Local Governance
and
Social Accountability
Dissertation of Master of Philosophy 2013

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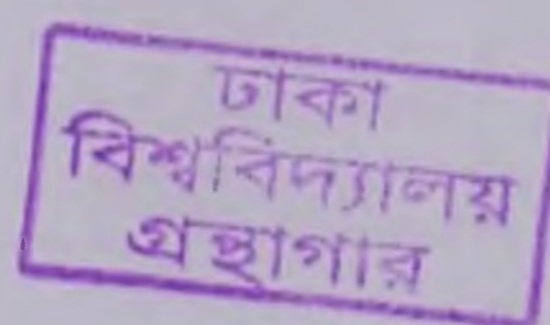University of Dhaka

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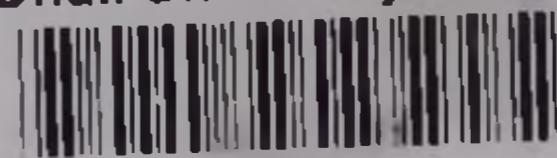**Adan Islam**
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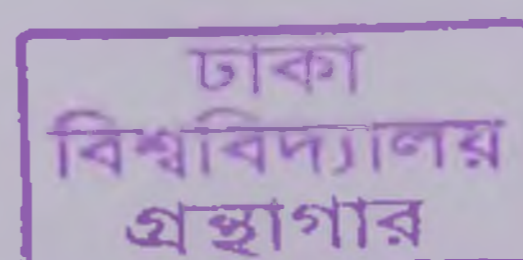University of Dhaka

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Certification

This is to inform that the M Phil degree on "Local Governance and Social Accountability" is an original field based research work. This research piece has been accomplished through my direct supervision. This work or any part of this work has not been submitted to any university or institution to get any degree or publication. It is also certified that this research piece has fulfilled all the requirements that a good research always consists of. I think it can be considered giving degree on it.
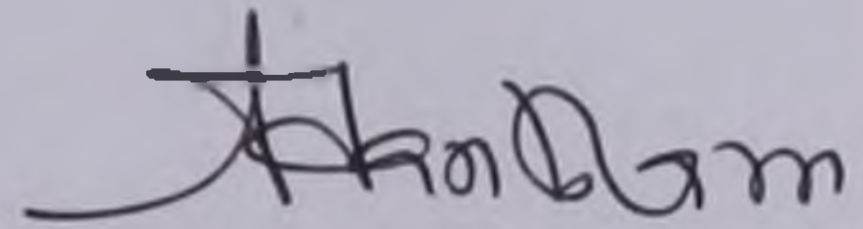
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Declaration

This is the declaration that the M Phil dissertation on "Local Governance and Social Accountability" is an original field based research work. As a researcher I have done the field work following all the requirements (both theoretical and methodological framework) what an empirical research always suggests. This work or any part of this work has not been submitted to any university or institution in order to get any degree.

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Acronyms

LGI- Local Government Institutes

UP-Union Parishad

FGD-Focus Group Discussion

IGP-Inspector General of Police

DIG-Deputy Inspector General of Police

NGO-Non Government Organization

BRAC-Bangladesh Rural Advancement Committee

LGED-Local Government Engineering Department

USAID-United States Assistance for International Development

CARE-Cooperative for Assistance and Relief Everywhere

BNPS-Bangladesh Nari Progoti Shangha

NORAD-Norwegian Agency for Development Cooperation

DFID-Department for International Development

SDC-Swiss Development Cooperation

UNCDF-United Nations Capital Development Fund

INGO-International Non Government Organization.

GoB-Government of Bangladesh

UNDP-United Nations Development Program

HRBA-Human Rights Based Approach

IDS-Institute of Development Studies

CSO-Civil Society Organization

UNO-Upazilla Nirbahi Officer

UNCAC-United Nations Convention Against Corruption

MDG-Millenium Development Goals

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Acknowledgement

I am grateful to almighty Allah, the most merciful, compassionate and benevolent that I could complete my thesis.

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Abstract

Local Governance process directly affects the life and livelihood of the marginalized people of the community. Local people should have the right to make local institutes socially accountable while implementing any development activities.

In Bangladesh, the public Administration Reform commission recommended citizen's charter in 2000[1] to strengthen democratic governance particularly where local government institutions and processes accountability fail to effective delivery of services requires social accountability.

The constitution of People's Republic of Bangladesh values the people first in governance system.[2]

There is a growing need that public sector service delivery should be participatory. This participatory approach ensures social accountability because this approach helps raise public voices to claim their rights and question any possible erosion of integrity in the process of delivering development and services.(Aminuzzaman,Salahuddin)

Social accountability encompasses an ever widening- spectrum of concepts and practices.[3] The social accountability system promotes the power of demand side approaches in enhancing governance through the concepts of citizen's voice, accountability and responsiveness.

Marginalized groups of poverty prone areas in Bangladesh are being deprived in getting access to services provided by local government. Social accountability mechanism can upgrade state citizen relationship resulting in an efficient service delivery. The study tried to find out the obstacles and constraints to analyze the root causes and to recommend how people can raise their voice and participate in the local governance process in promoting socially accountable local governance.

The study reveals if tools and techniques of social accountability can be applied it will promote efficient service delivery as they are willing to get (64.71%) trainings on capacity building, social awareness, gender development, leadership development, budgeting and budget tracking.

70% of the respondents, view LGI's as corrupted organization and 60% of them think LGIs will perform better if citizen monitor their activities.

50 people from marginalized Saontal community were asked questions from a structured questionnaire consisting of 35 questions and 10 people joined in FGD session in which they were asked 8 questions regarding local governance and social accountability in Godagari Upazilla of Rajshahi district.

The study recommends that both local people and local government should be trained, political influence should be reduced, local government should have adequate resources and power to control while involving local poor. Central government's role should be supportive rather than influencing in promotion local governance and social accountability.

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[1] Ferdous Jahan, "Public Administration in Bangladesh" quoted in ibid.

[2] All powers in the Republic belong to the people, and their exercise on behalf of the people shall be affected only under, and by the authority of this constitution. Government of the people's Republic of Bangladesh, constitution of the People's Republic of Bangladesh. Article 7(1)

[3] Empowering the marginalized by public affairs foundation, India, 2007.

Chapter-1

Introduction

The governance issue has laid more emphasis on better performance and effective role of public institutions. It refers the process of decision making and public policy formulation. Local Governance is equivalent to purposive and development oriented administration. It has been revealed that the development partners are taking increasing interest in local level governance in Bangladesh.

Local government institutions are playing important role in the entire local governance process. While these institutions play important roles in local people's lives, poor people are excluded from participation in governance. These institutions are often non responsive or non accountable to the poor.

Poor men and women lack confidence in the state institutions even though they still express their willingness to partner with them under fairer rules (Narayan et. Al. 2000: 172).

Here the question of "social accountability" comes. An accountable government is the one that pro actively informs about and justifies its plans of action, behavior and results and is sectioned accordingly for a complete discussion of the concept of accountability are therefore information, justification and sanction (Ackerman, 2005).

"Social accountability" is a relatively new development strategy which is distinct from weberian reform, independent agencies and marketization. (Ackerman 2005). This approach relies on civic engagement towards building accountability (Malena, Forster & Sing 2004:1).

Participatory budgeting, social audit, participatory administrative procedures that involve citizen can be considered as social accountability initiatives. Social accountability encompasses and ever widening spectrum of concepts and practices. Social accountability mechanism comes into play in the following three critical areas:

(i)   Improved governance (ii) Improved public policies and services (iii) Empowerment (Sirkar Karen & cosic slanjana 2007)

Bangladesh is a relatively young country. In 42 years of its history it has endured many political, economy and social up heavals. Yet due to the resilience of the people, the country has prevailed. But social accountability has always eluded us. It is not only the institutional failure but also failure of our leadership.

Governance is about how the institutions are being governed, whether it works in socially accountability manner or not. The World Bank among other modern institutions has defined

governance as "the manner in which power is exercised in the management of the country's economic and social resources for development.

An important mechanism that can help achieve good governance is to establish a democratic process this will help a government to be accepted as legitimate and help introduce local governance and social accountability.

Analysis throughout the world have agreed that governance concept is imbued with normative issues. Governance in positive sense argues for less government interventions to set people free to work. Local government is an integral part of the whole governance process like the central government, local government institutions at different levels perform many, similar functions such as agriculture, health, education, infrastructure development etc. within their legal jurisdictions. The scale and scope of these activities are, however, limited but being closer to the community the development activities and the services provided by the local government institutions can have immediate impact on their lives.[1]

Social accountability is closely linked to the promotion of participatory process as well as to the establishment of a structure of community organizations that play an active role in the identification, selection, construction and maintenance of new development schemes.

a) Background and the conceptual frame work

Local governance issue has been in the centre-stage of any discourse of development in recent years but the social accountability issue is new phenomenon. Many development initiatives could not achieve expected outcomes of bringing qualitative changes in the life and livelihood of the local poor people. Though some of them were also implemented at the initiatives were again subjected to the control of the bureaucracy (Hussain 2000).

Different and complementary components of good local governance are aimed at reducing poverty and strengthening inclusive planning and programming approaches.

The local governance includes.

(i)   Empowering local stakeholders: Local administration and legal institutions may exercise real power and responsibilities in a manner that is more efficient, responsive and accountable to all citizens.

(ii)   Promoting local economy: Local government community based groups and the private sector can work together to jointly crate an enabling economic environment by managing existing resources, stimulating the economy increasing economic growth and employment. The intervention by the local authority, community and

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[1] Hussain Akter, Local Governance in Bangladesh: The emerging role of the development partners.

private sector partners is supposed to assist in creating an environment and infrastructure conducive to investment, and provide seed funding and advice.

(iii) Improving local social governance: Local authorities may have specific roles in the delivery and maintenance of public social services (primary health and education, water and sanitation, transport and agricultural support) by taking into account:
   a. The nature of each service
   b. The intrinsic characteristic of the delivery and
   c. The asset inequalities across gender lines.

The challenge is to create enabling environment and to embrace decentralized service delivery within a more qualitative demand to get services and knowledge to grassroots levels and remote areas to promote opportunity.

Governance can be viewed as sum of three major components: process, content and deliverables (Aminuzzaman 2006) content refers values such as justice, commission on global governance defines governance as the sum of the many ways individuals and institutions, public and private, manage their common affairs. It includes the formal institutions and regimes empowered to enforce compliance, as well as informal arrangements that people and institutions either have agreed to or perceive to be in their interest (Guhothakurata and Karim on 1998).

The World Bank indentified some of the symptoms of poor governance, they are:

1. Failure to make a clear separation between what is public and what is private. When this takes place, public resources are diverted for private gain.
2. Failure to establish a framework of law and government. There is arbitrariness in the application of the rule of law.
3. Introduction of myriad rules, regulations and licensing requirements which impede free functioning of markets leading to rent seeking.
4. Non transparent decision making in government.
5. Excessive cost for simple services provided to the public.
6. Poor delivery of services to public.
7. Failure to achieve the aims of any policy.

A working definition of accountability describes it is a proactive process by which public officials inform and justify their plans of action, their behavior, and results and are sanctioned astoundingly. (Ackerman, 2004:3)

Social accountability is "as approach towards building accountability that relies on civic engagement, i.e. in which it is ordinary citizens and/or civil society organizations who participate directly or indirectly in exacting accountability" (Malena, Forster, and sing 2004:1)

Social accountability is a mean to achieve good governance and increased public participation for improved public service delivery.

"Accountability mechanisms can broadly be classified as either 'horizontal' or 'vertical'. The former can occur internally (for example an internal audit within government agency) and can be among equals (For example, legislators holding each other accountable).

Horizontal mechanism occur externally and involve one party holding another accountable and therefore exercising "superior authority" or greater power"

Marginalized people are the beneficiaries of effective social a accountability initiatives as they are the most reliant on government services and least equipped to hold government officials accountable". (Malena, Forster, and Sing, 2004:4)

Institutional social accountability initiatives are effective when the states internal accountability mechanisms are "more transparent and open to civic involvement". (2004:4)

Initiatives in promoting social accountability such as public demonstration campaigns public hearing, participatory policy making, public expenditure tracking, citizen report cards, investigative journalism all of them are effective when it is open to civic involvement (Malena Forster and Sing 2004:4).

Social accountability mechanisms can be applied in policy formulation and implementing process such as budgeting and public expenditure. Policy decisions are reflect in actual policy and its implementation. (Wagle and Shah, 2002)

"Accountability is a central element not only of democratic governance, but of all aspects of human development, since it contributes to ensuring that the interests of the poorest and most marginalized groups in society are taken into account. It is a core human rights principle and therefore, intrinsic to the human hights-based approach (HRBA) to development."

b) Local Governance and Social Accountability practices in the context of Bangladesh

In Bangladesh local government has significant role in implementing local development activities. The development administration system enable bureaucrats and development administration culture insist national level politician to dominate local bodies.

Participation, transparency and accountability is unseen in local governance. If we see the concept of governance in narrower sense we will find that it is the activities of the executive branch of state where the state comprises legislature, private sector, civil society and the local government system (Hye, 1988)

Local government is community based and people can get benefits from this institution easily.

Moreover we can mark local government institutions as the representative organization to ensure social accountability.

Broader participation of the aware and active community people in the local government activities pressurise these institutions to become transparent and accountable. (Hye 1998)

Bangladesh has local government bodies both at rural and urban areas. Such bodies in the urban areas are called city corporations/pourashavas (Municipalities) and in the rural areas these are called union parishads (Union councils). There are also Zila parishad (District council) &Thana parishad (sub district council) respectively at district and Thana/Upazila levels.[2]


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┌──────────────┐   ┌──────────────┐   ┌──────────────┐   ┌──────────────┐
│Administration│   │ Legislature/ │   │  Police/Law  │   │  Judiciary   │
│              │   │Local Council │   │  enforcers   │   │              │
└──────────────┘   └──────────────┘   └──────────────┘   └──────────────┘
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Administration	Legislature/ Local Council	Police/Law enforcers	Judiciary
National	Ministry/ Division · Parliament	Inspector General of police (IGP)	Supreme Court & High Court
Division (6 Nos)	Divisional Commissioner	DIG Police	
Division (6 Nos)	Deputy Commissioner (DC) · Zila parishad/ District Council	Superintendent of Police (SP)	District Judge Court (Civil and Criminal)
Upazila/Sub District (470 Nos)	Upazila Nirbahi Officer (UNO) · Upazila Development Coordination Committee (UDDC)	Inspector of Police (in charge of Police Station)	
Union (4688 Nos)	Union Parishad		13 State Farmers Organization • Annual General Meeting (State Level) • BOD
Village (Grams)			

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[2] Good governance:perspectives and realities by Md. Shafiqur Rahman, Bhuiya Md. Jahangir Hossain, Muhammud Shamsul Alam, Md. Abdul Quader, Tariq Ahmed.

c)   Role of Government and NGO's

Role of NGO's: In Bangladesh NGO's play marginal role of policy formulations. Some NGO's are taking part in policy advocacy but yet to make it central in their advocacy efforts(Khan.A.Niaz) despite these failures NGO's have greater achievement in poverty reduction and economic development efforts in rural areas.

Different NGO's are working in different area's of local governance. Such as governance in education, health, nutrition, infrastructures and so on.

NGO's are conducting action research , seminars, workshops, public dialogues and public hearing from grassroots to national level.

Most of the NGO's in Bangladesh are yet to understand the concent and the interlinkage between local governance and social accountability.

A	B	C	D
Central Government Agencies	Local Government Bodies	Local Organizations Co-operatives interest group	Private enterprise

Source: Esman, K.J& uphoff N.T.1984.

Esman and uphoff excluded local government body as the preferred level . This structure have been arranged along a continuum from purely governmental at one end to purely private ones at other. Local government bodies are mentioned in the constitutions of many countries as elected bodies with distinct power and responsibilities which make them part of the governance system.

As because local bodies are elected so they are accountable to the people but NGO's are not the same (Hye A.H) .Union Parishad (UP) is one of the main institute of local government which is nearer to the rural poor but they often tend to avail services from NGOs because of getting quality services.(Salahuddin,Aminuzzaman2010)

NGO's have huge scope and potential to make local government institutes socially accountable . There is hardly any aspect of socio- economic life in Bangladesh where NGO's are not present.

Some NGO's have such development model which address accountability and being followed by many other countries.[3] (Zzaman Iftekhar, 2012)

NGO's involvement in local governance process has been judicial process since independence in 1972 . However , specific goals have been accomplished in the areas of capacity building in decision making community leadership in health, education, gender sensitization and trainings later on.

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[3] Iftekharuzzaman, the Executive Director, Transparency International Bangladesh (TIB)

Women empowerment programmes have been promoted as the means to economic empowerment through rural credit and savings scheme's .

NGO's such as BRAC, Proshika, Asha have played a leading role in this programme. But most of the NGO's in Bangladesh are yet to understand the concept and interlinkages between local governance and social accountability United States Agency for International Development (USAID) has been working through sectoral approach in extending development assistance in health economic growth democracy and governance process.[4] In the USAID project entitled "Democracy Partnership" – Asia Foundation played implementing role and BRAC served as a decision making partner. Other 11 NGOs were involved in the project such as International Voluntary Service (IVS), CARE Bangladesh, BNPS, WAVE, UTTARAN worked in there to increase the responsiveness of local elected bodies and government institutes.

USAID launched another project a "Building a National constituency for strong local government". The project aims to develop a coalition of different sections of the civil society for advocacy for policy reform for establishing strong local government system. Besides, world Bank, Asian Development Bank have been the traditional development partner in improving governance in Urban and Rural areas. Local Government Engineering Department (LGED) plays complimentary role to enact local government units (Hussain Akter)

Other international development partners like NORAD, DFID, SDC, UNCDF provide funds to increase community participation and to build capacity and self relience of poor communities in access to essential local infrastructures and services. (Hussain, Akhter)

As the NGO's and INGO's are being interested in local governance and social accountability it indicates that in the coming years there would be innovations and intensive interventions in the governance system. (Khan & Hussain 2001)

But there is still marginal role in policy formulations, women empowerment yet to make it central in NGO's advocacy efforts. Mutual suspicion and inadequate links with other organization. (Khan, Ahmed Niaz 2007)

Moreover, there are some weaknesses of NGO activities in promoting governance process such as inadequate transparency patchwork – quilt phenomenon (service delivery in already better of regions, inequitable concentration), inability to reach the poorest amongst the poor, inadequate accountability palliative nature of service provision/inability to facilitate basic change and limited ability to influence macro-policies.

Besides, all these eroticisms NGO's are most vibrant in promoting social accountabilities as they usually work for targeted development with experimental and innovative approaches. They have flexibility in functioning, methods and practices. NGO's are more participatory in style and

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[4] Akhter Hussain, Professor Public Administration Department of Dhaka University, Local Governance in Bangladesh the emerging role of the development partners

NGO's have relative independence. So NGO's have better chance to strengthen people's choice and connectivity to local government and social accountability).

Both government and non-government institutions are involved in the process of rural employment and poverty alleviation through research, training and programme/project implementation. They are as follows:

a) Government Ministries/Departments
b) National commercial and specialized Banks
c) Specialized government autonomous agencies
d) Bangladesh Academy for Rural Development (BARD)
e) Rural Development Academy (RDA), Bogra
f) Bangladesh Rural Development Board (BRDB)
g) Palli Karma Sahayak Foundation (PKSF)
h) Grameen Bank (GB)

Non government organizations: Currently more than 1000 national international NGO/INGO are engaged in poverty alleviation initiatives of which BRAC and Association for Social Advancement (ASA), PROSHIKA are the major ones.

Policy and institutional framework is the main constraint to promote local governance and social accountability in Bangladesh. Local government institution are often dominated by the sectoral agencies especially operating at the district and Upazilla level, as well as by the political influence of members of parliament.

There are also systemic constraints towards increasing the influence of UP's. There has been an upward management system. So line departments are upwardly accountable.

There is no scope of active participation by the local people, and often the Upazilla level officers themselves also have limited influence on centrally decided resource allocation processes.

Moreover, lack of co-ordination exists among the line departments. The administrative culture and attitude does not recognize the value of social accountability. Several projects are being taken by Government of Bangladesh (GoB) and NGO to promote wider participation in local governance system. But people specially the women are passively involved. As a result local government remained socially unaccountable.

The constitution of peoples republic of Bangladesh in article-59 states that there shall be locally elected local governments at every level of administration. (GoB, 1972)

But we never seen establishment of the all tiers at the same time. Bangladesh civil service is not being able to promote local governance and social accountability as it has limited scope and potential within the present structure where bureaucracy has become overly politicized. Local people do not conceal their criticisms of the services they receive from local institutions.

Local people can hardly participate in decision making of the LGI's. There is limited autonomy and independence of LGI's is increasingly being squeezed by national level political interventions at local level. Local government institutions have not yet emerged as truly decentralized bodies. Moreover due to certain institutional constraints these bodies are failing to function as effective institution. (Hussain, Akhter 2001)

Social accountability for local governance is relatively new phenomenon though their respective policy frameworks have been remaining from the inception of Bangladesh.

Numbers of initiatives have been taken by the development partners to reform local government but legal reform and true decentralization and resource allocation at local level is far cry.

Justification

Governance is the key priority of international development as structural adjustment and classical/neo liberal policies have failed in reducing poverty, the development thinkers emphasized on effective interaction between markets and people. Links between country governance and development performance has been noted (World Bank 2006).

The concerned section of the study justifies that actual need of study accepting the fact that local governance systems are to be socially accountable especially in the rural areas. Due attention should be given to this problem.

The northern parts of Bangladesh have been underdeveloped since its inception. People here are either illiterate or just have minimum level of education, so I decided to carry out the study in rural areas of Rajshahi division to assess local governance and social accountability in the local institutions considering these facts, it is definite that the study carries great importance for Bangladesh.

Though the study is done on small scale but a generalized conception can be made from it about the Local Governance and Social Accountability in Bangladesh.

Hypothesis

Public participation in local governance system particularly in the marginalized poverty prone areas for better public service delivery is minimal. If social accountability mechanisms can be applied in different stages of policy sequence and service delivery of local government institutions by strengthening citizens voice and engagement in the form of support force to local government institutions, it will result in more efficient service in more efficient service delivery, then marginalized community people's life and livelihood will be upgraded as these institutions have strong comparative advantage in promoting social accountability through its experience, expertise and traditional relationship with the local poor.

Objectives

Bangladesh has difficult socio political context to promote social accountability in local governance system. A range of factors affect local governance and people's involvement in governance process. The challenge for this study was to generate specific objectives in promoting social accountability mechanisms. The study tried to involve marginalized people like *Saontal* community people as they are hard to reach and deprived in accessing all kinds of services provided by local government institutions. Empowerment of citizen to get access in public services has been recognized by World Bank empowerment frame work (World Development Report 2000/2001).

There are different mechanisms in promoting accountability but this study focused on social accountability to facilitate people's engagement for improving lives and livelihood of the marginalized people in Bangladesh.

- To find out the obstacles in promoting socially accountable local governance.
- To find out how local people are being deprived from getting involved in local governance system.
- To find out how to make marginalized people and local government officials understand social accountability and how to put it into practice to achieve effective service delivery.
- To analyze the root causes of constraints
- To recommend the way forward

Limitations

The major limitations of this study include the following:

1) As the sample size was small all local government institutes could not be assessed.
2) As the study was done in northern area of Bangladesh, the result may not reflect the actual social accountability status in entire local governance system of the country.

Chapter-II

Literature Review

Relevant literatures have been reviewed to analyze the social accountability approach in improving local governance system.

This section of the thesis reviewed the current literature on social accountability as a means to achieve effective local governance to promote improved service delivery.

According to Raza Ahmad (Governance, social accountability and the civil society JOAAG, Vol. 3 No.1). The 1990s witnessed the emergence of poverty reduction and governance as key priorities in international development. With the failure of structural adjustments and other [classic] neo-liberal economic reform programs in reducing poverty, development theory and practice emphasized the role of a capable state for effective interaction with markets and citizens. The Asian financial crisis of 1997 further stressed the need for transparency and effective regulatory and legal frameworks for national governance.

According to Swaroop and Rajkumar 2002 the benefits of public health spending on child and infant mortality rates are greater in countries with better governance. Similarly, public investments in primary education are more likely to lead to higher education attainment if governance improvements are effected (Swaroop and Rajkumar, 2002).

According to "Sate of Democracy Assessment framework (2004), Mongolia, A nationally owned democratic governance assessment provides a useful tool for democratic consolidation and serves as a critical accountability mechanism for government and citizens to engage on governance issues. However, the effective use of governance assessments as an accountability tool depends on how the information generated is used and by whom. There-fore, it is essential to make the results of the assessments publicly available and easily accessi-ble.

Strengthening local ownership in the assessment process requires the involvement of multiple stakeholders, including the marginalized. The process should be flexible to consider social and cultural priorities of various stakeholders, relationships between actors and the desired impact of the policy process. In Mongolia, the flexibility and inclusiveness in the indicator development process resulted in the development of a set of 'satellite' indicators by marginalized pastoralists.

According to Carmen, Malena, Reiner Forster and Janmejay sing (2004)

(Social accountability: An introduction to the concept and emerging practice, World Bank: Washington, D.C.). There are few tools specifically designed to evaluate the effectiveness of social accountability practices. There is such a broad range of different actions and approaches to enhancing the principles of social accountability that there is no „one size fits all" for monitoring and evaluation.

Given the importance of working on both voice and accountability at the same time, it is impor-tant to consider how to measure both aspects and the relationship between them. Experience suggests that there is often a need for both quantitative and qualitative indicators, and that it is important to focus on the context, purpose and processes of interventions as well as outputs and outcomes.

According to Ackerman, 2004:3. A working definition of accountability describes it is a proactive process by which public officials inform and justify their plans of action, their behavior, and results are sanctioned accordingly.

According to Malena, Forster and Sing, (2004:4). Social accountability initiatives include traditional forms, such as public demonstrations, advocacy campaigns, investigative journalism; and, the recent ones such as citizen report cards, participatory public policy making, public expenditure tracking, and efforts to improve the effectiveness of internal" accountability mechanisms of the government, for example by involving citizens in public commissions and hearings and oversight committees. It has also been suggested that social accountability initiatives are most effective when these are institutionalized and when the states internal (horizontal) accountability mechanisms are more transparent and open to civic involvement. Thus, transparency is inextricably linked to accountability. Poor people are the greatest beneficiaries of effective social accountability initiatives as they are the most reliant on government services and least equipped to hold government officials accountable. The proponents of social accountability maintain that by involving citizens in initiatives geared towards demanding accountability of elected leaders, social accountability also strengthens democracy. The monitoring of government performance and demand for transparency protects against corruption.

According to chatter jee (2002:2004) democratic development is not dependent on building blocks of "civil society" but on the enabling poor into the 'political society' where the disadvantaged can pressurize the state to negotiate their entitlements.

Where as Craig and Porter (2006) have argued that the recent 'engagement' with issues such as poverty and governance, pro-poor services via decentralized governance underscore the importance of a capable state. Analyzing the entitlements' record in the post-structural adjustment phase of development, evidence points out that the government's political responsiveness and accountability has been undermined; and the overarching focus on service delivery overlooks the required political and institutional capacity of governments to respond to issues of security, entitlements and social justice.

According to Guidance not of UNDP, Fostering social accountability from principle to practice. Governance is a set of values and principles that underpin state-society relations. This means allowing people, in particular the poor and marginalized, to have a say in how they are governed, in how decisions are made and implemented, in how diverging opinions are mediated and conflicting interests are reconciled in a predictable fashion and in ac-cordance with the rule of law.

Governance, practiced in diverging models of government, means that people" s hu-man rights and fundamental freedoms are respected, that they can hold their leaders to ac-count and that they are protected from arbitrary action in their lives by governments, private institutions and other forces. Democratic governance thus results in governing institutions be-coming more responsive, inclusive and accountable, and respectful of international norms and principles.

The concept of accountability is therefore at the heart of our understanding of democratic governance. However, accountability is a central element not only of democratic governance, but of all aspects of human development since it contributes to ensuring that the interests of the poorest and most marginalized groups in society are taken into account. It is a core human rights principle, and therefore intrinsic to the human rights-based approach [HRBA] to development.

There are many institutions and mechanisms through which state accountability operates and in which it can be enhanced. Citizens and other rights-holders can demand that governments live up to their obligations through a variety of tools and approaches [other than elections], and governments can respond to such initiatives from citizens. This is termed social accountability.

According to peter Newell and Joanna wheeler (Making accountability count IDS policy briefing 33.2006). Accountability is the obligation of power-holders to take responsibility for their actions. It describes the rights and responsibilities that exist between people and the institutions [including governments, civil society and market actors] that have an impact on their lives.

According to Andreas Schedler 1999. Accountability has a political purpose [to check the abuse of power by the political executive] and an operational purpose [ensure the effective functioning of governments].4 To be effective, accountability must have two components: answerability - the obligation to provide an account and the right to get a response; and enforceability - ensuring that action is taken or redress provided when accountability fails.5

According to Goetz and Gaventa (2001), Goetz and Jenkins (2005)

Common definitions of accountability types

Upward accountability: Defined as the answerability of lower ranks to a higher-level authority, such as that of local government bodies to a national body.

Downward accountability: The answerability of a higher rank to a lower level, for example, a Ministry of Finance to municipalities that receive part of their funds from central level.

Vertical accountability: Imposed externally on governments, formally through electoral processes or indirectly through citizens and civil society, including mass media. These external actors seek to enforce standards of good performance on officials. The most common mechanism for the exercise of vertical accountability is an election.

Horizontal accountability: Imposed by governments internally through institutional mechanisms for oversight and checks and balances, and refers to the capacity of state institutions to check abuses by other public agencies and branches of government, or the requirement for agencies to report sideways. As well as mutual checks and balances provided by the executive, legislature and judiciary, other state agencies that monitor other arms of the state (institutions of „horizontal accountability") include anti-corruption commissions, auditors-general, human rights machineries, ombudsmen, legislative public-accounts committees and sectoral regulatory agencies.

Hybrid accountability: Where civil society itself takes on attributes of the state in supervis-ing the performance of state agencies. Participatory budgeting, report cards on public service, citizen audits are examples of hybrid accountability mechanisms.

Domestic accountability: Refers to all domestic accountability relationships, including ver-tical, horizontal, downward, upward, hybrid and social accountability.

Mutual accountability: This term is frequently employed in the context of aid effectiveness, with regard to the relationship between donors and aid recipients. It speaks to the notions of reciprocity and the presence of mutual expectations related to the conduct of both parties.

Outward accountability: The answerability of domestic/national actors to external donors or development partners.

Social accountability: a form of accountability which emerges from actions by citizens and civil society organization (CSOs) aimed at holding the state to account, as well as efforts by government and other actors (media, private sector, donors) to support these actions.

The participation of local people is a necessary precondition for the promotion of social accountability and it distinguishes social accountability from other conventional accountability mechanisms. (like public audit systems the legislature etc.)

Chapter - III

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Research Question and Methodology

Research Question

How service delivery of local government institutes are being provided for the marginalized people without having social accountability mechanisms in its governance system. If tools and techniques of social accountability can be applied, how it will promote effective and efficient service delivery?

Research Problem

In the context of Bangladesh it is hard to seek out ways to connect increased voice with the relevant actors in state institutions. To create direct link of marginalized groups with local government institutions policy decisions and engage actively in service delivery process, local government institutions need to be more transparent and accountable. Here access to information is critical for sound engagement.

Most of the local government institutions are reluctant to provide information that effect poor people's lives. On the other hand, marginalized poor people do not have basic awareness of social accountability mechanisms.

UNDP guide line note of fostering social accountability states that awareness of heights and information about various participatory processes is an essential first step for ensuring participation and engagement of citizens to promote effective policy and service delivery process.

Marginalized groups are deprived in accessing local governance system as they have been socially excluded for hundreds of years.

Northern part of Bangladesh is geographically underdeveloped in comparison with other developed areas.

The *Saontal* community of Godagari upazilla are affected more as other people do not allow them to be involved because of their lower caste. Sporadic efforts by some local NGO's have been made but that is not sufficient to upgrade life and livelihood of the *Saontal* community people.

Fostering inclusive participation and building responsive local government institution to strengthen local governance and social accountability is a time consuming complex process.

Actual participation in local governance is minimal which includes information sharing awareness raising campaigns and right to education light to health, right to foods initiatives.

Say for example FGD, VGD programmes of local government do not allow *Saontal* community peoples participation in any level of service delivery.

There is no previous research focusing on social accountability in local governance system in under developed north region of Bangladesh.

The study tried to explain the concept of social accountability and emphasized on understanding place of social accountability with the local governance framework and its relationship with supply side accountability initiatives such as service delivery of local government institutions.

The process involved in transforming public opinion into action needs to understand key social accountability tools by the both actor duty bearers' and 'right holders'.

Enabling environment to appreciate the power of public opinion in strengthening social accountability has not been created by the local government bodies.

To find out the obstacles, root causes and the way to provide services in socially accountable manner is the main problem of this research.

Methodology

Type of study: This is a mixed method research qualitative and quantitative.

Place of study: Godagari Upzilla of Rajshahi District

Study population: 50 Saontal community people for structured questionnaire survey. 10 people from Upazilla Parishad, Local NGO's, UNO office, religious organization, educational institutes and other community leader for Focus Group Discussion (FGD).

Sample size: 50 respondents for questionnaire survey, 10 for FGD

Period of study: 1st February 2013 to 28 February 2013

The methodological approaches are divided into three broad phases:

a) Preparatory phase
b) Field work phase
c) Data analysis phase

a) Preparatory phase

Community leaders of Saontal community have been selected as respondents as they are poorest amongst the poor and deprived of all kind of civic facilities.

The objective execution of the process calls for clearly defined assessment indicators. The indicators are based on the functions and duties of the local government institutions. The laws, acts and statutes that establish and govern the local governments are the basis for developing indicators.

The preparatory phase includes identification and selection of stakeholders, priority setup that involved relevant local government officials, community leaders, NGO representatives and the marginalized groups.

b) Field work phase

i) Questionnaire Survey

Structured questionnaire consists of 35 questions that have been prepared to identify the obstacles, root causes of introducing social accountability in local governance system. The survey was conducted with the Saontal community of Godagari Upazillas in Rajshahi district the poverty prone northern area of Bangladesh. The questionnaire has been tested before administering to identify whether questions asked are understood and accepted by the respondent. 35 questions have been asked to 50 respondents with due consideration of the respondent's time and efforts also the quality of the data that have been generated by the survey.

ii) Focus Group Discussion (FGD)

FGD organized to address the objectives of this research.

- with the staffs of the Upazilla Parishad.
- with the Upazilla Nirbahi Officer (UNO) and other support staffs.
- with the community people and
- with the educationalist and religious leaders

This method delivered qualitative data which validated the quantitative data delivered from the questionnaires survey.

c) Data Analysis Phase

Data analysis package SPSS used in analyzing the data collected through the questionnaire. Qualitative and quantitative data were given due attention and have been processed manually in order to have a balanced analysis.

Participatory Performance Assessment (PPA)

This exercise is conducted in an open public forum where members of the community are invited to comment on and question UP performance. The assessment results in a shading of performance linked to scheme eligibility for the following year.

Survey Participant Selection

The survey was undertaken for this study in Godagari upazilla of Rajshahi district. 50 adults from 'Saontal community' attended from each upazilla. Among them 25 male and 25 female were chosen through a purposive sampling.

UP representatives were selected for FGD as duty bearer and on the other hand marginalized 'saontal's as the right holder for socially accountable local governance.[5]

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[5] A socially excluded group/marginalized by their lower caste.

Chapter - IV

Result and Discussion

General Information

Table-1
Distribution of respondent according to age.

Age (years)	Frequency	Percentage
18-25	5	10
26-33	7	14
34-41	11	22
42-49	18	36
50-58	9	18
Total	50	100%

Table-1 shows that among 50 respondents majority (36%) were in the age group of 42-49 years.

Figure-1: Distribution of respondent according to sex.
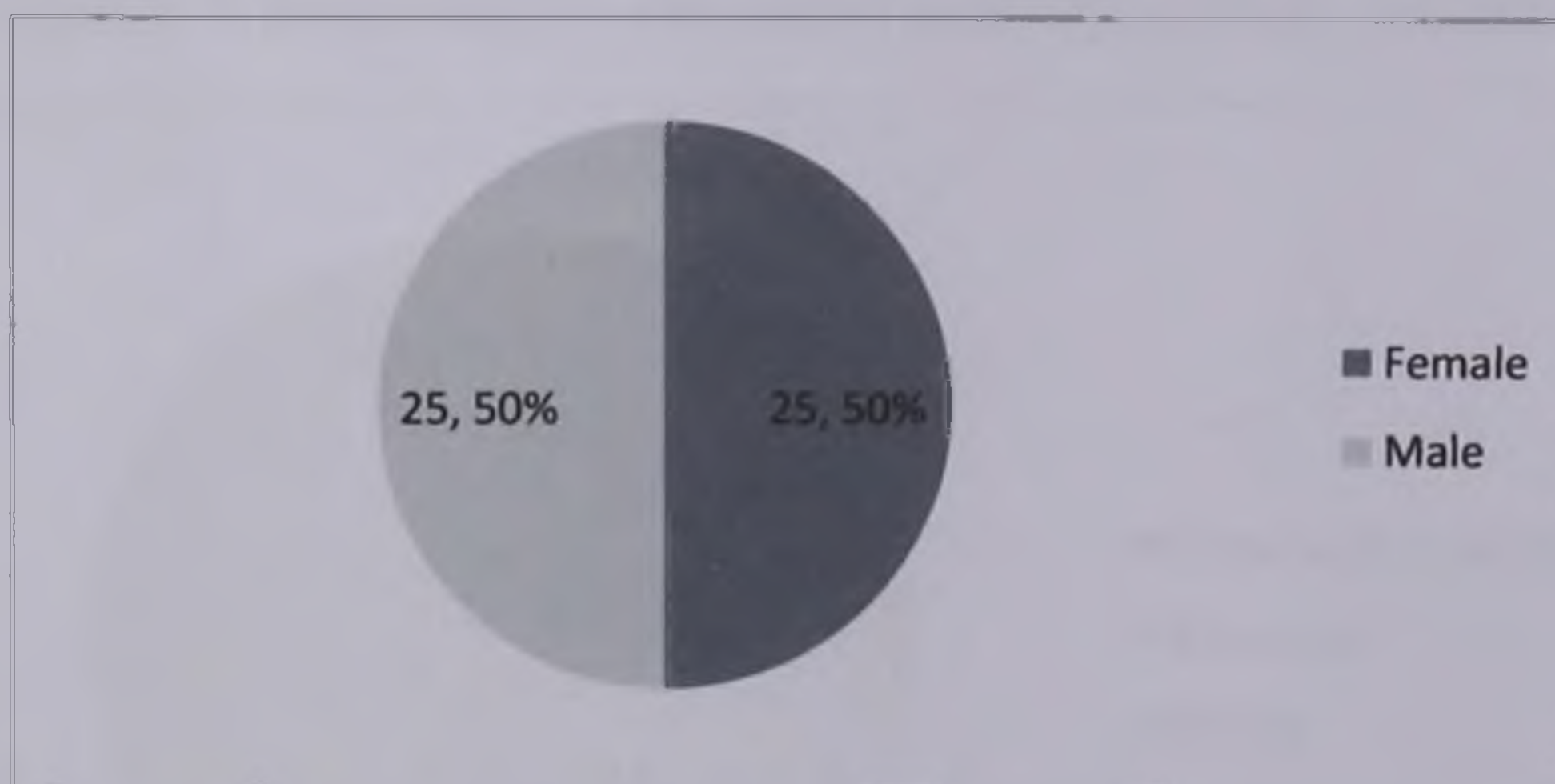
Fig.1 shows that the male, female ratio was same.

Table-2: Distribution of respondent according to their religion.

Religion	Frequency	Percentage
Islam	0	0%
Hindu	42	84%
Buddhist	0	0%
Christian	8	16%
Total	50	100%

Table.2 shows that most of the respondent of Saontal community were Sonaton Hindu and 16% of them are converted Christian.

Occupation

Figure – 2: Distribution of respondent according to their occupation
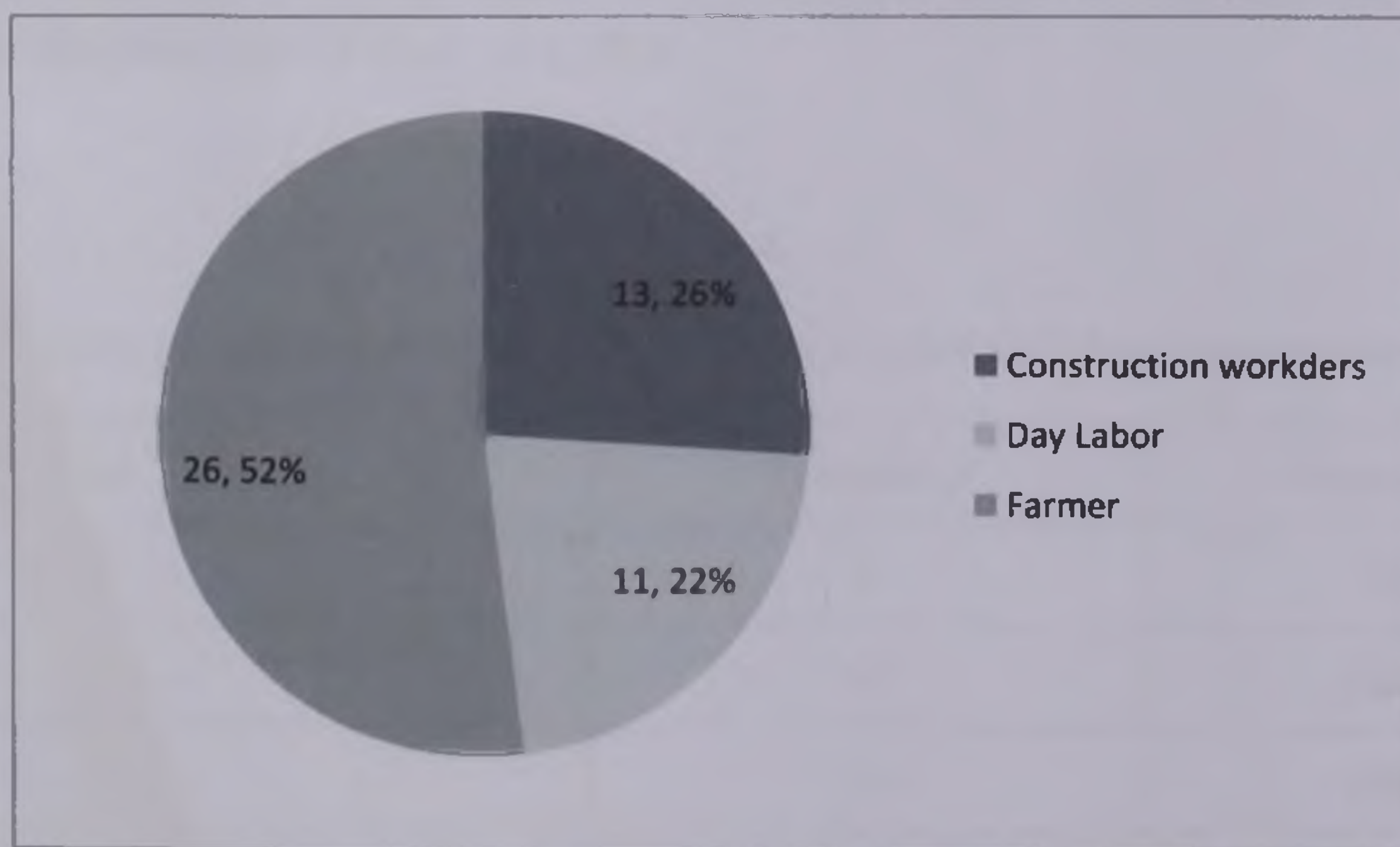
According to the figure 2 shows 52% respondents were farmer 22% day labour and 26% of them were construction workers.

Education related

Table-3

Distribution of respondent according to their education

Level of education	Frequency school attended		Percentage	
	Yes	No		
	9	41	18%	82%
Class 1-5	9	0		
Class 6-8	9	0		
Class 9-10	9	0		
Class 11-12	9	0		
Graduation or above	9	0		
	9	41	18%	82%
Total	50		100	

Table 3 shows that most of the respondent never attended in school (82%) those who attended in school their education level is class 1-5 (18%).

Table-4

Distribution of respondent in getting non formal or other skill development trainings.

Training received	Frequency	Percentage
Yes	0	0%
No	50	100%
Total	50	100%

Table-4 shows that no one of Saontal community of the surveying area got any non formal education and other skill development trainings.

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Local Governance related

Table-5

Distribution of respondents according to their idea and initiatives taken about local Governance.

Idea and access	Frequency (N=50)		Percentage (100%)	
	Yes	No	Yes	No
Have idea about resource allocation process of LGI	0	50	0%	100%
Visited UP office	18	32	36%	64%
Joined in meetings of UP	0	50	0%	100%
Heard about local Govt. policies	0	50	0%	100%
Access of safety net programmes	15	35	30%	70%

Table-5 shows that respondents do not have idea about resource allocation process of LGI through 30% of them have access in safety net programmes of LGI. 64% never ever visited the UP office and they joined in any meeting.

Participation related

Table – 6

Distribution of respondents according to their opinion to make socially accountable LGI's.

Opinion	Frequency	Percentage
Should be socially accountable	50	100%
Should not be socially accountable	0	0%
Total	50	100%

Table-6 shows that all of the respondents think that LGI's should be socially accountable to provide better service delivery.

Strategic recommendations came from the respondents regarding the question "how local people can make LGI's accountable?" are as follows:

- Local people should be united
- Negative attitudes by the wider community towards marginalized groups should be changed
- Marginalized groups should be trained to raise their voices
- Marginalized people should be educated and properly trained in budgeting of LGI's by Govt., NGOs and other organization and
- Local people should aware and should have willingness to get access in health, education and other services that affects their lives.

<u>Voice related</u>

Table-7

Distribution of respondents according to information asked about resource allocation.

Information	Frequency		Percentage	
	Yes	No	Yes	No
Have asked information by LGI's about resource allocation	0	50	0%	100%
Total		50		100%

Table 7 shows that the respondents of surveying community never asked for information about resources to be allocated for the poor from LGI's.

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Table-8

Distribution of respondents according to their opinion in raising voice for demanding effective service delivery.

Opinion	Frequency		Percentage	
	Yes	No	Yes	No
Demand for effective service delivery will help marginalized community	43	7	80%	14%
Have knowledge about state's legal obligation to meet rights	0	50	0%	100%
Have any forum on shared agendas to create access and scrutinize informations from LGI's to take action	0	50	0%	100%
Have ever asked to join in any awareness campaign/ information sharing meeting or any other initiatives that provided information's about local government activities	0	50	0%	100%
LGI's, NGO;s other organization have ever been arranged stakeholders dialogue for the community	0	50	0%	100%
Have any community advocacy groups	0	50	0	100%
Joined in policy formulation process	0	50	0	100%
Monitor LGI's activities	0	50	0	100%
Informed about the quantity of allocated resources	0	50	0	100%
LGI officials will hear voices of local community	6	44	12%	88%
Total	N=50		100%	

Voice is such mechanism through which people express their preferences, opinions and views and demand accountability from power holders. It can include complaint, organized protest, lobbying and participation in decision making, product delivery or policy implementation. (Anne Goetz and John Gaventa, 2001).

Table 8 shows that majority of respondents think that (80%) demanding service delivery will help marginalized community though they do not have knowledge about state's legal their

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obligation to meet their rights. They do not have any forum on shared agendas to create access and scrutinize information's from LGI's to take action.

LGI's, NGO's and other organizations never arranged any dialogue regarding service delivery system of UP. They never joined in policy formulation process, they have never asked to join in any awareness campaign. They never monitored LGI activities. They are not informed about the resource allocation as they were not asked to join in any awareness program, information sharing meetings or any other initiatives in providing information's.

Figure-3

Distribution of respondents according to their opinion about whose voice is sought and heard by LGI's
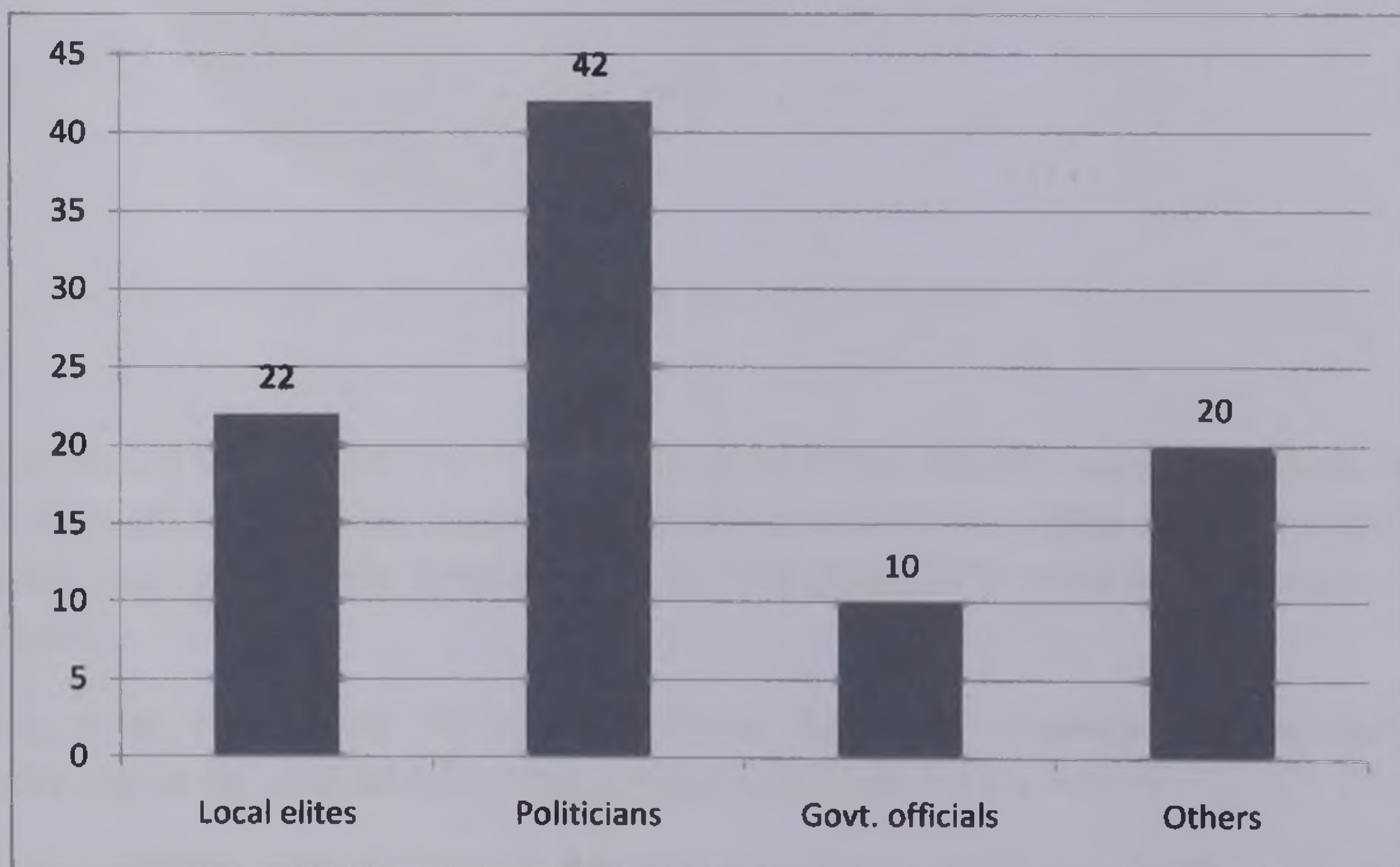
According to the most of the respondents politicians (42%) are the most influential whose voices have been heard and sought by local govt. Most interestingly respondents think Govt. officials do not have influence as politicians.

Figure-4

Distribution of respondent according to their recommendation for what purpose voice should be exercised
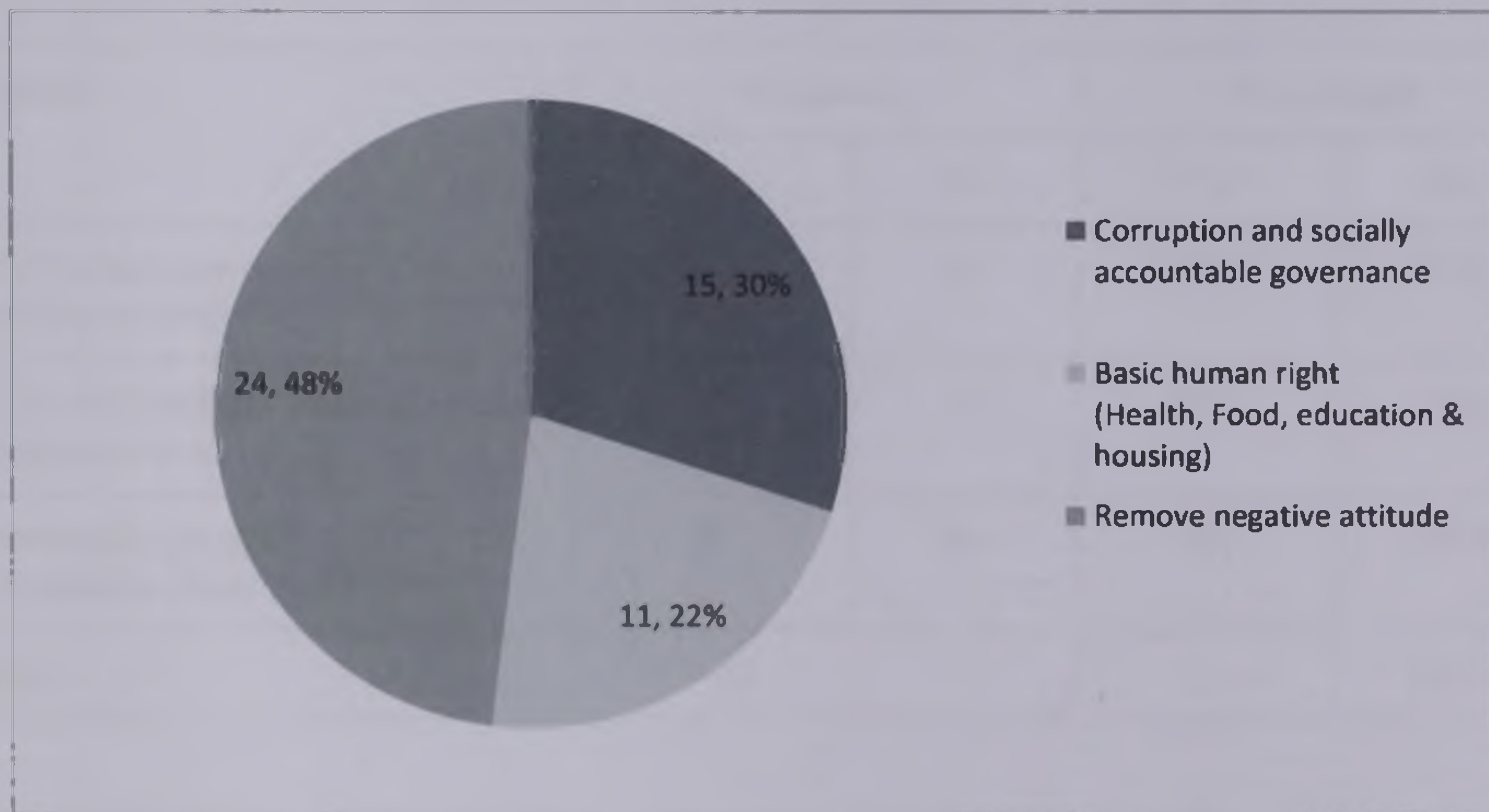
This figure shows that most of the (48%) respondents from Saontal community think that voice should be raised in removing negative attitude towards them. (30% of them want socially accountable local governance system while the remaining 22% want to raise voice for basic human rights.)

According to the respondents the most significant factor that obstructed the passage of local governance and social accountability that is negative attitude by the society.

This societal negative attitude towards Saonatal community influence development planning of local and central government.

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Table-9

Anti-corruption related

Distribution of respondents in anticorruption related opinion.

Opinion	Frequency		Percentage	
	Yes	No	Yes	No
LGI's often corrupted in service delivery process	35	15	70%	30%
LGI's will perform better if citizen monitor their activities	33	17	60%	34%
Community people have information about LGI budget	0	50	0%	100%
Total	N=50			100%

Corruption adversely affects efforts to reduce poverty, protect the environment, promote human rights and ensure gender equality and is of great concern to poor people. It is often the 'target' of social accountability initiatives.

The United Nations Convention Against Corruption (UNCAC) articles 9, 10 and 13 supports the use of social accountability tools like social audits, citizens audits, budget tracking and public procurement monitoring to ensure public participation and engagement in anti-corruption efforts (UNDP 2008).

Table 9 shows that 70% respondents views LGI's as a corrupted organization in service, delivery process and they majority of them believe LGI's will perform better if citizen monitor their activities.

Table-10

Access to Information

Opinion	Frequency		Percentage	
	Yes	No	Yes	No
Knowing about caiming entitlement from LGI's	0	50	0%	100%
Awareness of rights	5	45	10%	90%
Under standing informations provided by LGI representatives	9	41	18%	82%
Equal access to information (Gender balanced	3	47	6%	94%
knowing mobilization of local resources	0	50	0%	100%

UP act 2009 states that UP will initiate planning and implementation of social and economic development activities but the Saontal community do not know about their entitlement.

Table 10 reveal a very disappointing picture of lack of awareness by the community people to get access to information of LGI's as 90% of them do not know about their rights. They ever do not know how to mobilize local resources and claim their rights.

Participation related

Figure – 5

Distribution of respondents according to their required skills for effective participation and engagement in LGI's activities.
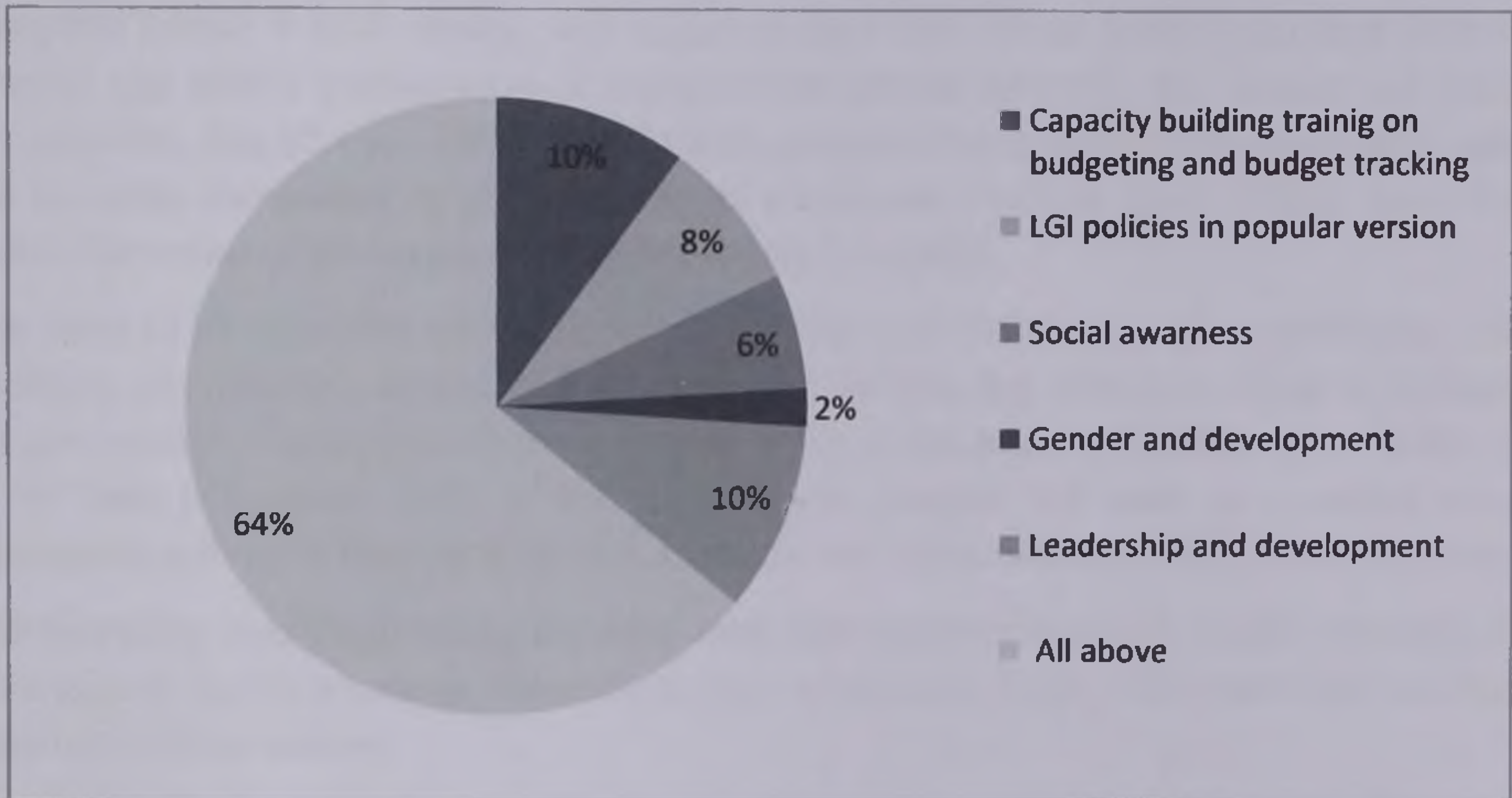
The participation of citizens is a necessary pre-condition for the promotion of social accountability and it distinguishes social accountability from other conventional mechanisms like public audit system, the legislature and others.

Figure 5 shows that among the total respondents (50) majority wants training capacity building training on budgeting and budget tracking, LGI policies social awareness, gender development, leadership development training to actively take part in LGI's activities.

100% respondents think that there are hindrances in participating service delivery process of UP though they do not think that there is any specific problems for women's participation.

FGD Findings

10 people from different backgrounds were asked to join in FGD. Among them Upazilla Parishad representatives, Government officials, religious leaders, politicials, cultural workers, educationalists were included gender balance was in concern 4 were women and 6 were men participants joined in FGD session who acknowledged that UP act 2009 is the legal framework that exist and allows participation of marginalized groups specially the women and youth in LGIs activities. But LGI e.g. UP's have limited operational responsibility resource and capacity. UP's are often influenced by the members of parliament Upazilla level officers have limited influence on resource allocation as it is often decided centrally.

LGI's need to be strengthened by providing training and initiating proper monitoring systems promoting co-ordination among line agencies for introducing effective, socially accountable local governance. Conceptualization of accountability depends on the poor people's vision of the role of state (Ackerman 200). If the poor people imagine the state as a central actor of development activation then participation increases and social accountability comes into effect.

In the surveying area FGD reveals the cruel truth that marginalized poor people (Saontal) do not have access in decision making processes to their advantage. There is no established mechanism for citizen to claim redress.

There are no feedback mechanisms for local institution to respond to the demands of the people in providing necessary redress. Through the FGD session participants were asked for what social accountability is needed? For whom social accountability is required and how to upheld social accountability? And so on.

The questions indicated the obstacles and root causes to get access in UP services delivery. These were:

- Negative attitude by the society towards Saontal community.
- Lack of proper education of the community
- Lack of political commitment central governments
- Control over power and resources of local government

Root causes of these obstacles were

- Lack of monitoring system
- Lack of political bill
- Lack of central governments initiatives
- Excessive political manipulation
- Lack of accountability of LGIs

- Bureaucracy
- Lack of institutional strength

Social accountability mechanism is needed for LGI's for

- Efficient public service
- An administration that is accountable in using public funds
- And finally for
- Achieving the aims of local government policies.

The last question of FGD how to uphold social accountability was to seek for strategic direction from the stakeholders. Local people viewed local governance and social accountability is set of values and principles that underpin state – society relationship.

They recommended in

- Strengthening local government
- Strengthening local ownership, including the marginalized
- Initiating governance assessment process
- Control of corruption and strengthening the rule of law
- Institutional reform a capacity building of actors of local governance for creating a social accountability chain

Chapter – V

Recommendations and Conclusion

The Way Forward

To indentify the way forward in establishing social accountability in local governance system 1 FGD session was held at Upazilla 1 level.

Following are the summary of the observation.

Accountability

LGI officials and institutions capacity should be enhanced to support active participation of marginalized people. LGI policies, documents, budgets should be translated in local language to ensure access to information by the indigenous people (e.g. saontal).

Effective communication strategy that adopts feedback mechanisms to respond to the demand of various stakeholders in developing effective policies and service deliver.

Citizen's engagement encouraged in various process like budgeting, costing, procurement etc. By encouraging citizen inclusion in policy and decision making processes could be further strengthened through an increased emphasis on social accountability principles and practices.

Voice

The level of participation of different stakeholders especially the marginalize poor people, women, youth has to be increased. To engage marginalized people and to facilitate their voice to be heard institutional arrangement is required LGI should facilitate active engagement of stakeholders and their confidence and willingness to get involve in future.

People should be encouraged to mobilize their own resources with the support of other NGO's equality of access to decision making should be ensured by LGI's.

Decentralization

Decentralization is an increasing trend throughout the world. Decentralization process improves resource allocation and service delivery system but the decision makers, service providers and service users should work together in coordinated manner.[6]

Decentralization is supposed to encourage government responsiveness, citizen participation and in the end greater accountability'. Decentralization process should involve underprivileged, socially excluded groups of people to stimulate social accountability. The participants of FGD session suggested decentralize power and resources to the local government which will enhance social accountability in future.

Peoples Mobilization

People should perceive the local government initiatives are being taken for betterment of their life and livelihood. They need to be aware with support of local government institutes and other working NGOs that they also have responsibility to contribute for the society. People should believe collaboration with local government will bring positive change to their life.

To achieve broader societal goal peoples mobilization is a effective strategy to promote social accountability in local government system. Influential political elite of the rulling party tend to manipulate the service delivery process. That can be restricted from peoples mobilization.

Capacity building of Union Parishad

By law UP must form 13 standing committees concerning different areas of its activities. To implement Poverty Reduction Strategic Paper (PRSP) and Millennium Development Goals (MDG's) and other climate change related adaptation and mitigation activities union parishad's capacity building is an urgent need. Members of UP should be trained and material supports to technical supports are heeded to make up technological up gradation and supportive. UP should emphasize on gender balance in each projects. Effective coordination between local government institutions and central government is needed. Upazilla and union level committees can be formed and activated. Trust worthy relationship should be created between Union Parishad and Upazilla administration.

Concerned line ministries should build capacity of the union parishad before taking any project. UP may take development initiatives with its own resources and they may seek fund from other

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[6] Ackerman 2005, A conceptual discussion on social accountability in the public sector' published by the world bank.

donors, e.g. Palli Karma Shahayak Foundation (PKSF) recognized UP as a Partner Organization (PO). If any union parishad wants to develop pro-poor projects and income generating activities PKSF will support them financial and technical to strengthen UP.

Resource Allocation

Resource allocation to the lower tyre of administration will bring direct positive change in the life of local people. Timely distribution – will bring prosperity for our country. Agricultural budget, educational budget ete, should be disbursed in right time that local people can meet the urgent need. Climate fund should be created to address massive destruction of climate especially in the drought and flood affected areas.

There should be an appropriate policy to provide strategic direction of local level resource allocation and utilization. Local government ministry should ensure regular fiscal disbursement schedule of UP funds. Allocation of block grants can benefit the disadvantaged people to address the actual need of these communities. Government of Bangladesh is providing direct block grants to all UP's from ADP but only 2% of national development budget is channeled through local government system (Akash, 2009).

Participatory monitoring and evaluation

Participatory monitoring mechanism can be developed. We should learn from the best practices of other developed countries. Local people should actively participate in monitoring and evaluation process. 'Social Audit' or 'Score Card' can be introduced in evaluation of the performance union parishad.

Union tax officers can conduct this audit Service delivery loopholes and allegations should be investigated in a participatory way. NGO's Bank and other line agencies institutional partnership should be developed in order to enhance participatory monitoring and evaluation.

Inclusion of socially excluded groups

Although strengthening local government institutes is important to improve local governance system as it brings government closer to the people but if inclusion issue is not raised it tends to reinforce inequalities both within the newly 'autonomous' local units as well as between them. So, fair distribution of the benefits of development and non discrimination development should be taken seriously. Exclusion on grounds of sex, language and religion results in denial of accessibility that should be prevented.

Policy Planning

All local government development policy and programmes by local government institutes, NGO's, Banks and other line agencies should thus become instruments of democratization and the empowerment of civil society rather the perpetuate technocrat approaches to development.

In order to address operational problems as regards service delivery and overall performance of local government rules and regulations should be formulated with particular focus on ward committees as mentioned in UP act 2009. These rules will devise institutional arrangements to reduce local governance and social accountability gap.

Policy should enhance access to information about local government resources and decisions through comprehensive communication strategies. To promote local governance and social accountability government bodies should emphasize on greater awareness in policy document in partnership with private sector. To improve public service delivery local government institutes and private sector need to arrange public hearings to ensure the policy is responsive to the local people's needs.

Local government institutes and other local private organizations need to devise demand-driven mechanism for capacity building of marginalized people before formulating any policy planning that effect their lives.

Conclusion

The importance of local governance and social accountability has been recognized by local people, local government institutes and other local development partners Poverty Reduction Strategic Paper (PRSP) recognized the role of local governments as stated 'there will be involvement of local government bodies and NGOs for greater participation of community with a view to improve the quality and predictability of public service delivery, expand citizens participation and promotion open hearings to ensure that local government is responsive to citizens needs'.

Union Parishad Act 2009 replaced the old UP ordinance 1983. The UP Act 2009 recognized the importance of community participation, transparency and accountability. This act has specific sections on formation of word committees, participatory planning, access to information and extended authority of the standing committee etc.

With this context the study emphasized in finding out the obstacles and the way forward to establish and enhance social accountability. The empirical evidences drawn from field level also suggest that the social accountability can bear significant implications for accelerated poverty reduction, social development and community empowerment in Bangladesh.

Appropriate strategic framework for policy implementation and contextual financing framework and political will can bring Positive change in life and livelihood of local people. The world Bank has defined social accountability as "an approach towards building accountability that

relies on civic engagement" in which it is ordinary citizens and / or civil society organizations who participate directly or indirectly in exacting accountability (World Bank: 2004f:1).

"Society is a powerful potential force for strengthening government accountability nevertheless, this force does not come alive automatically or always in the most productive forms. Pro-accountability entrepreneurs need to design mechanisms that both help translate this potentiality into action and privilege social actors that work for the public interest. There is no single 'silver bullet' or special recipe for creating successful social accountability initiatives.' (John M Ackerman, March 2005)

Betterment of local governance and social accountability depends on local people's perception about local government institutes. If they think that local government is the key actor of the development in their locality then they will be more responsive and willing to carryout responsibility in local government activities.

Establishing social accountability in local governance process enhances participation of local people especially the poor and marginalized people which can make a difference.

This study encourages the active participation of local poor in all development activities are being taken by local government institute and bring people closer to the LGI's and LGIs to the central government as well as power and resources. This initiative will reduce gap between state and society.

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25. Andreas Schedler (1999): „Conceptualizing Accountability.□ In The Self-Restraining State: Power and Ac-countability in New Democracies. Eds. Andreas Schedler, Larry Diamond, and Marc F. Plattner. Boulder, CO: Lynne Rienner Publishers: 13–28.

Annexure

Questionnaire

(Stakeholder holder analysis)

General Information:

1. Name:
   ....

2. Age:...
   ..

3. Sex: Male ☐   Female ☐

4. Religion: Islam ☐   Hindu ☐   Buddhist ☐   Christian ☐

5. Occupation

Education related

1. Have you ever attended in school?
   Yes ☐   No ☐

2. If yes, upto which class you have studies?
   Class 1-5 ☐   Class 6-8 ☐   Class 9-10 ☐   Class 11-12 ☐

   Graduation or above ☐

3. If you (0-1) have you ever got nonformal education or other skill development trainings
   Yes ☐   No ☐

4. If yes who have provided these training/education

a.

b.

c.

d.

Local Governance related

1. Do you have any idea about resource allocation process in local government like upazilla parishad?

Yes ☐   No ☐

2. Have you ever visited up office?

Yes ☐   No ☐

3. Have you ever joined in any meeting of up?

Yes ☐   No ☐

4. Have you ever heard about local Govt. policy does?

Yes ☐   No ☐

5. Do you get access in social safety net programmes VGD/VGF programme of local Govt.?

Yes ☐   No ☐

6. Do you think LGI's should be socially accountable?

Yes ☐   No ☐

7. How you can make them accountable (strategy)

6. Have you ever asked for information's about resources to be allocated for the poor from LGI?

       Yes ☐   No ☐

7. If yes have you got any positive result?

       Yes ☐   No ☐

8. If 'no' why didn't you ask?

....

....

9. Do you think if you raise voice together for demanding effective service delivery it will help your community?

       Yes ☐   No ☐

10. Do you know state has legal obligation to meet your rights?

       Yes ☐   No ☐

11. Do you have any forum with shared agendas to create access and scrutinize information's from LGI and then take action?

       Yes ☐   No ☐

12. Have ever asked to join in any awareness campaign/information sharing meetings or any other initiatives that provided information's about local government activities.

       Yes ☐   No ☐

13. LGI, NGO's other organizations have ever been arranged stakeholders dialogue for your community.

Yes ☐   No ☐

14. Do you have community advocacy groups?

Yes ☐   No ☐

15. Was anyone of your community joined in policy formulation process in local government?

Yes ☐   No ☐

16. Was anyone joined in policy implementation?

Yes ☐   No ☐

17. Do you monitor local government Institutions activities regularly?

18. Have you ever been informed about the quantity of resources that have been allocated for your community?

19. Do you think LGI officials will hear your voice.

Yes ☐   No ☐

20. Whose voice is sought and heard?

☐ Local elities   ☐ Govt. officials

☐ Politicians   ☐ Others

21. For what purpose voice should be exercised.

☐ Corruption and socially accountable governance

☐ Basic human rights

☐ Remove negative attitutue towards Saontal community

Anti-corruption related

19. Do you think LGI's often corrupted in service delivery process.

Yes ☐   No ☐

20. Do you think LGI's will perform better if citizen monitor their activities?

Yes ☐   No ☐

21. Do you have information about LGI budget for any services like health, education etc.

Yes ☐   No ☐

Access to information

22. Do you know that you are supposed to claim your entitlement by LGI's?

Yes ☐   No ☐

23. Are you aware of your rights?

Yes ☐   No ☐

24. From whom you get information's about LGI's services like VGD, VGF?

a) UP chairman ☐

b) Member ☐

c) Political ☐

d) Leader ☐   Other community people ☐

e) None of the above ☐

25. Do men and women equally get access to these information's.

Yes ☐   No ☐

26. Do you understand all of the information's provided by LGI representatives.

Yes ☐   No ☐

27. Do you know how to mobilize local government resources?

Yes ☐   No ☐

Participation related

28. Are there any hindrances for the participation of service delivery of UP?

Yes ☐   No ☐

29. If yes,

Is there any specific problem for women participation?

....

....

30. What kind of skills do you require for effective participation and engagement?

a) Capacity building training on budgeting and budget tracking.

b) LGI policies in popular version

c) Social awareness

d) Gender and development

e) Leadership development

f) All above

g) Others

FGD Questionnaire

(Public opinion related)

1. Are there legal frame works or regulation that exists that allows for participation by marginalized groups, specially women and youth?

2. What kinds of capacities are required for local institutions to adopt participatory processes?

3. Do marginalized poor people have the ability to affect decision making processes to their advantage?

4. Are there mechanisms established for citizens to claim redress?

5. Are there feedback mechanisms established for local institution to respond to the demands of the people and provide necessary redress?

6. For what social accountability is needed?

7. For whom social accountability is required?

8. How to upheld social accountability?

Location

Godagari, Rajshahi

Godagari is an Upazila in Rajshahi district. The area of the Upazilla is 472 km^2 and is bounded by nawabganj sadar and tanore upazilas on the north, West Bengal of India and the ganges on the south, paba and Tanore upazilas on the east, Nawabganj Sadar upazila on the west.

Administration: Godagari thana was established in 1865 and was turned into an upazila in 1984. It consists of nine union parishads, 389 mouzas and 396 villages.

Population 217811; male 50.88%, female 49.12%; Muslim 86.55%, Hindu 8.05%, Christian 1.93% and others 3.47%; different ethnic nationals: 3749 families including the Santals.

Religious institutions: Mosque 439, temple 18, church 9, sacred place 2.

Literacy and educational institutions: Average literacy 27.6%; male 32.3% and female 22.6%. Educational institutions: college 11, secondary school 53, madrasa 18, government primary school 76, non-government primary school 63. Noted educational institutions are Godagari Ideal Primary School (1913), Godagari High School (1948).

Occupations: Agriculture 36.36%, agricultural labourer 32.16%, wage labourer 5.35%, commerce 11.25%, service 3.99% and others 10.89%.

Land use: Total cultivable land 35750.71 hectares; fallow land 218.74 hectares; single crop 49%, double crop 42% and treble crop 9%; cultivable land under irrigation 47%.

Crops: Paddy, wheat, patal, karalla and varieties of dal (pulse). Extinct or nearly extinct crops are Linseed, sesame, mustard seed, aus paddy, kaun, watermelon.

Fruits: Mango jackfruit, litchi and bel (wood apple).

Communication facilities: Roads- pucca 147 km and mud road 352 km; railways 39.21 km.

Mill and Factories: Rice mill 6, printing press 1, welding 45.

Cottage industries: Bamboo and cane work 12, blacksmith 80, potteries 25, wood work 226, tailoring 310.

Hats, bazars and fairs: Total number of hats and bazars are 26, fairs 3, most noted of which are Godagari, Bidirpur, Premtali, Mahisalbari, Rail Bazar, Kankanhat and Rajbari Hat.

Exports: Paddy, wheat, mango, jackfruit and varieties of dal.

NGO: Operationally important NGOs are brac, asa, proshika, caritas, CARB, FDSR, IDI, ITCL, and Thengamara Mahila Sabuj Sangha.

Health centres: Upazila health complex 1, family planning centre 9 and satellite clinic 1.

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