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Author: G.C.L. Pathirana

Department of Social Sciences, Faculty of Social Sciences and Languages,

Sabaragamuwa University of Sri Lanka

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CHALLENGES TO THE IMPLEMENTATION OF CITIZEN'S CHARTER IN SRI LANKA (WITH SPECIAL REFERENCE TO THE BALANGODA URBAN COUNCIL)

G.C.L.Pathirana

Senior Lecturer Gr II, Department of Social Sciences, Faculty of Social Sciences and Languages, Sabaragamuwa University of Sri Lanka, Belihuloya
pathiranaakash@gmail.com

ABSTRACT

The Citizen's Charter (CC) has been adopted as a device by the Government of Sri Lanka (SL) to induce client focus in the bureaucracy. The purpose of this study was to explore the challenges to the implementation of CC in SL. The primary inquiry was: whether the CC succeeded or not in SL. The study based on primary and secondary data. By using questionnaire method primary data was collected in Balangoda Urban Council (BUC). By using interview method data was collected from political elitists in Balangoda area and administrative officers in the Ministry of Public Administration and Management. Secondary data collected from books, journals, and web sites etc. Collected data analyzed using qualitative and quantitative methods, and presented using texts, tables, charts and figures. The study confirmed that the CC has not succeeded in BUC because of many challenges. Lack of awareness of the CC with less publicity, rigid rules and regulations, loss of relationship between officers and citizens and between superior and subordinates, absence of stakeholders' participation, lack of institutional and political capacity, and inadequacy of supervision and monitoring mechanism are the challenges that affected for the successful implementation of CC. Therefore, on the basis of these findings, the study concluded that the CC has not succeeded. To avoid these outcomes, there needs to be a capable institutional structure with flexible and protective legal provisions and sufficient resources. As well as, all the stakeholders should actively participate for the successful implementation of CC. Key Words: Citizen's Charter, Balangoda Urban Council, Stakeholders' Participation, Institutional Capacity



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INTRODUCTION

Administrative reform has been a common challenge to all governments around the world today. The aim of administrative reforms is to rationalize the entire bureaucracy. The reform, which may be in the form of reengineering, reorganization, and rationalization anchored on the principles of economy, efficiency and effectiveness, transparency, social growth, innovation, and good governance. Good governance has become a major effort by the developing countries today. In this situation, the civil service has been assigned, by the doctrine of, CC a pioneer role to play in achieving these aims and aspirations on behalf of the advancement of the entire civil society.

During the 1980s, traditional administrative system criticized by many philosophers due to several critical points based on that the ineffective, insensitive, inefficient of the governing system, (Pollitt, 1990; Osborne and Gaebler, 1992; Rhodes, 1995). In this regard, to strengthen the public institutions and to overcome these barriers, the concept of New Public Management (NPM) has arisen as a global reform movement in the 1980s. One of the main features of NPM is that it brings the customer or the public into the center of public service. A popular way of doing this was the CC. During this period, in different countries began to realize that the satisfaction of the needs of the citizens is crucial problem in public sector. The main critical point raised by the countries was; if private organizations can deliver quality services then why the public institutions cannot do the same. This consideration led to grow the concept of CC. The concept was first articulated and implemented in the United Kingdom (UK) by the Conservative Government of John Major in 1991. After the successful implementation of CC in UK, it was spread throughout the Europe and especially in third world countries for response to the administrative problems and challenges.

As a developing country, Sri Lanka (SL) also adopted public sector reforms since the 1980s. However, There

can be seen several problems in public sector due to influence of the British colonial regime. The administrative system suffers with the lack of delegation of authority, political interference in the government decision-making process, corruption and politicization of public administration system (Root, et al. 2001). Therefore, since the independence successive governments have failed to make friendly and productive administrative system for the people. This critical background caused to introduce the CC in the 2008 to create friendly and quality administrative system in SL.

This paper comprises of six major sections inclusive of the introduction. The second section focuses on the conceptual analysis of CC. The third part of the paper discusses the methodology applied for this study. Section four examines the implication of the CC techniques and practices in SL. Next section focuses on the background factors and overall progress of implementing CC reforms. Section six analyses the challenges that have to be encountered when the CC reforms are being implemented. Final part of the paper concentrates on making some conclusions based on the finding of the study.

Citizen's Charter

A CC is a document of commitments made by a government organization in the deliverance of its services to the citizens of a country. The aim of CC is to make administration more accountable, responsive, and become people friendly. Basically, CC attempts to build a bridge between citizens and the administrative officers. It tries to empower citizen by mentioning their rights, privileges, and duties. CC is a tool to improve the quality of services and also it address the needs of the citizens. According to Mahatma Gandhi "a customer is the most important visitor on our premises. He is not dependent on us. We are dependent on him. He is not an interruption on our work; he is the purpose of it. He is not an outsider on our business; he is part of it. We are not doing him a favor by serving him; he is doing a favor by giving us an opportunity to do so" (Citizen's Charters



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- A Handbook, 2008). Thus, people are the main resource in both public and private sectors.

The CC is a formal document of proclamation which spells out the user's entitlement and indicates the service provider's obligations. In other words, CC is a document that outlines the commitment of the service provider towards the citizens through clearly specified benchmarks of quality and standards of service. In simple word, this is a document, developed with the participation of the people where deals such as, what kind of service the institution will provide, with what time span, with how much fee, what measures it will take to improve the quality of service, how and where the service recipients will lodge complaints and so on. H.P. Shiva Shankar a well-known researcher in India indicates that, the CC is a written, voluntary declaration by service providers that highlights the standards of service delivery that they must subscribe to, availability of choice for consumers, avenues for grievance redress and other related information (http://atimysore.gov.in/PDF/citizen_character.pdf). As a result of this dialog, CC is a public agreement between citizens and service delivery providers for the enhancement of quality of public services. The CC was first articulated and implemented in the UK in the 1991, publishing a White Paper by the Cabinet Office. Initially, CC based on six principles in UK. Those are,

Standards

Openness

Information

Choice

Non-discrimination

Accessibility

(<http://www.iiste.org/Journals/index.php/PPAR/article/viewFile/10495/10686>)

Then, the program was re-launched in 1998 by the Labour Government of Tony Blair. The charter programme took a new name called Service First. According to the Service First program nine principles of service delivery were set

Set standards of services

Be open and provide full information

Consult and involve

Encourage access and the promotion of choice

Treat all fairly

Put things right when they go wrong

Use resources effectively

Innovate and improve

Work with other providers

(<http://www.ukonline.gov.uk/Home/Homepage/fs/en>)

Later, U.K. Model has influenced several countries in adopting variations on the CC. In each country the Charter has adopted a significant name. The following Table 01 shows the similar initiative of the charter programs in some other countries of the world.

Table 1 - CC Implementation in the World

Country	Initiative	Year
Belgium	Public Service User Charter	1992



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Hong Kong	Performance Pledge	1992
France	Service Charter	1993
Malaysia	Clients Charter	1993
Spain	The Quality Observations	1993
Portugal	The Quality Charter in Public Services	1993
Jamaica	Citizen's Charter	1994
Canada	Service Standards Initiatives	1995
India	Citizen's Charter	1997
Australia	Service Charter	1997
South Africa	People's First	1997
Namibia	Public Service Charter	1999
Argentina	Cartas Compromiso	2000
Sweden	Service Dialogue	2001
Samoa	Service Charter	2002

The implementation of the CC differs from country to country. And also, there can be seen several approaches, methods and concepts of the implementation of CC in many countries around the world. The top-down approach adopted by UK, Belgium and France emphasizes the adoption of similar standards for all public services. On the other hand, the bottom-up approach of Australia, Italy, Spain and USA hinges on the importance of getting citizen's expectations in making the standards.

As a result of this discourse, a number of developed and developing countries including SL have implemented CC to enhance the quality of the administrative system. Accordingly, the government of SL have proposed to CC to make people friendly, efficient and effective public sector for the people.

AIM OF THE STUDY

Although the considerable amount of research done on CC based on various scenarios of the world, there still prevails a research gap for a scientific study on the challenges being faced at both introductory and implementing stages of CC reforms particularly. Even though, some studies have been focused on this theme in Europe, and Africa, in South Asia, in SL, few empirical studies exist. The purpose of this study, therefore, is to explore the challenges in implementing the CC reforms SL.

RESEARCH METHODOLOGY

The study is based on both qualitative and quantitative research methods. Qualitative and quantitative data are gathered by using primary and secondary sources.

Primary data

The data was collected from primary sources through three different strategies.

1. Questionnaire Method: Using open-ended questionnaires, relevant information was collected from 20 administrative officers and 20 service seekers in Balangoda Urban Council (BUC) for the sample of this study. Both of the officers and citizens are randomly selected.

2. Interviews Method: Researcher interviewed five (05) administrative officers and five (05) political elites. Researcher interviewed five senior administrative officers in the Ministry of Public Administration and Management, representing five divisions out of the six divisions of the ministry. Those units are the Public Administration, Services Divisions, Investigation Division, Internal Administration and Administrative Reforms, Finance Division. Researcher interviewed five political elites in Balangoda area representing both governing and opposition parties.

3. Open Discussions: During the data collection period, the researcher discussed with the Minister of Public Administration and Management on how these CC techniques and practices originated and how bureaucrats supported or opposed the implementation process.

Secondary data

The necessary information and data also was collected through published books, journal articles, archival records, memoranda, letters, and minutes of meetings, written reports, administrative documents, and newspaper clips. These documents provided a comprehensive understanding of reform initiatives and financial source for implementation.

DATA ANALYSIS

In this study, collected data from different sources, as mentioned above is analysed using the qualitative and quantitative methods, and it is presented using texts, tables, charts and figures. Researcher used SPSS and XL computer packages for some statistical data analysis. Basically, researcher used explanatory method and comparative method to arrange, interpret and analyse the data. The primary data is used with the secondary data at points where analysis wants more in-depth consideration. At some points table and drafts is used for clear description. The following figure 01 shows the data collection method clearly.

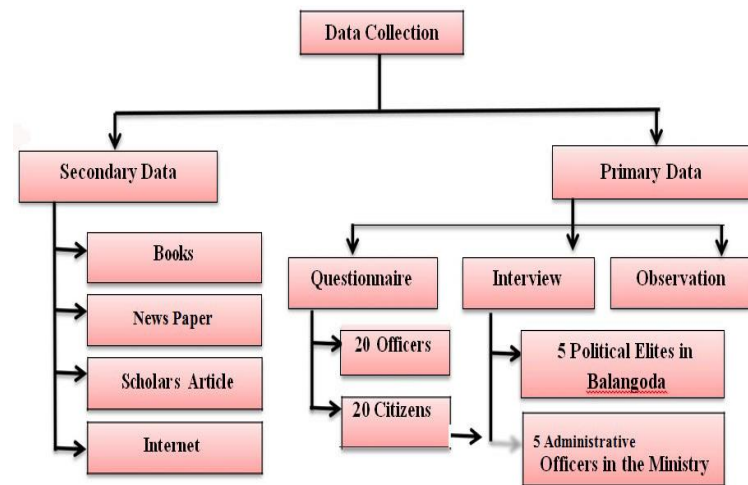


Figure 1: Data Collection Method

(Source: Figure constructed by the researcher)

Study Area

The BUC is located in Ratnapura District, Sabaragamuwa Province in SL. It is 143 km distant from capital city Colombo. Balangoda is one of the largest towns of the Sabaragamuwa Province. The city of Balangoda consists of 9 divisions such as Gorakgahamada, Kotugodalla, Balagahamula, Thubagoda, Kirindigala, Allepola, Dehigastalawa, Dorawela and Balangoda. The total population of

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Balangoda is 23,684 as on 2014. Figure 02 shows the study area map.

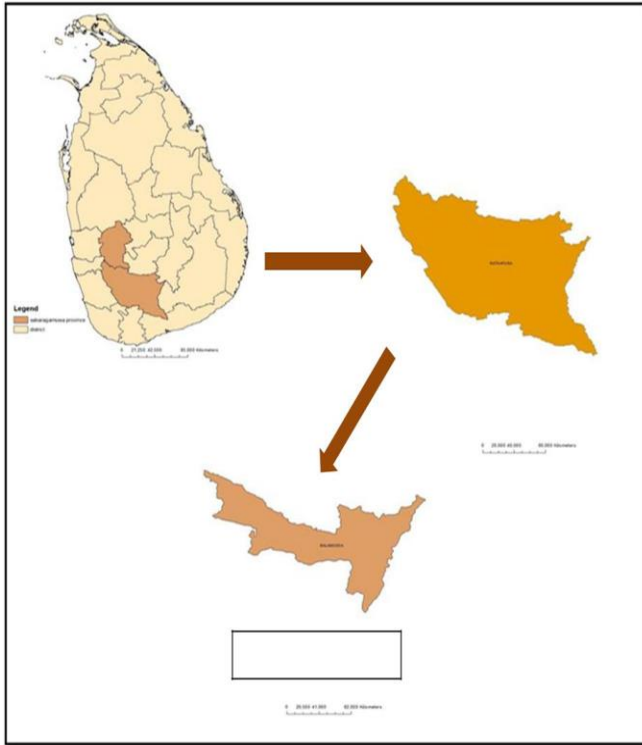


Figure 2: Study Area Map

(Source: Survey department data 2015)

Citizen's Charter Implementation in Sri Lanka

In history, many governments have introduced administrative reforms to create efficient and productive administration in SL. But recent governments have failed to make friendly and productive administrative system for the people. Therefore, government introduced CC to create friendly and quality administrative system in 2008. The implementation of CC was coordinated by the Ministry of Public Administration and Home Affairs and after the new Ministry of Public Administration and Management. According to the Public Administration Circular No. 05/2008, each government ministries and departments should create their own CC and should display it to the public. CC was initiated under the banner of let's dedicate to service for protecting the rights of citizens

(Alwis, 2013). Government thought that the formulating and implementation of a CC will help service providers to ensure a better quality services to the citizens. In that period the Minister of Public Administration and Home Affairs Karu Jayasuriya mentioned that CC would be a major move towards achieving both efficiency and transparency in public service administration (The Island, 2007). For the successful implementation, following principles have adopted in each step of the process of formulating CC in SL.

Setting standards of service 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, i.e., consistency in performance;

Responsiveness, i.e., timely service;

Credibility i.e., having customer interest at heart;

Empathy, i.e., attention to citizens' / clients' needs;

Courtesy, care, and availability, i.e., physical evidence of willingness and readiness to serve

Simplicity in the use of language

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Following are the components of a typical CC as practiced and adopted by the ministry.

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 redressal mechanism and how to access it;

Expectations of the clients / recipients of services.

(<http://www.pubad.gov.lk/web/eservices/circulars/2008/E/05-2008>)

Formulation and Implementation Process of the CC

According to the Ministry of Public Administration and Home Affairs, formulation and implementation of the CC has to proceed through five principal stages of a process, as follows;

Formulation of the CC

Promotion of the CC

Service Recovery

Monitoring

Evaluation and Improvement

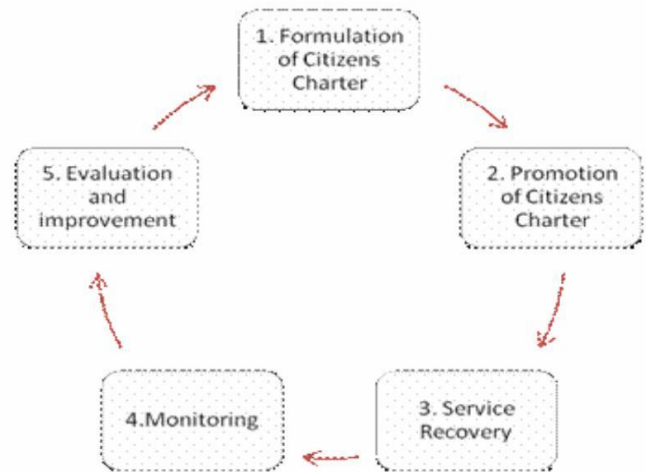


Figure 3: Stages of CC and their Interconnection

(Source: Public Administration Circular, 2008)

Progress of Implementing CC Reforms

According to the CC policy framework, the overall goal of the new strategies is to enhance productive and people friendly administrative system in the country. The government thought that this charter program would minimize the transaction cost and enhance the transparency, efficiency and productivity of the government institutions and the trust of the people in its service delivery. To achieve this purpose, government implemented this charter program in the national level, provincial level and local level government organizations according to the coordination of the Ministry of Public Administration and Home Affairs (Alwis, 2013). On the 1st of August 2008, CCs were declared by 325 divisional secretariats, 25 district secretariats, Ministry of Public Administration and Home Affairs, Department of Pensions and Registrar General's Department. This move is expected to mark a revolution or a paradigm shift of the relationship between the public institutions and the citizens of the country.

This is an initial response to a long awaited change in the public service of the country, that it made people centric, corruption free, responsive, efficient,

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accountable and fast in making decisions and delivering services to the citizens. But at the initial stage the concept of CC was not fully implemented. There was an urgent need to further develop and promote the system, while also ensuring that integrated methods are adopted to improve service delivery. As a result of that with the support of Local Governance Project carried out by UNDP the CC program was re-engineered in 2009. They supported the Ministry of Public Administration and Home Affairs to further develop and promote the CC. The new system has aimed to incorporate tools such as citizens'/client feedback forms, suggestion boxes, news monitoring, call services and client surveys. Programs have been conducted to improve the knowledge and capacity of the Government officials in the various components of the CC and its uses. Furthermore, a database model has been developed, whereupon Divisional and District Secretariats are now required to closely study the services provided by them and the standard of service delivery, as well as the legal provisions related to that particular service. The CC initiative has also supported other service delivery providers, and as the next step in monitoring and further improving public service delivery, a performance monitoring system was developed and is being implemented at the district level. In addition, Local Government Project has supported the Ministry of Public Administration to develop 20 Work Manuals for various public service positions. The Work Manuals streamlined and detailed the duties and functions of public officers in various sectors, thereby institutionalizing processes and systems. Some of the public service positions covered by the Work Manuals include human resources and institutional management, Samurdhi, planning and development, and financial management. In 2009 the CC was displayed in 14,022 Grama Niladhari offices island wide, 108 Divisional Secretariats and District Secretariats in Ampara, Batticaloa, Trincomalee, Galle, Matara, Hambantota Badulla and Moneragela. UNDP's support has not only helped to promote the CC, but also has helped develop the necessary knowledge and capacity of Government officials (UNDP, 2009).

In the beginning period, public institutions displayed their CC as the condition set by the government. But in present it is not working well. Some institutions have displayed their CC, but some are not. Many government institutions use websites to display their CC. But, still grassroots level people are not aware on the websites. Therefore, there can be seen several challenges for the successful implementation of CC in SL.

Challenges against Successful Implementation

Awareness of the CC

The CC is a public agreement between officers and citizens. Therefore, both parties should aware on the CC. Following figure 04 shows the level of awareness of both service seekers and the officers in the institution.

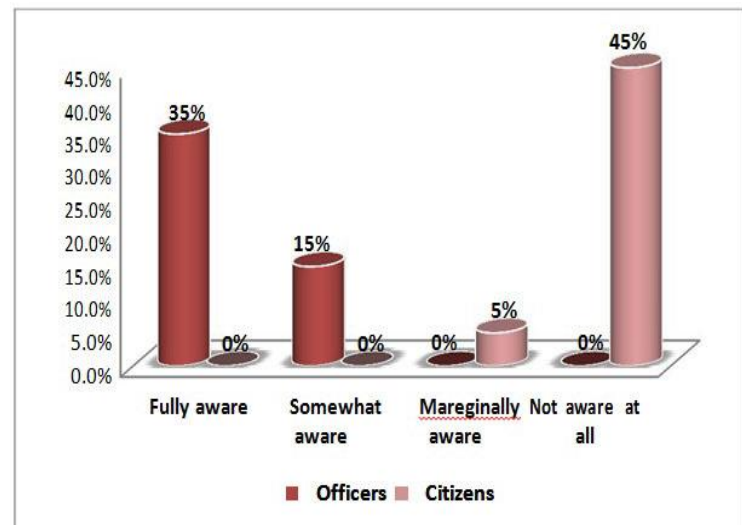


Figure 4: officers and Citizens Awareness on CC

(Source: Field Survey, 2016)

According to the figure, out of 20 citizens, 45% of respondents are not aware at all and, 5% of respondents are marginally aware on CC. out of 20 officers, 35% of respondents are fully aware and, 15% are somewhat aware on the CC. Some of the citizens don't know what is CC? Majority of the citizens don't know whether this institution has implemented or not the CC. Also, citizens

don't know where the CC is displayed. The following Figure 05 describes the citizens and officer's perception on the location of the CC in the institution

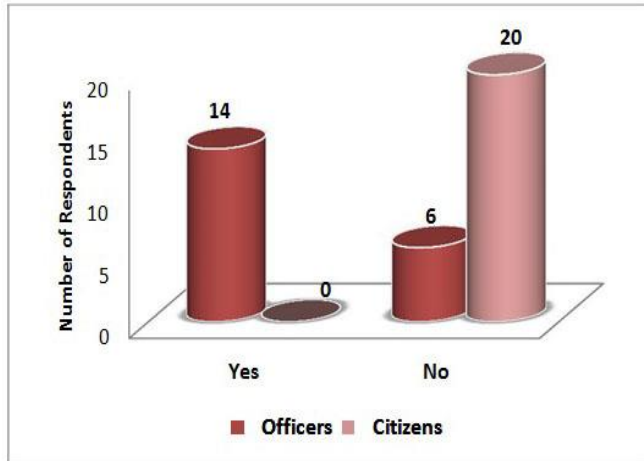


Figure 5: Citizens and Officers Perception on the Location of the CC

Training

Another significant hurdle of implementing reforms in SL is that lack of proper training system. For the successful implementation of public policies should be a proper training mechanism for both officers and service seekers. The respondents answered for the question that, do you have proper training to use CC? It describes following Figure 06.

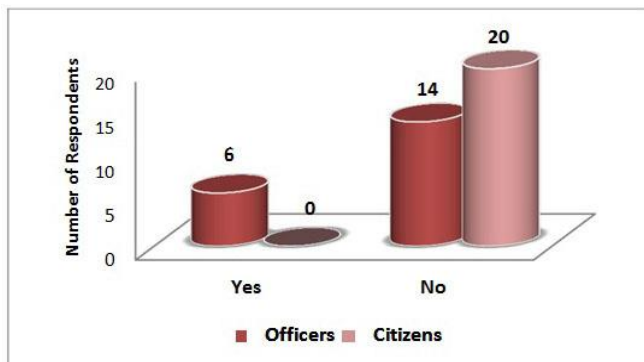


Figure 6: Citizens and Officers Opinion on the Training

(Source: Field Survey, 2016)

According to these data it is proved that both officers and citizens do not have proper training to use CC. However, 6 officers stated that at the beginning period there were some introductory lectures and orientation courses, but in present there is no any training program. Most of the officers stated that mainly, training has based, in relation to on the job training method. Many citizens emphasized that, there is no proper mechanism to train citizens to use CC. They are in a disparate situation when they are getting services. An administrative officer of the Ministry of Public Administration and Management explain this situation in this way.

“We can't provide a training program for all the administrative officers in the country; the particular institution also has a responsibility to train their officers”

(Interview, 27.01.2016).

The institution has a responsibility to train their officers and service seekers, but in practice there is no any proper training mechanism for both citizens and officers.

RIGID RULES AND REGULATIONS

Another significant impediment of implementing reforms in SL is that detailed and strict administrative and constitutional rules and regulations of the Civil Service. Basically, the intention of introducing CC is to make the state right in size and more customer oriented one. This is one of the major challenges for the successful implementation of the CC.

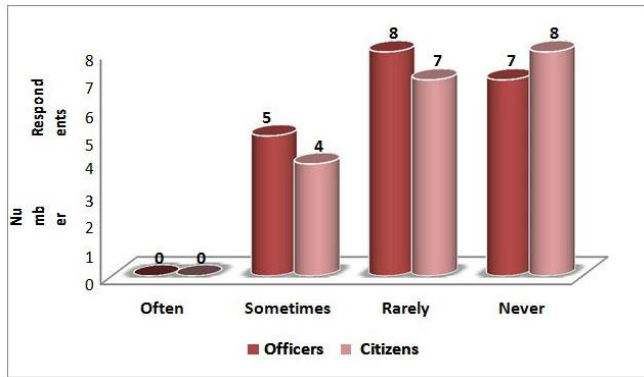


Figure 7: Citizens and Officers Perception on the Usage of Discretionary Power

(Source: Field Survey, 2016)

How frequently officers use discretionary power when delivering services for the people? , researcher asked this question from both officers and citizens. According to the above figure, out of 20 officers, 5 officers are sometimes used discretionary power, 8 officers are rarely used their discretionary power and 7 officers never used discretionary power in this institution. When consider the officer's opinion, 8 citizens stated that most of the officers are rarely used their power and 8 citizens emphasized that some officers never used their discretionary power when delivering services. According to the above data, it proves that this institution has rigid rules and regulations. The officers of this institution are not flexible in dealing with citizens because they have to follow the rigid rules and regulation based on colonial rules and regulations. Therefore, successful implantation of CC reforms requires a sort of flexible and uncomplicated legal framework in the system.

Relationship between Officers and Citizens

The main purpose of the introduction of the CC is to create people friendly administrative system. Therefore, there should be a good network between officials and citizens. Following figure 08 shows, the level of relationship between citizens and officers.

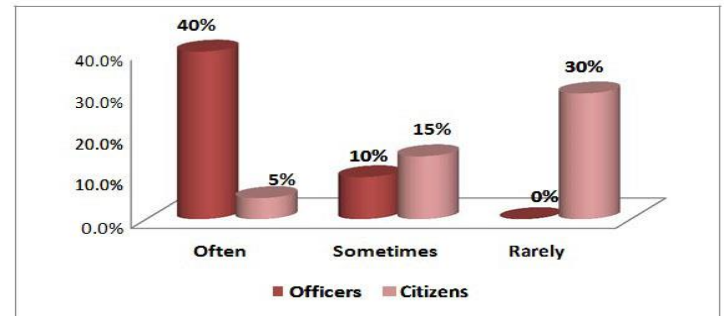


Figure 8: Citizens and Officers Opinion on the Feedback System

(Source: Field Survey, 2016)

Do you obtain feedback from citizens for the improvement of service delivery system? Researcher asked this question from officers of the BUC. The figure shows out of 20 officers, 40% of respondents emphasized that they always try to obtain feedback from the citizens, but citizens do not try to give feedback on their services. Further, they highlighted that they try to use several strategies like Facebook, SMS and official website to obtain feedback from the service seekers but, they don't use the new technological instruments.

Do you provide feedback for the improvement of service delivery system in this institution? Researcher asked this question from the service seekers. Out of 20 citizens 30% of respondents rarely provide feedback and 15% of respondents were sometimes given their feedback. Most of the citizens were not caring on the feedback system. Most of the officials are not satisfying the contribution received from the public because; they do not care about their responsibility.

Relationship between Superior and Subordinates

In SL, most of the powers are vested by the higher level administrative and political leaders with seniority but, without having professional qualifications. They enjoy more status, prestige and resources in the organization than lower level officers. In this situation subordinates do not like to make good relationship with top level officers. What do you think about the relationship

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between superior and subordinates in this institution? Researcher asked this question from both officers and citizens. The following figure 09 shows the background on relationship between these two.

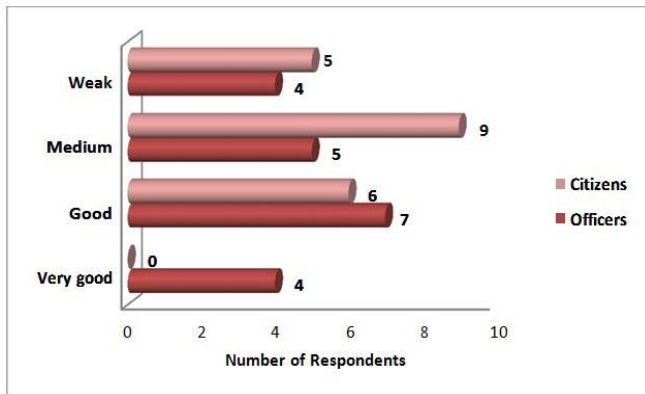


Figure 9: Citizens and Officers Perception on the Relationship between Superior & Subordinates

(Source: Field Survey, 2016)

According to this figure both officers and service seekers were not satisfied about the relationship between superior and subordinates. Only 4 officers stated that there is a very good relationship between them. Most of the bottom level officers emphasized that they cannot easily meet the top level officers. In this institution, there can be seen many senior officers than the juniors. Therefore, juniors have to depend on the senior officers. They can't make initiatives as they like. Furthermore, at the formulation stage, the secretary had to inform two times regarding the formulation of CC, because the heads of the five divisions did not pay their attention in the formulation process.

Stake holders' Participation

For the successful implementation of the CC, all the stakeholders should be participated in the decision making process. Do you satisfy on the decision making process in this institution, researcher asked this question from both service seekers and the officers. The following figure 10 explains the citizens and officer's perception about the decision making process.

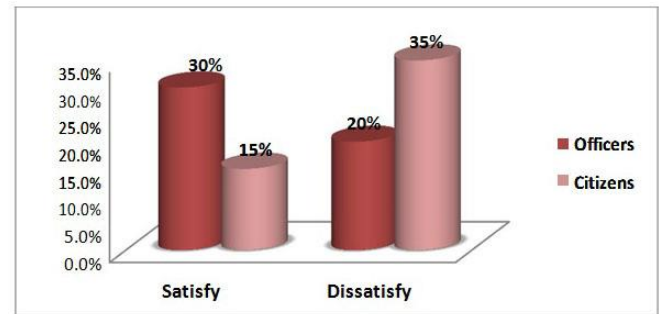


Figure 10: Citizens and Officers Perception on the Decision Making Process

(Source: Field Survey, 2016)

According to this figure out of 20 officers, 30 % of respondents were satisfied on the decision making process but, 20 % of respondents were dissatisfied. In present, the head of the urban council as the secretary, takes all the decision with the help of other top level bureaucrats in the institution. But in previously, the Mayer decided administrative policies. Hence, Many officers stated that during the period, the top level bureaucrats did not have a chance to participate in the decision making process because of the political influence. But, still some officers, especially bottom level officers did not satisfy on the decision making process because, all the decisions are taken by the top level officers.

When considering the citizens opinion, 15% of respondents are satisfied on the decision making process, but, 35 % of respondents were dissatisfied. Some citizens stated that they don't know what are the decisions taken by the urban council until implementation stage, because people do not have a chance to participate to the decision making process. But, they have citizen's committees for each division. But people are not aware on these citizen committees. They do not participate in these committees.

Further, in the BUC, each division has Productive Circles such as Supipi Circle, Shakthi Circle, Prathibha Circle, Pavithra Circle and Isuru Circle. Each circle discusses their problems. At the top level, middle level

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and bottom level officers can be participated for these circles. But, some bottom level officers mentioned that the top level officers do not consider their opinions. And also, BUC has tried to use modern technology to improve the citizen's participation, such as an electronic community response system, news alert service and Facebook. But people are not aware on the new development strategies and they don't know how to use these modern technologies. Furthermore, some opposition party members of the BUC emphasized that sometime the governing party did not give a chance for their opinion. According to these data it is proved that, all the stakeholders do not have the chance to participate in the decision making process in the institution.

Institutional Capacity

The capacity of the institution may depend on the human, financial and physical resources of that particular institution. Manpower is one of the major factors that masher the capacity of the institution. In BUC, there is no well-trained and skilled manpower. Most of the officers do not have proper training to use CC. It describes following Figure 11 clearly.

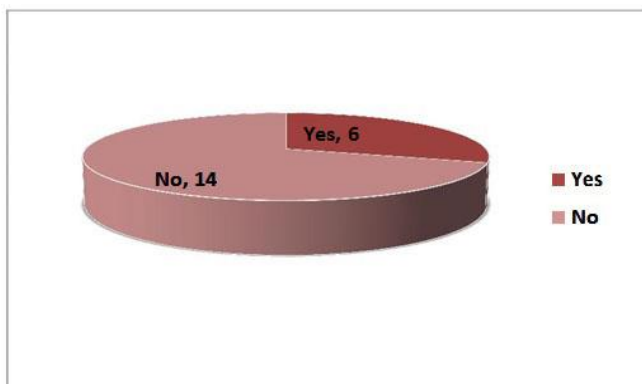


Figure 11: Officers Opinion on the Training

(Source: Field Survey, 2016)

According to this figure, 14 officers do not have proper training to use CC, especially bottom level officers are lacking with good knowledge, because; they haven't any training to use CC. And also, there is no more skilled manpower because of lack of training. Most of the

officers are lacking with technological knowledge. They don't have proper training to use computers and new technological instruments. Many officials emphasized they were left to themselves and fate to learn while doing rather than providing any organized training. However, a former BUC member, pointed out that

“We introduced an information technology promotion project called “e-balangoda project” to improve the information technology, knowledge of both public and officers in this BUC. But they don't use these resources well” (Interview, 20.02.2016).

According to him, if officers like to improve their technological knowledge they can engage with this project. But the thing is that they did not get this chance. And also, there are no sufficient organizational staffs in this institution. There are 135 employees work at this institution. But in some positions, there are no sufficient employees. The table 02 below shows the fact clearly.

Table 2: Human Resources of the BUC

Designation	Approved Carder	Currently Employed	No of Vacant
Accountant	1	1	0
Administrative Officer	1	1	0
Ayurvedic Physician	1	1	0
Public Health Inspector	1	1	0
Development Officer	21	19	2
Management Assistance	15	14	1

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Revenue Inspector	3	2	1
Ayurvedic Pharmacist	1	0	1
Health Labours	22	21	1

(Source: BUC Budget Report, 2016)

These allocated posts are not adequate for proper working. Therefore, it causes to make delays. Next point is that, there are no more physical resources in the BUC. It is also highly affected for the capacity of the institution.

Table 3: Physical Resources Owned by the BUC

Type of the resource	Number
Type Writer	1
Ronio Machine	1
Fax Machine	1
Computers	25
Photocopy Machine	2
Water Bowser	2
Fire Brigades	1

(Source: BUC Budget Report, 2016)

According to above table it is proved that BUC do not have adequate physical resources to provide quick services for the people. Furthermore, in 2014 BUC launched the Electronic Community Response System to provide a unique, instant and productive service to the

public. Citizens can forward their complaints and ideas at any time of the day from any place of the world. This service helps the public to get immediate solutions for their problems and to get information they need instantly. But in present it doesn't work. Even this institution does not have qualified computer engineers to handle this system. Do you aware about the Electronic Community Response System in BUC? Researcher asked this question from both officers and service seekers. The following Figure 12 shows the situation.

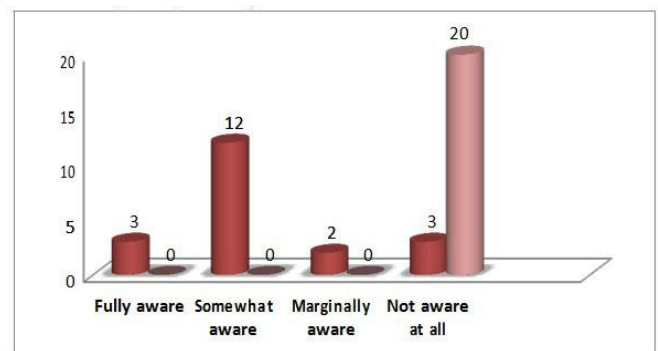


Figure 12: Citizens and Officers Opinion on the Electronic Community Response System

(Source: Field Survey, 2016)

According to this figure many officers were somewhat aware on the electronic community response system, but all the 20 citizens were oblivious on the system. Although the BUC tried to use new technologies but, they do not have enough funds to handle these things. Their major sources of income are taxations, rates, rents, license and warrant cost & fines. It further proves by the following Table 4

Table 4: Revenue Raised by the BUC in 2014

Source	Amount (Rs.)	Percentage (%)
Assessment and tax	6,840,000	6



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Rentals	19,211,000	17
License fee	2,277,000	2
Service charges	21,156,000	19
Penalties and fines	1,566,000	2
Other revenue	10,175,000	9
Government aid	28,372,000	26
Capital aid	21,011,000	19
Total	110,608,000	100

(Source: BUC Budget Report, 2014)

According to the table, BUC has collected revenue of 110,608,000 Rs. in 2014 but, their expenditure was 110,512,000 (BUC Budget Report, 2014). The collected revenue was not sufficient to handle the institution. It further proves the statement made by a former UC member,

“Although we collected revenue from many sources those are not sufficient to implement development programs, therefore, most of the time we have to depend on the treasury of the central government” (Interview, 20.02.2016).

On this line of analysis, one argument can be forwarded as; effective implementation can be posited in context where there are well trained and skilled staffs with smart allocation of funds than where the situation is opposite to that.

Political Will

Political will is one of the important factors that affected for the successful policy implementation. A policy like

CC is important tools to empower the concept of good governance in the country. Therefore, politicians have a responsibility to handle this charter program, while providing continues support. But, most of the local level politicians do not aware on the program. The researcher interviewed 5 political elitist in Balangoda area, among them 3 politicians were not aware about the CC. A former BUC member, emphasized that

“I don’t have good knowledge about the administrative reforms because; all the administrative activities are conducted by our secretary” (Interview, 10.02.2016).

According to this statement, it is proved that local leaders have a low level of awareness and knowledge of the CC because; some members of urban council are not well educated. Table 05 below highlights the educational background of the local politicians.

Table4. 5: Educational Background of the Local Politicians

Middle School	High School	Undergraduate (Bachelors)	Master	Total
1	3	1	0	5

(Source: Field Survey, 2016)

Out of five respondents, only one has a bachelor degree. One is intermediate, while others have just passed high school. Therefore, it is proved that local leaders have a low level of awareness and knowledge of the CC.

For the successful implementation of CC there should be a good communication between politicians and bureaucrats. In BUC there can be seen over the relationship between politicians and bureaucrats. The secretary has to work according to the wishes of politicians. And also, politicians have appointed administrative officers according to their wishes. Both of them are not accountable for their works. But, the former vice chairman emphasized that



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“When officers make falls we have to accountable for the people because it may highly affected for reducing our votes” (Interview, 10.02.2016).

It is evident that the political leadership is expected to be stimulated for successful implementation of CC by a majority of the Civil Servants. But in practice, there is no such an enthusiastic effort from politicians. They thought that political leaders do not seem to be aware of the procedures in the public sector and that is the reason for working in an ad-hoc manner.

CONCLUSION

According to the findings of the research, it is evident that CC in SL, has not succeeded well due to the several challenges. SL is still far away from the countries which implemented CC successfully like, UK, New Zealand, India, etc. The reason behind this may be that different countries started from different contexts in terms of the level of economic development, the existence of the rule of law, the level of administrative infrastructure and state capacity and efficiency to implement reforms. Therefore, it is possible that CC might potentially provide some benefits to SL. Yet the eccentricities of the Sri Lankan context, such as the high degree of politicization of the bureaucracy, the bureaucratic domination of the system, lack of political commitment toward implementing reform policies, incapacity of the state in terms of institutional, technical, administrative and political factors, deteriorating law and order situation, misuse of power for personal and political gain by members of the ruling party may not augur well for CC measures. Moreover, clientelist nature of politics and factionalism in public sector also threaten implementation of any reform initiatives, if the interests of particular groups are not protected by that reform. In a country like SL, lack the necessary expertise and have unreliable information systems. The analysis confirmed that, SL urgently needs more managers, rather than administrators, with new competencies such as

interpersonal and communication skills and IT knowledge to implement CC-based reform policies in the present global environment. Based on the analysis, researcher can conclude that still, SL depend on the centralized decision making process as practiced by the British colonial regime. Leading public managers still have authority to make all decision within their organization. This centralized decision making can generate its own pressure for arbitrary action and corruption. According to the study; researcher can argue that, it is difficult for the government in SL to move to contractual arrangements for the delivery of service because the necessary laws and the enforcement of contract are not well established. Researcher argues that the rules which actually guide people’s behaviour may be different from those which are written down. Therefore country needs stabilized laws; because this old model of organization allows favoritism and patronage.

Finally for CC to work effectively in SL, politicians and officials must concentrate on the basic process of public management. Therefore, to establish efficient public management or to follow CC model, SL needs to have solid institutional frameworks, sound rule of law, proper control structures, appropriate checks and balances, effective civil service system, appropriate accountability and transparency; and for these political leaders, bureaucrats have to work in line. More emphasis should be laid on administrative and institutional capacities, corruption must be tackled and transition into new methods should be a gradual process with measurable results that enlist the support of the public-then can the positive gains of CC be fully realized; otherwise CC would be present in policies only.

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