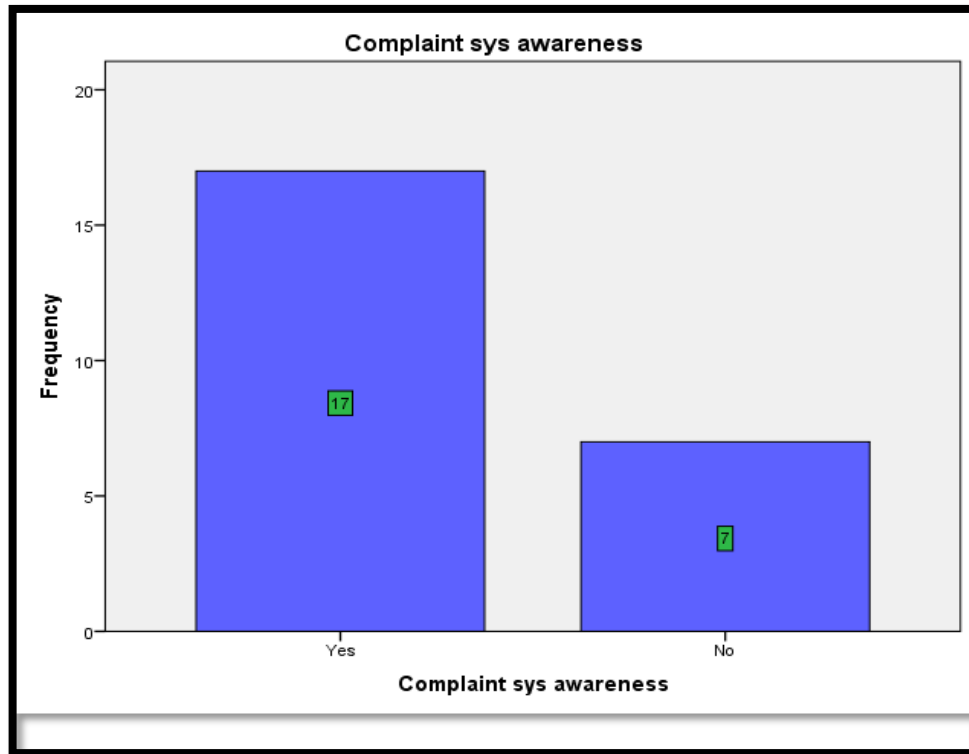


Chart 07 – Complaint system awareness

Out of the 24 respondents who were aware of CC; 17 respondents were completely aware of this system and they have used it previously as well and only 07 respondents were unaware of this system and the main reason for this was that their lack of interest in searching for more information on the services they receive. Based on the two DS offices concentrated it was quite evident that the complaint system execution had different ways of operationalizing. For an example Galle Four Gravets DS office has separate forms to be taken from the reception with a hotline number displayed in front of every service counter but in Hikkaduwa it was not visible however since there has been a new building opened in Hikkaduwa for the DS office a more effective awareness program can also be taken into action by the officials to create awareness of the Citizen’s Charter program.

Divisional Secretary at Galle Four Gravets highlighted that, “we have been quite successful in executing the complaint management system in our office and I have allocated a separate person to monitor these complaints and to go through the suggestion boxes, forward the complaints and complements to the relevant departments and to file the documents properly. Apart from the documentation; I have allocated a separate mobile number to contact me immediately if there is any issue with the services and no matter what time of the day I make sure that I look into the matters and give customers a feedback of the outcome.” (Respondent: Divisional Secretary of Galle Four Gravets DS Office, 30 May 2018)

“In Hikkaduwa even though we initiated the complaint management system with the implementation of CC few years ago the citizens showed very less motivation to use this and basically this is due to the preference of them to directly talk to the officials rather than lodging a complaint or a complement. Here citizen’s prefer to talk directly to myself or any other officers as we have a very user friendly open door policy and they prefer to talk to us directly and choose to give feedback to us before they leave.” (Respondent: Divisional Secretary of Hikkaduwa DS office, 01 June 2018)

Giving clear reasons when a service was not delivered is a compulsory requirement of the complaint management system both in Sri Lanka and Bangladesh. Based on the results of the Bangladesh survey majority have not received any feedback on the reasons for non-delivery of services (46% did not get any clear answer and 43% got some answer but not convincing). The complaint systems itself is a tremendous effort to mitigate the power distance between bureaucracy and the general public and in the study conducted on the Divisional Secretariats in Galle district it was clearly evident that a lower level of power distance was in presence. However the Bangladesh context has a different view point and based on the survey it can be noted that a higher level of power distance was in place.

Further to this measuring the effectiveness of the complaint management system was done in Nepal through inquiring whether respondents received a feedback on the complaints they did. According to the survey 47% of respondents have received some answer which was not convincing and 26% have not received any opinion as to

why the service(s) were not delivered.

In line with the studies conducted in Sri Lanka and Bangladesh; the complaint management system is a strong step towards a more decentralized and less power distance culture. Jamil (2011, p.185) states that, "proper attention to complaints carried out by service providers is a proactive stance to redress ills in providing services and improve ways of providing it. Adequate attention to complaints also creates a close rapport between municipalities and citizens thereby enhances citizen's participation in producing public services." And as Hofstede-insights (2018) mentions, "with a slightly high score of 65, Nepal is a relatively hierarchical society. This means that people accept a hierarchical order in which everybody has a place and which needs no further justifications." However when all three countries are compared Nepal projects a lower amount of power distance.

Another study was conducted by scholar Sushmita Acharya on implementation of Citizen's Charter and improving municipal services in Nepal and Sushmita (2010, p. 62) mentioned that, "effectiveness has been operationalized with three concepts such as timeliness in service, cost of services and working of complaint system. If citizens could find these three things after the implementation of CC in municipalities, then they become highly satisfied with the service received." Hence the importance of the complaint system is mentioned in this study as well.

In terms of the complaint handling mechanism the study suggests that 35% of respondents are less satisfied while 38% of respondents are somehow satisfied. Sushmita (2010, p.65) further mentions that, "the complaint handling system eventually helps to improve the overall institutional performance and citizens prefer those institutions where the system of grievance handling is active and which always shows willingness to serve the service users." Results projects that majority are satisfied with the complaint management system hence a lower power distance can also be noted at this point. However this study does not focus on uncertainty avoidance aspect of the public service officials hence based on the Sri Lankan and Bangladesh context that cannot be compared at this point.

5.1.3 Monitoring and Evaluation

This variable was evaluated based on qualitative data collected from the Divisional Secretariats based in the two offices selected for this study. MPAHA Circular No 05/2008 (2008, p.05) states that, “monitoring is to be carried out continuously by every ministry/department/agency to ensure adherence to the pledges made in their respective charters. The monitoring activities can be carried out by already existing internal mechanisms and/or establishing an effective feedback and response system. Further the ministry/department/agency shall use existing mechanisms for quality/productivity improvement or establish a steering committee to evaluate feedback, ensure that the grievance handling process is implemented systematically and enable supervisors to monitor their subordinates closely.”

The sustainability of the CC program purely depends on the effectiveness of the monitoring and evaluation segment done by the separate Divisional Secretariat offices. It is only through a successful monitoring and evaluation of the processes a successful feedback can be generated for future developments or any amendments to be done for the existing system and time frames. The ministerial involvements are also questionable as they have taken a decade to send out a circular highlighting the importance of CC and the value of executing it successfully. Initially CC was executed in 2008 and it was only in January 2018 Ministry of Public Administration and Home Affairs have sent out the second circular mentioning the importance of the execution of it. However through the in-depth interviews below points were noted. It is important to note that apart from the ministerial involvements it is solely in the hands of the divisional secretariats and the relevant department heads to have a successful monitoring of the CC system and the time frames.

“Throughout the training programs which were conducted for the public service officials regarding Citizen’s Charter by SLIDA; we heavily emphasized on the importance of a successful monitoring and evaluating process to make this initiative a success and sustainable. And it is solely at the hands of the Divisional Secretary or the institutional head of the respective organization to make sure that CC is properly monitored and actions are accounted for. SLIDA is not in a position to have regular

monitoring programs throughout Sri Lanka to evaluate the implementation success of CC therefore the support of the heads of the institutions are very much important. According to the circular it is a must to have steering teams in each office for this purpose but from my experience with the appointment of various heads from time to time results in changes of the evaluating segment of CC and the interest of the institutional heads are the most important to have a sustainable future for the implementation of Citizen's Charter." (Respondent – Former Director General at Sri Lanka Institute of Development Administration, 20 May 2018)

Based on the interviews conducted with the heads of both Divisional Secretariat offices below outputs were generated. Divisional Secretary at Galle for Gravets Divisional Secretariat office, 25 May 2018 mentioned that, "there is no mechanism to evaluate the performance of the Citizen's Charter program and I have asked the department heads to adhere to the time frames of each service mentioned in the CC." Other interviews conducted with the department heads of Birth, Death and Marriage (BDM) certificate department, Business registration department and Samurdhi department revealed that they do not have a successful mechanism to evaluate the performance of these time frames. Therefore it is quite evident that there is a question of sustainability of the CC program at Galle four Gravets DS office.

"Our B.D.M division is the second largest division in Sri Lanka and due to the sheer number of people we receive on a daily basis we struggle most of the time to deliver certificates based on the assigned time frames in the CC, hence the given time frame of 05 minutes is quite challenging most of the time. All birth, death and marriage certificates between 1960-2014 have been scanned but we cannot deliver each and every certificate on one by one basis due to the massive work load we face in our department and for all other document requested apart from that time frame; we face further challenges since we need to manually go through the document sets in the archive for extractions" (Respondent – Head of the department – B.D.M division Galle Four Gravets DS Office, 30 May 2018)

In Hikkawuda DS office similar outputs were also noted where it was quite evident that there is no successful monitoring and evaluation mechanism. “We have handed over the monitoring and evaluation of CC program to the relevant department heads and it is their responsibility to monitor whether the timeframes are accurate and to inform if there are any mismatches with the original CC displayed” (Respondent – Assistant Divisional Secretary – Hikkaduwa, 01 June 2018). Further to the interviews held with department heads of the three selected divisions it was noted that there is no formal or set mechanism to evaluate the performance of the Citizen’s Charter program. Hence there is serious risk of the sustainability of the CC initiation.

5.2 Influencing factors for implementation of citizen’s Charter

Four main independent variables were used in order to link with the dependent variables and further these independent variables were sub categorized into seven sub measurement variables as well. Below is the summary of the independent variable categorization. These have been structured into the analytical framework in order to answer the main research question of identifying the main factors that affected the implementation of CC in the Divisional Secretariat offices. Further the development of these variables have been heavily focused on the Thomas Smith’s policy implementation theory where these independent variables have a direct link with the segments of the policy framework.

As mentioned in Chapter 02 the implementation model has a focus on the target group which focuses on the leadership aspects of an organization, the implementing organization element has an aspect involved in capacity of the entity which can be linked to the human and financial capacity. Environmental factors mentioned in the implementation theory have attention towards the cultural, political and social factors which can be connected with the institutional cultural variables of power distance and uncertainty avoidance. And further in order link up the element of “tensions” in the policy framework absenteeism and union demands have been taken into consideration.

Table 07 – Independent variable measurement criteria

Independent Variables	Supportive Sub Variables	Method of measurement
	Institutional Culture	
	Power Distance	Quantitative
	Uncertainty Avoidance	Qualitative
	Resource Availability	
	Human Resources	Quantitative
	Financial Resources	Qualitative
	Leadership	
	Commitment	Qualitative
	Workforce Resistance	
	Absenteeism	Quantitative
	Union Demands	Qualitative

5.2.1 Institutional Culture

5.2.1.1 Power Distance

As mentioned in the operationalization definitions of this study in chapter 01 power distance refers to the degree of authority distribution in the selected District Secretariat offices. And this has been measured from service seekers based on the ease of accessibility they face with the designated staff and the higher authority if required. During the data collection stage the question of accessibility for designated staff and higher authorities were asked from all respondents despite the fact that majority of respondents were unaware of CC.

- Experience in accessing to the designated staff

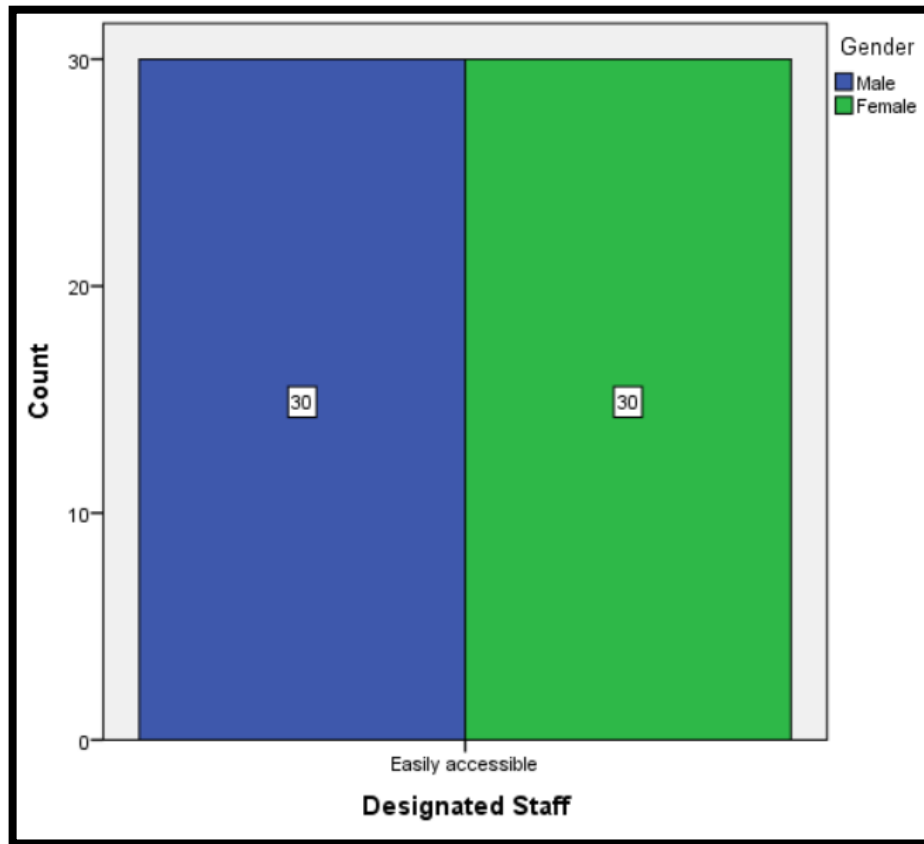


Chart 08 – Accessing designated staff

From the scale of “easily accessible” to “not possible”, all respondents (60) who were aware of CC and were not aware of CC have had no difficulties in accessing their designated staff which included the department heads and other supportive staff as well therefore very low power distance can be noted at this stage from both Divisional secretariat offices.

- **Experience in accessing higher authority if required**

The same feedback as the first part of the question can be noted for this segment as well since all service seekers (60) who were and were not aware of CC had no challenge in accessing the higher authorities for their consultations. These higher authorities include the layers above the relevant department head hence the Assistant Divisional Secretary and the Divisional Secretary falls under the higher employee category.

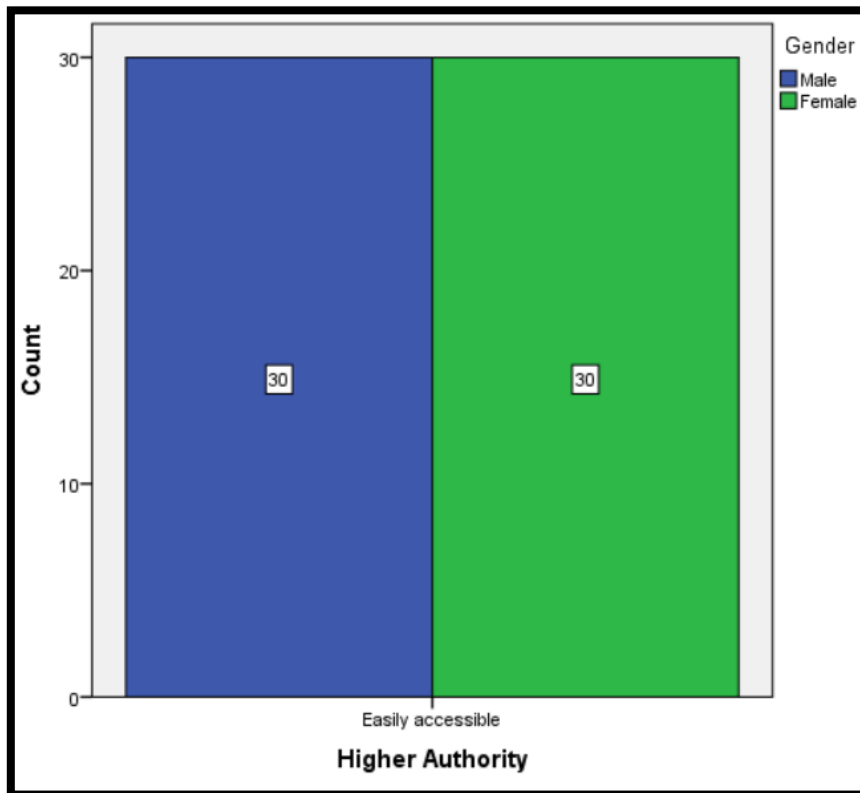


Chart 09 – Accessing higher authorities

Even though Sri Lanka has been considered as a relatively high power distance country, this result is quite interesting as it projects a lower power distance aspect in this regard. Hofstede and his team through their extensive research on institutional and national cultural measures develops timely updates on these dimensions. According to Hofstede-insights (2018), “the dimension deals with the fact that all individuals in society are not equal – it expresses the attitude of the cultures towards these inequalities amongst us. With a slightly high score of 80 Sri Lanka is relatively a hierarchical society. This means that people accept a hierarchical order in which

everybody has a place and which needs future justifications.” It is evident that the standardized results exposed by Hofstede’s research is somewhat challenged through this study of CC as it highlights a lower level of power distance, however these can differ if Sri Lanka is taken as one unit of measurement considering all governmental institutions.

Throughout the observations of this study it was quite evident that the role of the head of the Divisional Secretariat office plays a vital role in successful implementation and execution of Citizen’s Charter as well as all other processes. In both offices the Divisional Secretaries have maintained open door policies where any person has the liberty of meeting him/her without any prior appointment and especially in Galle Four Gravets the Divisional Secretary has given a separate mobile connection to contact him for citizens. Therefore through these measures by the heads of the institutions and by the department heads a very low power distance can be noted.

Further to the above results Hofstede-insights (2018) suggests that, “Bangladesh scores high on the dimension of power distance (score of 80) which means that people accept a hierarchical order in which everybody has a place and which needs no further justifications. Hierarchy in an organization is seen as reflecting inherent inequalities, centralization is popular, subordinates expect to be told what to do and the ideal boss in a benevolent autocrat.” Therefore the results of high power distance can also be considered in par with the Hofstede’s findings but the Sri Lankan context which also projected a score of 80 delivered results opposite to the score.

Another case specific study has been conducted by scholar Farhana Razzaque; titled, making citizen’s charter effective in public organizations of Bangladesh: rhetoric or reality?, a study of department of immigration and passports (DIP). Similar to the current study done about CC in Sri Lanka; the relationship between service seekers and officials have also been evaluated in this study on the Bangladesh passport office in terms how the customers are consulted in order to gather information on the service quality, provisions of taking feedback from clients, and in addition to the above a new provision was considered as the facility of taking their ideas before

introduction of any new policy concerning the passport services. Farhana, R. (2011. p.85) mentions that, “with regards to shared opinions and ideas with employees of DIP, all clients replied that they were never asked to share their opinions. On the same issue the employees of DIP shared with the researcher that there is no provision in DIP for seeking client’s opinions and feedbacks about the delivery of services. The responses of the informants indicate that there is hardly any communication between DIP and its clients in terms of soliciting information, the study further highlights that due to lack of authority the front line employees of DIP have to report and consult with their respective superiors before taking any decision regarding each single case even if the case is an emergency. As a result in many instances customers are made to wait unnecessarily for top officials decisions which subsequently make service delivery speed slow.” Hence it is clearly evident that there is a strong power distance involved with the staff at DIP.

5.2.1.2 Uncertainty Avoidance

The operational definition used in this study for uncertainty avoidance is risk taking probability and behavior when facing unclear futuristic situations. Since Citizen’s Charter marked a new change in the mechanism of traditional public service delivery the previous distance and usual working patterns between public officials and service seekers changed remarkably. However with this it is important to understand how the staff members of both DS offices responded to these changes in administration. In order to identify this aspect several questions were raised from the Divisional Secretariats regarding the behavioral changes of their staff members through in-depth interviews.

“Since its inception we did not face any issues with the staff in terms of being quite adamant or not flexible in delivering services mainly due to the fact that it was a direct order from the ministry of public administration and home affairs. However even after the initial developments and up to the present point of operation I have not noticed any abnormal issues with service deliveries by my staff members and previous Divisional Secretaries have not also faced such issues.” (Respondent – Head of the department – B.D.M division Galle Four Gravets DS Office, 30 May 2018)

The response from Hikkaduwa turned out to be a similar one when compared with the Galle Four Gravets DS Office since this has been a compulsory exercise there have not been any issue with implementation of CC. “I did not note any staff issues or any concerns in implementing the CC program, however I understand that since this is a compulsory exercise from the Ministry with strict principles to follow the staff automatically adjusted to the mechanism and to deliver the services from the best capacity to suit the time lines allocated for each service. Further to the implementation we did not experience a complaint management system which I feel as a remarkable initiative and staff was also having a very open mindset about this exercise and willingly participate for the success of the program.” (Respondent – Assistant Divisional Secretary – Hikkaduwa, 01 June 2018)

Hofstede-insights (2018) suggests that, “uncertainty avoidance has to do with the way that society deals with the fact that future can never be known: should we try to control it or just let it happen? This ambiguity brings anxiety with it and different cultures have learnt to deal with this anxiety in different ways. The extent to which the members of a culture feel threatened by ambiguous or unknown situations and have created beliefs and institutions that try to avoid these is reflected in the score of uncertainty avoidance. The relative intermediate score of 45 indicates that Sri Lanka does not indicate a strong preference.”

According to this result it is evident that Sri Lanka is a country with an intermediary level of uncertainty avoidance hence this outcome moves in par with this study’s finding that staff at both these DS offices have undergone the implementation process of CC without any ambiguity of their future working conditions. There have been no challenges or resistance to move compatibly with the CC implementation as per the outcome generated through the interviews conducted with the Divisional Secretaries.

Uncertainty avoidance on the other hand has been evaluated through measuring the orientation of rules and regulations vs. customer orientation at DIP. Farhana, R. (2011, p. 90) points out that, “majority of the officials try to follow the rules and regulations strictly while delivering services and one of them prolonged his statement by saying that, “you cannot undermine the importance of rules and regulations of government offices as rules and regulations help us to avoid ambiguity while performing tasks and another employee mentioned that it is helpful to avoid mistakes while performing the job.” To further prove the high uncertainty avoidance nature of Bangladesh culture Hofstede-insights (2018) states that, “Bangladesh scores 60 on this dimension and thus has a high score. Countries exhibiting high uncertainty avoidance maintain rigid codes of belief and behavior and are intolerant of unorthodox behavior or ideas.”

Therefore it is quite proving that there is high uncertainty avoidance at DIP and public servants have a high tendency of shielding themselves from future risks and challenges. When compared to the Sri Lankan context of Citizen’s Charter implementation and execution a different perspective can be noted where both Divisional Secretaries concluded that the staff have been quite prepared for the new public service delivery initiative.

5.2.2 Resource Availability

The core of this study is based on the theory of policy implementation by Thomas B. Smith which has been elaborated in length in Chapter 02, the literature review. According to Smith (1973, p.204), “the program and capacity of the implementing organization refers to the intensity and care taken to organize for the implementation and to the general capacity of the organization to meet the objectives or program implementation.” Hence it is quite important to have the adequate capacity which mainly consists of human resources and financial resources which are the main two segments of measuring resource capacity for the successful execution of a policy. In addition to this theory of policy implementation; the model developed by Van Horn and Van Meter illustrates a focus towards policy resources as well. Van Horn and Van Meter (1975, p. 462), mentions that, “policy resources are

the second major fact which can be mainly concerned in the policy implementation process. Resources may include funds and other incentives that facilitate to effective implementation and resources have been divided into two categories such as financial resources and human resources.”

5.2.2.1 Human Resources

The availability of human resources was evaluated through the questionnaire and it focused on asking the respondents their perspective of the weather the particular DS office has sufficient work force.

Table 08 – Sufficient workforce availability

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	23	38.3	95.8	95.8
	No	1	1.7	4.2	100.0
	Total	24	40.0	100.0	
Missing	System	36	60.0		
Total		60	100.0		

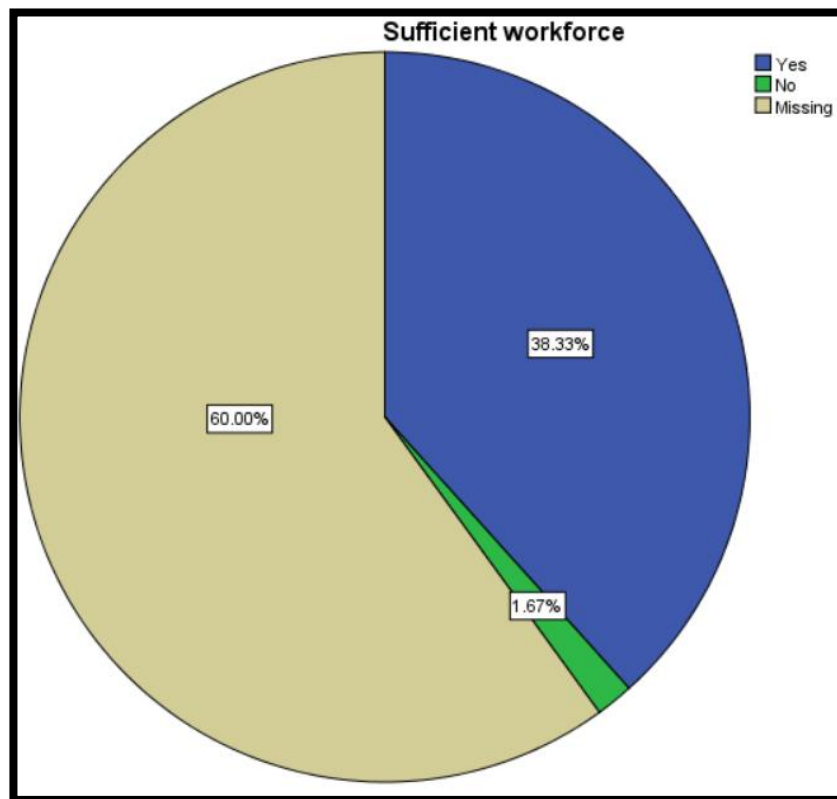


Chart 10 – Sufficient work force availability

Missing = Respondents who were not aware of CC

As the results suggests majority of the respondents who were aware of CC mentioned that there is sufficient work force to serve them and only one respondent mentioned about a weaker number of work force. Hence as a total the amount of work force in the DS Offices are at a satisfactory level, however from the service providers point of view there can be varying viewpoints on human factor based on the departmental requirements.

Since Samurdhi is a welfare support scheme there is a separately allocated field work staff and during the in-depth interviews with the department heads few concerns were noted. “The main concern after receiving an application for a welfare allowance is to do a field visit to the applicants place and to follow the protocol in order to document the actual scenario of his/her living and income conditions. Currently we have a vacuum of 15 field workers in our department.” (Respondents – Head of Samurdhi Grants, Hikkaduwa DS Office, 31 May 2018).

Another concern was raised by the head of Birth, Death and Marriage certificate division at Galle Four Gravets and especially it being the second largest certificate issuing body in Sri Lanka they have been facing certain challenges due to the congestion of applications and due to reason of finding certain documents manually. “It is quite easier to hand over documents which have been scanned but the issues arise when we get requests apart from that time frame and when we get a sudden increase of applications, at this point we naturally go through a very tough period in office and the support of more staff is quite important to deliver the documents to citizen’s efficiently.” (Respondent – Head of the Department – Birth Death and Marriage certificate division, Galle Four Gravets, 25 May 2018)

5.2.2.2 Financial Resources

The aspect of financial resources was a major concern in both DS offices and couple of department heads mentioned the further need of IT support to get their documentation worked out in a lesser time frame. Mainly financials are allocated for DS offices from the central government and for further allocations of budgets the process is quite lengthy and certain approvals must also be granted to proceed. As the Citizen's Charter implementation has been a joint project by the Sri Lankan government and the United Nations Development Program funds have been allocated from both ends with the higher emphasis on the UN funds. Data were collected from Divisional Secretaries and other department heads through interviews to support this segment.

"The current Citizen's Charter display at this office is not properly visible to citizen's who walk in, and as you can see it does not get a direct eye contact to the people who walk in since it is posted at the back of the reception area. In order to mitigate this issues I planned for a large LED screen to be fixed at the entrance since people usually have a tendency to look at colourful scenes, however it was not possible since I couldn't get the necessary funds to execute this." (Respondent – Divisional Secretary, Galle Four Gravets, 25 may 2018)

"We sometimes get congested due to the lack of computer resources specially when it comes to inputting collected data and preparing documents on a monthly basis for Samurdhi receivers" (Respondent – Head of the Samurdhi department – Galle Four Gravets, 25 May 2018). Apart from this the most challenging department is the B/D/M¹¹ certificate division where they also have been facing a number of issues related to IT. "We need scanners to this department to scan all the certificates we get from Grama Niladhari officers¹². The current process is that we send out all the certificates received from Grama Niladhari officers to the Colombo main registrar branch where they scan and send us the documents back and this process takes

¹¹ B/D/M – Birth/Death/Marriage

¹² Grama Niladhari is the lowest level of administrative division in a particular geographical area who reports to the Divisional Secretariat office

many weeks depending on the work load in Colombo¹³, therefore we need scanners to ease out the congestion and to cut out the processing times significantly. I have requested for these for some time but due to many reasons we are yet to receive them and since installing scanners at this office changes the documentation process significantly it has become quite tough.” (Respondent – Head of B/D/M division, Galle Four Gravets DS office, 25 May 2018)

Requirements for IT was at demand in Hikkaduwa DS office as well. “Even though we do not get many citizens’ such as Galle Four Gravets we sometimes face documentation issues due to lack of IT infrastructure, hence if we can get more support for it that would be very sufficient to ease off our day today activities.” (Respondent – Head of B/D/M division – Hikkaduwa DS office, 31 May 2018). Same scenario applied to the business registration division at Hikkaduwa DS office as well where they were facing somewhat congestion in documentations due to lack of IT infrastructure.

5.2.3 Leadership

In terms of operationalizing, leadership in this study refers to the ability to influence employees to implement the Citizen’s Charter program successfully and data were collected from the Divisional Secretaries and other department heads to analyze this influencing factor. According to the policy implementation model by Thomas B. Smith this segment falls under the category of “the target group” which works as the party which gets directly affected by the policy implementation. Smith (1973, p.204) mentions that, “leadership can be aligned for or against the policy or the leadership may be indifferent to the policy and the nature of the leadership is also important.”

“When I joined this DS office four and half years ago there was a totally different scenario with lot of middle men and broker involvements, no queuing or any particular process of service delivery. I changed these unnecessary situations within a week and changed the structure of the whole office by changing the staff members from different departments as well. I gave my interest very much into the Citizen’s

¹³ Colombo is the commercial capital of Sri Lanka

Charter program and complain management issues as I felt it was the best way to deliver a better customer service and as well as to streamline the staff for a successful public service delivery. Further to what I said before I immediately created a direct mobile hotline where people can freely reach me anytime to discuss their matters. I displayed the hotline number is all service counters, encouraged people to fill out the customer feedback forms, allocated a person to monitor and file these documents and also that person was allocated to see the overall success of the CC program as well.” (Respondent – Divisional Secretary, Galle Four Gravets, 25 May 2018).

“Being the largest and the most revenue generating department of this office I have received continuous support from the Divisional Secretary at all times especially when it comes to rush times and when more people are needed to deliver the services. (Respondent –Head of B/D/M division, Galle Four Gravets DS office, 25 May 2018)

The situation in Hikkaduwa DS office is somewhat different as the head of the DS office position was vacant and the Divisional Secretary at Galle Four Gravets have been working as the temporary DS to that office with an assistant DS officer, hence the DS officer was overlooking two separate departments at the same time. “I have been working here for the past two years and three months and I receive very good support from the Divisional Secretariat for my day today work. He’s quite keen on delivering services as fast as we can to the general public hence he continuously overlook the performances of each department and department heads.” (Respondent – Assistant Divisional Secretary – Hikkaduwa, 01 June 2018)

5.3 Workforce resistance

“Tensions” are an integral characteristic of a policy implementation process hence this has been incorporated as an important segment in the policy implementation theory followed in this study. Smith (1973, p.202) states that, “while policies are implemented tensions, strains and conflicts are experienced by those who are implementing the policy and by those who are affected by the policy. The tensions generated by the implementation of the policies may cause transaction patterns and in some instances the establishment of institutions required for the generalization of policy goals.”

To analyze these tensions workforce resistance factors such as staff absenteeism and other union movements have been taken into consideration hence this refers to the unwillingness or lethargic attitude of employees in the selected DS offices towards the implementation of the CC program. Citizen’s Charter can be regarded a way of change management since it does numerous changes to the current public service delivery mechanism. As Thomas Smith suggests in his policy implementation theory the policy implementation process gives rise to tensions as a byproduct and it is strictly important to manage this properly in order to avoid issues such as union movements or planned absenteeism from work by employees as a method of resisting to the change management process. Therefore work force resistance was taken as an independent variable and in order to measure it absenteeism and union movements were taken into consideration.

5.3.1 Absenteeism and union movements

Absenteeism deals with collective absenteeism practices from the workforces of the DS offices against the Citizen’s Charter implementation process. There is a tendency in Sri Lanka and as well as most developing nations to take leave for a day or may be few days as a whole as a method of showing resistance to change. Further to this there can be various union movements as well such as striking or protesting. These were asked from service seekers through the questionnaires and below projects the outcome from the two DS offices.

- **Have you noticed any union movements or abnormal staff absenteeism regularly?**

This displays that change management practices have been maintaining quite successfully at both DS offices taken into this study hence no union movements or any other issues were noted by the service seekers throughout their visits for these two offices. Further to the quantitative data collected, throughout the interviews with the Divisional Secretaries this concern was raised as well and as they both mentioned the implementation has been executed with the support of each department head while giving them the authority to monitor their own departments and to discuss on the agreed lead times to deliver services.

“From the initial awareness stages up to the present I conduct regular progress meetings with all department heads to identify their issues and to give solutions from the best of my ability. This mechanism has created a sense of belongingness in the employees and we have never faced any union movements or unusual absenteeism throughout.” (Respondent – Divisional Secretary – Galle Four Gravets, 25 May 2018)

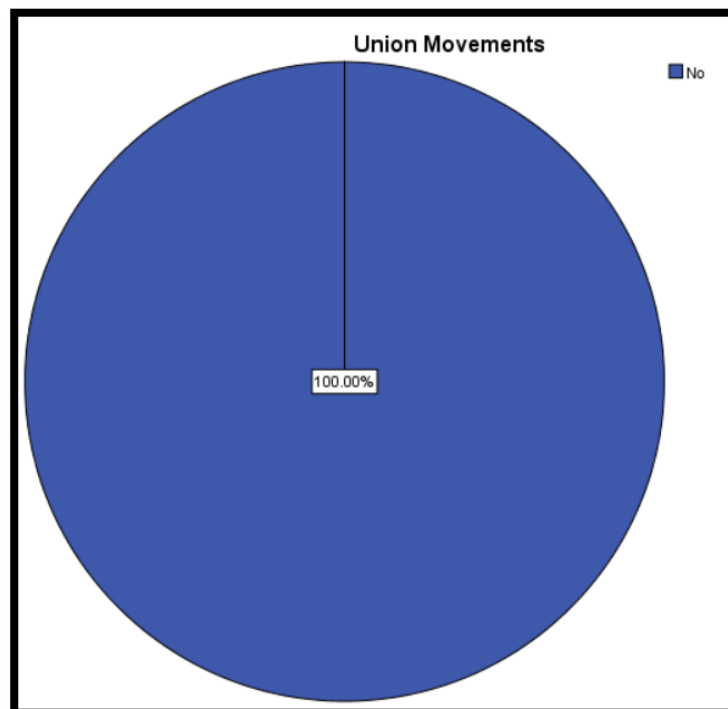


Chart 11 – Union Movements

5.4 Conclusion

The main purpose of this chapter was to analyze the independent and dependent variables and to further understand how these variables have linked up in answering the main research question of the main factors that have affected the Citizen's Charter implementation in the selected Divisional Secretariat offices. Both quantitative and qualitative data were analyzed based on the two main segments of this chapter which was divided based on the analytical framework constructed in chapter 02. From the analysis it can be noted that lower power distance and strong leadership commitment has lead towards successful implementation of Citizen's Charter and execution of it and mainly due to the open door policies maintained by the Divisional Secretaries citizens are quite satisfied with the services they receive. The complaint management system has different approaches of execution in these offices where DS office of Galle Four Gravets have been accurately maintaining while Hikkaduwa DS office has a more verbal approach by citizens.

Further to the above two other studies focusing on Citizen's Charter were evaluated from Bangladesh and Nepal where the Bangladesh passport office projected strong power distance and uncertainty avoidance while the Nepal study on Municipalities suggested a lower power distance and higher customer satisfaction. As per the researchers conducted by Hofstede-insights these results moves in par with the national cultural dimensional scores.

CHAPTER SIX

SUMMARY AND CONCLUSION

6.0 Introduction

Citizen's Charter has been an untouched element of research in the public service mechanism in Sri Lanka. Even though this has been in existence since 2008 through the initiation of Public Administration Circular No. 05/2008 very minimum amount of research or evaluations have been done to measure the implementation success/failure or to evaluate the current status of operation of it. Henceforth this study can be regarded as the first study in Sri Lanka to research on Citizen's Charter. This concept can be regarded as a revolution in public service delivery mechanism as it develops a more decentralized customer centric culture which focuses citizens as customer and the satisfaction of the customer is given utmost importance at this point. Therefore this initiative consists of far more greater value than developing a list of services a government institute offers and the timeline but it also has an impact on changing the core cultural aspects of an institute and change management phases as well. Therefore this elegant transformation in public service delivery must be evaluated as the implementation of Citizen's Charter has been of a focus of United Nations Development Program since they have been the prime implementing organization involved in this and Sri Lankan government.

The chapter delivers the concluding remarks of this study on implementation of Citizen's Charter in Galle district, Sri Lanka. In order to line up the necessary clarifications the relevant points will be arranged through answering the research questions developed for this study followed by the delivering of findings based on the analytical framework covering the independent and dependent variables. The dependent variable consists of three sub variables and there are four separate independent variables as well. Hence links will be developed in order to identify how Citizen's Charter concept has been implemented and how successful/unsuccessful this has become in delivering selected services in the selected departments and Divisional Secretariat offices.

In addition to the above further focus will be given towards identifying how this study supports and opens up future research venues with regards to the new public management concept of Citizen's Charter.

6.1 Overview of the Research Questions

Mixed method approach was utilized for data gathering in order to analyze and to interpret data to answer the below research questions. The prominent research question of this study is "what are the factors that have affected implementation of Citizen's Charter at selected Divisional Secretariat offices in Galle District, Sri Lanka? In order to have a more accurate concentration for the study two study specific questions have been developed.

- Have the selected DS offices followed the implementation guidelines given by the Public Administration Circular?
- How successful have these DS offices become in delivering the selected service segment?

Main research question was focused on broader perspectives of the implementation of Citizen's Charter therefore cultural aspects such as power distance and uncertainty avoidance were taken in to consideration. Further elements such as human and financial resource availability, impact of leadership and tensions developed through the policy implementation process was taken into account as well.

The major information source available for the first sub question was the Public Administration Circular and based on the steps mentioned in the study through the questionnaires and interviews it was evaluated that whether the DS offices have followed the exact protocol given by the circular. The circular mentioned five major steps of implementation such as, formulation of Citizen's Charter, promotions of Citizen's Charter, service recovery, monitoring, evaluation and improvement, hence the proper effective implementation must include these steps successfully.

In addition the second sub question has a focus of the citizen's satisfaction aspects therefore it has been evaluated through assessing the consistencies of the services delivered in comparison with the timelines assured for the service seekers through the promotional materials. The complaint management system also supports this cause since it delivers a more decentralized structure and empowerment for citizens to identify and highlight to the necessary officials about their discrepancies faced when obtaining necessary services. Leadership has a stronger part to play in this area of citizen satisfaction as well and through qualitative measures such as in depth interviews with the Divisional Secretaries this aspect has also been evaluated.

6.2 Summary of study findings

6.2.1 Dependent Variable

The dependent variable of this study is the implementation of Citizen's Charter in the selected Divisional Secretariat offices in Galle district and in order to have a further focus on and analysis on this main variable three supportive variables were developed. At the starting session of data collection the most important aspect identified was that majority were not aware of the concept of Citizen's Charter therefore the promotion of this mechanism has not been sustainable.

- **Promotion on Citizen's Charter**

Displaying of sufficient information and the usefulness of information were taken into consideration at this segment which projected that all participants who were aware of CC mentioned that information was significantly available in the Citizen's Charter display and the information available on the notices were very useful to fulfill their requirements. The issues lies in the state when considering the sustainability of the promotional aspects of this initiative since when taking an overall aspect majority of the respondents were not aware of Citizen's Charter. As per the Public Administration Circular it is essential for relevant department heads to maintain a proper promotional mechanism to maintain the awareness levels of service seekers at a successful rate. Hence it is assumed that the promotion of Citizen's Charter have not been successful in the Divisional Secretariat offices concentrated in this study.

- **Service recovery/Citizens satisfaction**

Next segment of the dependent variable is the analysis on service recovery which has a direct impact on citizen's satisfaction. It is mentioned in the Public Administration Circular that all government departments engaged in delivery of public services must take the responsibility of giving them reasons when a service has not been delivered properly on time hence this segment focused on three aspects such as whether the service seekers received services as mentioned in the CC and the reasons from the service seekers point of view for it, further if the service seekers were given clear reasons as to why they did not receive proper services on time and finally the performance of the complaint management system. The most common reason for service delays were due to the lack of proper documentation and some had issues with understanding the requirements of the necessary forms to be filled as well.

However majority of the service seekers have received proper reasons as to why they have not received services as expected hence based on this the satisfaction of the citizens and the engagements officials have with the service seekers are at a very satisfactory level.

The awareness of the complaint lodging system is a very effective method of citizen's satisfaction since the citizens are given the opportunity of lodging their complaints with their higher officials and majority of the respondents have showed their awareness on the complaint management system and further especially in Galle Four Gravets this system is currently being widely and properly utilized by service seekers. Hence the awareness on the complaint management system can be assumed to be at a successful stage of both Divisional Secretariat offices.

- **Monitoring and Evaluation**

This segment was based on qualitative data where the Divisional Secretaries and the relevant department heads of the three service segments selected were taken into consideration. The issue lies in the fact that proper steering committees are lacking in the DS offices selected hence the monitoring and evaluation stage of the Citizen's Charter implementation cannot be seen at a satisfactory level. It is important to note that the sustainability of the CC program is totally dependent on the development of a proper monitoring and evaluation system for the performance of the CC initiative. However this cannot be noted at a successful rate in the selected segments.

6.2.2 Independent Variables

Independent variables consists of four major influential factors that affects the dependent variable of this study. These were based on Thomas B. Smith's policy implementation theory and the linkage between these factors with the dependent variable factors projects an overall picture of the implementation of Citizen's Charter practice.

- **Influence of Institutional Culture**

This was analyzed through measuring of power distance and uncertainty avoidance of the selected DS offices. From a service seeker point of view this was measured through questionnaires to analyze the experience in accessing to the designated staff as well as the higher authorities if required. The total number respondents mentioned that the designated staff was easily accessible and so was the ease of access to higher authorities if required. In addition to above the department heads point of views were also taken into account through the interviews which was focused in seeking for their ease of access to higher authorities. In both cases the power distance was seen at a very low level and service seekers as well as service providers mentioned that they have no challenges in meeting their superior to sort out matters. Hence it can be assumed that power distance is at a minimal stage in both the DS offices focused in this study.

Uncertainty avoidance on the other hand focused on understanding whether the service providers has any ambiguity in working towards the CC initiative execution. At the initial development stages of CC and at the stages on staff training the training authorities have noted lack of motivation from staff members in general, however when interviewing the two Divisional Secretaries they mentioned that no ambiguity was noted from the staff members mainly due to the fact that it was a compulsory exercise initiated from the ministerial level so compliance was a must by all. Therefore a lower level of uncertainty avoidance can be assumed at this stage.

- **Human and financial resource availability**

Majority of the service seekers concluded that there is sufficient human resources available in both Divisional Secretariats taken into consideration in this study. The success and the alignment of the service delivery times totally depends on the availability of human as well as financial resources hence this was an important element to measure. From service provider point of view a lack of field officers were noted at Hikkaduwa DS office and that was the only indication of a challenge for human resource supply therefore it can be expected that there is sufficient human resources in both DS offices.

Financial resources were taken into consideration through the use of interviews with the Divisional Secretaries and the department heads. Lack of IT infrastructure was a common issue raised by many departmental heads which leads to time consuming procedures especially when it comes to issuing of birth certificates. Therefore it is important to identify that both human as well as financial resources are compulsory for the implementation of Citizen's Charter.

- **Leadership**

Leadership strategies followed by both Divisional Secretaries and assistant Divisional Secretary in both DS offices have been a participatory followed one with heavy emphasis on group decision making, open door policies for all employees and service seekers hence undoubtedly leadership has played a vital role in reducing power distance among staff members, citizens and furthermore this strategy has led the

organizations to operate without less ambiguity for future endeavors. A precise leadership strategy is important for successful implementation of CC especially at the initiation stages however monitoring and evaluation of the system has not been quite successful at this point. The commitment of heads of the institutions is important strictly important in order to have a proper balance between the human resources and the work demands from service seekers and this commitment was highly valued in both institutions by the subordinates and the service seekers.

- **Workforce resistance**

Since implementation of CC involves a change management process tensions can emerge however at both the institutions no resistance factors have been noted by the service seekers or the Divisional Secretaries hence there has been no impact on this towards implementation of CC.

6.3 Limitations of the study & further research suggestions

Due to the main reason of time constraints a comprehensive look into the implementation and execution of Citizen's Charter was not able to be performed hence only two DS offices had to be selected based on the geographic as well as implementation protocols followed by the UNDP as well as the Ministry of Public Administration and Home Affairs. The initial application of CC was executed in Southern province, Eastern Province and Uva Province of Sri Lanka however due to travelling concerns and time constraints only the Southern region was selected for this study. Hence further analysis can also be done based on two aspects as below.

- An urban and a semi urban region from Galle District in the Southern Province has been selected to conduct this study however further research can be conducted by selecting two Divisional Secretariat offices from two rural areas as well. This can add more nourishment to the application of Citizen's Charter practice in Sri Lanka.

- Furthermore a simultaneous study can be conducted by taking Divisional Secretariat offices from the Eastern province and the Southern Province so identify how CC has been implemented and executed. Since these have been the initial provinces of application a very important analysis can be developed based on the study.

For this study the researcher has selected Birth, Death and Marriage certificate, Business Registrations and Samurdhi Grant departments as the most performing departments of the selected DS offices and these were finalized based on the discussions the researcher had with them. However these can be further expanded to other departments such as issuing or timber permits, explosive licenses, animal transportation etc.

6.4 Study Contribution

This study has undoubtedly supported in understanding and analyzing an untouched yet one of the most important public service delivery mechanisms in Sri Lanka as well as the throughout many developing and developed nations in the world. As of now there has not been a successful research conducted on Citizen's Charter initiation, implementation and execution in Sri Lanka, therefore this study will be the basis of further evidence and vault of understanding the current status of Citizen's Charter implementation in Sri Lanka.

Based on the two institutions focused; this research has concentrated in exploring the insights of both service seekers perspective as well as service providers perspective for successful delivery of Citizen's Charter mechanism. Being the first study on this aspect the findings of this research will be crucial for future research venues as well. In addition the focus on cultural aspects have led to a new thinking pattern for aspects such as power distance and uncertainty avoidance streams as the result gained through these were at a very low stage hence the current baseline of Sri Lanka being a high power and high uncertainty avoidance country has been challenged to a certain extent by these results. Thus additional studies can be conducted to further clarify these findings.

Further improvements can be made on the Citizen's Charter circular issued by the Ministry of Public Administration and Home Affairs since a clear conclusion of this study is that the monitoring and evaluation segments have not been successfully executed in both offices resulting in lower sustainability on public service delivery mechanisms. Therefore the Ministry can get involved in further training and awareness programs to enhance the current status of this important mechanism.

6.5 Conclusion

This chapter delivered the essence of this study in terms of the findings based on the dependent and independent variables focused. On a contrary this highlights that lower power distance and uncertainty avoidance, sufficient resource availability, corporative leadership commitment, lack of union movements, successful complaint management system monitoring, effective promotion of Citizen's Charter processes can lead to successful implementation and execution CC and will ultimately result in an enhanced public service delivery to the citizens.

ANNEXURE

Annexure 01 – Administrative map of Galle district



Map 01 – Administrative map of Galle district

Annexure 02 – Descriptions of Divisional Secretariat offices

Galle Four Gravets – This is the most prominently located Sub DS office in Galle which is situated closest to the city center when compared with other selected Sub DS offices in this study.

Map 02 – Galle Four Gravets DS office location

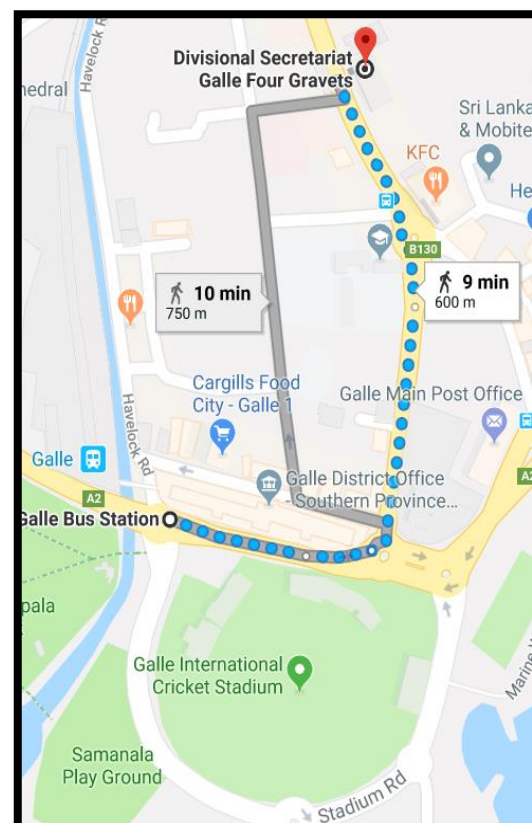


Table 09 - Workforce breakdown of Galle four gravets divisional secretariat office

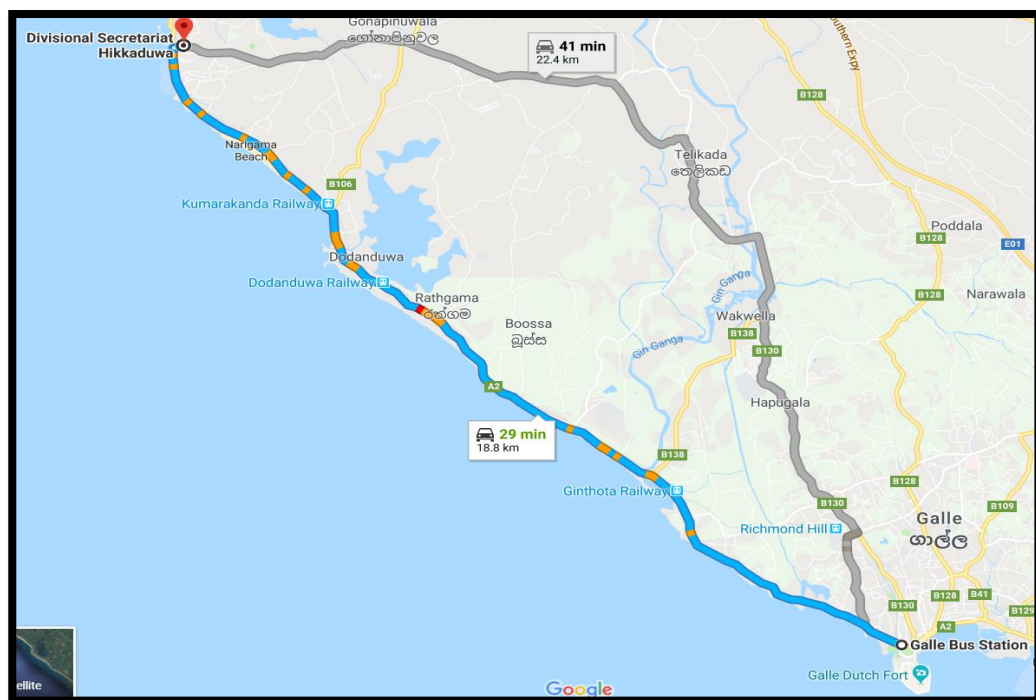
Jobs of Divisional Secretariat (Circular Number 6/2006)	Approval Cadre	Actual Cadre	Vacancies	Excess
Staff Officer				
Divisional Secretary	01	01	-	-
Assistant Divisional Secretary	01	01	-	-
Accountant	01	01	-	-
Deputy Director (Planning)	01	01	-	-
Administrative Officer	01	01	-	-
Administrative Officer (Grama Niladhari)	01	01	-	-
Secondary				
Management Assistant (1, 11, 111)	44	44	-	-
Technical Officers	01	01	-	-
Information & Communication Technology Assistant	01	02	-	01
Development Co-Ordinator	01	02	-	01
Grama Niladhari	50	49	01	-
Receptionist	01	01	-	-
Primary				
Office Employee Assistant	09	08	-	01
Sanitary Laborer	-	-	-	-
Driver	02	01	-	01
Watcher	-	-	-	-

Source-

http://www.galle.ds.gov.lk/index.php?option=com_content&view=article&id=6&Itemid=65&lang=en

Hikkaduwa –

Hikkaduwa is regarded as a prominent tourist area in the Southern region and it is situated approximately 20KM out of Galle. The staff breakdown is also mentioned below.



Map 03 – Hikkaduwa DS office location map

Jobs of Divisional Secretariat (Circular Number 6/2006)	Approval Cadre	Actual Cadre	Vacancies	Excess
Staff Officer				
Divisional Secretary	01	01	-	-
Assistant Divisional Secretary	01	01	-	-
Accountant	01	01	-	-
Deputy Director (Planning)	02	02	-	-
Administrative Officer	-	-	01	-
Administrative Officer (Grama Niladhari)	01	01	-	-
Secondary				
Management Assistant (1, 11, 111)	34	34	-	-
Technical Officers	01	01	-	-
Information & communication technology Assi.	01	03	-	02
Computer Data Entry Officer		01	-	01
Development Coordinator	01	02	-	01
Grama Niladhari	97	97	-	-
Primary				
Office Employee Assistant	06	06	-	-
Sanitary Laborer	-	-	-	-
Driver	02	02	-	-
Watcher	-	-	-	-

Table 10 – Workforce breakdown of Hikkaduwa Divisional Secretariat office

Source -

http://www.hikkaduwa.ds.gov.lk/index.php?option=com_content&view=article&id=6&Itemid=45&lang=en

Annexure 03 – Service seeker questionnaire

Study on Citizen’s Charter practice in Galle District, Sri Lanka
Service seekers perspective on Citizen’s Charter

Divisional Secretary Office -

Date -

Service segment -

1.0 Have you heard of Citizen’s Charter in this D.S office?

1. Yes 2. No

2.0 If “Yes”, how did you hear about it?

1. Notice board
2. Divisional Secretary Staff
3. Internet
4. Family and friends
5. Media
6. Others (Please specify)

3.0 Do you think there is sufficient information in the Citizen’s Charter? (Promotion part)

1. Significantly
2. Quite considerable
3. Partially
4. Not at all

4.0 How useful are the information displayed with regards to the service you are looking for? (Promotion Part)

1. Very useful
2. To a certain considerable extent
3. Very small
4. Not useful at all

5.0 From your experiences what are the consistencies of the timeframes for obtaining the services?

1. On Time
2. A little longer than mentioned in Citizen’s Charter
3. Too loner than mentioned in Citizen’s Charter
4. Don’t know

6.0 If the service was delivered on time as mentioned in the Charter what was the reason?

1. Through the due process
2. Any personal connections you know
3. By being cordially persuasive
4. Through a middle man
5. Others (Please specify)

7.0 If the service was not delivered on time as mentioned in the Charter what was the reason? (Service recovery part)

1. Documents were incomplete/invalid
2. I didn’t approach the relevant counter or department
3. Officials didn’t corporate
4. Others (Please specify)

8.0 All things considered how satisfied are you with the time they took to serve you?

1. Very satisfied 2. Satisfied 3. Neutral 4. Dissatisfied 5. Poor

9.0 What is your experience in getting access to the relevant officials?

Access to	Easily accessible	With persuasion	Somewhat accessible	Not possible
Designated Staff	1	2	3	4
Higher Authority if required	1	2	3	4

10.0 Do you see consistency between the information on the Citizen's Charter and the way you were serviced by the relevant department?

1. Consistent 2. Partially consistence 3. Inconsistent

11.0 In the case you did not receive proper service delivery did you get a clear reason as to why it was not delivered?

1. Yes, I received clear reasons
2. Yes, I received but not with clarity
3. No, I didn't receive any clear reasons

12.0 Are you aware of the complaint lodging system?

1. Yes 2. No

13.0 (a) In the case of non-delivery of service or any other issue you faced were you able to lodge a complaint with the concerned official?

1. Yes 2. No

13.0 (b) If "Yes" what was the outcome?

1. Yes I got the service
2. I have not received the service
3. Don't know

14.0 In general do you see Citizen's Charter mechanism as satisfactory?

1. Yes 2. No

15.0 Do you think there is sufficient workforce at this office to serve citizen requirements?

1. Yes 2. No

16.0 Have you noticed any union movements of abnormal staff absenteeism in this office regularly?

1. Yes

2. No

17.0 Any suggestions for improvements of Citizen's Charter in this office?

Annexure 04 – Interview guide for Divisional Secretaries

- 1.** How long have you worked as the Divisional Secretary at this office?
- 2.** What is your perspective of Citizen's Charter?
 - a.** Staff commitment
 - b.** Service delivery time frames
- 3.** What are the mostly used services by citizen's from your experience
 - a.** Issuing of birth, death and marriage certificates
 - b.** Issuing of income statements
 - c.** Issuing of asset valuations
 - d.** Samurdhi payments
- 4.** What is the major aim of this Citizen's Charter initiation?
- 5.** What are the main benefits citizens can receive under this initiation?
 - a.** Faster services
 - b.** Cuts through unnecessary formalities
 - c.** Middlemen elimination
- 6.** What is your perspective of the complaint management system?
 - a.** Functioning of the system?
 - b.** Citizen's interest and usage of it
 - c.** Staff's attitudes towards it
- 7.** Can citizen's talk to you directly if the desired service was not met by the staff or is there a particular process for it?
- 8.** How were the staff reactions to the Citizen's Charter processes?
 - a.** Rigidness to change
 - b.** Complaints
- 9.** How does the monitoring process occur at your office regarding the progress of the Citizen's Charter program?
- 10.** What are the improvement areas you observe for Citizen's Charter initiation?

Annexure 05 – Department head interview guide

01. How long have you worked in this D.S. Office?
02. Which department do you currently work and what are the services you focus?
03. What are your aspects on the Citizen's Charter program?
04. Do you believe the committed time frames in the Citizen's Charter are sufficient to deliver the services you focus?
05. As per your understanding do you think Citizens are aware of the Citizen's Charter?
06. Do service seekers request more information on the Citizen's Charter or inquire about the time frames taken to deliver services?
07. Are citizen's given the opportunity to talk to an upper level officials in case of any further information requirements?
08. Did you take part in any training program during Citizen's Charter implementation and after implementation?
09. Resource availability of the department?
10. How is the leadership support you receive for successful service delivery?
11. Has the complaint management system being successfully initiated in this office?
12. Are citizen's given sufficient room to lodge any complaint regarding service delivery or any unsatisfactory outcomes?
13. What are the improvement areas you note in the Citizen's Charter implementation and execution?

Annexure 06 – Interview guide – Former Director General at SLIDA

01. Background information

- What were the main reasons for Citizen's Charter implementation in Sri Lanka?
- Who were the main implementing parties involved in the process?
- What was the role of SLIDA in this process?

02. Training segment development

- What was the rationale in the development of the training program?
- How did you identify the training needs of the officers?
- How were the officers selected for this training program?
- What were development areas that were identified in the officers?



03. Sustainability of the training program

- What were the measures taken to monitor the performances of the officials?
- Was any future training schedule developed to monitor the successful implementation of Citizen's Charter?

04. Change Management

- What was the focus of the training programs for change management?
- What sort of resistance factors the executors noted at the introduction of the Citizen's Charter program?

Annexure 07 – Permission request letter to Galle Four Gravets

	DEPARTMENT OF POLITICAL SCIENCE
	UNIVERSITY OF PERADENIYA
	SRI LANKA
	Tele: 081-2392625 (office) 081-2392626 (Head) Fax: 081-2392626 (Political Science)
Dr. Athula Withanawasam Head Department of Political Science University of Peradeniya 16/05/2018	<i>A O A D R Ms. Osaka Ms. Nuwanika</i>
Divisional Secretary Galle Four Gravets Galle	<i>Give the assistance as necessary. A/S</i>
Dear Sir/Madam,	
<u>Kind Request to Facilitate in order to gather data for study purposes</u>	
The bearer Mr. Chathura Jayanga Kankanam Gamage (NIC No – 863190347 V) is a student reading for the Masters in Public Policy and Governance program at University of Peradeniya for the academic year of 2017/2018. He is concluding a research study on “Citizen’s Charter implementation in Galle district” as a part of his Master’s program.	
I shall be very much grateful if you could kindly assist the student by way of information, materials, interviews or in any other form which may enable the candidate to complete the research project successfully.	
Thank you.	
Sincerely	
 Dr. Athula Withanawasam Head – Department of Political Science University of Peradeniya	Head Department of Political Science University of Peradeniya Peradeniya, Sri Lanka

Annexure 08 – Permission request letter to Hikkaduwa



DEPARTMENT OF POLITICAL SCIENCE
UNIVERSITY OF PERADENIYA
SRI LANKA

Tele: 081-2392625 (office)
081-2392626 (Head)
Fax: 081-2392626 (Political Science)

Dr. Athula Withanawasam
Head
Department of Political Science
University of Peradeniya
16/05/2018

Divisional Secretary
Hikkaduwa

Dear Sir/Madam,

Kind Request to Facilitate in order to gather data for study purposes

The bearer Mr. Chathura Jayanga Kankanam Gamage (NIC No – 863190347 V) is a student reading for the Masters in Public Policy and Governance program at University of Peradeniya for the academic year of 2017/2018. He is concluding a research study on “Citizen’s Charter implementation in Galle district” as a part of his Master’s program.

I shall be very much grateful if you could kindly assist the student by way of information, materials, interviews or in any other form which may enable the candidate to complete the research project successfully.

Thank you.

Sincerely

Dr. Athula Withanawasam
Head – Department of Political Science
University of Peradeniya

Head
Department of Political Science
University of Peradeniya
Peradeniya, Sri Lanka

AO
ADR
SSO
pls give your kind assistance
31/05/18.

D.N.P. Kularathne
Assistant Divisional Secretary
For Divisional Secretary
Hikkaduwa

References

- Abeyrathne, G., Withanawasam, M. and Samaranayake, D. (2017) Trust report: The state of governance and citizen's trust in public and political institutions in Sri Lanka, p.xv
- Alireza, A. and Fereydoon, K. (2013) Developing a model for citizen's satisfaction with public sector services based on rough sets theory: A case study of Tehran municipality, pp.2001.
- Allen. S. (1998) Why most developing countries should not try new Zealand's reforms? **The World Bank research observer**, 13 (1) February, pp. 123.
- Alwis, R. (2009). **The history and prospects for public sector reforms in Sri Lanka**. Ph.D. thesis, Wellington. Victoria University.
- Anne, B., Colin, S. (1992) The citizen's charter program. **The modern law review**, 55 (04), July, pp. 527.
- Bandara, N. (2013) History and context of public administration in Sri Lanka. **Public administration in South Asia**. Pp. 474-480
- Bandara,N (2010) Quoted in Bandara, N (2013) History and context of public administration in Sri Lanka. **Public administration in South Asia**.
- Bulmer. (1977) Quoted in Ranjith, K. (2011) **Research methodology: A step by step approach**. 3rd edition. New Delhi. India. SAGE Publications. pp.28
- Burns. (1997) Quoted in Ranjith, K. (2011) **Research methodology: A step by step approach**. 3rd edition. New Delhi. India. SAGE Publications. pp.28
- Christenesen. T., and Laegreid, O., (2007) Transcending new public management. **The transformation of new public sector reforms**, pp. 08.
- Citizen's charter – A manual. (2010) Ministry of establishment, Bangladesh secretariat. Dhaka. Civil service change management program, pp.22.
- Commission of Inquiry on Local Government Reforms. (1999). **Report of the Commission of Inquiry on Local Government Reforms**. Colombo. Department of Government Printing. pp.39

- Creswell, J. (2014) **Research Design. Qualitative, quantitative and mixed method approaches**. London. SAGE Publications.
- Farhana, R. (2011) **Making CC effective in public organizations of Bangladesh: Rhetoric or reality? A study of department of immigration and passports**. Master Thesis. University of Bergen, Norway.
- Filipe, A. (2001) Improving public service delivery: the cross roads between NPM and traditional bureaucracy. **Public administration**, 79 (04), pp. 916 – 923.
- Galle four gravets divisional secretariat in Sri Lanka [Internet]. Available from <<https://www.citypopulation.de/php/srilanka-admin.php?adm2id=3139>> [Accessed 25th August 2018]
- Gavin, D. (2003) Citizen’s as customer – charters and the contractualisation of quality in public services, pp. 02 – 04.
- Grinnell. (1993) Quoted in Ranjith, K. (2011) **Research methodology: A step by step approach**. 3rd edition. New Delhi. India. SAGE Publications. pp.28
- Hikkaduwa divisional secretariat in Sri Lanka [Internet]. Available from <<https://www.citypopulation.de/php/srilanka-admin.php?adm2id=3136>> [Accessed 25th August 2018]
- Hofstede, G., Hofstede, G. and Michael, M. (2010) **Cultures and organizations – A software of mind**. 3rd edition. New York. McGraw Hill.
- Hofstede, G., Hofstede, G., and Minkov, M. (2010) **Cultures and organization: Software of the mind**. New York. McGraw-Hill.
- Hofstede-insights. (2018). [Internet] Available from <<https://www.hofstede-insights.com/country-comparison/bangladesh,sri-lanka/>> [Accessed 13 August 2018]
- Hofstedeinsights. (2018). [Internet] Available from <<https://www.hofstede-insights.com/country/sri-lanka/>> [Accessed 10 August 2018]
- Ishtiaq, J. and Rameshwar, D. (2009) The state of bureaucratic representativeness and administrative culture in Nepal. **Contemporary South Asia**, 17 (02), pp.195.

- Ishtiaq, J., Steinar, A., and Farhad, H. (2013) Understanding administrative culture: some theoretical and methodological remarks. **International journal of public administration**, pp.900.
- Jamil, I., Aminuzzaman, S., Askvik, S. (2011) Status of citizen's charter in urban governments: Bangladesh and Nepal compared. In: Haque, SK. Ed. **Understanding governance and public policy in Bangladesh**. Dhaka. North South University, pp. 176-178.
- Jan-Erik. L. (2000) **The public sector concepts, models and approaches**. 3rd ed. London. Sage publications.
- Jong. J. (2009) The limits of post: New public management and beyond. **Public administration review**, 69. February, pp. 162.
- Kruse, C. (2007) State structure in Sri Lanka. Centre for international migration and development, Northern and Eastern provincial councils. pp.02
- Marino. C. (2010) The introduction of new public management principles in the Italian public sector. **Transylvanian review of administrative sciences**, (30E), pp.32.
- Marshall & Rossman (1986) Quoted in Yin, R. (2003) **Case study research: Design and methods**. 3rd edition. California. SAGE Publications. pp.86
- McGuire, L. (2002) Service Charter's – Global convergence or national convergence? **Public management review**, 04 (01), pp. 494.
- Ministry of Home Affairs. (2018). [Internet] Available from <<http://www.moha.gov.lk/web/index.php>> [Accessed 16 August 2018]
- Ministry of public administration and home affairs, (2008). Available from: [www.pubad.gov.lk/web/eservices/circulars/2008/E/05-2008\(e\).pdf](http://www.pubad.gov.lk/web/eservices/circulars/2008/E/05-2008(e).pdf) [Accessed 10th January 2018].
- Mona, S., Xiaobao, P., Shoqi, A. and Saleen, K. (2017) The impact of citizen satisfaction with government performance on public trust in the government: Empirical evidence from urban Yemen. **Open Journal of Business and Management**, pp.350.

- Nazmul. K., Kabir. A., Ashaduzzaman. N. (2012) New public management and principles. **BUP Journal**, 1 (1) September, pp.05.
- Pollitt, C. (1995) Justifications of work or by faith? Evaluating the new public management, pp.134.
- Provincial councils in Sri Lanka [Internet] Available from <www.paffrel.com/.../131202101231Sri%20Lankawe%20Palathsabha%20-%20English> [Accessed 20 August 2018]
- Public service commission (2018). [Internet] Available from <<http://www.psc.gov.lk/web/index.php>> [Accessed 18 July 2018]
- Ramanie. S., Quamrul A., Julian T. (2008) The new public management reforms in Asia: a comparison of South and Southeast Asian countries. **International review of administrative sciences**, pp. 36.
- Ramesh, R., Ijhas, M., Dickwella, R. (2013) Accountability, transparency and corruption in decentralized governance: A case of local government in Sri Lanka, pp.61.
- Ranjith, K. (2011) **Research methodology: A step by step approach**. 3rd edition. New Delhi. India. SAGE Publications.
- Right to information. (2018). [Internet] Available from <<https://www.rti.gov.lk/about-rti/concept>> [Accessed 23 July 2018]
- Roll, M. (2004). Autonomous politicians and the local state in Sri Lanka: **the social organization of politics and administration**. Internationals Asian forum, Vol.35. No3-4.
- Rondinelli, D. (1980) Government decentralization in comparative perspective: Theory and practice in developing countries. **International review of administrative sciences**. 47, pp.133.
- RTI rating. (2018). [Internet] Available from <<http://www.rti-rating.org/>> [Accessed 26 July 2018]

- Samarathunge, R., Alam, Q. and Teicher, J. (2008) The new public management reforms in Asia: A comparison of South and South East Asian countries. **International review of administrative sciences**. 74 (1), pp. 35.
- Samarathunge. R., and Hughes. O. (2001) Development and new public management in developing countries: partners in the new century? **Sri Lanka journal of management**, 6 (3/4), pp. 238.
- Shabeer. C. (2004) From public administration to governance. The paradigm shift in the link between government and citizens. May, pp.02.
- Smith, B. (1973) Policy implementation process. **Policy sciences**, 04 (02), pp.203-208.
- Sushmita, A. (2010) **Implementation of CC and improving municipal services in Nepal: Myth or Reality?** Master Thesis. University of Bergen, Norway.
- Tawfique, H. and Sheikh, N. (2013) Administrative culture and incidence of corruption in Bangladesh: A search for the potential leakage. **International journal of public administration**. 36, pp.996 – 1006.
- Tony, D., Terry, H., Simon, W. (2014) **Managing public services – Implementing changes**. Hampshire, Ashford colour press.
- Yin, R. (2003) **Case study research: Design and methods**. 3rd edition. California. SAGE Publications.