

Transparency at the Local Level Planning in Bangladesh: A Study on the Role of Citizen's Charter (CC)

Shuvra Chowdhury, PhD *

Abstract

The Citizen's Charter (CC) as one of the strategies of New Public Management (NPM) is considered as a gateway of getting quality public services. The provision of CC in 'the Local Government (*Union Parishad* hereinafter UP) Act 2009' ensures people's right to get dissemination of description of all services with its specific terms & conditions and a system for grievance resolution within specific time frame. Theoretically, people's involvement in the planning process is a mechanism to contribute to the decision making process. At this point, CC is about description of all those services of people's entitlements which are supposed to be finalized at the planning process of UP such as selection and finalization of various projects for implementation, selection of beneficiaries of Social Safety Net Programs (SSNP), decisions on resource mobilization and expenditure decision etc. On the basis of both primary and secondary data this study depicted the real picture of dissemination of charter of services necessary for local level planning. Research found that willingness and personal motives of the UP functionaries and interventions of NGO officials with UP functionaries have made some differences in the application of CC. On the contrary, the participatory planning process itself has been identified as an effective mechanism where UP related matters become more visible. However, lack of publicity, lack of knowledge of the UP functionaries and lack of awareness of the general people, lack of IT professionals, lack of personnel and existing power politics are still some challenges for application of the CC for "**Information Transparency**" at the local level.

Introduction

In the doorsteps of twenty first century, most of the governments of developed countries initiated the application of private sector's styles, techniques and tools in the working processes of government offices which are termed as New Public Management (hereinafter NPM). The NPM techniques are not reform efforts to public sector rather it represent a transformation in the public sector and its relationship with government and society Hughes(1994:66). In this changing era of globalization, information technological development and free

*Associate Professor, Public Administration, University of Rajshahi-6205, Bangladesh.

market economy, the governments of both developed and developing countries have shifted their vision from traditional administrative practices to NPM techniques for the betterment of the citizens. The Citizen Charter (hereinafter CC) as one of the strategies of NPM is considered as one of the most popular and prominent methods for better service provisions and management at the local level Jamil (2011:175). Though the success of new management techniques is notoriously unreliable (cited in James et al 2005), the CC is considered as efficient, appropriate and relevant mode of delivering quality services on the basis of citizen's interests, needs and aspirations. It encourages citizen's active participation in the formulation and implementation of policies that are essential to their daily life (cited in Jamil, 2011:175). As Iftekharuzzaman (2012:1-3) argued,

As a legally non-binding social contract, the Citizens Charter contributes to accountability and transparency in a process that involves a series of collective efforts which eventually lead to a public commitment by all stakeholders to promote governance quality and level of accountability to the people..... It is also essentially a set of tools and processes for building effective bridges of the public officials and public representatives with citizens, a sense of collective ownership and responsibility. It is a non-conventional process of holding the power-holders accountable and responsive to the people on whose mandate they exercise the power.

As a process of displaying information, charter of services is provided for the citizens who are entitled to receive services. It mentions the types of services available, the service fee, the responsible person providing the service, the service quality, the duration for providing the service, the terms and procedures of service delivery and the remedy if the service is not available, etc. Khadka and Bhattarai (2012:1). The CC is in fact a declaration and pledge from the service providing institution to furnish public services to the needs of citizens where issues of accountability and transparency are of utmost importance(cited in Jamil, 2011:175).Thus, application of CC can renovate governing processes while it is recognized by almost all donor agencies that transparency and accountability are two important elements of governance Chowdhury (2015:25).It can be used as a medium for transparent communication process between government agencies and general people. Conversely, scholars also argued for active people's participation in all the activities of government where they can demand answerability of the duty bearersChowdhury (2015:28-30).So, here comes thechicken and egg dilemma in the study of participation and governanceprocess which one comes firstWaheduzzaman (2010:37).Public institutions are blamed as

corrupted and sluggish due to lack of flow of information in Bangladesh (World Bank 1996). In this connection, CC has been proved to be such an information sharing instrument that establishes participation of people and empower people with voice, builds capacities of the people to raise voice and demand for accountable, transparent and pro-people governance (Sarker & Dutta, 2011). According to the Local Government (Union Parishad) Act, 2009 (hereinafter UP Act, 2009) each UP is legally responsible to provide charter of services which is supposed to contain declaration of various services of UP, its terms and specific time frame for getting those services. Section 49(4) of the UP act, 2009 states that in circulating CC it must include the following:

- a) Correct and clear description of each service;
- b) Cost of service;
- c) Terms and procedure for claiming and receiving services;
- d) Specific time for providing services;
- e) Responsibilities for citizens regarding services;
- f) Assurance for service delivery;
- g) Procedure for grievance resolution regarding service delivery;
- h) Consequences for refusing the undertaking of charter of service.

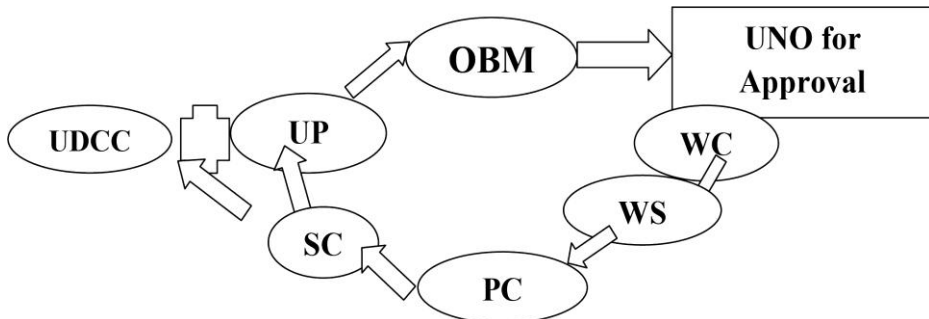
Along with this section-78(1/4) of the UP Act, 2009 prescribes that any citizen is entitled to get any information by using the prescribed process. Section 78(4) dictates that government can instruct the UP to circulate various information regarding citizen's rights. The instruction circular following section 50 of the UP Act, 2009 specifies that the UP would disseminate various data through its website, including CC, income expenditure statement, budget, scheme/project list, decisions of meetings, report of latest meeting, implementation state of the decisions and all notices and circulars of UP GoB(2014:2).

Planning Process and Application of Citizen's Charter

Planning stands first in the term "POSDCORB"ⁱ termed by Gulick since it is regarded as one of the important tools for controlling other functions of organization. Gulick's understanding of planning is worthnoting here. To him, "Planning that is working out in broad outline the things that need to be done and the methods for doing them to accomplish the purpose set for the enterprise"ⁱⁱRosenbloom (1989:154). This section highlighted the planning process of UP. The UPⁱⁱ is the lowest unit of field administration and it is a self-government institution. More than 200 years old institutions UPs were created during the British rule and reason behind creation of such an entity was to resolve local problems or to meet local peoples' need locally. Responsible government

systems at the local level were absent during British rule as only the men on the basis of their ability to pay tax had their access in the LGIs. The government officials were all in all in each administrative tier and allocations for LGIs were transferred to them for various development activities. The activities of the then LGIs were limited to a few including public works, education, health services and tackling of the local law and order situation Chowdhury 2015(81-87). During Pakistan regime the members of the Union Council, had no power over local policy making and administration Ahmed (1988:814). Experimenting with LGIs including its tier, composition and functions was common during various regimes in independent Bangladesh Chowdhury 2015 (92-102). Various attempts, including *Swanirvar Gram Sarker (1980) / Gram Sarker (2003)* (Village Government) (hereinafter SGS/GS) during Bangladesh Nationalist Party (BNP) regimeⁱⁱⁱ, *Palli Parishad (1989)* (Village Assembly) during *Ershad Regime*^{iv}, *Gram Shava (1997)* (Village Assembly) during first *Sheikh Hasina*^v regime have been introduced and some of those institutional arrangements, specifically the creation of SGS/GS, faced rigorous criticism^{vi} (Hasan 2007; Siddique 1997).

Figure-1: Participatory Planning and Budgeting Process



Source: Modified by the author from UP operational manual 2012

From literature it was found that previously peoples' access in the planning process was limited and corruption was common in the utilization of the fund allocated to UPs Chowdhury (2015:5-6). The present UP Act, 2009 offers the general people to participate in its planning and budgeting process (Figure-1). According to UP Act, 2009, UP operational manual 2012 and subsequent circulars issued from Local Government Division (hereinafter LGD) it is specified that various committees including Ward Committee^{vii} (hereinafter WC), Planning Committee^{viii} (hereinafter PC), Standing Committee^{ix} (hereinafter SC) and Union Development and Co-ordination Committee^x (UDCC) with representation of general people, experts and civil society organizations etc. will

organize meeting for formulation of yearly plans at *Ward Shava*^{xi} (hereinafter WS) and approve of those plans at Open Budget Meeting (hereinafter OBM). The WC is responsible for organizing WS while PC is responsible for sending sector wise plans to SC for proper analysis and scrutiny of the sector wise plans and projects UP operational manual (2012:40).The SCs are supposed to prioritize the demands/schemes on the basis of availability of resources and prepare a five year plan and first year plans are supposed to be demonstrated with probable estimated income and expenditure. This estimated budget is then supposed to be sent to UDCC and to UP for final approval. These approved plans are supposed to be displayed before all the voters of concerned UP. This Open Budget Meeting (OBM) is termed as Participatory Budgeting. In this study the right and entitlement of various services of UP which are supposed to be finalized in WS and OBM have been considered as charter of services. As such, the information which need to be disseminated against application of CC for UP planning process would include:

- Disclosure of flow chart/processes of planning and budgeting process;
- Criteria for being enlistment in various committees of the planning and budgeting process;
- Specific time frame for planning and budgeting process;
- Demands that are to be placed in the planning process;
- Allocation information including prospective and actual income-expenditure information;
- Government instruction for utilization of funds, etc.

On the basis of the above background this study intended to answer two questions: how do the UP functionaries provide scope for general people to have access in the information relating to planning process of UP? and secondly, how do general people have access in the information?

Research Methodology

This paper is extracted from author's PhD dissertation entitled "Impact of 'the Local Government (Union Parishad) Act, 2009' on the Local Governance in Bangladesh: A Focus on people's participation and accountability" which included vigorous field work in six (06) UPs of *Rajshahi*, *Sirajganj* and *Lalmonirhat* District^{xii}. It is based on case oriented qualitative research strategy and used both primary and secondary data because case study research emphasizes detailed contextual analysis of a limited number of events or conditions and their relationships (Yin 1994; Chowdhury 2015). Considering required time, resource and the purpose of the study, 18 wards had been selected

from 6 UPs of 3 districts purposively. Two UPs from two different UPZs of each district were selected for context analysis of the local governance process. Systematic sampling procedure were followed for selection of the respondents of functionaries and general people of the concerned UP. Among nine wards of each UP, ward no. 1, 4 and 7 were selected systematically so that equal number of male and female UP functionaries (N=47) were selected for the interview process. Interview sessions were also conducted for those general people who participated (N=79) at WS and OBM. Two Focused Group Discussion (FGD) sessions i.e. one for male and another for female (N=323) in each ward were conducted. The participants of the FGD sessions did not participate at WS and OBM. Primary data relating to the subject matters of the study were also collected through document review and direct observation of WS and OBM.

Process of Dissemination of Charter of Services: A Focus on Openness and Transparency

In this section the processes of (1) dissemination of information regarding peoples' participation in WS and OBM and (2) information regarding the service provisions to be prioritized at WS and OBM were selected as the variables to measure transparency at the local level planning. For dissemination of appropriate information two important responsibilities arise for the duty bearer: firstly, to provide information and empower people with their rights and secondly, to fulfill their demands or show-cause if some of those demands are not considered for implementation. The process of information dissemination was explored from the perspective of two information transmission media i.e. firstly, through Union Digital Centre (hereinafter UDC^{xiii}) and through website and secondly, through Citizen Charter (hereafter CC) at the UP notice board.

E-governance: Information Dissemination regarding WS and OBM through UDC and Website: From review of website data that database which are generated at UP's are updated and uploaded through UDC for people's watching. It was explored through review of the websites of the local government division and UDCs of UPs that following information were available for people's watching.

Table-1: Information Disseminated through UDC Regarding Participatory Planning and Budgeting^{xiv}

Name of UP	Name and contact Information of UP functionaries	Allocation of LGSP-II	Five Year Plan	Yearly Plan	Budget Information	Real Income Expenditure Statement	Format ion of SC
Hariyan	Yes	No	No	No	No	No	No
Gogram	Yes	Yes	Yes	No	Yes	No	No
Hatikumrul	Yes	Yes	Yes	No	Yes	No	Yes
Ghurka	Yes	Yes	Yes	No	Yes	No	No
Kakina	Yes	Yes	Yes	Yes	Yes	No	No
Vadai	Yes	Yes	No	No	Yes	No	No

The data table-1 showed that though there were information regarding proposed budget of the UP, there was lack of information regarding UPs' actual income and expenditure. Though some UP's website generated various service recipients name with address but there was no uniformity of information dissemination in the UDCs. The following data table-2 showed information about the beneficiaries' of SSNP have been uploaded through UDC only in two UPs (Out of six). The allocations which are provided to those UPs are visible for people's information. So it can be argued that those UDCs which have provided information have created transparency. Here is the question, why do some UPs disseminate information and why do some UPs do not. This study has brought a positive finding of NGO intervention with UP. The secretaries and other UP officials of those two UPs which have uploaded almost all necessary information at UDCs had training from NGOs.

Table-2: Availability of the Lists of the Service Recipients at UDC

Service Recipient Lists	Hariyan	Gogram	Ghurka	Hatikumrul	Kakina	Vadai
VGD, VGF	Yes	Yes	Yes	No	Yes	Yes
Old Aged Allowance	Yes	Yes	Yes	No	No	No
Maternal Allowance	Yes	Yes	No	No	No	No
Widow Allowance	Yes	Yes	No	No	No	No
Disable People List	Yes	Yes	Yes	No	No	No
TR, FFW, LGED	No	Yes	No	No	No	No

Website data review in the data table-3 also found that allocations of LGSP-II for three upcoming years are available in the website of local government division which is related to UP planning and budgeting process. The following example of availability of Information regarding allocation of LGSP-II of different UPs revealed that information flow of allocation of funds are easily available at website.

Table-3: Availability of LGSP-II Project Fund Allocation Information at LGD Website

Sl No	District	UPZ	UP Code	UP Name	Account No.	Bank and Branch name	Ist Installment
445	Rajshahi	Godagari	1813447	Gogram	Current AC-013	RajshahiKrishiUnnayan Bank, Gogram	301,000
464	Rajshahi	Paba	1817239	Hariyan	Current AC- 1232	Janata Bank, Katakhalibazar	301,000
557	Sirajganj	Ullapara	1889436	Hatikumrul	Current AC- 236	Sonali Bank, Hatikumrul	301,000
518	Sirajganj	Raiganj	1886157	Ghurka	Saving AC 2074	RajshahiKrishiUnnayan bank, Ghurka	301,000
282	Lalmonir hat	Kaliganj	7523953	Kakina	1285/4	Sonali Bank, Kaliganj	301,000
257	Lalmonir hat	Aditmari	7520205	Vadai	Current Account 1067/5	Sonali Bank, Aditmari	301,000

Source: Local Government Division Website^{xv}

The LGD website disseminated updated information necessary for planning and budgeting including circulars relating to UP related matters, various instructions/guidelines and operational manual relating to WS and OBM. It was the responsibilities of the duty bearers at UP to disseminate the information through UDC so that people had easy access to that information from them. One serious issue which has been revealed at the local level from review of data of UDCs that most of the UPs did not make the information available what was necessary for planning and budgeting process. Most often they made those data available which were obsolete and synchronization and year wise data input were absent in the data base. It was observed that the data were uploaded whimsically and most of the domains were blank though website of UDC was designed in such a way that all UPs would update and upload similar database.

Information Dissemination Regarding WS and OBM Through CC

It was observed that CCs are displayed with clear and specific information regarding service provisions at each department of UPZ offices of Godagari, Paba, Raiganj and Ullapara UPZ and their respective UPs. The UP chairs of two

UPs opined that they knew about CC but the study revealed that there was no charter at UP premises. It was observed that the CC did not disseminate information regarding people's participation at WS and OBM. Descriptions of services that could be placed at WS were not disseminated at CC of UP premises. The following data studied shows the present state of displaying CC at different district.

Table-4: State of displaying CC in the study area.

Name of District	CC	Name of UPZ	CC	Name of UP	CC
Rajshahi	Yes	Paba	Yes	Hariyan	Yes
		Godagari	Yes	Gogram	Yes
Sirajganj	Yes	Ullapara	Yes	Hatikumrul	Yes
		Raiganj	Yes	Ghurka	Yes
Lalmonirhat	Yes	Kaliganj	No	Kakina	No
		Aditmari	No	Vadai	No

Source: Direct observation by the researcher (from 2011-February 2014).

The UPs which have CC contains all forms of services usually provided by them. But the terms of the services that are to be placed at WS and finalized at OBM are not furnished at any UP's CC for people's watching. The time frame of planning and budgeting process was not displayed at CC. The budget information, real income expenditure statement and project implementation & monitoring charts were available at those UPs which had CCs. For effectiveness and utilization of people's Right to Information (hereinafter RTI), it is required that the above mentioned information must be brought to the notice of the citizens because through these they came to know about the authority to whom they will seek any information and lodge any complaint if they do not get service properly. But it was observed that there was no such arrangement that people could have information from UPs to whom they will seek any information and lodge any complain if they do not get service properly. Information regarding allocations against various SSNPs such as Employment Generation Program (EGP), Food for Work (FFW) and Vulnerable Group Feeding (VGD) were displayed at those UP premises. But the CC did not display the information that the final beneficiary lists of these services would be prepared at WS (Annexure-1). In addition, ward basis money allocation before pre budget session at WS was not disseminated at any one of the UP premises. The CC contains information regarding provisions of services with its required charges. But it did not contain

the process of grievance procedure (if any) on behalf of the citizens. It was observed in the UP premises that there were few posters of various donor agencies regarding information of UP planning and budgeting process which were not understandable to illiterate people.

Outcome of Application of CC at UPs

This section come up with some important findings: **Firstly**, personal motive and training of the UP functionaries on UP related matters including database maintenance, income- expenditure statement preparation, budget discussion, ward meeting, etc. played important role for providing information to the citizens. A donor driven national NGO^{xvi} assisted and trained those UP functionaries about UP related matters including planning and budgeting process, data management, RTI and CC application, etc. Though almost all the UP functionaries were aware about the provisions of the RTI and CC, only the secretary of Gogram UP received formal application for seeking information since inception. The UP secretary of Gogram UP opined that most of the applications he received were about the terms and conditions of getting various social safety net programs such as Old Age Allowance (OAA), Deserted and Destitute Mother Allowance (DDMA) and Maternity Allowance Program (MAP), Honorarium for Insolvent Freedom Fighters (HIFF), etc. He also received application regarding various SSNPs beneficiary lists.

Table-5: Status of RTI and Lodgment of Complaints Under CC at UPs

Name of UP	Presence of formal authority for providing information	Application Received	Number of Application for RTI	Lodging complaint with the UPs
Hariyan	Yes	No	-	-
Gogram	Yes	Yes	20	-
Hatikumrul	Yes	Yes	1	-
Ghurka	Yes	Yes	1	-
Kakina	Yes	No	-	-
Vadai	Yes	No	-	-

Source: Interview data.2014

Note: Data compiled from inception of implementation of the RTI and CC in the UP Act 2009 to April, 2014.

Here is the question: why did other UP secretaries not receive application? It is because the UP functionaries did not have any training on taking formal application for seeking information or lodgment of complains. The same NGO worked with both Hariyan and Gogram UP but why did only UP secretary of Gogram UP followed the instruction? The following statements provided by UP secretary of Gogram UP^{xvii} revealed his personal motive of maintaining RTI and CC,

I have been working for 14 years with this UP. The NGO officials have trained me, along with the UP Chair and members, about ward planning and open budget meetings. They have provided us a lot of information regarding CC and RTI. Moreover, I have received various Government circulars and instructions regarding RTI and CC. I usually provide information regarding terms and conditions of SSNPs. Due to lack of time, I could not manage to take a formal application for that purpose. At present, I have started to receive formal application from those who come for seeking information. There are some people who cannot read and write and seek information from me: at that time, I arrange the information-providing process with the help of village police. People who seek information from the UP Chairs and members are also sent to me. 30% of the people of this locality are indigenous tribal. Previously, they did not visit any government offices. But, at present, they are coming to UPs. Their socio- economic condition has been developed in this way. I try to provide all information sought by the people.

Secondly, the planning and budgeting process at both the WS and OBM have emerged as important spaces where general people got scope to know their entitlements. The question and answer sessions at OBM has been found as one of the effective measures where transparent process enables general people to raise question to the duty bearer. In such cases people were spontaneous to know about UP related matters and the UP functionaries provided information including UPs' projects, income, expenditure, etc. to general people. The following interview with an OBM participant illustrates the process:

I got my invitation letter for attending at OBM for the FY 2012-13 through chowkider (village policeman). I am also a recipient of a sewing machine from the LGSP-II fund allocation. There is no non-formal primary school like BRAC School^{xviii} for children in our locality. I, along with others, felt that establishment of such a school was urgent in our locality. I was unaware about provisions like RTI and CC. I did not participate at WS but, at the OBM, I was given a chance to raise my demand. I have raised my demand about establishment of a school at the

OBM. After that meeting, I have also contacted our UP Chair. The UP Chair assured me that he had talked with the UPZ education officer for that purpose. I have found that OBM is a formal way in which we can raise questions to the UP functionaries.

The transparent process of planning at WS and budgeting process at OBM with citizen engagement have been found to be an effective mode of information dissemination medium.

Thirdly, a serious weakness of the application of the CC is that there is still no initiative from the government for implementation of the policy as has been developed by practitioners (Annexure-2). The possible reason for not having a CC with proper information of planning and budgeting may be because there is no co-ordination mechanism of the Government apex body involved in the planning and budgeting process. CC development is a continuous process from higher level authority of government i.e. of Local Government Division (LGD). While describing the process of developing a CC it has been stated by Khan (2010:8) that,

Setting standards is considered as the backbone of the charter. In a charter the qualitative and quantitative standard along with the timeline is specifically set so that the service recipient claim and monitor whether they receive a certain level of service within the stipulated time. What level of service the concerned institutions set in its aim (quality, time, etc.), and against it what level of service it is providing, should be independently validated by a third party. The tendency among the service providers to determine its aim according to their own convenience without considering the client's need should be avoided.

The outcomes of such lack of initiative from government are: lack of publicity of CC at the local level and lack of awareness of the general people. Most of the UP functionaries said that citizens know about various services that are usually provided through UP such as birth registration certificate, trade license, citizenship certificate etc. But people do not know information regarding WS and OBM. One UP functionary^{xix} states that,

You know people at the national level are not aware about RTI and CC. There is no initiative from government to make voters aware. How would people who did not visit UP once in a year know about CC and RTI? You are asking me whether I have informed voters about money allocation for the FY or not? I did not know about money allocation of UP. How could I inform others?

Though the information seeking and complaint lodging state were not satisfactory, the UP functionaries opined that people utilized their right to

information regarding budget information and non-entitlement with UP for various services. However, the following table-6 showed that most of the people did not know anything about CC.

Table-6: UP Wise Distribution of Information about CC (People's Perception)

Know about CC						
Name of UP	Yes	%	No	%	Total	%
Hariyan	4	7.14	52	92.86	56	100.00
Gogram	8	9.52	76	90.48	84	100.00
Ghurka	1	1.72	57	98.28	58	100.00
Hatikumrul	1	1.64	60	98.36	61	100.00
Kakina	0	0.00	70	100.00	70	100.00
Vadai	1	1.37	72	98.63	73	100.00
Total	15	3.73	387	96.27	402	100.00

Source: Interview and FGD data (2014).

Very few people had information regarding CC and those who were found having some information had visited UP or read about it in the newspaper. This study also revealed that the general people did not know the process of getting government services. The following example illustrates that people have problems, but what type of problems have to be resolved from which government office is still unknown to them. The participants of one of the FGD sessions^{xx} said,

There is only one tube well here in this school field for our locality. We the people in the *Barendro* region suffer from drinking unsafe water. We have made complaint to our Ward Member (WM) but he did not pay attention to this matter. We do not know which government office is responsible for repairing tube wells at UP level.

Fourthly, Sometime the UP functionaries deliberately tried to avoid dissemination of information in order to avoid conflict with citizens over the allocations. In spite of the fact that the UP is responsible for display of specified information on their website and on the UP's notice board, the UP functionaries believe that their first duty is to survive in politics. In response to a question, "why did you not disseminate such information?" one WM^{xxi} stated that,

Our UP chair is not a supporter of present government^{xxii}. If the other UP gets 40 tonnes of rice our UP will get 16 tonnes. In addition, we have to deduct and provide 30% of any grant to the representatives of *UpazillaNirbahi Officer* (Chief government officer at UPZ level) or Member of Parliament. We do not provide this percentage of allocation

by following any rules and regulation. They take such kind of allocation forcefully.

The interview session with one of the UP chairs^{xxiii} has substantiated the fact that they are actually not providing such information since sometimes distribution decisions of such allocations are not taken by them. He says,

The UNO and the local MP instructed me about distribution of VGD Cards to their known persons. If I disagree with either of them, I would not get any projects funded.

And finally, there is lack of government administrative officers to occupy the offices transferred to UP. The elected functionaries have not got any training yet to develop their ability to use information technology (IT) to serve the interest of the local people. The position of UP secretary is identified as the centre of the organization, so he is overburdened with all the work of the UP. The UP has introduced outsourcing systems, with the deployment of entrepreneurs at UDC, but placement of government officers at the UPs is necessary to manage local administrative functions. So this is the main reason people did not visit to UPs for getting government services; rather they sometimes contact their upper-level government officers. This provides another reason why people's knowledge of their rights and opportunities for CC is not spreading.

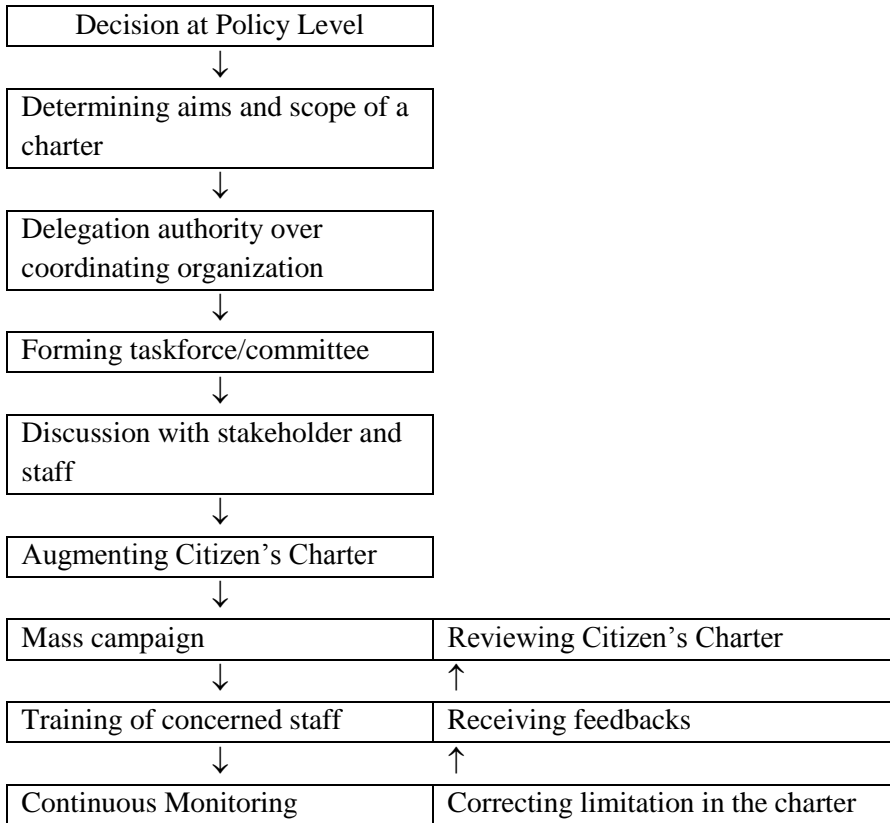
Conclusion: The process study of the provision of CC of UP Act, 2009 and changes that are supposed to be made with the application of the provisions in the planning and budgeting process revealed that application of the provision of CC along with the RTI are yet to be implemented in those UPs where there is a lack of NGO intervention in such programs. It has been evident in this study that willingness and personal motives of UP functionaries and NGO interventions have made some differences in the application of CC. But overall impression shows that existing political and administrative culture, lack of government intervention for developing CC, lack of awareness of general people and lack of training of UP functionaries are still some major factors for which the CC could not be applied by the citizens as tools for accountability measures of the UP functionaries.

Annexure-1: The Power and Function of the *Ward Shava* (WS)

According to the Section 6 of the act, 2009 the ward has the following power, functions and right:

1. The *Ward Shava* will assist the UPs with all important information for the formulation of the UPs development Plan.
2. The *Ward Shava* at the ward level will prepare project proposal and will prioritize the implementable schemes and development programs.
3. It will prepare the final beneficiary list of various government programs on the basis of specific determinants and will hand over to the UPs.
4. It will assist all sorts of help for the implementation of development projects.
5. The *Ward Shava* will inspire and assist the implementation of local philanthropic activities and development programs through voluntary work.
6. The *Ward Shava* will suggest about the place of the project implementation regarding street light, safe water and public health unit, irrigation support and other public welfare activities.
7. The *Ward Shava* will increase public awareness regarding cleanliness, conservation of nature, tree plantation, reduce environment pollution, publicity against corruption and illegal activities.
8. It will create harmony and good relation among people of various class and occupation, will form organization and will organize various cultural and sports programs.
9. The *Ward Shava* will inspire, monitor and assist the beneficiaries associated with various development project of ward.
10. The *Ward Shava* will verify the list of receiver of various welfare activities of government such as old age allowance, subsidy etc.
11. The *Ward Shava* will preserve the records of estimation of cost of feasible project of various location of the ward.
12. It will provide all records of all finished task and service.
13. It will inform the UP about the justification of the accepted project of the ward shava.
14. The *Ward Shava* will assist various activities regarding public health especially prevention of various diseases and family planning. It will also assist to waste disposal of sanitation activities with voluntary laborer of the ward.
15. To identify the problems of safe water supply, street lighting and other service delivery and to take step to eradicate the problems.
16. To develop the relationship between the guardian and teacher of educational institutions of the ward.
17. To form social movement against social problems like dowry, early marriage, polygamy and drug addiction.
18. To help in the birth and death registration activities.
19. To encourage economical activities with self- employed programs.
20. Perform other duties delegated by UPs and government from time to time.

Annexure-2
Process of Developing a Citizen's Charter



Source: Khan (2010)

Endnotes

ⁱFor coordination and control of the work of executives Gulick propounded the term “POSDCORB” which stands for P= Planning, O= Organizing, S= Staffing, D= Directing, Co= Coordinating, R= Reporting and B= Budgeting.

ⁱⁱ Union Parishad (UP) is the lowest tier of the existing structure of local government system in Bangladesh. The other two tiers are Upazila Parishad (UZP) at the Upazila (sub-district) level and Zila (District) Parishad at the District level.

ⁱⁱⁱ President ZiaurRahman had founded the Bangladesh Nationalist Party (BNP) on 1 September 1978 when he was elected as president. It is one of the two the largest political parties of Bangladesh.

^{iv}Lieutenant General Hussain Mohammad Ershad ruled the country during 1982 to 1990. The *Upazila Parishad* (hereinafter UPZ) was introduced and it was entrusted with the

power to impose taxes rates, fees and tolls. The UP lost its authority as the UPZ became the center of responsibilities and authority of the rural local government system.

^vShe is the daughter of “**the father of the Nation**” Sheikh MujiburRahman.

^{vi} The GS/SGS for local level planning at the village level faced problems including supremacy of the bureaucrats over local government institutions since the government officials were responsible for nominate the head of GS/SGS, irregularities in the formation of GS, lack of spontaneous people’s participation and dominance of ruling party members etc. (Hasan, 2007).

^{vii} Ward Committee is supposed to form with at least seven persons of concerned ward including concern ward member, social worker, beneficiary, school teacher, technical experts etc.

^{viii} According to UP operational manual each UP is supposed to have a planning committee. A member of the UP would act as convener or chair of the committee. The other UP members, UP secretary and the head of the government transferred officers who are supposed to work in UP would act as member of that committee. Anyone who is expert in development planning can be included as a member of that committee.

^{ix} According to the act, 2009, there is provision of formation of 13 (thirteen) standing committee. Each standing committee is supposed to compose with the UP members and chair, UP women member; co-opt members, experts and general people for providing specific policy instruction and service to the locality.

^x According to the section 95 of the UP act, 2009 and UP circular, Union development and Co-ordination Committee (UDCC) would be formed with the chairmanship of UP chair. The UP members, all UPZ officers, UP officers, representatives from social worker, NGO officials, and school teacher are also member of this committee (UP Circular, 2011).

^{xi}There are nine wards in each UP. Each Ward Committee is supposed to organize WS at least twice in a year. Clause 4 and 5 of the UP Act of 2009 states that a WS should be constituted in each ward consisted of all the voters enlisted in the voter lists. Elected member of the ward would act as the chair of the WS while the elected women member would act as the adviser.

^{xii}Among these, UPs of Sirajgonj District have long-term experience of organizing participatory planning and budgeting. UPs of Rajshahi District are being supported by various donor-driven programs which are working to ensure that different provisions of the UP Act, including participatory planning and budgeting and dissemination of RTI and CC, are practiced appropriately. The UPs of Lalmonirhat District are not getting such benefits from any NGO. Two UPs from two different UPZs of each District have been selected for context analysis of the local governance process.

^{xiii}The Government of Bangladesh, with the technical assistance of UNDP and USAID, under public-private partnership, took this initiative of making each UP a **One Stop Service Delivery Outlet** at the lowest administrative level of the country. A total of 4,516 UDCs are being operated in 4,545 UPs.

^{xiv}

http://harianup.rajshahi.gov.bd/	accessed	on	
25.05.2014;	http://gogramup.rajshahi.gov.bd/	accessed	on 25.05.2014;
http://hatikumrulup.sirajganj.gov.bd/	accessed	on	25.05.2014;
http://ghurkaup.sirajganj.gov.bd/	accessed	on	25.05.2014;
http://kakinaup.lalmonirhat.gov.bd/	accessed	on	25.05.2014;
http://bhadaup.lalmonirhat.gov.bd/	accessed	on	25.05.2014

^{xv}http://www.lgd.gov.bd/index.php?option=com_content&view=article&id=15&Itemid=57&lang=en Accessed on 25.05.2014

^{xvi}Sacheton has been working under Sharique project on Local Governance and other issues in Rajshahi which is a SDC funded Local Governance Project implemented by Inter Cooperation-Bangladesh.

^{xvii}Interview data, Gogram UP, 22 January, 2014.

^{xviii} BRAC (Bangladesh Rural Advancement Committee) a leading NGO of the country has been operating non-formal primary education since 1997. It has 12,450 pre-primary schools and 359,680 students, of whom 61 per cent are girls.

^{xix} Interview data, Hariyan UP, Ward no. 4, 17 January, 2014

^{xx}Male FGD session, Gogram UP, Ward No. 4, 14 January, 2014.

^{xxi}Interview data, Hariyan UP, Ward no. 4, 17 January, 2014.

^{xxii} The political party *Awami League* (AL) headed by *Sheikh Hasina* has been in ruling powersince 2008.

^{xxiii}Interview data, Ghurka UP, 29 January, 2014.

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