

**DEVELOPING A CITIZENS' CHARTER**

**GUIDANCE NOTE**



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# INTRODUCTION

## What is a Citizens' Charter?

The Citizens' Charter (CC) is a public document that provides the essential information that citizens need to know about the services provided by a public agency. It states:

- **What citizens are entitled to receive**
- **What service providers have the responsibility to deliver**

The origins of the Citizens' Charter come from British Prime Minister John Major's administration (1990-1997) and are rooted in a desire to "see public services through the eyes of those who use them". Doing so will help to "raise quality, increase choice, secure better value and extend accountability" (UK Cabinet Office, *The Citizen's Charter: Raising the standard*, 1991: p2). The reason for this shift in focus from providers to users is rooted in ideas of citizenship and customer service:

"All public services are paid for by individual citizens, either directly or through their taxes. They are entitled to expect high-quality services, responsive to their needs [and] provided efficiently at a reasonable cost... [and in this way] services should be run to suit the convenience of customers, not staff." (UK Cabinet Office, 1991: pp4-5)

Together then, the Citizens' Charter is about giving service users more of a say in how their services are run, and giving more "**power to the citizen**" (UK Cabinet Office, 1991: p2).

There are broadly six key principles of a Citizens' Charter:

- commitment to improve the **quality** of public services
- give **choice** to service users, wherever possible
- establish service **standards** in accordance with legal entitlements
- publish full, accurate **information** in plain language, in a timely manner
- ensure service providers listen to the views of service users and are made **accountable** if things go wrong
- deliver **value** for taxpayers' money

The Citizens' Charter is a written, voluntary declaration by service providers about the standards, accessibility, transparency and accountability of service delivered. It is not a legal document and therefore is not justiciable, or in other words legally enforceable. The Citizens' Charter by itself does not create new legal rights and duties; however it certainly **helps in enforcing existing rights**. It is best understood as a **contract** between service users and service providers. It states the quantity and quality of services users are entitled to receive in exchange for their taxes and what service providers have the responsibility to deliver as public servants in exchange for their salaries. The Charter can help to change the mindset of public officials as someone with power over the public to someone with a sense of duty as a public servant to spend public money and provide services, which are funded through taxes, in a way that suits the interests, preferences and needs of citizens.

Like any contract, both parties make **commitments**. Service providers make commitments about the standards of the services that will be provided, the timeframe for provision, staff responsibility, if any fees are to be charged, and how, where and when citizens can lodge complaints when agreed standards are not met. Equally, citizenship is about entitlements and responsibilities. So, Citizens' Charters must include information about who service users (or clients) are and what is expected of them in the use of services.

## Why implement a Citizens' Charter?

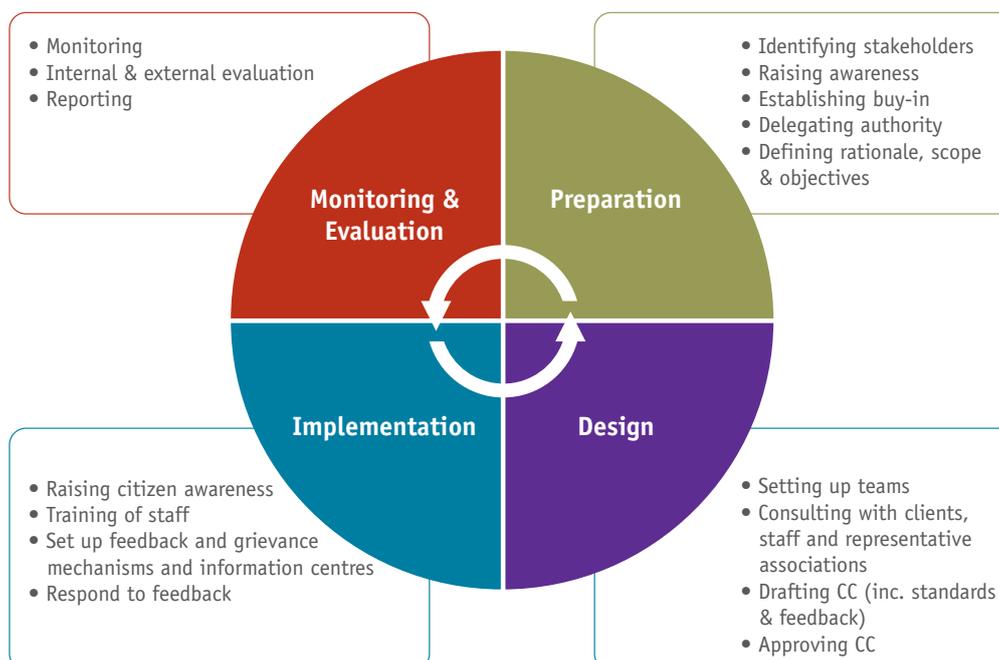
There are many reasons why an agency should consider implementing a Citizens' Charter, including:

- **Increase empowerment:** citizens are empowered to demand services/rights from the service providers.
- **Enhance accountability:** citizens have a clearer understanding of what it is reasonable for them to expect from public services (standards, times, fees, etc) and what to do when this is not met (grievance redress).
- **Improve organisational effectiveness:** service providers are able to improve performance against realistic and measurable standards, in accordance with citizens' interests.
- **Increase trust between service users and service providers:** service providers have increased morale due to greater clarity of what is expected of them and citizens have increased trust and greater satisfaction.

## Developing a Citizens' Charter

Developing a Citizens' Charter involves four distinct but closely related phases (see diagram). Note that these phases and steps are for guidance only: in practice they would need to be adapted in accordance with the opportunities and constraints of the local context.

### Developing a Citizens' Charter: 4-phase process



## PREPARATION

A Citizens' Charter requires planning and preparation prior to designing the Charter itself. Planning and preparation activities include:

- raising awareness about the CC through engaging relevant stakeholders and getting their buy-in
- making decisions at the top level of the agency by those who have more authority within the agency to support the CC initiative
- determining the rationale, aim and scope of the CC
- delegating authority to a coordinating entity to design, implement and monitor the CC

## DESIGN

The design phase involves the actual development of the components of the CC. The phase includes:

- identification of all stakeholders
- consultation with clients/stakeholders/staff (primarily frontline staff) and their representative associations
- setting up of the Task Force, Core Group and Nodal Officer to oversee the design and implementation of the CC
- preparation of a draft CC
- circulation of the draft for feedback from various stakeholders
- modification of the CC to include suggestions
- submission of draft CC to the Core Group
- approval by a top government official
- launch of the CC

## IMPLEMENTATION

The implementation phase involves:

- generating awareness of the CC
- building the capacities of people involved in the implementation
- establishing citizen-friendly Information and Facilitation Counters
- establishing a grievance handling and redress system
- responding to feedback and grievances from users

## MONITORING AND EVALUATION

This involves:

- continuous monitoring
- regular evaluations
- setting up and activating a performance measurement system (including action plans)
- regularly publishing performance results
- using the feedback to improve the provision of services

Each of the four phases is discussed in detail below.



# PHASE 1: PREPARATION FOR THE CITIZENS' CHARTER

## Start-up

It is important to clearly establish the rationale before defining the objectives and scope. The purpose for initiating the CC should be clearly linked to the mission and vision of the implementing agency. Before embarking on the process of developing a CC, the implications should be carefully assessed and some questions considered:

- Do we need a Charter? Why? What is the rationale?
- What are the objectives and the scope of a Charter for our agency?
- Are we clear about who our stakeholders are and how to get them engaged in the Charter initiative?
- How should we involve staff and take into account their views on what the Charter should say?
- How do we establish service standards and how do we relate those standards to existing performance criteria of the agency?
- What institutional infrastructure and governance arrangements are required to develop the Charter and are they in place?
- What are the resource implications of developing a Charter – in terms of time and money (including payment of compensation to citizens for delivery failures)?

In addition, the agency should be conscious of factors that support a successful CC process. These factors fall into two broad categories, internal and external. **Internal factors** include:

- The organisational culture – the agency should welcome feedback (both positive and negative) and citizen interaction; it should also be open, honest and flexible, with staff being confident enough to admit mistakes when they are made.
- Active involvement and sponsorship of the Charter from senior management to get necessary political backing to implement the Charter effectively.
- A sense of duty and respect among officials to deliver upon agreed service standards.
- Clearly established performance measurement and feedback systems to effectively address issues when agreed standards are not achieved.

**External factors** include:

- A strong civil society movement such as consumer and citizen groups to demand accountability.
- Active involvement and sponsorship from political leadership to champion the Charter.
- New laws and administrative norms, if required.

As part of the start-up activities, it is important for the implementing agency to remember that the CC is a public document meant to engage citizens in issues of importance to them. Its format and design should therefore be carefully designed to influence a positive attitude towards it. The presentation of the Charter should make people want to use it and should make it easy for them to do so. It should be short and punchy, using plain language and avoiding legalese and jargon. The Charter should also be produced in local languages so that all citizens can understand it. By all means, the Charter should be made attractive but not too glossy so that it does not draw people's attention to how expensive it was to produce it.

## Steps in preparing for the Citizens' Charter

### 1. IDENTIFYING STAKEHOLDERS

Stakeholder mapping helps to identify all the key stakeholders that are required for the exercise of developing the Charter. An identification stage has to be undertaken in order to ensure that no stakeholder who is important to the success of the CC initiative is left out of the exercise. There are several tools for identifying stakeholders, among them the Stakeholder Mapping Tool.

#### PREPARATION: WHAT CAN INGOS AND THEIR PARTNERS DO?

INGOs can support by identifying potential champions in state agencies for the chosen sector. They can also carry out a preliminary stakeholder mapping exercise to support state agencies to identify relevant actors and to make the case for developing a CC. INGOs can also mobilise local civil society organisations and other community-based actors, for example by facilitating a workshop in which information around CCs is provided and the case for implementing a CC is made, providing input around the scope of the CC, and supporting lobbying of relevant authorities.

### 2. RAISING AWARENESS AMONGST STAKEHOLDERS

This step of the CC initiative is aimed at mobilising all the relevant stakeholders in order to get their support and input in the initiative. Without this input and support, the CC initiative is likely to fail. The critical success factor in the entire Charter initiative is developing close relationships with stakeholders throughout the cycle of the Charter, from inception to conclusion. A stakeholder is someone who has a stake or interest – direct or indirect – in the service being delivered. There are three broad categories of stakeholders, namely:

- **Users** – these include representatives of the users, user groups, citizen advocacy groups, consumer organisations, parents (in the case of schools), users themselves, and past and potential users.
- **Providers** – those involved in delivering services set out in the Charter: managers, employee representatives and employees themselves.
- **Suppliers** – those involved in providing parts of the services, eg suppliers of the stamped paper for land titles, drug companies supplying medicines, etc.

Citizens are key stakeholders because they are the main users of the services provided by service providers. Citizen participation in the development of the Charter is essential because it is *their* expectations that should inform the standards of service provision that the Charter adopts. Without their participation and input, the Charter will remain merely a piece of paper without any significant value in changing the way services are rendered to service users.

### **3. MAKING A DECISION TO SUPPORT THE CC BY THOSE WITH POLITICAL AUTHORITY**

A Citizens' Charter is a document that seeks to improve the way services are provided to clients/public by an agency to make them friendlier to users. As such, it may demand a change of organisational culture to become more courteous and respectful towards citizens. These changes are not possible without the support of those with decision-making authority within the agency. As such, before the process of developing the CC commences, it is important that those with authority within the agency provide the necessary political support that can ensure that the CC is implemented once it has been developed.

### **4. DELEGATING AUTHORITY TO INITIATE THE CC PROCESS TO A COORDINATING ENTITY**

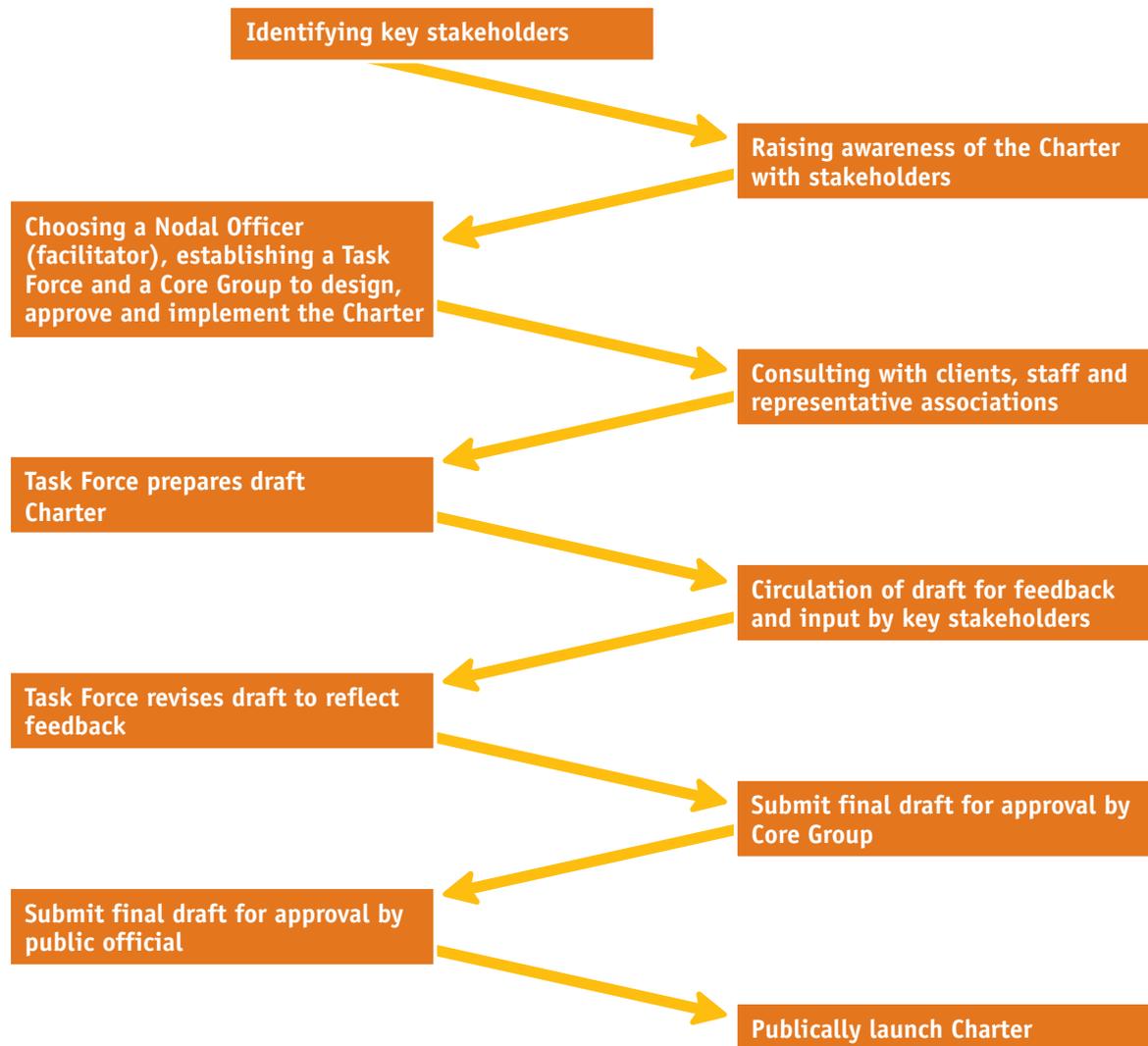
This involves identifying teams to work on the Charter and giving them the necessary resources including political support and authorisation to develop the Charter. The teams/roles involved in this process are the Task Force, the Core Group and the Nodal Officer. Each of the teams/roles has a specific duty in the CC initiative.

### **5. REFINING THE RATIONALE, AIM AND SCOPE OF CC**

Once all the stakeholders are on board, it is necessary to refine the rationale and aim of the CC. Their input in the process helps to add new perspectives and dimensions to the process and this helps in making the rationale, aim and scope of the CC richer and more responsive to the needs of a wider range of stakeholders.



# PHASE 2: DESIGNING THE CITIZENS' CHARTER



## Setting up teams

The CC initiative requires a dedicated group of actors to implement it. There are three different teams/roles that are involved in the process of developing and implementing the CC. These are:

1. A Task Force that technically formulates the CC.
2. A Core Group that oversees the formulation and approval of the CC.
3. A Nodal Officer (facilitator) from the agency to ensure effective implementation of the CC.

### Composition and duties of each team/role

Team	Composition	Function
<b>Nodal Officer (Facilitator)</b>	<ul style="list-style-type: none"> <li>• Chosen from amongst the staff of the agency developing the CC</li> <li>• The position requires someone with skills and time dedicated to development of the CC. It would pose a major challenge to the CC process if the person appointed as a Nodal Officer does not have adequate time to dedicate to the process</li> </ul>	<ul style="list-style-type: none"> <li>• Primary role – s/he is the facilitator of the whole process from preparation, design, implementation to evaluation of the CC</li> <li>• In the design of the CC, the Nodal Officer is part of the Task Force as its Secretary</li> <li>• In implementing the CC, the Nodal Officer ensures wide publicity of the Charter and organises training programmes, workshops, etc</li> <li>• In monitoring of the CC, the Nodal Officer sets up an Integrated Performance Monitoring System to regularly monitor the agency's performance against commitments made in the Charter. S/he also publishes data relating to performance of the agency</li> <li>• In the evaluation of the CC, the Nodal Officer arranges for regular internal and external evaluations and, based on the feedback/evaluation, ensures that activities related to formulation/implementation of the CC form a part of the annual action plan of the agency and are included in the Annual Reports of the agency</li> </ul>
<b>Core Group</b>	<ul style="list-style-type: none"> <li>• Top management</li> <li>• Middle management</li> <li>• Frontline staff</li> <li>• Staff representatives</li> <li>• Strategic partners, for instance donors supporting the services that the agency provides</li> <li>• Customers/clients</li> </ul>	<ul style="list-style-type: none"> <li>• Primary role – this is the political team that deals with the hard choices and difficult decisions that should be made in the process of developing and implementing the CC</li> <li>• It oversees the formulation of the CC</li> <li>• It approves the CC</li> <li>• It monitors its implementation</li> <li>• It oversees the evaluation</li> </ul>
<b>Task Force</b>	<ul style="list-style-type: none"> <li>• 1-2 representatives from senior management</li> <li>• 2-3 representatives from middle management</li> <li>• 2-3 representatives from frontline staff</li> <li>• Representatives from staff associations/unions</li> <li>• 2-3 representatives from citizen/client associations/NGOs/consumer groups</li> </ul>	<ul style="list-style-type: none"> <li>• Primary role – this is the technical team of the Citizens' Charter; it deals with the more technical aspects of the CC initiative</li> <li>• It designs and implements the CC</li> <li>• Identification of all clients and services</li> <li>• Determining the standards of outputs/services with strong input from service users</li> <li>• Preparation of a draft Charter and obtaining suggestions</li> <li>• Modification of draft Charter to include suggestions</li> <li>• Submission of draft Charter to the Core Group for their consideration</li> <li>• Modification of the draft Charter on the basis of suggestions/observations made by the Core Group</li> <li>• Seeks the approval of the Charter by a top public official</li> <li>• Launches the Charter in the public domain</li> </ul>

## Consultation with stakeholders

Consultation with stakeholders should be consistent and systematic in all phases of the CC. In preparation, the identified stakeholders should be involved in the discussion to prepare the terrain. In design, they should be setting the standards. In implementation, stakeholders should be involved in setting up feedback and complaint mechanisms and raising awareness. In monitoring, they should provide feedback, including on their own use of the services. And in evaluation, they should be involved in external evaluation. The stakeholders should be consulted at least twice during the period of developing the Charter. First, to ask their views on what should be included in the CC and discuss with them their expectations of the Charter, and second, to show them the Charter that has been developed as a result of their views. They should be engaged periodically thereafter, especially at the time of review of the Charter, which should take place annually. For effective consultation with the stakeholders, the Nodal Officer should devise a Stakeholder Engagement Plan to define who, why, when and how the stakeholders will be engaged.

### DESIGN: WHAT CAN INGOS AND THEIR PARTNERS DO?

INGOs can support this phase by helping the agency to define the Terms of Reference of the Nodal Officer, Task Force and Core Group. They can support stakeholder mapping and analysis exercises to support the consultation process. INGOs can help gather data on national and international quality standards that can inform the design of the CC. They can also support the drafting of the CC, including input into feedback and complaints mechanisms.

## Preparation of the draft CC

Once the stakeholders have been identified and consulted and the teams for developing the CC are in place, preparation of the draft CC can commence. Before commencing the work of drafting the CC, the following questions should be kept in mind:

- To whom does the agency provide services?
- What services does the agency provide?
- What kind of service requires how much time?
- What should be done to receive services?
- How much fee (in relevant cases) is required?
- How should a complaint be lodged if services are not provided or the client is not satisfied? Based on the complaint, within how much time will a response/resolution be made?
- When and where to contact if more information is required on services?
- What system is there to improve services in the agency?
- How can an interested person become more involved in the service improvement process?
- When was the Charter adopted (or last updated)?

Responding to these questions will guide those drafting the Charter to develop the components of the Charter outlined below.

### VISION AND MISSION

The Charter should begin with a statement of the agency's vision and mission. The vision statement is what the agency wishes to achieve as an ultimate goal. The mission statement declares the agency commitment to the general public and comprises the activities through which the vision can be achieved. Here, you should clearly define the nature and scope of the agency as a service provider; what is within its mandate and what is not. Ensuring clarity of the parameters of the mandate can help define lines of accountability and identify which other agencies ought to be accountable for the delivery of other complementary services.

## DETAILS OF SERVICES

This section identifies the services to clients that the agency provides. Here you should state the service areas it covers and the core issues within these areas. It is also worth signposting how the agency relates to other agencies and the main mechanisms and channels for inter-agency coordination and referral. This will help users decide what type of services they can expect from a particular service provider, and what is within the responsibility of another provider. Remember that the Charter should be realistic; the agency should only include service areas it actually provides under current circumstances.

A Charter is not designed to provide extensive information on all of the services available. It should be a short and accessible document which highlights only the key information. Further details can be made available through the agency's website, newsletters, and publications or in person at the agency's offices.

Equally, it is also useful for a Charter to give service users clarity on who the service providers are and the basic personnel structure, so that service users know who to go to in order to ask for information or to make a complaint.

### EXAMPLE OF SERVICE DELIVERY COMMITMENTS FROM THE MINISTRY OF TOURISM IN KENYA

#### (i) General service delivery

We commit ourselves to:

- Answer your telephone call promptly.
- Attend to you within 10 minutes of your visit.
- Respond to your correspondence within 14 days upon receipt of your letter.
- Treat your concern with confidentiality.

#### (ii) License application

A new application which meets all the requirements will be issued within two months from receipt of application.

#### (iii) License renewal

License renewal will be issued within 14 days if there are no new issues.

## DETAILS OF THE CITIZENS/CLIENTS

This section provides a detailed description of who the service recipients are, what services they are entitled to, what their relationship with service providers is, and what they have to do to access and use the service.

## STATEMENT OF STANDARDS

Setting standards is the backbone of the Charter. In this section the agency should include a statement of services, standards, quality and timeframes. In essence, service users should be able to judge the quality of services before, during and after the Charter is introduced.

Exactly what the statement of services covers will depend on the particular situation of each agency – but whatever standards are set should be **SMART** (**S**pecific, **M**easurable, **A**ccurate, **R**elevant, and **T**ime-bound). The statement should avoid vague promises such as 'it will be our constant endeavour', 'we will try our utmost', 'it is our aim', etc.

The standards must be developed in consultation with citizens. Agencies must not be tempted to develop targets and standards based on their own convenience as opposed to measuring the right services. Standards must be relevant both to the users and the service providers. They must relate to areas which are of interest to the user. Standards must also be set in collaboration with planning and performance departments. This will align them with other service performance indicators. This way, it will be easy to coordinate and measure their impact within the larger organisational plans and programmes.

## DESIGNING INFORMATION AND FACILITATION COUNTERS

Information plays a major role in ensuring the functionality and success of a Citizens' Charter. It is information that will tell users the extent and scope of the services to expect from providers. In designing a CC, therefore, designers must ensure that relevant and concise information will be available to users at the right time and at the right place throughout the life of the CC. This information can be provided through various media including leaflets, guides, posters, transparency boards, websites, information windows and counters, etc. The choice of the medium through which to provide information to users should depend on factors such as what medium reaches most users, which medium uses a language or format that most appeals to a wide range of users, etc.

## DESIGNING A FEEDBACK, COMPLAINTS AND REDRESS MECHANISM

Related to availability of information in a CC is the availability of a mechanism for receiving feedback and complaints and responding to them. Without this mechanism, the Charter will not make any difference in improving access to and delivery of services. The design of this mechanism must be part of the process of developing the Charter.

A feedback, complaints and redress mechanism refers to a system of lodging complaints (negative feedback) if any service recipient does not receive the service, does not get the service on time, is charged more money than the actual fee and/or is not treated well. Bear in mind that if the feedback and complaints mechanism is unclear or inadequate, client dissatisfaction may lead to them no longer using these services (if other options are available) and may lead to further deterioration of service performance. Further, the receipt of complaints should be seen as a means of getting feedback which can help improve service provision in the future rather than finger-pointing at errors that have been made. In particular, members of the agency should be informed of the fact that this feedback can help reduce the causes of future complaints, help service providers better understand what is going wrong and why and identify trends of problems, help them to better communicate their limitations, and help them to address these issues more effectively in the future.

In designing an effective feedback, complaints and redress mechanism, the designers need to make it accessible, well publicised, simple to understand and easy to use. The first step for this can be achieved by designating a visible and easily accessible location in the office to receive complaints from clients. This is not simply establishing a complaints box, but defining where people need to go in the office to make a complaint.

Secondly, the agency should also clearly define a process to handle the complaint, including identifying who is responsible for receiving and responding to the complaint.

Thirdly, the agency should establish a clear system to record feedback and complaints and to inform higher levels of management about issues that require their support. This may be done by the agency itself or a third party. As a minimum, this record should include its type/nature, complainant's name, location and date, responsible officer, and referrals.

In designing the feedback, complaints and redress mechanism, it is useful to define actions for different types and levels of complaint as follows:

- Mistakes which can be rectified immediately, which may simply require an apology.
- Mistakes which require further investigation to resolve the issue, but which are not of serious magnitude.
- Mistakes that violate basic codes of practice and ethics, which are serious and may require appropriate legal redress and compensation.

It is advisable that complaints which may go beyond what has been provided for by the mechanism are referred to the Core Group. The Core Group is expected to deal with hard decisions that could be beyond the immediate mandate of the Task Force or Nodal Officer and thus a referral to the Core Group would be the most appropriate mechanism for resolving serious disputes.

Overall, it would be desirable to build on existing systems and mechanisms as much as possible. Creating large new or parallel structures is a lot of work and may be a disincentive for staff. However, it is important to ensure that citizens/clients are well informed and have different options available to them.

Note that service providers will likely be resistant to penalties when agreed standards are not met. Some flexibility is advised, but here it is important to stress the linkage with internal accountability systems of the implementing agency.

### **EXPECTATIONS FROM CLIENTS**

This section should provide details of what the service-providing agency expects of the users of their services. Even if the service providers have a key role in implementing the Charter or improving the quality of service, the role of the service recipients cannot be ignored. It should contain a description of what the service recipients should do to get quality service and what behaviour the institution expects from its clients. For example, if service providers are expected to be courteous, service users should be expected to reciprocate this courtesy, or if service providers are expected to be responsible for efficient waste management, citizens should be expected not to litter. Once again, you should consider what are reasonable expectations in the local service delivery context and sector.

**حقوق المريض :**  
 جودة الخدمات المقدمة وتقديم العلاج وفقاً لأعلى المعايير المهنية على يد تمهين ومؤهلين وذوي خبرة في مكان مرخص ومعتمد. النظر في الشكاوى و اتاحة الفرصة للمواطن للاطلاع على السجلات الطبية الخاصة به. تحديث السجلات بشكل دائم ودقيق وتوفير معايير السلامة من مراعاة خصوصية المريض سواء لشخصه او البيانات الخاصة به .  
 ابلاغ منطقي الرعاية الصحية بكافة التكاليف والتفقات غير المغطاة بالتأمين الصحي قبل تلقي العلاج في الحالات الطارئة بغض النظر عن وضعية بطاقة التأمين الصحي التي يحملها تقدم المعلومات الخاصة بتقديم الشكاوى للوحدة الصحية اذا لم يكن راضياً او الكشف الطبي او العلاج او مهنية العاملين او مستوى السلامة بأشياء  
**التزامات متلقي الخدمة المتبقدين في الوحدة الصحية :**  
 الالتزام بالهدوء داخل الوحدة ومراعاة النظام . الالتزام بالتواجد في المواعيد الحفظ على نظافة الوحدة واحترام العاملين بالوحدة .  
 الالتزام بالسياسات المعمول بها داخل الوحدة وخاصة سياسة منع التدخين اتباع تعليمات الفريق الصحي أثناء الامتازات والكوارث مثل الحريق احضار بطاقة التأمين الصحي عند الذهاب للوحدة الصحية . عرض شكاوى او مقترحاتك من اتباع القواعد او اللوائح الخاصة بالوحدة الصحية . مراعاة حقوق المرضى الاخرى اتباع خطة العلاج كما حددها المسئول عن تقديم الرعاية الصحية المقدمة . توجيه اى سؤال عن اى جانب من جوانب الرعاية الصحية المقدمة . التعامل باحترام و اتباع سلوك حضارى مع المرضى الاخرين و الزائرين و ال عدم استخدام خدمة الطوارئ الا في الحالات الطارئة جداً و عند عدم امكانية استخدام الادوية معاملة دقيقة حول البيانات الشخصية او التاريخي الصحي او العائلي .  
**PHASE 3: IMPLEMENTATION OF THE CITIZENS' CHARTER**

م	نوع الخدمة	القيمة	توقيت الخدمة
١	قيّد الموالييد	(١٠)جنيه طابع اسرة (٦)جنيه رسوم محافظة (٨)جنيه طابع تأمين صحي (٢)جنيه طوابع دمغة	١٣ يوم من تاريخ الميلاد بعد ذلك ساقط قيّد
٢	قيّد وفيات	٣ جنيه محافظة	٢٤ ساعة من تاريخ الوفاة
٣	كشف عيادة خارجية	١ جنيه ثمن التذكرة	يوماً من ٨ ص و حتى ٢ ظ
٤	كشف الأسنان	١ جنيه ثمن التذكرة	يوماً من ٨ ص و حتى ٢ ظ
٥	السونار	٥ جنيه	يوماً من ٨ ص و حتى ٢ ظ
٦	صرف العلاج	مجاناً	مع الكشف
٧	تحليل بول كامل-تحليل بول-زلال البول هيموجلوبين بالدم-سكر دم-سكر بول	مجاناً	يوماً من ٨ ص و حتى ٢ ظ
٨	تطعيمات الأطفال	مجاناً	يوماً من ٨ ص و حتى ٢ ظ
٩	أخذ عينة الغدة الدرقية	مجاناً	يوماً من ٨ ص و حتى ٢ ظ
١٠	متابعة الحوامل	مجاناً	يوماً من ٨ ص و حتى ٢ ظ
١١	حالات الطوارئ	مجاناً	يوماً
١٢	عيار كيمر	مجاناً	يوماً
١٣	تحليل بول كامل-تحليل بول-زلال البول هيموجلوبين بالدم-سكر دم-سكر بول	مجاناً	يوماً
١٤	تحليل بول كامل-تحليل بول-زلال البول هيموجلوبين بالدم-سكر دم-سكر بول	مجاناً	يوماً
١٥	تحليل بول كامل-تحليل بول-زلال البول هيموجلوبين بالدم-سكر دم-سكر بول	مجاناً	يوماً
١٦	تحليل بول كامل-تحليل بول-زلال البول هيموجلوبين بالدم-سكر دم-سكر بول	مجاناً	يوماً
١٧	تحليل بول كامل-تحليل بول-زلال البول هيموجلوبين بالدم-سكر دم-سكر بول	مجاناً	يوماً
١٨	تحليل بول كامل-تحليل بول-زلال البول هيموجلوبين بالدم-سكر دم-سكر بول	مجاناً	يوماً
١٩	تحليل بول كامل-تحليل بول-زلال البول هيموجلوبين بالدم-سكر دم-سكر بول	مجاناً	يوماً
٢٠	تحليل بول كامل-تحليل بول-زلال البول هيموجلوبين بالدم-سكر دم-سكر بول	مجاناً	يوماً

**صحية :-**  
 ذات جودة عالية لكل مواطن .  
**صحية :-**  
 الصحية تسعى الى الوصول لرعاية صحية شاملة و مستمرة لارتقاء بالمستوى الصحي للفرد و الأسرة و المجتمع من خلال قومية للجودة من أجل إرضاء المنفعة ووقايته و علاجه و تنقيفه رضاء مقدمي الخدمة الصحية و بالتالي رضا المجتمع ككل .  
**بالوحدة الصحية :-**  
 الوحدة و مجلس الادارة او من ينوب عنه بمقر الوحدة الصحية و التنسيق و يلتزم فريق عمل الوحدة الصحية بالحضور .  
 لتلقى الشكاوى عن خدمات الوحدة الصحية لعرضها شهرياً مدة الصحية في الاجتماع الشهري أو عرضها للجهة الادارية الرد .  
 تليفون الاستعانة : ١٢٢  
 تليفون الطوارئ : ١٢٢

Implementation of the Charter can commence once it has received approval from the Core Group, working with relevant authorities. This implementation phase of the Charter involves a number of activities as outlined below.

### Raising awareness of the Charter

An effective awareness campaign on the Charter amongst all the stakeholders is critical for ensuring success in its implementation. There is normally a lot of scepticism about pledges of changes in public service provision. As such, the issuance of the Citizens' Charter may be viewed by many people as just another exercise in public relations. To overcome the scepticism, regular and persistent efforts are required to bring about attitudinal changes amongst all the stakeholders.

For the staff implementing the Charter, there is a likelihood of a natural resistance to change. Involving them will therefore go a long way in overcoming this resistance and will make them important partners in the exercise. Instead of trying to reform all the processes at once and encountering significant resistance in so doing, it is advisable to break the tasks into small components and tackle them one at a time. For the users of the services, regular dialogue with their representative groups would help in overcoming any scepticism.

The implementers should aim for wide availability of the Charter and its prominent display in areas where users and other stakeholders can access it. It should however be noted that the awareness generated at this stage is slightly different to the initial efforts in mobilising stakeholders at the commencement of the CC initiative. The awareness-raising done during the preparation stage aims to mobilise the interest of users to participate in the development of the CC; the aim now is to ensure that they participate in its implementation. Thus, the two audiences are different – the first audience is largely the user groups that have the organisational ability to participate in the development of the CC; the second audience is the general public – the general users beyond the organised user groups.

## Training staff

Staff members are at the centre of a successful Charter. However, one of the major sources of failure in implementing the Charter arises from their lack of understanding about the Charter and the lack of their buy-in. It is therefore important to equip staff with the necessary skills to enable them to fully implement the Charter. As one of the first activities in implementing the Charter, the Nodal Officer should organise training events for the staff to equip them with the relevant skills.

### IMPLEMENTATION: WHAT CAN INGOS AND THEIR PARTNERS DO?

INGOs can support the implementation phase by raising awareness with communities and disseminating information to them about the CC. They can help by providing training to staff and civil society organisations on CCs. INGOs can also support the agency to establish feedback mechanisms and Information and Facilitation Counters.

## Activating citizen-friendly Information and Facilitation Counters

Activating Information and Facilitation Counters (IFCs) may involve setting up of:

- help desks / 'May I help you' counters
- biannual customer needs analysis in collaboration with user groups
- Citizen Information Centre
- direct helpline
- publication of handbooks and guides on the service provided
- one-stop-shops where citizens can do all their transactions in one place
- direct engagement with the customer, for example, telephoning or writing to them to seek their suggestions

## Activating a feedback, complaints and redress mechanism

Activating this mechanism may involve setting up:

- over-the-counter service outlets
- a toll free telephone number
- a special post office box number, email, fax and telephone
- soliciting feedback from community and consumer organisations
- consultative committees
- periodic written surveys

In responding to complaints, it is important to keep complainants informed of the progress of the response to their concerns. To this end, it is helpful to develop a time-bound protocol in which the complaint is acknowledged, investigated, reported on and resolved. In addition, the system should be fair, comprehensive and impartial in its investigation, while maintaining the confidentiality of both the staff and the complainant.

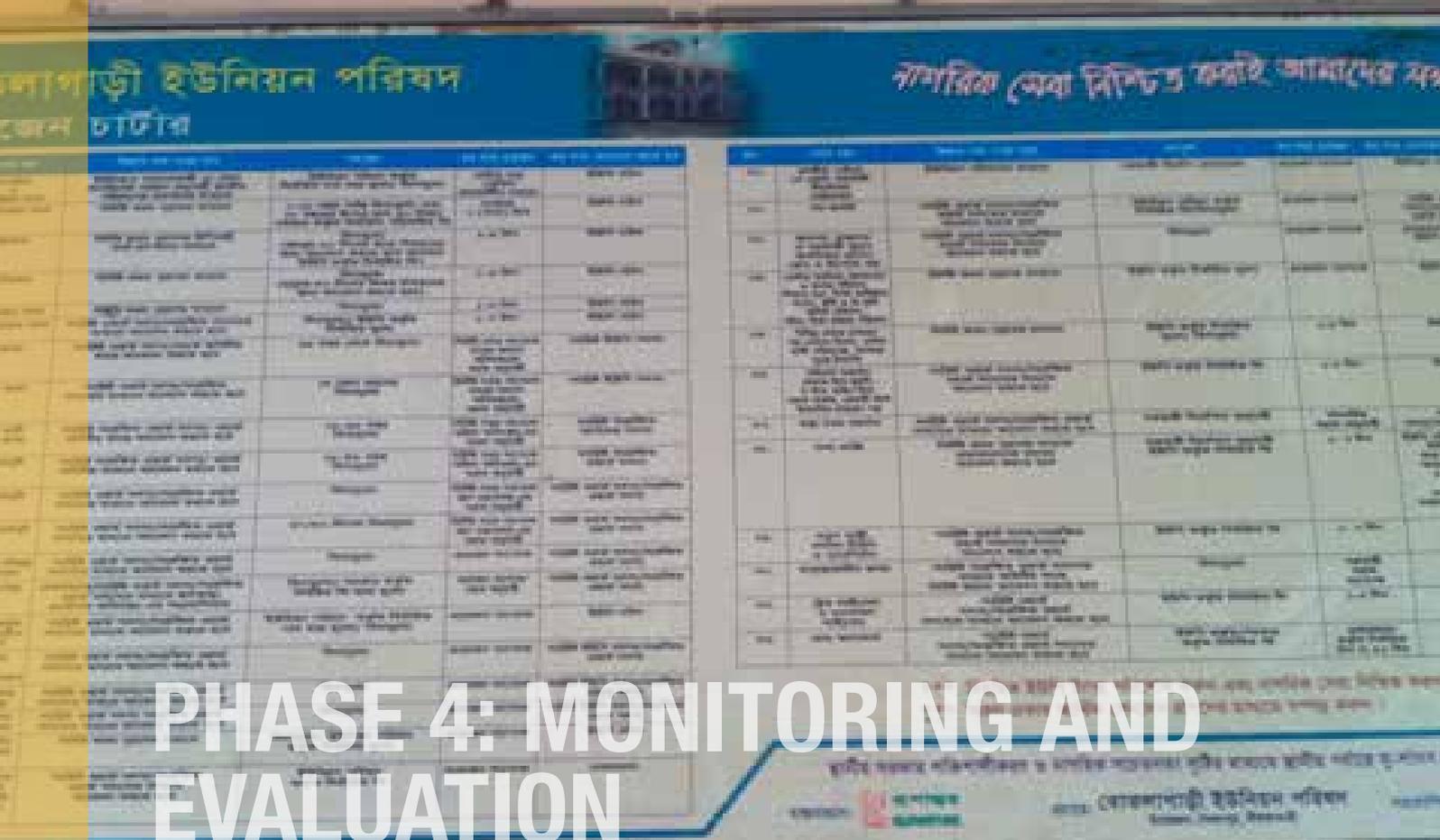
## Recommendations for an effective CC implementation regime

- To overcome initial scepticism towards the CC by users and service providers, a robust and effective awareness campaign amongst all the stakeholders at the initial stage is essential.
- Regular, untiring and persistent efforts are required to bring about attitudinal changes envisaged by the CC. The mere issuance of a Citizens' Charter without these efforts will not change overnight the mind-set of the staff and the clients.
- Make staff, especially frontline staff, part of the process of implementing the CC. This will help overcome the natural resistance to change. Involving them will go a long way in overcoming their resistance and turn them into equal partners in the exercise.

- Instead of trying to reform all the processes at once and encountering massive resistance, it is advisable to break CC tasks into small components and tackle them one at a time.
- The CC initiative should have an in-built mechanism for monitoring, evaluating and reviewing the working of the Charter, preferably through an outside agency.

### **SOME COMMON PROBLEMS FACED DURING IMPLEMENTATION OF THE CC**

- The perception that the CC is carried out because there is compulsion from above. This is likely to arise when the consultation process is minimal or largely absent, thus making the CC one of the routine activities of the organisation but with no transformative focus.
- The employees responsible for CC implementation not having proper training and orientation. In this case, the commitments of the Charter cannot be delivered by a workforce that is unaware of the spirit and content of the Charter.
- Not conducting systematic awareness campaigns to educate clients about the Charter. This leads to lack of the information and awareness necessary amongst users which can make them actively engage in questioning the services provided, as required by the Charter.
- Having the standards/time norms of services either too lax or too tight and therefore, unrealistic. This makes providers and users lose faith in the CC as an effective tool for transforming service provision. They therefore easily fall back to their usual habit.
- Not having the concept behind the CC properly understood, leading to information brochures, publicity materials and pamphlets previously produced by the agency being mistaken for Citizens' Charters.



## PHASE 4: MONITORING AND EVALUATION

The M&E phase focuses on monitoring and evaluating CC performance. Having a built-in M&E mechanism would help the agency using the CC understand whether the CC is working in improving quality and responsiveness of services and relations between service users and service providers. Continuous monitoring and periodic evaluation, both internally and externally, are vital for this reason. The steps for doing this are set out below.

### Setting up a performance measurement system

A Citizens' Charter without a performance measurement system is toothless since it does not indicate the changes that are taking place. Measurement also enables the agency to review and re-engineer the Charter initiative. It is therefore crucial that for purposes of identifying the changes happening, a performance measurement system is set up within the Charter.

In both setting up and using the performance measurement system, the participation of all the stakeholders is crucial. For it to have immediate resonance with service providers, it should also provide a reward system for staff who provide excellent service. Measurement of performance should take place regularly, for example quarterly. It should ideally be IT-enabled so that data can be analysed in real-time and reports on service failure against the Charter standards generated automatically. In setting up a performance measurement system, the agency needs to decide what aspects and indicators it wants to regularly measure (quality standards, complaints received, etc), how frequently they should be measured (eg quarterly, half yearly, yearly), and how the results will be published (eg in posters at the office, through the media, website, etc).

To ensure a constant flow of information on the changes taking place, it is important to encourage the practice of self-assessment by staff. This will enable them to assess how well they think they are delivering services. This can be compared with feedback from customers. Also, analysis should be conducted on the type and volume of complaints and whether trends are arising. Both types of performance measurement will provide information that will help improve the service in accordance with the objectives of the Charter.

## Regular internal and external evaluations

In designing and implementing an evaluation, the agency may ask the following questions:

- How shall we measure our performance?
- Which particular aspects of the service's performance do we want to measure?
- Who will measure the performance – internally/in-house or externally by an independent organisation (like a market research company) or user organisations?
- How will the results be published?

If the agency settles for external evaluation, this can take a variety of forms including:

- Face-to-face feedback from users visiting the office.
- Feedback forms provided to users at the counter.
- Using the services of voluntary organisations (eg research organisations, consumer activists, universities, colleges etc).

The agency should make provisions for an independent audit and review of its performance against published standards. Its performance must be independently validated by:

- Employing the expertise of credible, independent audit and reviewing institutions.
- Employing participatory tools such as a social audit and citizens' report card by credible civil society groups.

### M&E: WHAT CAN INGOS AND THEIR PARTNERS DO?

INGOs can support this phase by helping the agency to select relevant indicators that they should monitor. INGOs might also support external evaluations, facilitate social audits, and publish data in accessible formats for citizens.

## Regularly publishing and communicating performance results

Once the results of the performance measurement or periodic evaluations are available, it is crucial to share them with other stakeholders. This can take the form of quarterly or annual reports or some other form of bulletin. This can then be sent to stakeholders using appropriate media. Ideally, the evaluation report must be widely publicised within and outside the agency and used in improving the performance of service provision and implementation of the Citizens' Charter.

### EXAMPLE OF SELF-SCORE CARD

Pre Citizens' Charter	Post Citizens' Charter
Bureaucratic	Citizen-centric
Process-oriented	People-oriented
Citizen uncared for; indifferent treatment; discourtesy	Courtesy; helpful service; welcome reception
Staff-driven/rules-driven	Citizen-focused and citizen-centred
Low priority for customer service and customer satisfaction	High priority for customer service and customer satisfaction
Officers/staff not accessible	Staff easily accessible and willing to listen
No standards/no accountability; vague or unquantifiable standards	Well-defined standards of service; clear and measurable; publication of standards against performance
No transparency; information hidden from the public	Information shared with the public
Secrecy, discretion, corruption, favouritism	Transparent systems
Indifferent to customers' complaints/delay in redressal	Good complaints processing system; compensation to citizens for deficient services
Promises, promises, promises	Concrete steps



It should be remembered that the Charter initiative seeks to improve the quality of services through strengthening the interaction between service providers and service users. For this to happen, the participation of both users and providers is crucial. Participation itself should be designed to empower both users and providers. Token participation by any of the sides is likely to result in outcomes that do not improve services as intended by the initiative.

Recommendations for successful design, implementation and evaluation include:

- Consult citizens and staff at every stage of formulation of the Charter.
- Have a thorough orientation of staff about the salient features and goals/objectives of the Charter, vision and mission statement, problem solving, handling of grievances and communication skills.
- Create a database on consumer grievances and their redress.
- Widely publicise the Charter through print media, posters, banners, leaflets, handbills, brochures, local newspapers, websites and other electronic media.
- Earmark specific budgets for awareness-generation and orientation of staff.

# Annexes

## Annex 1: Does and don'ts

DO	STAGE	DON'T
<ul style="list-style-type: none"> <li>• Verify that there is support for a CC from senior management</li> <li>• Form a project team that can guide drafting and implementation</li> <li>• Develop a clear communications strategy</li> </ul>	<p><b>Preparatory work</b></p> 	<ul style="list-style-type: none"> <li>• Attempt to go forward with the CC process without the support of management</li> <li>• Forget that the communications strategy should be evidence-based and targeted to both external and internal stakeholders</li> </ul>
<ul style="list-style-type: none"> <li>• Involve a wide range of stakeholders, including staff, citizens, and civil society, in drafting and implementing the CC</li> <li>• Ensure that the CC reflects citizens' needs, expectations, and priorities for service delivery</li> </ul>	<p><b>Conduct consultations</b></p> 	<ul style="list-style-type: none"> <li>• Only involve senior management in drafting and implementing the CC</li> <li>• Develop the CC solely on the basis of the service delivery organisation's priorities and expectations</li> </ul>
<ul style="list-style-type: none"> <li>• List realistic service standards and expectations</li> <li>• Use simple language</li> </ul>	<p><b>Draft the Citizens' Charter</b></p> 	<ul style="list-style-type: none"> <li>• Promise to achieve service delivery standards that are not realistic</li> <li>• Use technical terms or jargon in the CC</li> <li>• Include too many services in the initial CC</li> </ul>
<ul style="list-style-type: none"> <li>• Create accessible uptake locations and channels</li> <li>• Inform users about the steps in the complaints-handling process</li> <li>• Publicise complaints handling data</li> </ul>	<p><b>Develop complaints handling mechanism</b></p> 	<ul style="list-style-type: none"> <li>• Create barriers to complaining by making uptake processes time-consuming or complicated</li> <li>• Forget to update users on the status of their complaint</li> </ul>
<ul style="list-style-type: none"> <li>• Dedicate sufficient resources to training staff</li> <li>• Widely publicise the standards outlined in the CC so that users will be aware of its existence</li> <li>• Roll out the CC incrementally</li> </ul>	<p><b>Train staff, launch the Charter, and publicise the Charter</b></p> 	<ul style="list-style-type: none"> <li>• Introduce the CC before the organisation is able to achieve the standards it establishes</li> <li>• Assume that the CC can be effective without a well-designed public relations strategy</li> <li>• Expand the coverage of the CC too quickly</li> </ul>
<ul style="list-style-type: none"> <li>• View the CC as one step in a longer-term process of improving service delivery</li> <li>• Set up a monitoring and evaluation system to track performance</li> <li>• Revise the CC over time as necessary</li> </ul>	<p><b>Monitoring, evaluation, and improvement</b></p>	<ul style="list-style-type: none"> <li>• Assume that the CC will have an effect on service delivery overnight</li> <li>• Forget to solicit feedback from citizens and staff about ways to improve the CC</li> </ul>

Source: Centre for Good Governance

## Annex 2: Sample text

### 1. Vision statement:

The aim/purpose of this Charter is to work for better quality in public service ...

### 2. Explanation of services delivered by the department:

We deliver the following services...

### 3. Our aim is to achieve the following service delivery/quality parameters:

Nature of service: \_\_\_\_\_

Service delivery standard: \_\_\_\_\_

Remarks: \_\_\_\_\_

[Time limit (days/hours/minutes)]: \_\_\_\_\_

### 4. Availability of information:

Information on the following subjects can be obtained from our officers listed below

A. Service B. Name of the officer C. Title D. Location/address E. Telephone/fax/e-mail

### 5. Availability of forms:

Title of the form: \_\_\_\_\_ Fee to be paid: \_\_\_\_\_

Payment contact: \_\_\_\_\_

Forms can also be downloaded at:

\_\_\_\_\_

### 6. Grievance redress:

All staff will extend courteous and helpful service. If you have any grievances with respect to the delivery of the above standards you are welcome to register your grievances with the following officers:

Name: \_\_\_\_\_ Title: \_\_\_\_\_

Address: \_\_\_\_\_

Telephone/fax/e-mail: \_\_\_\_\_

We have also created a website for registering grievances at:

\_\_\_\_\_ and you are welcome to use this facility.

We will acknowledge all grievances within \_\_\_\_\_ days and

will communicate a final reply on the action taken within \_\_\_\_\_ days.

### 7. Consultation with our users/stakeholders:

We welcome suggestions from our users.

We conduct \_\_\_\_\_ polls

We hold periodic \_\_\_\_\_ meetings with users/user representatives.

If you wish to be associated with this, please contact \_\_\_\_\_

at \_\_\_\_\_

Please also enter your details at our website, indicating your willingness to be available for consultation or survey on the points listed in the Charter.

**8. We seek your cooperation on the following:**

The Citizens' Charter is a joint effort between us and you to improve the quality of service we provide, and we request you to help us in the following way (give details relevant to the departments concerned).

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**9. Guidebook/Handbook/Consumer Helpline:**

We have published a Handbook for the guidance of our customers. Please contact \_\_\_\_\_ Officer for more details.

Our helpline number is: \_\_\_\_\_

Our customer information centre is located at: \_\_\_\_\_

Phone No: \_\_\_\_\_

Other information: \_\_\_\_\_

We are committed to constantly revise and improve  
the services being offered under the Charter.

**LET US JOIN HANDS IN MAKING THIS CHARTER A SUCCESS!**

(Adapted from <http://goicharters.nic.in/cchandbook/htm>)



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#### PHOTOS

p1, A group of women hold a meeting in Falaba, northern Sierra Leone © CARE/Freccia/Learson 2012

p3, A community meeting in Chhinal, Bangladesh © CARE/Viivi Erkkila 2016

p6, A discussion with government officials in East Hararghe, Ethiopia © CARE/Michael Tsegaye 2014

p9, A planning meeting in Ethiopia © CARE/Michael Tsegaye 2014

p15, Citizens' Charter poster for health services from the Beni Suef governorate in Egypt © CARE 2015

p18, Citizens' Charter poster in the north-west region of Bangladesh © CARE 2015

p20, A midwife at a health clinic in Banda Aceh, Indonesia © CARE/Josh Estey 2014